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# 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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- ▶ 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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# PRESCHOOL FOR ALL

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

May 2, 2014

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## 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.

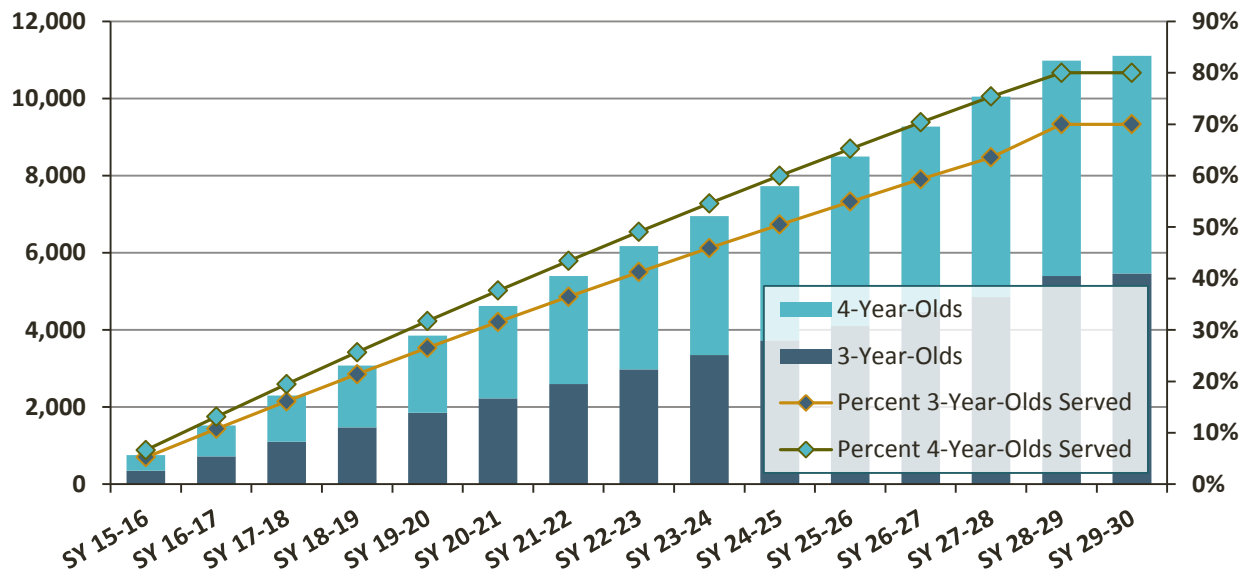
### Assumptions for Program Size During the First Year

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  
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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

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

## Quality Assurance through Ongoing Evaluations

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

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

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

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

- **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

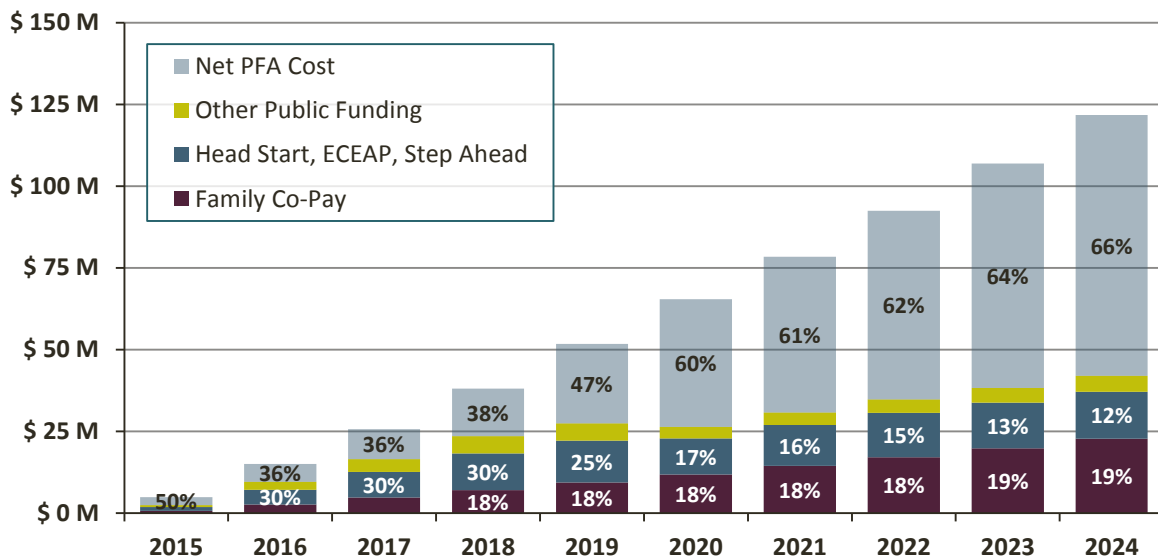
The financial model incorporates funding from existing federal, state, and city programs to offset the total cost of the PFA program. Current programs such as Head Start, ECEAP, Working Connections Child Care, Child Care Assistance Program (CCAP), and Step Ahead subsidize the per-child costs of providers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

## 1.2 Preschool for All Vision

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

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

## 1.3 Quality Before Quantity

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

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

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

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

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

## 1.4 Plan Development Approach

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

### Research

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

Research on program elements followed four lines of questioning:

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

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

### Stakeholder Consultations and Outreach

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

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

The six workgroups were convened around the following topics:

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

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

### Community Engagement

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

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

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

## 1.5 Implementation Considerations

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

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

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

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

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



## 1.6 About this Action Plan

We encourage Seattle not to over-plan the details and prepare to adapt and evolve. Change is inevitable and could bring funding or other opportunities. The City should plan to use the data collected after program implementation to make the necessary adjustments to ensure the best outcomes for children. These recommendations present several starting points from which there will inevitably be some movement.

Following this Introduction, the recommended Action Plan is organized into the following sections:

- **Section 2.0** outlines the Delivery System. How Preschool for All (PFA) should be delivered, who would oversee it and who would provide the services—since many of the programmatic elements depend on the model.
- **Section 3.0** discusses nine programmatic features of PFA. For each feature, we summarize key findings from the research, discuss the local context, outline the options, make recommendations, and then finish with the rationale for the recommendations.
- **Section 4.0** outlines a timeline and proposal to get to full program implementation. This section presents options for bringing on PFA providers and for budgeting annual costs. It also addresses capacity building from the standpoint of facilities, organizations, and staff professional development.
- **Section 5.0** discusses oversight of the PFA program and the Office for Education responsibilities and staffing for PFA.
- **Section 6.0** discusses accountability and program evaluation options for PFA, including recommendations for evaluations of sites, classrooms, and children, and an external evaluation of the program overall. It also makes recommendations for baseline data collection and a system to facilitate collection of feedback.
- **Section 7.0** outlines the financial implications of PFA and summarizes the potential costs, funding sources, and tuition model.

## 2.0 DELIVERY SYSTEM AND PROVIDER ELIGIBILITY

This section examines how services will be delivered to children in Preschool for All (PFA). After reviewing the research on this issue and providing an overview of how other universal preschool programs have been delivered, this section looks at the local Seattle context, and how the PFA delivery system can draw on the many existing community resources. In addition to private and nonprofit providers, options for including Seattle's publicly funded early learning programs are considered. This section includes options and recommendations for provider eligibility to provide PFA services.

### 2.1 Research and Delivery Systems in Other Jurisdictions

#### Overview

"Delivery system" is defined as the method by which program funding and standards are used to provide services for children and families. Direct delivery and mixed delivery are two of the most common delivery systems.

- Seattle Public Schools delivers its K-12 education services using a **direct delivery model**. The district hires teachers and other staff and services are housed and delivered in buildings it owns.
- In a **mixed delivery system**, two or more organizations are involved in delivery, as with the City of Seattle's Step Ahead program. The City manages the funding, sets program standards, determines provider eligibility, and provides a variety of supports. The direct delivery of services is contracted out to an array of child care, Head Start, and preschool programs, which employ the teachers and provide facilities.
- In some cases, an organization can use **both systems**, directly delivering some services, while contracting out others. For example, Puget Sound Educational Service District (PSESD) Head Start operates its Educare Center in White Center with PSESD staff in a building owned by PSESD, but contracts out the majority of its Head Start services to King and Pierce county school districts, child care centers, and other organizations.

The best delivery system builds on existing strengths in a community, considers the capacity of organizations that could be involved in delivery, and chooses the delivery system that will provide the best services. Regardless of which delivery system is selected, it needs to be dynamic, so that it can add professional and organizational capacity as needed to reach child outcomes.

#### *What delivery models have other jurisdictions used?*

Most other jurisdictions have used one of the following models:

- A school district either operates a universal preK (UPK) program directly or serves as the hub for an integrated school district/mixed delivery system (Boston, New Jersey, Washington, D.C.). There is research suggesting strong outcomes for this model.
- A city launches the program by operating model centers and then in later years contracts with school districts and private providers (San Antonio).
- All services are provided by private providers and school districts operating in their own facilities with some other entity providing contract management and quality assurance (county-based Early Learning Coalitions in Florida).

Even in cities where the school district operates most preK classes directly, a mixed delivery option has been developed to draw on community resources, often to supplement limited district facilities.

- In Boston, the school district operates most preK programs and currently serves 2,400 children. The recently launched Boston K1DS initiative uses public funds for 14 preK classes located at 10 community-based agencies, currently serving 280 children. These centers can provide the extended-day, full-year services that many families need.
- In Washington, D.C., there is capacity to serve all families wishing to access preK services for their 3- and 4-year-olds. Public funds based on the school funding formula allow 50% of the children to be served by charter public schools, 46% by public schools, and 4% by community-based organizations (CBO). Supply actually exceeds demand, with the CBOs the most underutilized.
- In San Francisco, the school district serves 25% of eligible children, while First 5 San Francisco, funded by a state tobacco tax, is ramping up preK services provided by CBOs.
- There is also at least one city that directly operates its own preK program, with plans to develop a mixed delivery option. San Antonio has opened two preK Education Centers, and will open two more in the next year, to serve a total of 1,700 4-year-olds. This program is funded by a small increase in the sales tax, and currently all staff at these centers are city employees. Beginning in 2016, the City will begin to give competitive grants to school districts and community partners, which will eventually provide preK services to an additional 1,700 children.

### *Is there research on the effectiveness of delivery systems?*

Because each city and state has different circumstances, there is no research comparing outcomes for these delivery systems. Most city-funded programs use a mix of public and private providers. Most research concludes that the best outcomes for children are achieved when school districts either operate preK programs directly, or serve as “the hub of a system that integrates these programs into a high-quality system of preschool education.”<sup>21</sup>

Additional research by Walter Gilliam argues that public schools have the capacity to build a skilled teacher workforce, and to provide the best access to special education services. But he also points out that Head Start classes outperform schools on providing comprehensive services, and that there are many high-quality (as well as low-quality) nonprofit and for-profit child care programs, which have the added benefit of providing extended hours. He concludes that the best option is “a mixed delivery system that keeps the public schools as a stabilizing centerpiece,” accesses other funding and providers such as child care and Head Start, all “coordinated through the local public school system (as) the best option for providing the full array of services of children and families need.”<sup>22</sup>

### *Where is a hub model used and has it been effective?*

Puget Sound Educational Service District uses a hub model to provide full-day services to about 360 children in about 20 child care centers. These centers range from small, privately owned centers to centers run by community colleges, school districts, and large private nonprofit organizations. In addition, PSESD serves about 35 Head Start children (birth to five) in family child care settings. Based on federal reviews of these programs operating in a hub model, services meet all Head Start standards, and are as strong as those in PSESD’s more traditional part-day Head Start classes.

### *What is the role of family child care providers?*

Family child care (FCC) is an integral part of child care services. In Seattle, based on our analysis of the Department of Early Learning’s (DEL) data on *licensed* child care centers and family child care providers, approximately 23% of all children in licensed child care are in family child care, while the remaining 77%

are in child care centers. Family child care often offers care for infants, toddlers, and school-age children in addition to preschool services, making it more likely that a family can bring all their children to one provider. Family child care also offers some parents the opportunity to have their children cared for by those who share cultural norms and values.

While family child care providers are common, we found no examples of using a family child care model in preschool programs. While there is some research showing that providing professional development and other support to family child care improves the quality of services, we found no research on the effectiveness of family child care in achieving preK outcomes.

Head Start has recognized family child care as a viable option for delivering its services and has made it one of their service delivery models. Recently, the federal government expressed interest in building partnerships between family child care and Early Head Start programs serving infants and toddlers. Locally, Puget Sound ESD's Head Start program contracts with approximately 10 family child care providers who provide Head Start services to about 35 children, two-thirds of whom are under 3 years old. While these programs have been found to meet Head Start performance standards during federal reviews, as stated above, there is no research on how these children fare in the elementary grades. In Los Angeles and other locations, family child care is used to deliver Early Head Start services serving infants and toddlers.<sup>23</sup>

As of March 2014, DEL has made new full-day Early Childhood Education and Assistance Program (ECEAP) (state-funded preK) slots open to licensed family child care providers participating in Early Achievers (Washington's Quality Rating and Improvement Systems (QRIS)). Due to minimum slot requirements, family child care providers will need to apply for these slots via consortium with other providers or via an existing ECEAP provider.

## 2.2 Local Context: Landscape of Early Learning Providers

In order to understand options and recommendations for a mixed delivery system, it is critical to know that the early learning landscape in Seattle is a patchwork of providers, comprising:

- Licensed child care centers and family child care (FCC) homes (licensed by the Washington Department of Early Learning (DEL)).
- Government-operated programs, including Seattle Public Schools, and community and technical colleges.
- Private schools.
- Preschool providers operating programs less than four hours per day (not licensed by DEL).

These organizations can be for profit, nonprofit, and government-run. The discussion below outlines characteristics of these different types of providers.

### Preschool-Age Providers Licensed or Certified by DEL

The Department of Early Learning (DEL) in Washington State issues child care licenses to child care centers and family child care homes that operate for more than four hours per day. To obtain a license, providers must pass a criminal background check, attend initial and ongoing training, and work with a licenser to ensure that the center or home environment meets and maintains the state's health and safety standards.

- **Child care centers.** Child care centers offer full- or part-time child care in commercial, privately owned, school, or faith-based spaces. Depending on the license, child care center providers may care for children ages one month through 12 years. Generally, children are cared for in groups with similar-aged children, although smaller centers may have mixed-age groups for parts of the day.
- **Family child care homes.** Family child care providers offer full- or part-time child care in the home of the provider. Depending on the license, family home providers may care for up to 12 children through 12 years of age. Children are generally in mixed-age groups within a home-like setting. With the exception of a limit on children under two years old, the provider can take children of any age up to 12. For example, if a provider is licensed for six children, all six children could be 3 or 4 years old or they could have no children that age.

As shown in Exhibit 2 below, most enrollment capacity is provided by the centers. In Seattle, as in King County, family child care homes outnumber child care centers by at least two to one, but centers are usually larger. Between 68% and 76% of preschool-age children that are enrolled in *licensed* programs are cared for in centers; these figures include some Head Start provider agencies.

**Exhibit 2**  
**Estimated Number of Facilities and Enrollment Capacity\* for Child Care Centers and Family Child Care Providers in Seattle**

	Child Care Centers		FCCs		Total
	Number	% of Total	Number	% of Total	
<b>Total Number of Facilities</b>	187	33%	388	67%	<b>575</b>
<b>Total Capacity (# slots)**</b>	11,829	78%	3,358	22%	<b>15,187</b>
<b>Capacity for 3- and 4-Year-Olds (# slots)</b>					
Estimated based on DEL data	3,585	76%	1,129	24%	<b>4,714</b>
Estimated based on CCR data	3,030	68%	1,430	32%	<b>4,460</b>

\* Enrollment capacity = supply of child care, measured in number of slots. A slot is a space for one child in a child care center or family child care home.

\*\* Total capacity is for all ages that providers are licensed for (anywhere between birth and 12 years old).

Source: Department of Early Learning, 2013; Seattle Preschool for All Initiative, Analysis of Preschool Enrollment report, 2014.

## Preschool-Age Providers Not Licensed by DEL

### Government-Operated Programs

If a program is operated by any unit of local, state, or federal government, including school districts and community colleges or an Indian tribe, it is exempt from DEL's licensing requirements. However, any of these public organizations can voluntarily choose to be "certified," meaning that it has been certified as meeting all licensing requirements. In order to receive Working Connections Child Care funding, any child care program must be either licensed or certified. In Seattle, programs operated by the Seattle Public Schools, Seattle Parks Preschool Program, and Head Start programs, among others, are not licensed because they operate for less than four hours per day, or because they do not access state child care subsidies, or both. However, they can choose to become certified at any time they are operating a program for more than four hours per day.

### *Seattle Public Schools*

While the primary focus of Seattle Public Schools (SPS) is to provide K-12 education, SPS is also involved with providing early education experiences to 3- and 4-year-olds. SPS provides direct services through the following programs:

- **Head Start.** SPS operates classrooms at 10 elementary school sites (for a total of 410 slots). All sites are part-day. Most sites have always been part-day; the few full-day classes, operated by subcontractors, were eliminated because of sequestration cuts.
- **PreK at South Shore PreK-8.** The program serves 4-year-olds who then move to kindergarten in the same school. The teachers are certified staff, are an integral part of the school staff, and stay with a cohort of students from preschool into the primary grades. This program is levy-funded and also receives foundation support. The program's enrollment capacity is 20 children.
- **Developmental preschools.** These schools provide mandated special education services (per Individuals with Disabilities Education Act Part B), and are generally attached to schools. There are currently 17 developmental preschools open half-days four days per week (14 hours/week). The enrollment capacity is 352 children with developmental delays, as well as up to 112 typically developing peers, for a total capacity of 464 children. Some children attend Head Start for three-and-one-half hours and then developmental preschools (transportation between programs is provided by SPS).

Program locations fluctuate depending on demand and space availability; there is no specific dedicated space. Although the goal is to serve children at the school where they will attend kindergarten, there is a tension between capacity for other grades and location of developmental preschools.

In addition, SPS has **alignment agreements with community-based providers** operating preschool programs at approximately 28 elementary school sites, mostly at Title I schools. These providers serve approximately 620 children in a variety of part-time and full-time programs. These programs must be licensed by DEL if they operate for more than four hours per day, because they are operated by non-district organizations. They are included in the figures in Exhibit 1, while others not included in the Exhibit operate less than four hours per day and are unlicensed.

### *City of Seattle Parks Preschool Program*

The City of Seattle Parks Preschool Program serves 2.5- to 5-year-olds through 13 Community Centers. In 2012, 343 children were served through half-day classes. The program is fee-based; however, the City provides facilities and administrative support.

### *Private Schools*

There are approximately 40 private preschools certified by the Office of Superintendent of Public Instruction (OSPI), as part of the private school system. These preschools are typically part of private elementary schools and create a continuum of care for children from early ages through later years.

### *Providers Operating Less than Four Hours per Day*

Programs (public or private) that operate less than four hours per day are exempt from DEL licensing (RCW 43.215.010(2)). There is very limited information about children in preschools that provide care for four hours or less per day. Some programs may be accredited through their particular program approach, such as Montessori or Waldorf.

Child Care Resources (CCR), the King County affiliate of Child Care Aware, a national network of child care resource and referral organizations, maintains a database of center-based providers, family child care centers, and preschool-only providers in King County. Programs that operate less than four hours per day may have business licenses, but do not consistently submit information to CCR.

There are 82 preschools in the CCR database, meaning that these facilities received CCR referrals or had other contact with CCR. This information is voluntarily reported to CCR and likely underestimates the number of unlicensed preschools.

## Publicly Funded Programs

### Early Education Programs: Head Start, ECEAP, and Step Ahead

Three **publicly funded programs** fund early education services for children from low-income families: the federally funded Head Start program, the state-funded Early Childhood Education and Assistance Program (ECEAP), and the City of Seattle-funded Step Ahead program.

These programs provide funding to serve children by contracting with a variety of organizations to provide preschool services. Providers that contract with Head Start, ECEAP, and Step Ahead to provide services to 3- and 4- year-olds are included in one of the provider categories described above.

Collectively, these programs provided funding that served **over 2,000** 3- and 4-year-old children in 2012-13, representing approximately **17% of all 3- and 4-year-old children** (12% of 3-year-olds and 22% of 4-year-olds).

**Exhibit 3**  
**Total Number of Funded Slots and Enrollment in Head Start, ECEAP, and Step Ahead Programs, 2012-13**

	2012-13 Funded Slots	Estimated Enrollment of 3- and 4-Year-Olds			
		3 Year Olds	4 Year Olds	Other Ages	Total
Head Start	<b>1,128</b>	539	759	0	<b>1,298</b>
ECEAP	<b>330</b>	73	290	0	<b>363</b>
Step Ahead*	<b>350</b>	134	256	8	<b>398</b>
<b>Total</b>	<b>1,808</b>	746	1,305	8	<b>2,059</b>

\* Levy-funded slots only

Source: City of Seattle, 2013; Head Start Region X, 2013; BERK, 2013.

Note: Due to the loss of federal funding, the number of funded Head Start slots in Seattle will decrease from 1,128 to 855 in 2013-14 (loss of 273 slots).

Head Start and ECEAP serve the lowest-income children — those at or below 110% of federal poverty level (ECEAP) or below 130% of federal poverty level (Head Start). According to DEL, in Seattle 68% of 4-year-olds from families at or below 110% of federal poverty level (FPL) are currently enrolled in either Head Start or ECEAP. When Step Ahead, which serves children at up to 300% of FPL, is included and 3-year olds are considered, these three programs serve approximately 43% of the estimated number of 3- and 4-year-olds under 300% of FPL (4,800 children).

Thus, a large number of 3- and 4-year-olds who may be at risk for poor academic achievement are currently being served in Head Start, ECEAP, and Step Ahead programs and ***including these programs in PFA efforts will be critical to closing the achievement gap in Seattle.***

### *Head Start*

The federal Head Start program funds comprehensive child development services to children from low-income families. At least 90% of enrolled families must be at or below 130% of federal poverty level (FPL), and a maximum of 35% can be between 100% and 130% of FPL. Children are eligible, when space is available, if they are foster/kinship care or other areas of the child welfare system, homeless, or on a Temporary Assistance for Needy Families (TANF) cash grant. In addition, up to 10% of children can be from families who are above the income limits.

Head Start serves children **ages 3 to 5**. Head Start provides grants to local public agencies and private nonprofit and for-profit entities. In 2012-13, there were five Head Start grantees in Seattle, which together provided funding for 1,128 slots:

- Denise Louie Education Center
- First A.M.E. Child Development Center (FAME CDC)
- Neighborhood House
- Seattle Public Schools (SPS)
- United Indians of All Tribes Foundation

In 2013, FAME CDC and the United Indians of All Tribes Foundation lost federal funding and discontinued their Head Start programs as of June 30, 2013, collectively losing 330 slots. Children's Home Society and Puget Sound Educational Service District gained 57 slots in Seattle. With these changes, the number of funded slots declined to 855 for 2013-14.

### *Early Childhood Education and Assistance Program (ECEAP)*

Funded through DEL and the City of Seattle, ECEAP funds free, culturally and linguistically appropriate preschool services for eligible 3- and 4-year-olds. ECEAP families must be at or below 110% of federal poverty level.

During the 2012-13 school year, ECEAP funded 330 allocated slots at eight provider agencies in Seattle:

- José Martí Child Development Center
- Refugee Women's Alliance (ReWA)
- Tiny Tots Development Center
- The Experimental Education Unit (EEU)
- Prospect Enrichment Preschool
- Primm ABC Child Care Center
- The Refugee and Immigrant Family Center (RIFC)
- SeaMar Community Health Center

### *City of Seattle Step Ahead Program*

Funded by the City of Seattle's Families and Education Levy, Step Ahead provides free or low-cost, culturally and linguistically appropriate preschool services to eligible children. Step Ahead is open to 3- and 4-year-olds of families earning up to 300% of federal poverty level.

During the 2012-13 school year, the program provided direct funding for 350 preschool slots within nine preschool providers in Seattle (at multiple sites):

- José Martí Child Development Center
- Community Day School Association
- Refugee Women's Alliance (ReWA)
- Sound Child Care Solutions
- Causey's Learning Center
- Denise Louie Education Center



- Chinese Information and Service Center (CISC)
- Neighborhood House
- The New School (South Shore PreK-8)

Step Ahead includes both Levy-funded and match slots. Step Ahead agencies are required to provide a match for every Levy-funded child in order to create “blended” classrooms. Match slots include children whose tuition is paid by other sources, including ECEAP and tuition paid by parents. There were 251 match slots in 2012-13.

## Programs Providing Child Care Subsidies

There are two primary child care assistance programs available to low-income families in Seattle: Working Connections Child Care (WCCC) and City of Seattle Child Care Assistance Program (CCAP). These programs typically help families pay for child care so they can be employed. In some cases, these programs pay for additional child care on top of participation in Head Start, ECEAP, or Step Ahead.

### *Working Connections Child Care*

The WCCC Program helps low-income families pay for child care expenses for children birth to 12, while parents are working, looking for work, or in an approved training program. This program is funded by state and federal dollars, and is administered jointly by the Department of Early Learning and the Department of Social and Health Services. Eligibility is determined by household income and the number of people in the family, and is available to families earning up to 200% of federal poverty level (FPL). All parents in the program make co-payments, which are determined on a sliding scale. Generally, ECEAP and Head Start families are eligible for the WCCC Program if they meet its work requirements.

### *City of Seattle Child Care Assistance Program*

The City of Seattle helps low- and moderate-income working families pay for child care for children ages one month to 13 years. These subsidies are mainly for working families needing full-day child care who have incomes above the WCCC eligibility limit and up to 300% of FPL. Families can choose from more than approximately 135 licensed family child care homes and centers in Seattle.

At the time of enrollment, the family is given a voucher, which authorizes monthly child care payments to the child care home or center that they choose from the list provided. The amount of the payment from the City varies according to the income of the family, age of the child, and hours of care needed. The City typically pays between 25% and 70% of a standardized rate, and the family is responsible for paying the difference between that rate and the provider’s regular monthly rate.

In addition, for families with incomes above the WCCC eligibility limit and whose children attend Step Ahead agencies, the City of Seattle also provides subsidies to help pay for full-day care (Early Learning Network Subsidy).

## 2.3 Including Publicly Funded Early Education Programs in PFA

Providers funded by public programs such as Early Childhood Education and Assistance Program (ECEAP), Head Start, and Step Ahead are good candidates for Preschool for All (PFA), provided they agree to meet PFA standards.

### *Advantages*

- These programs already serve a large percentage of Seattle's at-risk children, giving them expertise in this area.
- Staff in these programs, on average, have higher qualifications (e.g., BA and AA degrees) and have received more professional development than the larger universe of providers.
- Many of these programs are already implementing key quality improvement efforts that may align with PFA requirements/standards. These include participation in Early Achievers (Washington's Quality Rating Improvement System), use of common quality assessment tools such as Environment Rating Scales (ERS) and Classroom Assessment Scoring System (CLASS), and data collection and tracking of individual child assessment data. In fact, the state legislature and Department of Early Learning (DEL) have mandated that all ECEAP programs participate in Early Achievers by the end of 2015. In addition, all three programs have built in professional development components (with trainers, coaches, and other staff) that may be leveraged or integrated into PFA efforts.
- These programs bring significant state and federal resources, which would allow Seattle's PFA program to spend less per child than for children financed entirely by City funds. For example, in Boston, Washington, D.C., and San Francisco, universal preschool programs often pay only \$2,000-\$3,000 per child above the available Head Start funding, to have children receive services for a considerably longer period.
- A key component of Head Start and ECEAP is a well-developed family and parent engagement component. As PFA grows to provide services to at-risk children in more mixed-income settings, these programs can share their expertise and experience in this area to help develop new models for family support that serve all children based on need.
- Including these programs would provide PFA with a strategy to include at-risk children in the program from the beginning, reinforcing the "for all" concept, rather than having to integrate programs later.
- The City of Seattle created the Step Ahead program as a preschool program for at-risk 3- and 4-year-old children. The City funds Step Ahead, sets the program standards and eligibility requirements, and contracts the program to private organizations. With PFA, the City will be creating a preschool program with higher standards, increased dosage, and universal access. If Step Ahead programs also become PFA sites, the City will have created a win-win situation. The Step Ahead program will provide protected eligibility for low-income families, and the City will have a unified approach to its preschool services, rather than running separate programs operating in silos.
- The City of Seattle currently contracts with the state to provide 330 ECEAP slots. Although the City subcontracts these slots to community providers, it is responsible for assuring that program standards and outcomes are achieved and funds are spent properly. The City also provides technical assistance and training for these programs. These are, in every way, the City's ECEAP slots. The City has the authority to mandate that its ECEAP programs become part of Seattle's PFA and that decision would align with current efforts to transform ECEAP into a model that could align with future statewide universal preK (UPK) efforts. Currently DEL is providing opportunities to expand ECEAP, providing new funding to implement new full-day ECEAP services and convert current part-

day ECEAP to full-day models. As with Step Ahead, the ECEAP slots would have protected eligibility for low-income families, but would eliminate duplication, confusion among parents, and siloed services if the City mandated that all its ECEAP programs become part of PFA.

### Potential Disadvantages/Challenges

- While some of the existing preschool programs for low-income students offer a full-day program, it is usually a model that “wraps” child care around a two-and-one-half to four-hour preschool program. Most existing programs would need to greatly increase hours/dosage to meet PFA requirements.
- Some existing publicly funded providers have been implementing the same model for many years, and may resist change. For most providers, however, additional standards accompanied by an increase in funding to produce better outcomes for children should be an attractive offer.<sup>24</sup>
- Ideally, over time, PFA would serve low-income children in a more mixed-income setting. Changes related to achieving this may prove challenging, especially developing a mixed-income model for comprehensive services.
- Currently, family support services in Head Start and ECEAP are fairly uniform in nature, (applying common staff-to-family ratios, requiring a standard number of home visits, etc.) and are increasingly being seen as less effective than targeted approaches.<sup>25</sup> (DEL is, however, currently in the process of providing more flexibility in the intensity of its family engagement services.) In a mixed-income setting, family engagement may be more effective and efficient using more flexible models.

## 2.4 Options for Delivering Services

Preschool for All’s (PFA) service delivery model needs to address several important questions. These include:

- *Should services be offered directly by the City or by community-based providers?*
- *If the City chooses providers to deliver direct services, what eligibility requirements should providers be required to meet?*
- *What mechanisms and service units should be used to purchase PFA services from providers?*
- *How can the City assure that providers deliver high-quality, effective services, using evidence-based practices, while documenting and reporting their outcomes data?*

### Options for Organizational Model

1. A single entity (e.g., the Seattle School District or the City of Seattle) builds and operates the program. Under this model, initially all of the staff would be employees of the single entity operating the program. However, once the core program is up and running, it could be expanded by contracting some additional classrooms to community-based providers. The public entity running the program would be the organizational center of the entire program.
2. The City builds PFA using a mixed delivery system. All of the teaching staff and other site staff work for a variety of contracting organizations, while the City employs the staff necessary to administer and oversee the program. In addition, some functions might be contracted out to other organizations (e.g., professional development, capacity building, health and family support coordination).

## Options for Provider Eligibility

### *Provider Type*

- Center-based providers (e.g., child care centers, private preschools, Head Start agencies).
- Family child care providers.
- Providers who can operate a minimum number of PFA classrooms.
- Hub organizations, which would subcontract slots to small centers.

Eligible organizations could include nonprofit and for-profit (sole proprietors and corporations) organizations, licensed child care centers and family child care homes, Head Start, Early Childhood Education and Assistance Program (ECEAP), and Step Ahead programs, school districts and educational service districts, community and technical colleges, and local governments, tribes, and tribal organizations. Faith-based organizations could apply provided they understood that no religious instruction or practice would be permitted.

### *Minimum Quality Standards*

1. Licensed/certified. This would allow the greatest number of existing providers to apply by setting the eligibility threshold at the lowest level.
2. Licensed/certified and an Early Achiever participant with a minimum threshold level (e.g., Level 3 with some more stringent classroom assessment score requirements).
3. Eligible only if provider meets all PFA standards (e.g., teacher qualifications, class size, etc.). This minimum standard would assure that all programs meet PFA standards as soon as services commence.

## Options for Contracting/Funding under a Mixed Delivery Model

1. **Issue PFA vouchers to parents.** The City could review applications and then approve providers to be part of PFA, making them eligible to enroll PFA children upon receipt of a voucher. Parents could receive vouchers to use at any PFA-approved provider. The provider would not be guaranteed any specific number of PFA funded children, and might, in fact, serve none.
2. **Contract a certain number of slots to a provider.** The City could use an application and approval process for certifying providers as eligible to provide PFA services, perhaps using a method similar to the one used by the city's Child Care Assistance Program. A provider would need to show how they would meet all PFA program standards, and then be monitored to assure quality. This provider would be guaranteed a set number of PFA slots. This option would appeal to smaller providers.
3. **Contract with providers to operate PFA classrooms.** Contracts could be awarded through an RFP process, similar to the one currently used by the City's Step Ahead program. Provider organizations would articulate how their organization plans to deliver PFA services on a classroom basis to meet program requirements. The City could set a minimum number of classrooms a provider receiving a contract would need to serve.
4. **Fund hubs** using a satellite system subcontracted to smaller child care and preschool providers.
  - a. A community agency could contract with the City to assure the delivery of a large number of PFA slots (e.g., 60 or more). This organization might be a large nonprofit organization, an educational service district, a resource and referral agency, or a community college. The organization, in turn, could subcontract to smaller early learning providers, primarily small child care centers.

- b. The hub organization would be responsible for assuring the delivery of services by its subcontractors. The hub would have the ultimate responsibility for assuring that program standards and contract provisions are met. The hub could also propose a combination of providing some PFA services directly and others by subcontracting.
  - c. Contracts to hub organizations could be awarded for a set period of time (e.g., one to three years), after which another competitive process would occur, or awarded with the presumption that the contractor would continue as a PFA contractor as long as program standards are met.
5. A **combination** of contracting classrooms, contracting slots, and issuing vouchers.
- a. The City could decide what percent of its PFA enrollment to provide through contracts for entire classrooms, what percent by contracting slots, and what percent through vouchers. The Department of Early Learning is moving to implementing this model in its Working Connections Child Care program, in collaboration with its ECEAP program.
  - b. Initially, the City could use all three methods (contracting for classrooms, contracting for slots, and using vouchers), to compare which provided the best outcomes and the highest parent satisfaction. These percentages could be adjusted, based on studying the outcomes achieved in each model, the number of contractors successfully providing PFA in multiple classrooms, and the supply and demand for PFA services in each area of the city.
  - c. Vouchers might be used to provide services only in areas of the city with no contractors operating PFA classrooms.
  - d. Over time, the City might have a larger percent of its services provided through contracts for classrooms, as more organizations development capacity to successfully provide services through contracts.
  - e. Vouchers could be used if funding for a portion of PFA slots is uncertain for longer than a one- or two-year period, giving the City more flexibility to expand or decrease the number of PFA slots by expanding or decreasing the number of vouchers it issues.

## Options for Provider Selection

1. **Providers are selected using a Request for Qualifications model.** This method is currently used for Step Ahead and ECEAP. In this model, any provider can submit a response to the Request for Qualifications (RFQ) issued by the city. There is one bidder's conference to provide additional information and answer questions, but no pre-screening of applicants. Contracts are awarded to providers whose proposals meet all program requirements and scored the most points. A follow-up visit usually takes place to verify that the information contained in the application is correct. Typically, when the RFQ process is used, the opportunity to apply occurs only when new funding is available for additional classrooms, but it could also be used periodically to re-compete contracts, or when one or more large PFA providers can no longer provide PFA services.
2. **Interested providers go through a multi-step application process.** This system has been used successfully by First 5 San Francisco's Preschool for All initiative. It is designed to help providers decide if they are interested in applying and uses pre-screening to avoid unnecessary work on the part of providers or the funding agency. There could be multiple opportunities for the provider to meet the necessary requirements to participate. The process could entail:
  - a. Provider obtains a list of PFA baseline criteria, which outline PFA requirements.
  - b. An "intent-to-apply" phone conversation takes place to screen applications to make sure baseline criteria are met and that the provider understands the PFA standards and process.

- c. An informal pre-application site visit occurs to determine eligibility.
- d. Provider submits a written application to provide PFA services.
- e. A formal site visit is scheduled to observe whether PFA criteria are met, and obtain further documentation to support the application.
- f. PFA staff makes a recommendation to their Director and Board.

## 2.5 Recommendations for Delivery Model

### Organizational Model

**We recommend that the City build and manage PFA using a mixed delivery system.** It is important to note that while a mixed delivery system is likely to produce a large number of applications to provide PFA services, it is likely that there will be relatively few providers who can initially meet PFA standards because they have not had the resources, space, or staff to build capacity. Significant capacity building, including organizational, professional, and facilities capacity, will be needed (See *Section 4.0 Timeline, Phase-in, and Capacity Building.*)

### Provider Eligibility

We recommend that the City contracts with providers who meet the following requirements:

- Public, nonprofit, or private organization (sole proprietor or corporation).
- If in a center-based setting, can operate at least two preschool classrooms, with preference given to larger centers to reduce administrative costs.
- Licensed or certified by the Department of Early Learning (DEL). Although programs operated by a public agency are not required to be licensed, they can voluntarily ask to be certified, which entails meeting all licensing requirements. We recommend that any public agency wishing to participate in PFA be required to successfully complete this certification process.
- At an Early Achievers minimum threshold of Level 3.
- Meeting minimum thresholds on Early Childhood Environment Rating Scale-Revised (ECERS-R) and Classroom Assessment Scoring System (CLASS):
  - Priority should be given to those centers that have ECERS-R score that exceeds 4.0, CLASS Emotional Support (ES) score that exceeds 5.8, CLASS Classroom Organization (CO) score that exceeds 5.8, and a CLASS Instructional Support (IS) score that exceeds 2.8.

These cut-offs are based on minimal standards that have some likelihood of achieving the desired outcomes and from which to build the level of quality required. The national Head Start averages for CLASS in 2013 were as follows: combined score for ES/CO domains 5.84 and for IS 2.78. Given that Head Start has been found to have only small impacts on child outcomes it seems reasonable to set entry level minimum scores at the Head Start average with supports in place to dramatically improve quality.

- Providers that are at Early Achievers Level 3, but do not meet the above thresholds on ECERS-R and CLASS, could be admitted to the program, but will need to undergo extensive coaching and should be expected to meet these levels **within two years** of becoming a PFA provider. This modification in the early years of PFA roll out recognizes that the Early Achievers program is currently in early implementation and statewide increases in quality will take time.

- **After five years as a PFA provider**, the ratings on these instruments should meet the more stringent score cut-off of 5.0 on ECERS-R, 6.0 on CLASS ES, 6.0 on CLASS CO, and 4.5 on CLASS IS.

*Note: Some external reviewers expressed concern that these targets might be too high in the Instructional Support domain. We recommend them because scores lower than this cut-off have not been found to be predictive of child outcome. These cut-offs should be re-evaluated as PFA ramps up and potentially adjusted based on the data.*

See *Attachment A* for more information on ECERS-R and CLASS.

- Providers do not have to be located within the City of Seattle limits, as long as the entire PFA classroom serves children that are Seattle residents.

As mentioned above, there will be a significant capacity building period, during which some of these requirements may be modified. See *Section 4.1 Phasing and Plan Alternatives* for details.

### **Engaging Current High-Quality Providers through a Waiver Process**

As mentioned in *Section 1.6 Plan Implementation*, we recommend that while the City should develop clear and specific regulations for all standards of quality, there should also be a **waiver process** whereby potential providers, current providers, parents, and other stakeholders can propose different but equally rigorous avenues for meeting standards or provide evidence of equally effective methods.

According to participants in the workgroups, there are a number of early education providers in Seattle considered by the community to be high quality. If these providers are willing to be held to achieving high standards for practice and child progress, the City could work with them to become PFA providers, but allowing them to continue using their methods that have worked for them to date (e.g., curricula models and approaches, professional development practices, etc.). These providers could even become a hub or center for others who want to follow the same path. For example, some providers developed their own models of professional development and are willing to share them with others; regardless of specific curriculum, they could have something to offer any Early Childhood Education (ECE) program by helping them develop values-based practices and protocols.

However, the question of who determines that a program is “high quality” is difficult: *Who conducts and pays for the assessments of children and classrooms? Would the city train and hire objective observers over and above the ones already needed for ramp-up? How would selection bias in the children served in any given classroom be controlled for in the research design? How would targets be set? Who would conduct the child assessments and analysis to ensure there is no bias? How would that be paid for? We can find no feasible answer to these questions when the City must be accountable to the taxpayers.*

We recommend that the City works out the details of the waiver process during implementation planning, engaging local early education providers in developing this process.

### **Family Child Care Provider Pilot Project**

In addition to recommendations above, we suggest that the City partner or contract with an academic or research institution to conduct a pilot study of family child care (FCC) providers. The object of the pilot would be to determine if FCC settings that meet all relevant PFA standards (e.g., teacher qualifications, curriculum) and are provided resources (funding, coaching, technical assistance, etc.) comparable to center-based PFA sites result in the same program quality and child outcomes.

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

The details of the study should be designed by the researchers, but we initially recommend the following:

- FCC providers could be included in PFA as early as 2015-16 school year, provided they meet the PFA standards. However, we recommend that the pilot starts concurrently with the larger Outcomes Evaluation in 2018, in order to take advantage of the data collected on children and classrooms for that study as a comparison group.
- 20 FCCs serving a minimum of 10 3- and 4-year-olds each should be included in the study and they should be clustered with two to four hub center-based programs. The hub center-based programs should serve at least 200 children to serve as a randomized control group.
- Families who apply for this program must agree to have their child randomly assigned to either a FCC or a center-based classroom. Given the still-limited number of slots assumed in the PFA ramp-up this should not be difficult.
- Instrumentation:
  - Child outcomes should be measured pre and post during the preschool years in the fall and spring using the same assessment battery as the larger Outcomes Evaluation, and children will be followed into school as part of the larger cohort. (See *Section 6.3 External Evaluation at Program Level* for more information.)
  - Program quality should be measured using the CLASS and Family Day Care Environment Rating Scale (FDCERS) as well as the curriculum model fidelity tool.

Estimates for the costs of evaluation can be found in *Section 7.3 Cost Estimate Assumptions*.

### Contracting/Funding Mechanism

We recommend that the City should contract classrooms to center-based programs, either directly or by including them in PFA under the oversight of a hub organization.

- **Contract directly with organizations that could operate two or more PFA classrooms.** These organizations could be nonprofit, public agency, sole proprietor, or corporation, and their services would be offered in a center-based setting. Two classrooms would be the minimum threshold for a PFA contract, with preference given to providers who could operate four or more classrooms. These organizations would be responsible for providing facilities, coaching teachers as part of their supervision, and providing all PFA services including family engagement and liaising with agencies providing health and family referrals in accordance with PFA requirements. Contracts should initially be for a one-year period. If the provider carries out PFA satisfactorily in accordance with its contract, the City could renew the contract for a three year period. The advantage of longer-term contracts is not only to reduce the contract-management load on the City, but to provide the kind of stable funding providers need to secure facility improvements and expansion loans.
- **Contract PFA classrooms to hub organizations who would subcontract them to small child care centers and preschools.** This model can allow small center-based preschools and child care centers to participate in PFA. The hub organization could be a larger agency that provides a variety of services, a Head Start or Early Childhood Education and Assistance Program (ECEAP) provider, a resource or referral organization, community college, or educational service district. The center would hire and supervise the teachers, while the hub organization would provide the support for professional development, coaching, family engagement, and referral services. The hub organization would bear final responsibility for meeting the terms of its contract with the City, and could take on and terminate providers in its PFA program as needed. The hub organization could receive a



contract for two years, after which its contract could be renewed at the City's discretion for another three years.

- **Reimburse providers based on line-item budgets.** Initially, the City should reimburse providers on a line-item budget, providing only enough funding to bring their classrooms up to PFA standards. Once overall costs in different models become clear, the City should consider moving to a cost-per-child funding model, with several rates, varying primarily according to whether the City is paying the entire cost of the services, or adding funding on top of existing public funding.

## Recommendations for Provider Selection Process

- For the initial round of PFA awards, we recommend using the Request for Qualifications (RFQ) process.
- For subsequent awards, we recommend a multi-step application process, described in the *Options for Provider Selection* above.
- After both methods have been used for a period of time, the City should assess the success of each model and decide on the best approach.

## Recommendations for Including Publicly Funded Programs in PFA

- We recommend that all publicly funded early learning programs be encouraged to participate in PFA. For programs such as Head Start and child care programs receiving Working Connections Child Care, PFA provides an opportunity to bring substantial new public funding to improve the quality and dosage of their services. For most of these programs, getting such stable new funding to enhance their programs should be an appealing proposition.
- We recommend that the City's Step Ahead and ECEAP programs be required to become part of PFA within two years of the program's start, providing that facilities exist for this purpose. We recommend that the City provide PFA resources that allow these programs to meet quality and staff qualification standards, allowing sufficient time to reach PFA standards.

## 2.6 Rationale for Recommendations on Delivery Model

### Organizational Model

The Seattle Public Schools has indicated its desire to be involved and aligned with Preschool for All (PFA), but does not currently have the capacity to operate or house the program. This is primarily due to increasing enrollment expected in the next decade. The City of Seattle also does not have the capacity to directly operate the program staffed by city employees, as is done by the City of San Antonio. In addition, it makes sense for Seattle to leverage the many center-based programs currently operating in the city. Seattle is charting new territory, since most existing city preschool programs have either their school district or the city itself operating at least a significant part of their universal preschool programs, providing models for high-quality services, training activities, and the stabilizing hub for the preschool program.

### Provider Eligibility

#### *Why do we recommend providers should be licensed?*

Child care licensing is considered the foundation for quality in Early Achievers (Level 1) and requires providers to meet basic health and safety and professional development standards. Washington's licensing standards are considered very good, compared to other states in the U.S. — ranking third in

the nation for child care centers and second for family child care homes.<sup>26</sup> PFA programs would likely need to be licensed or certified because they will operate more than four hours per day, and this can provide a base level of quality for potential PFA providers. In addition, if PFA seeks to access any state funding available to defray the cost of PFA, all programs must be licensed or certified to access Working Child Care Connections (WCCC) funding.

### *Why do we recommend aligning with Early Achievers?*

Providers that are participating in Early Achievers voluntarily commit to meet increasing levels of quality, beyond licensing requirements. Early Achievers providers receive support and resources to meet standards that are designed to promote research-based quality practices. The higher-quality levels (Levels 3 to 5) rely heavily on assessment of high-quality environments and adult-child interactions as measured by the Environment Rating Scale (ERS) and Classroom Assessment Scoring System (CLASS) tools (55% of total Early Achievers rating points). In addition, Early Achievers quality includes meeting standards in child outcomes (child screening, assessment, and individualizing), curriculum and staff supports, family engagement, and professional development. Programs participating in Early Achievers have a common understanding about quality and are actively engaged in improvement efforts. Thus, Early Achievers may provide a pool of programs that are good candidates for providing PFA services.

So far, in the first round of Early Achievers as of March 21, 2014, Seattle had 17 centers with Level 3 ratings, four providers at Level 4, and one at Level 5, according to the Department of Early Learning (DEL). As of 2013, 44 facilities in Seattle have requested a rating and 235 were registered in Early Achievers, but were not yet ready to rate.

Reasons to align with Early Achievers include:

- **Early Achievers provides a state-funded “on-ramp” for programs to receive support for quality.** Programs that participate in Early Achievers adopt a statewide quality framework that supports PFA goals. By aligning with Early Achievers, the City of Seattle can access and leverage state resources to receive training, technical assistance, and rating readiness consultation (Level 2), be evaluated (ratings) by an objective, reliable external resource (University of Washington), and receive Early Achievers quality awards and coaching resources for ongoing quality improvement (Levels 3 to 5). Early Achievers can serve as the foundation for quality, enabling the City of Seattle to focus resources on helping programs meet PFA’s specific quality milestones.
- **Washington State is using Early Achievers to align preschool efforts.** Washington’s state-funded preschool program for low income children, Early Childhood Education and Assistance Program (ECEAP), is in the process of aligning its program model with Early Achievers. The state is also working to standardize licensing and adopt a universally available state preschool model. As part of these efforts, all ECEAP programs are in the process of enrolling in Early Achievers and adopting Environment Rating Scale (ERS) and CLASS. ECEAP is also in the middle of a multi-year expansion plan which will expand services to all low-income children by 2018 and expand full-day options (ECEAP is currently part-day). These state-funded efforts can be leveraged to help City of Seattle ECEAP programs meet PFA standards, at lower potential cost to the City. Accessing and integrating Early Achievers and ECEAP expansion into plans, should ensure that a large number of the city’s low-income children will be included in and benefit from PFA.

### *Why do we recommend testing the use of family child care through a pilot project?*

We do not know of research indicating strong outcomes for a preschool program using the family child care (FCC) model. However, this model is preferred by some families, and often makes it possible for a child to have a provider from their own culture. It may be the best way to reach areas of the city without

a center-based PFA provider. A pilot project could tell us more about the model's effectiveness, and if successful, expand the pool of potential PFA providers.

We also think the pilot is worthwhile because there is some indication that FCC can meet rigorous program standards. Puget Sound Educational Service District provides full-day services to about 35 Head Start children (birth to age five) in a family child care setting using the hub model. As stated earlier, results in its family child care Head Start model are as strong as those in traditional Head Start classes. In Los Angeles and other locations, family child care is used to deliver Early Head Start services serving infants and toddlers.<sup>27</sup>

## Contracting/Funding Mechanism

### *Why do we recommend contracting on a classroom basis?*

Contracting PFA funding on a classroom basis has a number of advantages.

- There is research indicating that strong outcomes are achieved when all the children in a classroom are enrolled in a universal preschool program. We do not know of research for slot- or voucher-based systems in which only a few children enrolled in universal preschool are in a classroom.
- Contracting for entire classrooms is more cost-effective because staff training and coaching, quality control, and program assessment are required in fewer settings. This is especially true if four or more classrooms are contracted to individual providers.
- It is unclear whether operating at PFA standards, if only some of the children are funded through PFA, is even feasible given the higher cost per child that meeting the high-quality standards will require. How would the site meet the quality standards if some children do not generate the same level of funding?

In the existing universal preschool programs we reviewed (Boston, New Jersey, Washington, D.C., and San Francisco) the funding source funded or contracted for classrooms, not slots. The leaders of these programs all felt strongly that this is most likely to lead to strong outcomes. In Seattle, as in these cities, all children in these classrooms would be PFA-enrolled children.

### *Why do we recommend hubs?*

We recommend using hubs because they draw on the strengths of smaller child care centers and preschools, while providing the functions a small center may not have the capacity to supply. The hub is able to supply organizational and fiscal capacity, and staff development and collaboration with community agencies, while the center, if qualified, can provide a high-quality PFA classroom. We think including small centers should allow PFA to ramp up in a timely manner.

Hubs also provide opportunities to draw on the existing capacity and experience of current preschool providers, including Head Start, ECEAP, and Step Ahead. These programs have a lot of family support, parent engagement, and health services that could be broadened to serve more children, using a hub model. Head Start, ECEAP, and Step Ahead also have extensive experience and expertise serving low income and at-risk populations. Skills and resources for working with immigrant populations, and dual language learning supports, for example, could be shared between programs in a hub model.

### *Why do we recommend reimbursing providers based on line-item budgets?*

It is reasonable to expect that in the first several years of PFA's ramp-up, many of the children in the PFA classrooms are likely to be supported by varying amounts of existing public funding. For example, a Head Start or ECEAP program will continue to draw down federal and state funding even after their program becomes part of PFA. However, this funding will vary from provider to provider, as will the cost

of being a PFA provider. Given this, the City will initially want to reimburse these providers on a line-item budget, providing only enough funding to bring their classrooms up to PFA standards. Once PFA has operated for several years, the cost and revenue data and trends are likely to stabilize sufficiently to allow PFA to fund programs based on a per-classroom rate, with adjustments as needed.

For example, a Head Start provider serving 180 children in nine classrooms with 20 children in each will need to be given funding to cover the cost of one entirely new classroom, to get their configuration down to 18 children per class (i.e., 10 classrooms of 18 children). But a Head Start program already meeting the class size of 18 children will not need such funding; however, this program may need to increase salaries to meet the new salary demands for more highly qualified teachers. The same dynamic may exist for other salary levels or non-personnel costs, such as rent. For this reason, the City should initially use its resources most effectively by using a line-item budget for each provider, leading to a unique PFA cost per classroom for each provider, rather than giving each provider the same funding per classroom regardless of each provider's need for additional PFA funding.

## Selection of PFA Providers

When PFA is launched, it is likely that several large providers will be ready to offer PFA services. This will also be the first time the City awards PFA contracts, so its process for reviewing applications should be refined as the initiative unfolds. For this reason, it makes sense to launch the program using the Request for Qualifications (RFQ) process allowing the City to see what responses it gets using this process. Over time, using the multi-step application process has a number of advantages, including:

- It allows the process to operate continuously rather than once a year, which should allow the program to grow at a steady rate.
- It is a way to provide multiple opportunities for the City to screen out applicants who are not yet close to qualifying for PFA, hopefully referring them to opportunities to become more qualified. This is a benefit to the providers as well, saving them the work of completing an elaborate proposal.
- It is a more supportive way for smaller providers to be considered as PFA providers. They have multiple opportunities (e.g., the initial phone call, the informal site visit) to understand the requirements to be a PFA provider, and what they would need to do to meet them.

## Including Publicly Funded Programs in PFA

- For programs like Head Start and child care centers receiving Working Connections Child Care, PFA provides an opportunity to bring substantial new public funding to improve the quality and dosage of their services. For most of these programs, getting stable new funding to enhance their programs should be an appealing proposition. It also will greatly assist the city in building a unified early learning system that eliminates duplication and silo funding, and is easier for parents to understand.
- For the City's Step Ahead and ECEAP programs, gaining additional funding to add hours, raise program standards, and pay higher salaries to attract and retain staff should also be an appealing proposition. Because the City created and funds Step Ahead, and now will do so for PFA, this is the opportunity for the City to have one, unified preschool program under the PFA banner, while still providing protected eligibility for low-income families to services provided by Step Ahead and ECEAP. This is also an opportunity for the City to greatly enhance the quality and dosage of these existing programs, and increase the likelihood for mixed-income classrooms. Finally, a parent looking for preschool should not have to navigate through a maze of autonomous programs, all funded through the City, each with their own rules and standards. Even though programs operating with ECEAP or Step Ahead funding may have some additional options for parents, all should operate as part of Preschool for All.

## 2.7 Impact on Existing Providers

Three recent studies help shed light on the possible impacts of expanding publicly funded preschool programs, and whether state preschools “crowd-out” existing providers. Two studied the effects on the child care market in Georgia and Oklahoma, following the advent of state-funded universal preschool programs. A study funded by the Institute of Education Sciences found that there was, in fact, an increase in the amount of formal childcare in both states.<sup>28</sup> A study presented at Economic Studies at Brookings Institute found that while universal preschool increased the likelihood of preschool enrollment for lower-income children, it shifted higher-income families from private to public care.<sup>29</sup> While these findings may seem to conflict, a descriptive study of national trends in child care highlights that they may be congruent.<sup>30</sup> That report finds children under age 3 in recent years have been increasingly enrolled in center-based care. Universal preschool in Georgia and Oklahoma accordingly may have shifted more 4-year-olds into public preschool, which then created room for younger children in center-based programs.

These studies provide some hint of possible consequences of the expansion of universal preschool that begins at age 3, although these consequences are likely to vary widely in different cities and states. In Seattle, it appears that few children will move into PFA services operated in schools, and are more likely to be served in child care centers in a mixed delivery system.

If PFA relies exclusively on a mixed delivery system to expand its services, there is a danger that publicly funded services for 3- and 4-year-olds may decrease the availability of services for infants and toddlers. Providing care for children from birth to 3 is significantly more expensive than preschool care, primarily because the teacher-child ratio is so much higher. Many providers state that they provide care for infants and toddlers at a loss, and make up for it with their preschool services. It is possible that such providers will cut back on their birth to 3 services to make more room for publicly funded preschool services. In order to avoid this unintended consequence, the city could require that a provider applying to operate PFA classrooms agree not to decrease the number of classrooms it is currently operating for infants and toddlers.

Measuring the impact of PFA on existing providers is also complex because the overall demand for some forms of child care appears to have decreased in some Washington communities in the past several years, even while shortages in other areas continue to exist. In line with this trend, utilization of the Working Connection Child Care subsidies, and the City of Seattle’s Child Care Assistance Program has decreased somewhat, to the point that neither program currently has a waiting list. A number of theories for this decrease in demand have been put forward, including: the economic downturn of the past six years, the difficulty of qualifying for subsidies, changing parental preferences for care (e.g., more households with a parent at home, increased use of informal care providers) and a mismatch of the type of care needed to the type being offered. To date there is no quality research on which of these factors plays an important role.

For programs currently serving low-income children, PFA provides the opportunity to enhance these programs with more dosage, integrated professional development, and opportunities to expand/migrate to mixed-income programs. These opportunities can strengthen and increase resources for programs, and increase their ability to provide high-quality services to more children. Providing funding to a provider to enhance and expand their services will be a powerful boost to their financial success. However, some programs may find these changes challenging, as integrating the existing programs with a new effort can often be overwhelming.<sup>31</sup>

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For the field as a whole, the impact of providing universal preschool services should be positive. Most importantly, children who are not receiving preK services because they are currently at home will be able to attend preschool without enormous family financial sacrifice. Providers who already qualify, or are willing to receive additional training and assistance improving their program, should on average benefit from the program. Providers who choose not to participate in PFA can serve children whose parents feel that other programs have the unique attributes they seek.

## 3.0 PROGRAMMATIC FEATURES

### 3.1 Student Eligibility

#### Overview

##### *Key Findings*

- Overwhelming research to support the benefits of high-quality preK.
- Majority of research has been focused on low-income children.
- Some evidence to support that all children benefit from high-quality preK.
- Rationale for Preschool *for All*:
  - Children learn better in mixed-income groups.
  - Means testing is costly and imprecise.
  - Majority of school failure and special education is in the middle class.
  - Quality of care for most children regardless of income is mediocre to poor.

##### *Who benefits from preschool?*

Much of the research on the benefits of preschool education has focused on improving learning and development for economically disadvantaged children. Concerns about achievement gaps, which can be measured before children turn one, amply justify this focus.<sup>32</sup> Preschool programs for 3- and 4-year-olds have been found to greatly improve achievement, decrease grade repetition and special education enrollment, increase educational attainment, decrease delinquency and crime, decrease risky behaviors such as teen pregnancy and smoking, and increase adult earnings.<sup>33</sup>

Some children that are not economically disadvantaged may benefit more than others from access to good preschool programs. The preschool years are critical for language development; the brain actually prunes away the capacity for native speaker fluency if young children are not exposed to the sounds of the languages we wish them to learn.<sup>34</sup> This is an obvious concern for children growing up in homes where English is not the first language, but it is also a concern for native English speakers. The United States has a poor track record in foreign-language proficiency that could be improved by early and sustained exposure. In addition, identification and remediation of special needs, including hearing and visual impairments, as well as a variety of learning disabilities, can be greatly facilitated if 3- and 4-year-old children attend preK.

##### *Should we focus on the most at-risk children?*

While some might be tempted to focus on the most at-risk children to limit the cost of a public preK program, there are a number of reasons why this is not the best public policy. First, the problems of low achievement and high failure rates affect all children. Children from middle-income families have about a one in ten chance of failing a grade and a similarly high chance of failing to graduate high school. Unfortunately, middle-income families do not have good access to quality preschool programs that could prevent school failure and other problems. Just 36% of the classrooms and 11% of the family day care homes serving non- low-income children were found to be good or better in a national study in which quality was rated by independent observers.<sup>35</sup>

Second, affordability is not only a challenge for low income parents. While many low income parents can qualify for subsidies offered through the federal Head Start program, the state Early Childhood Education and Assistance Program (ECEAP), and the City of Seattle's Step Ahead program, families with incomes that don't qualify may struggle to pay for preK. Even children of the most-advantaged parents (those with graduate-level educations and incomes in the top 20%) are in high-quality early care and education at age four less than half the time. Yet, quality is the key to effectiveness, making it imperative that quality standards are not sacrificed in order to expand access.<sup>36</sup>

## Local Context

### *What are the standards for existing publicly funded programs?*

The three publicly funded early education programs (Head Start, Early Childhood Education and Assistance Program (ECEAP), and Step Ahead) operating in the City of Seattle provide services to children from the neediest families in terms of income. All programs provide free services to support eligible children and their families.

**Head Start, ECEAP, and Step Ahead** all serve children who are 3 and 4 years old by August 31.

- For **Head Start**, eligible children are homeless, in foster/kinship care or other areas of the child welfare system, receiving public assistance (Temporary Assistance for Needy Families (TANF) or Social Security), or from a family with incomes at or below 100% of federal poverty level (FPL).

Programs may serve up to 35% of children from families with incomes between 100%-130% of FPL if the other eligible children have been recruited and enrolled. Programs may serve 10% of children from families with incomes above the income limits. 10% or more of the total number of children enrolled must be children with an identified disability.

Each program develops the selection criteria to use in choosing which families will be enrolled in any given program year. Programs must consider the income of the eligible family, the age of the child, homelessness, identified disabilities, and environmental or family risk factors.

- For **ECEAP**, children are eligible if they are from families with incomes at or below 110% of FPL, if they qualify for school district special education services, or have developmental or environmental risk factors that could affect their school success. The Department of Early Learning (DEL) establishes a limit to the percentage of over-income children without an Individualized Education Plan (IEP) enrolled by each contractor annually, so that at least 90% of enrolled families statewide qualify by income or IEP.

ECEAP prioritizes enrollment of children who are 4 years old by August 31 of the school year; are in foster/kinship care or other areas of the child welfare system; are homeless, as defined by the federal McKinney-Vento Act; are from families with the lowest incomes; or have multiple risk factors.

- For **Step Ahead**, eligible children include those from families with incomes ranging from 110% – 300% of FPL living in the attendance area of a Title I and/or low-performing elementary school.

Step Ahead prioritizes children who are from low-income families; have parents who are immigrants or refugees; are English Language Learners; are not currently in preschool, but are in the care of family members, friends, or neighbors and who would benefit from a preK program; are in foster/kinship care or other areas of the child welfare system; are homeless; have special needs; or are children of color.



## Options

In pursuing the goal of offering all 3- and 4-year-olds access to a quality preschool education, decisions may need to be made about whom to serve first. It is likely, that at least to start, there may not be sufficient space available for all children whose parents wish to enroll them. The options for determining Preschool for All (PFA) student eligibility include:

1. **Make PFA available to all 3- and 4-year-olds.** If demand exceeds supply, use a preschool assignment process, open to all students with no income restrictions. This has the advantage of transparency and could increase public support since all children regardless of income would have an opportunity to be included. Head Start or other means-tested programs would be exempt from this process. The following further options are possible:
  - a. Preschool assignment process that could be open to all children regardless of location within the City of Seattle or family income.
  - b. Stratified preschool assignment process by income, where one of the preferences is income level, which could ensure that a certain percentage of children from each income bracket are included. For the income bracket that corresponds with Head Start, ECEAP, and Step Ahead eligibility, the pool should start with any children waitlisted for those programs.  
  
By June 1, if the available classrooms are not filled, the City could begin filling from the PFA waitlist regardless of income bracket.
2. **Serve 4-year-olds first and then expand to serve 3-year-olds.** This would ensure that more children have the opportunity for at least one year of the program. However, such an approach limits opportunities for mixed-age classrooms. In addition, many families will still need care for their 3-year-olds, but providers will have a disincentive to serve them. This option could likely facilitate district-wide reforms in kindergarten and the early grades to accommodate entire classes in which fewer children are poorly prepared and the average level of knowledge and skills is higher.
3. **Serve low-income children first and then expand to all incomes.** Such an approach could favor families in the midst of one particularly bad year economically or provide an incentive to families to misrepresent their financial status. Limiting PFA to the low-income children could produce a cohort that is geographically dispersed and parents may be unwilling to transport their children long distances to programs outside their neighborhood, creating logistical challenges. See the *Rationale* section below for more information on why it is more beneficial to serve mixed income families.

With all of the above options, it is important to recognize that many parents prefer programs in their communities with minimal travel time for their children.

## Recommendations

### *At the Full Program Roll-Out*

All children residing in the City of Seattle that turn 3 or 4 years old as of August 31 should be eligible to attend Preschool for All programs.

### *During Program Phase-In Period*

The approach to assigning available spaces should be designed to limit disruption to families and communities and facilitate the fastest, most efficient expansion of a high-quality system.

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

- We recommend that priority for existing spaces should be given to:
  - Children (4 years old and under) who are already enrolled at a qualified center, which became a PFA site.
  - Head Start, ECEAP, Step Ahead, and other programs that serve special populations and meet PFA standards.
- If demand exceeds the supply of spaces in PFA classrooms, we recommend a preschool assignment process open to all children regardless of location within the City of Seattle or family income.
  - Student selection should be random, but certain factors should take priority when determining a child's enrollment:
    - **Sibling preference.** This system should give preference to children with siblings already in one of the preschools.
    - **Geographic preference.** Office for Education (OFE) should divide the city into geographic zones to facilitate parent choice about the area of the city they would like their child to attend preschool in. On the enrollment application, parents should be asked to select first, second, and third area choices.
  - In addition, to balance the number of 3- and 4-year-olds in PFA classrooms, age should be one of the determining factors during the preschool assignment process. Three-year-olds that receive spaces in PFA should be prioritized to receive spaces in preK the following year, when they turn 4 years old.
  - To ensure that low income and immigrant families are aware of available high-quality preK services and are able to access them easily, Community Outreach staff and Human Service Coordinators at OFE should do extensive, concerted outreach to at-risk communities and provide help navigating the enrollment process. Many strategies can be utilized, including widespread public service campaigns, coordination with social services agencies, and peer-to-peer outreach, among others.

## Rationale

### *Rationale for Serving Mixed Incomes*

**High-quality preschool benefits all children.** Studies in the United States and abroad (where universal programs have a longer history) tend to find that preschool education has larger benefits for low-income children, but that high-quality programs still have substantive benefits for other children.<sup>37</sup> Rigorous studies of universal preschool in Oklahoma and elsewhere find substantial effects that are not dramatically smaller for higher-income children.<sup>38</sup> Given the benefits of high-quality preK for all children and the availability of targeted programs through Head Start, ECEAP, and Step Ahead, the recommendations do not target the most economically disadvantaged children first.

**Quality matters and produces positive impacts into elementary school.** Studies from outside the United States suggest that quality differences can explain why some programs produce positive effects for children in higher-income families and others do not.<sup>39</sup> Children who are not low income are unlikely to benefit from mediocre public programs. In any case, several studies find substantial preschool education effects for children from all economic strata.<sup>40</sup>

One of the studies most relevant to the debate regarding the effects of universal preschool is a randomized trial of preschool education in which all of the children were relatively advantaged.<sup>41</sup> The average IQ of the roughly 200 children at study entry was at the 97<sup>th</sup> percentile. Like the Perry Preschool

Program, this was a true experiment with follow-up, though the follow-up only went through the first few grades of elementary school. Nevertheless, the study found that positive effects on achievement continued into the school years with very large effects for boys found in the 2<sup>nd</sup> and 3<sup>rd</sup> grades.<sup>42</sup>

**Classrooms with children from a mix of incomes have benefits for all children.** Research on two types of peer effects provides further evidence that universal preschool can produce larger gains for low-income children than means-tested programs. First, low-income children benefit from attending preschool programs with more advantaged children. Research in the United States, the United Kingdom, and New Zealand has found larger gains for economically disadvantaged children when programs contained more children from middle-income families.<sup>43</sup> Second, there are substantial spillover benefits to learning in kindergarten through 3<sup>rd</sup> grade when children have more classmates who have attended preK, indicating that estimates of individual effects of program participation substantially underestimate the impacts of universal preschool on achievement.<sup>44</sup> There are likely unmeasured social and cultural benefits for all children regardless of income from participating in an income-diverse classroom, and studies have shown that there are clearly academic benefits for all.

### *Rationale for Serving 3- and 4-Year-Olds*

The City Council resolution states: high-quality preschool for all 4-year-olds in Seattle as the first phase, and a second phase of providing high-quality preschool to all 3-year-olds. However, we are recommending serving 3- and 4-year-olds, because:

- **When it comes to educational outcomes, two years of preschool are more effective than one year.** New Jersey's preschool program closed more than 50% of children's achievement gap after one year, versus 18% for the "no preK group." Two years of participation roughly doubled the gain at 2<sup>nd</sup> grade on most measures.<sup>45</sup> By 5<sup>th</sup> grade the advantage of two years of high-quality preK over one year continued on all measures.<sup>46</sup>
- **There are educational advantages to serving 3- and 4-year-olds in mixed-age classrooms.** Most of the recommended curriculum models are designed for mixed-age classrooms. The reason for this is that children learn from each other and 3- and 4-year-olds benefit socially and cognitively when they "teach" other children.<sup>47</sup> In addition, inclusion of children who are less skilled developmentally for different reasons (disabilities, second language acquisition, etc.) is facilitated when the developmental range of their peers is wider and closer to their own level. In our experience, there is no danger that the same curriculum will be repeated when children are four because skills and concepts are taught and experienced at a deeper level in the second year. Indeed, learning is enhanced by revisiting concepts at a higher level that could not be fully grasped by the 3-year-olds.
- **Serving only 4-year-olds during the start-up period would likely have unintended negative consequences and reduce access for 3-year-olds to child care.** In the initial years of PFA, adequate space to serve all children may not be available. The funding associated with PFA is likely to be more per child than any other funding source, except perhaps tuition paid by relatively high-income parents. This creates an incentive for programs to convert all classrooms to 4-year-olds only, reducing services dramatically for 3-year-olds. This would not be in the best interest of the City.
- **Programs that are serving 3- and 4-year-olds typically do not have age-segregated classrooms because this would force enrollment to happen at the beginning of the school year and make rolling enrollment difficult.** If enrollment had to happen at the beginning of the school year, each site would have to have exactly the right number of 3-year-olds and 4-year-olds to fill each classroom, which is rarely the case. If a 4-year-old were to leave the program and she was served in a 4-year-old only classroom, and the next child on the waiting list is 3-years-old, that child would not be able to fill that vacancy.

### *Rationale for the Preschool Assignment Process*

- The advantage of a preschool assignment process is that it gives every family in the city a chance at enrolling in PFA, so that the community feels like this is a program for the entire city. This should also make it more likely that there would be support by voters for the program. The disadvantage of a preschool assignment process is that it can limit the ability to target vacancies to the most at-risk children. However, it is important to keep in mind that over 1,800 preschool slots in the Head Start, ECEAP, and Step Ahead programs are reserved for children from low-income families, and therefore would not be subject to a preschool assignment process.
- If a preschool assignment process is necessary because demand for remaining spaces in PFA classrooms exceeds the supply, it would likely be important for the City's outreach staff in various departments, and in particular OFE's Human Services Coordinators, to do intensive outreach in communities with higher concentrations of families with low incomes. It should be a high priority to make sure these families have received the knowledge and skills to maximize their child's chances of being eligible for the program and any preschool assignment process that takes place. This outreach and skills building can also be supplemented by the efforts of family support staff from the Head Start, ECEAP, and Step Ahead programs, since helping all families access preschool services is part of their mission.

## 3.2 Teacher-Student Ratio, Class Size, and Classroom Hours

### Overview

#### *Key Findings*

- Ratio and Class Size:
  - Individual and small group interactions are critical to produce benefits.
  - Large class sizes produce stress on children.
  - Small class sizes and low ratios are needed to produce benefits.
- Duration:
  - More hours per day and more years of schooling yield better results provided the program is high quality.

#### *Is there a right size for a classroom?*

Preschool teachers must differentiate their teaching methods to meet the needs of children who are developing at vastly different rates. Traditional methods of direct assessment are not valid for informing instruction and thus the teacher needs time with each child to understand his or her developmental and learning needs across all domains of learning. In addition, young children are striving to develop self-regulation. If children are taught in large groups (whole class instruction or over 10 children in a group) they either experience "teacher regulation" and are hampered in their development of self-regulation, or because of the large numbers, are given large amounts of unstructured free play with little teacher interaction. This is neither optimal for learning across domains nor conducive to self-regulation and social-emotional development. Small class sizes with low teacher-to-child ratios are needed to produce the desired learning and development outcomes. Further, these effects are enhanced if children and teachers spend more time together during the day and children are in preschool for a longer time.

*How long should the preschool day be? Should children attend preschool year-round?*

Intensity (number of hours) and dosage/duration (number of school days) are both related to better results for children if the program is high quality.<sup>48</sup> Alex Holt in the recent Ed Central blog post suggests that “perhaps the most striking pattern of findings ... is the increase in positive outcomes (and in some studies, decrease in negative outcomes) when children attend [a] high-quality early care and education program for more time.”<sup>49</sup>

Another consideration is that the majority of 3- and 4-year-olds are already attending care outside of the home and most families need child care for at least the school day and school year.

**Local Context**

*What are the standards for existing publicly funded programs?*

	<b>Class Size and Child-Adult Ratio</b>	<b>Dosage/Duration</b>
<b>Head Start</b>	No more than 20 children per class/group; a maximum of 10:1 child-adult ratio.	A minimum of 3.5 hours per day; 4 days per week; 128 days per year. This is a minimum of 448 hours per year.
<b>ECEAP</b>	No more than 20 children per class/group; a minimum of 9:1 child-adult ratio.	A minimum of 2.5 hours per class session; 30 weeks per year. This is a minimum of 320 hours per year.
<b>Step Ahead</b>	No more than 20 children per class/group; a maximum of 10:1 child-adult ratio.	<ul style="list-style-type: none"> <li>• Full-time students: 6 hours per day; 5 days per week; 180 days per year. This is a minimum of 1,080 hours per year.</li> <li>• Part-time students: 3.5 hour per day; 4 days per week; 140 days per year. This is a minimum of 490 hours per year.</li> </ul>

In addition, the Department of Early Learning (DEL) is launching the expansion of the Early Childhood Education and Assistance Program (ECEAP) to focus on full-day preschool — Preschool Expansion Phase One. This expansion provides an opportunity for programs in Seattle and statewide to add full-day preK classrooms, and/or convert their current part-day ECEAP slots to full-day. The new standards for full-day preK include a minimum of six hours per day, four to five days per week, and a nine-month school year, with an option for “extended full-day” which is open at least 10 hours per day, year round.

**Options**

*Ratio and Class Size*

1. **Allow teacher to child ratios ranging from 1:7 to 1:10.** The ratio of 1:7 is closest to the very low ratios seen in the original longitudinal-effects research (e.g., Perry Preschool Program, Abecedarian, Chicago Child-Parent Centers) and in New Jersey’s Abbott Preschool Program; the larger ratios are seen in other state-funded preK programs (Oklahoma, North Carolina).
2. **Vary ratio by composition of class.** Reduce the ratio as the share of 3-year-olds, English Language Learners, children with Individualized Education Plans (IEPs), etc. increases.

### *Dosage/Duration*

1. **Pay for a half-day session for each child to allow PFA program standards to be met, but allow the rest of the day to meet only child care standards.** This can be done by hiring teachers who spend the morning in one classroom and the afternoon in another.
2. **Require a full school day of approximately 6 hours and 180 days following the school district calendar.** Teacher contracts should be for a 7.5-hour day to allow for preparation, training, and meetings. Families should be offered wrap-around child care at child care standards for before and after school and for the summer.
3. **Require a full school day of approximately 6 hours for 12 months.** Teacher contracts should be for a 7.5-hour day to allow for preparation, training, and meetings. Families should be offered wrap-around child care at child care standards for before and after school.
4. **Allow hours to vary by center** with a pro-rated reimbursement from OFE and let parents choose the option they prefer.

### Recommendation

- Class size maximums should be as follows:
  - **Majority 4-year-olds** (51% or more of the children are 4 by August 31): **18 (1:9 ratio)**.
  - **Majority 3-year-olds** (51% or more of the children are 3 by August 31): **16 (1:8 ratio)**.
- OFE should develop a protocol for funding lower class sizes resulting in lower teacher-student ratios, or providing other supports (e.g., resource teachers, mental health consultants, one-on-one assistants) if the classroom serves a high proportion of children who may need more intensive, individualized attention. For example, children with IEPs, children in foster/kinship care or other areas of the child welfare system, children from low-income families, children experiencing homelessness, or children with limited English proficiency.
- The program should operate on a school day of **6 hours, 5 days per week and on a school year calendar (180 days)**. Prioritize centers that offer wrap-around care before and after school and during the summer.

### Rationale

**Both small class sizes and low child-to-teacher ratios are needed.** A large body of research indicates the need for small group sizes of 15-16 and low teacher-to-child ratios (one adult to 7-8 children).<sup>50</sup> A meta-analysis of preschool intervention effectiveness studies found that the interventions most likely to produce long-term gains were those that provided more individual and small group interactions. This interaction can only be realized with small class sizes and low ratios.<sup>51</sup>

Programs with larger class sizes, even when ratios are kept low, have not been found to be as effective in the research and demand larger space per classroom. In addition, lower-quality settings with large class sizes can cause stress for children that can have long-term, negative consequences for their brain development.<sup>52</sup>

The recommendation of 18 children per classroom with majority 4-year-olds is consistent with the recommendation made by the Washington State Early Learning Technical Workgroup in the 2011 Washington Preschool Program report.<sup>53</sup> Head Start and many state licensing regulations require lower class sizes for classrooms serving majority 3-year-olds, acknowledging the greater needs of the younger children. The only research of state-funded or large-scale programs that included 3-year-olds had even

lower class sizes (e.g., New Jersey's Abbott Preschool Program, Chicago Child-Parent Centers) and all of the smaller-scale preschool experiments had lower class sizes.

Although slightly larger class sizes and teacher to child ratios are seen in Oklahoma and North Carolina (other state-funded preK programs), the initial positive results are modest and results at 3<sup>rd</sup> grade are less than one fourth of the results found in 4<sup>th</sup> and 5<sup>th</sup> grade for New Jersey's Abbott Preschool Program where the class size was 15 (adult to child ratio of less than one to 8). The rigorous programs provided in the original longitudinal research on preK (e.g. Perry and Abecedarian) had larger results by 3<sup>rd</sup> grade and smaller class sizes.

**Duration matters.** Although there is great variation across states and publicly funded preschool programs in standards for class size, teacher-to-child ratios, and length of school day and year, those programs that have shown clear positive effects tend to have smaller class sizes and lower ratios and operate for at least the traditional school day and school year.<sup>54</sup> These include state programs in Arkansas, Georgia, Louisiana, Michigan, Oklahoma, New Jersey, North Carolina, West Virginia, and Rhode Island, and local programs in Washington, D.C., Boston, and Chicago.

On a practical basis, full school-day programs with the availability of wrap-around child care are more consistent with the needs of working parents. The model of a half-day session that meets program standards and allows the rest of the day to meet only child care standards has not been highly practical in existing state preK programs. This is partly because in a large-scale program finding enough qualified teachers who are interested in part-time work is not feasible; nor is it possible to pay them to work full-time at salaries that are attractive when the preschool funds are only available for part of their salary.

### 3.3 Staff Education Requirements

#### Definitions

While some terminology has different meanings in different sectors of the education field, in this Action Plan we use the terms below in the following ways:

- **Certified teachers:** teachers with a **teaching certificate** (issued by the Office of Superintendent of Public Instruction (OSPI) and required for all K-12 public school teachers) are typically referred to as "certified teachers." In this context, a certified teacher is approved to be a school district preK-12 teacher. The main pathway to becoming a certified teacher is through a "teacher preparation program" at a program approved by Professional Educator Standards Board (PESB). We may also refer to certified teachers as *teachers with a teaching credential*, or *teachers with teacher certification*.

All certified teachers with a credential have at least a baccalaureate degree, while a portion of teachers get their preparation and credential in a master's program. A teaching certificate consists of two parts – the underlying knowledge and skills standards regardless of what is being taught and one or more subject area endorsements.

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

- **Subject Area Endorsements:** As mentioned above, all teaching certificates are granted with a subject area "endorsement" which recognizes the area of specialization (e.g. early childhood education (ECE), elementary education, biology, math, etc.) for which the teacher is being licensed to teach. Teachers may be dual endorsed at the time their initial teaching certificate is conferred (e.g. early childhood education *and* English Language Learning). Certified teachers may also add endorsements to their license (all combinations are allowed if the candidate meets the criteria). Earning an additional subject area endorsement does not require completing an additional degree (Master of Arts), although some teachers choose that pathway.
  - **ECE endorsement:** early childhood education endorsement in Washington, whereby teachers are certified to teach preschool through Grade 3 (ECE – Grades P-3).
- **Other Certificates:** There are other certificates that can be granted by Washington's higher education system, including stackable certificates in ECE (see more information in the *Local Context* section below), graduate certificates in ECE, and others. These do not, however, count as a "teaching certificate" as recognized by OSPI and PESB.
- **Classified teachers:** these are typically teaching assistants, aides, or other staff working for a school district. It may also include teacher positions that do not require a teacher credential, such as a district's Head Start teacher. Typically, certified teachers are paid at a higher rate than classified teachers or teacher assistants.

## Overview

### Research Overview

#### Key Findings

- Director:
  - Limited research indicates that higher education is linked to quality.
  - Complex set of skills/knowledge in leadership, management, early childhood education (ECE) and adult learning.
- Teacher:
  - Research links teacher education and specialized training in ECE (often required for certification) to quality and outcomes.
  - Higher qualifications without pay parity likely lead to turnover, and may explain some contradictory findings about the impact of highly qualified teachers.
  - Teacher ECE training is necessary but not sufficient; other supports for preparation and ongoing professional development are needed.
- Teacher Assistant:
  - Limited research indicates higher education is linked to quality.
  - This likely matters more when the role is more consistent with co-teacher, which most curriculum models require.
- Coaches:
  - Limited research on education level but should be at least equal to teachers.
  - Expertise and "certification" as coach/trainer in curriculum model.



### *What is the impact of education on program quality?*

Part of the effort to ensure implementation of a high-quality preschool program requires establishing minimum education, training, and experience requirements for each level of staff (directors, lead teachers, assistant teachers, support specialists). These decisions have implications on the resources needed to train staff, the timeline to meet qualifications, and the compensation levels needed to attract and retain qualified staff.

A substantial body of research links teacher education and training to the quality of their teaching and the learning of their students.<sup>55</sup> Although there are disagreements about the strengths of the relationships and thresholds, a team assembled by the National Academy of Sciences to address the issue concluded that a Bachelor of Arts (BA) degree with specialized training would be necessary for teachers to acquire the knowledge and skills required to teach young children well.<sup>56</sup>

About half of states require a BA of preschool teachers, and the vast majority require a BA and certification if they teach preschool in the public schools.<sup>57</sup> Regardless of whether a program is in the public schools, an important practical issue is that if qualifications and compensation are lower than in the public schools, preschools will have difficulty attracting and retaining highly effective teachers.

### *What qualifications should a PFA director have?*

Research on the importance of director qualifications is quite limited, but indicates that director education is linked to quality.<sup>58</sup> As this research is limited, the field has turned to the larger body of research for additional insights on the influence of leadership and organizational climate on educational quality and effectiveness.<sup>59</sup> However, even this literature does not provide clear, specific guidance regarding the preparation and qualification of early childhood program leaders and the magnitude of their impacts on child outcomes. What is clear is that administrators require a complex set of knowledge and skills that encompass organizational leadership and management as well as learning and teaching.<sup>60</sup> Detailed descriptions of administrator qualifications have been developed more from theory and experience applied to an understanding of what is required to produce quality education, rather than from empirical studies.<sup>61</sup>

Some states have developed highly specific qualification requirements for child care administrators. In schools, early childhood administrator qualifications are generally much like those of principals and supervisors. In some states director qualifications are at the top of an early childhood career ladder.<sup>62</sup> In New Jersey's Abbott Preschool Program, directors in child care or Head Start centers that contract with the school district are paid on a salary scale that weights size of center, degree attainment, credits in Early Childhood Education (ECE) and credits in business administration/educational leadership such that a director of a two-classroom center without a BA degree and only 15 credits of ECE would make less than a classroom teacher, while a director of a 10-classroom center with a Master's degree in ECE and 15 credits in business or educational administration would make a salary competitive with a school district early childhood specialist. The purpose of this policy is to encourage center directors to attain expertise in both business and early childhood education while providing incentives for economies of scale — small centers cannot generate enough administrative overhead without increasing per-pupil costs.

The National Association for the Education of Young Children (NAEYC) developed national standards for director qualifications as part of their accreditation system. They require administrators to have one of the following:

- At least a [baccalaureate degree](#) **AND** at least nine credit-bearing hours of specialized [college-level coursework](#) in administration, leadership, or management **AND** at least 24 credit-bearing hours of specialized [college-level coursework](#) in early childhood education, child development, elementary education, or early childhood special education that addresses child development and learning from birth through kindergarten.
- Documents indicating a plan in place to meet the above qualifications within five years.
- Documents meeting an appropriate combination of formal education, work experience, and relevant training and credentials as outlined in the [alternative pathways table](#).

### *What qualifications should a teacher have?*

The early childhood programs that have provided the strongest evidence of large long-term effects and cost-effectiveness have all employed teachers with at least a BA degree and teacher certification.<sup>63</sup> The programs that have failed to produce even short-term gains for children have all had teachers with less education.<sup>64</sup> This research is not limited to the United States, as the percentage of teachers with a BA has been found to increase quality in programs in the United Kingdom.<sup>65</sup> Nevertheless, there are studies that fail to find a relationship between teacher education levels and quality or child outcomes when controlling for other program features.<sup>66</sup> This is to be expected as, for example, when compensation is very low, teacher education credentials are likely to be meaningless. A strict requirement for high levels of education at low pay might actually lead to lower quality teachers being hired and retained.

Taken together it is reasonable to conclude that a BA degree is a necessary element of a quality program, but that it is far from sufficient, and that particular attention should be given to influencing the programs preparing teachers. This view has led to calls for a BA plus other supports for preparation and ongoing professional development.<sup>67</sup> We discuss other elements such as ongoing training and professional development and compensation below. As quality has the greatest impact on child development, it is important to have a combination of resources and supports that enable programs to consistently provide a very high level of quality relative to what is common in the field.<sup>68</sup>

Perhaps the best test of the recipe of improved educational preparation, compensation, and professional development through coaching is the court-ordered implementation in New Jersey. It demonstrably raised quality for the majority of preschool programs from poor/mediocre to good/excellent.<sup>69</sup>

Assistant teacher education and training has been found to affect quality as well.<sup>70</sup> It is likely that how much assistant teacher preparation matters depends on the roles that they play in the classroom and whether they are considered part of the teaching team. For example, their qualifications may matter little if they are given custodial rather than educational tasks. Alternatively, their qualifications might matter a great deal if they lead a small group activity with one group while the teacher leads another. Given that young children benefit a lot from small group work with an adult's guidance, this is an additional and major benefit of having a solid para-professional in the room. If an assistant teacher is assigned to give individualized attention to children who are having difficulties, then that person's qualifications are an asset.

### *What about other staff?*

Other staff should have similar educational qualifications to those required of professionals performing the same work in other settings—nurses and social workers, for example.

A relatively new position in the early childhood field is that of a coach or mentor teacher. These staff should have at a minimum the education level required of a teacher. Additional knowledge and skills can be acquired through specialized training, education, and experience. Such knowledge should encompass adult education and coaching in particular, as well as early learning and teaching. In addition, coaches should be experts in whatever curriculum approach is being implemented.<sup>71</sup>

## Staff Compensation

### Overview

About half the states that fund a preK program require a BA of preschool teachers, and the vast majority requires a BA and certification if they teach preschool in the public schools.<sup>72</sup> In the programs operated through the public schools in mixed delivery settings in Boston, New Jersey, and Washington, D.C., teachers are required to meet the same qualifications as K-12 teachers, and are on the same salary scale.

In the Boston K1DS program providing preK services in community-based organizations, virtually all of the funding given to these programs goes to increase staff salaries. The goal is to reach Boston's Living Wage Standard, which still may not be as high as Boston Public Schools salaries. Ten of the 14 classrooms operated by the ten community organizations receive funding for this purpose. All of the other support these community-based programs receive comes in the form of services (professional development, coaching) or instructional materials.

In New Jersey, programs operated by private providers contracting with school districts have the same educational requirements as school-based programs, and receive sufficient funding to pay their teachers the same salaries that are paid in classrooms operated by school districts. For benefits, community agencies receive the same dollar amount that school districts spend for this purpose, although these amounts may not buy them the same level of benefits (for example: \$5,000 per teacher for retirement benefits may cover a public school preK teacher's participation in a public pension plan, while at a community-based provider agency, the \$5,000 may go toward a 401(k) program that may not end up providing the same pension benefit).

In San Francisco, staff providing preK services as part of First 5 San Francisco are paid at a level that meets the city's Living Wage Standard, but may not equal the pay of public school preK teachers.

## Local Context

### What training is currently required?

**Head Start.** Federal regulations require that at least 50% of Head Start teachers nationwide in center-based programs have one of the following:

- A baccalaureate or advanced degree in early childhood education.
- A baccalaureate or advanced degree and coursework equivalent to a major relating to early childhood education, with experience teaching preschool-age children.

Head Start also requires that assistant teachers meet one of the following criteria:

- At least a Child Development Associate (CDA) credential.
- Enrollment in a program leading to an associate or baccalaureate degree.
- Enrollment in a CDA credential program to be completed within two years.

**Early Childhood Education and Assistance Program (ECEAP).** The ECEAP program requires that lead teachers meet one of the following qualifications:

- An associate or higher degree with the equivalent of 30 college quarter credits in early childhood education. These 30 credits may be included in the degree or in addition to the degree. The Department of Early Learning (DEL) indicated that this will likely change to ensure that 30 credits are across the main areas of Washington State Core Competencies for Early Care and Education Professionals.
- A valid Washington State teaching certificate with an endorsement in Early Childhood Education for preschool through 3<sup>rd</sup> grade (ECE – Grades P-3) or Early Childhood Special Education.

ECEAP assistant teachers must meet one of the following qualifications:

- The equivalent of 12 college quarter credits in early childhood education. DEL indicated that this will be changing to the initial state certificate rather than 12 credits. (The initial certificate is the first of three “stackable” certificates that lead to a statewide ECE certificate. Note that this is distinct from the Washington State teaching certificate.)
- A current Child Development Associate credential awarded by the Council for Early Childhood Professional Recognition.

**State Training Requirements.** The Washington State Training and Registry System (STARS) for licensed child care providers includes initial training requirements.

Child care directors, program supervisors, and lead teachers register for a STARS identification number and complete one of the following within the first six months of employment or of being granted an initial license:

- Twenty clock hours or two college quarter credits of basic training approved by STARS.
- Current Child Development Associate certificate or equivalent credential, or 12 or more college credits in early childhood education or child development.
- Associate of Arts (AA), Associate of Arts and Sciences (AAS), or higher college degree in early childhood education or child development.

**Early Achievers.** Washington State's Quality Rating and Improvement Systems (QRIS), Early Achievers, includes quality standards for professional development and training. Facilities earn points toward higher ratings when staff reach educational and professional milestones that are aligned with the state's Core Competencies Washington State Core Competencies for Early Care and Education Professionals:

**Exhibit 4**

**Early Achievers: Professional Development and Training**

**Center Director or Program Supervisor**

AA in ECE or related field	Level 3 of the Core Competencies for Early Care and Education Professionals	1 point
BA in ECE or related field	Level 4 of the Core Competencies for Early Care and Education Professionals	2 points
MA in ECE or related field	Level 5 of the Core Competencies for Early Care	4 points

**Center Designated Lead Teaching Staff**

(at least one staff person per classroom must be designated lead)

25% have CDA or approved certificate or credential (12 credits or higher)	Level 2 of the Core Competencies for Early Care and Education Professionals	1 point
25% have AA or higher in ECE or related field	Level 3 of the Core Competencies for Early Care and Education Professionals	2 points
25% have BA or higher in ECE or related field	Level 4 of the Core Competencies for Early Care and Education Professionals	3 points

**Center - All Other Teaching Staff** (assistants and aides)

25% have CDA or approved certificate or credential (12 credits or higher)	Level 2 of the Core Competencies for Early Care and Education Professionals	1 point
50% have CDA or approved certificate or credential (12 credits or higher)	Level 2 of the Core Competencies for Early Care and Education Professionals	2 points
25% have AA or higher in ECE or related field	Level 3 of the Core Competencies for Early Care and Education Professionals	3 points

**Family Child Care Provider or Primary Worker**

CDA or approved certificate or credential (12 credits or higher)	Level 2 of the Core Competencies for Early Care and Education Professionals	3 points
AA in ECE or related field	Level 3 of the Core Competencies for Early Care and Education Professionals	5 points
BA in ECE or related field	Level 4 of the Core Competencies for Early Care and Education Professionals	7 points
MA in ECE or related field	Level 5 of the Core Competencies for Early Care and Education Professionals	10 points

Source: Early Achievers, A Framework to Support Positive Child Outcomes, Department of Early Learning, April 2013

***What local programs exist to provide the necessary college coursework?***

**Four-year Institutions**

There are relatively few programs in the state that offer a BA in ECE. BA and Master of Arts (MA) early learning teacher education programs offered in Washington include:

- BA and MA education programs that provide K-12 teacher preparation with options for an ECE – Grades P-3 endorsement (some also have certification-only programs for students with an existing BA in another field):
  - Central Washington University, Ellensburg and Des Moines
  - City University, nine locations across the state

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- Eastern Washington University
- Heritage University
- Pacific Lutheran University
- St. Martin's University
- Washington State University
- Western Governors University
- Western Washington University
- BA and MA programs specifically in Early Childhood Education (ECE):
  - Goddard College. BA or MA in Dual Language ECE for bilingual English-Spanish teachers.
  - University of Washington (UW). BA in Early Childhood and Family Studies, both on campus and with an online degree completion option for practitioners. This program was developed to provide early learning staff with skills and knowledge aligned with current research on quality practices. The program was developed to align with work the UW is doing as the National Center on Quality Teaching and Learning and as the evaluation partner for Early Achievers. The UW has also expressed interest in the possibility of creating a "Preschool for All" Certificate which would build upon their current BA program and/or serve as an additional option for early learning staff with an existing BA degree to attain ECE specialization (see *Recommendations* section below for more information).

### Community and Technical Colleges

There are a number of programs offered through community and technical colleges leading to Associate's degrees in Early Childhood Education, certificates, and endorsements. However, these programs sometimes do not transfer to four-year institutions. Some community and technical colleges also offer four-year applied Bachelor of Arts (BA) or Bachelor of Science (BS) degrees.

Over the past several years, DEL has led several efforts to coordinate and increase professional development, education, and certification opportunities for early learning staff. These include:

- **Stackable Early Childhood Education (ECE) certificates.** More than a dozen community colleges in Washington offer stackable certificates in ECE. These certificates are "stackable" in that they build on one another in a sequential manner and deepen levels of applied learning along the way. Courses at participating colleges have the same titles, numbers, descriptions, and student outcomes. All courses are aligned with the Washington State Core Competencies for Early Care and Education Professionals. The certificates (12 to 47 credits) can be built upon to earn an AA degree in ECE.
- **Development of Washington State Core Competencies and a Career Lattice for early care and education professionals.** See Local Context in *Section 3.5 Staff Professional Development* for more information.

### *How accessible are the local programs financially?*

Financial support for ECE education is available through Washington Scholarships for Childcare Professionals and Child Care Aware for scholarships for Associate and BA degrees. However, both sources offer a very limited number of scholarships (three to four each annually). There are also opportunity grants for Early Achievers available through DEL.

### *What is the career pathway for preschool teachers?*

Currently in Washington the career ladder and educational pathway for preschool teachers is separate and distinct from the career pathway for K-12 teachers. Because preschool programs are operated in a variety of settings (schools, non-profits, community-based, child care-based, etc.) many current preschool programs (even those operated by school districts) do not require teachers to have a teaching certificate issued by OSPI. Instead, many preschool programs and the Washington State Career Lattice for early care and education professionals currently include a Bachelor's degree level which can be met by a BA in ECE **or** a (K-12) teacher's credential with an ECE – Grades P-3 endorsement.

Because many preschool programs are not operated in school districts, some experts feel the current P-3 endorsement may not adequately prepare students to be effective preschool teachers. Increasing opportunities and integration between early learning and K-12 professional development and certification will be essential if Seattle wants certified teachers (and commensurate compensation) in PFA.

### Options

There are a variety of options for staff educational requirements and compensation.

For all positions:

- Require school district-equivalent qualifications for certified teachers, with pay parity with K-12 teachers.
- Use the Seattle Public Schools salary scale as an incentive for qualifications and allow 4-6 years to meet minimum standards.
- Require basic staff licensing qualifications, and establish ongoing provider eligibility based entirely on a set of performance criteria, such as scores on quality measures such as Program Quality Assessment, Early Childhood Environment Rating Scale-Revised (ECERS-R), Classroom Assessment Scoring System (CLASS), and/or child outcomes.

Director:

- Set minimum standards for education and provide incentives for attaining formal education in ECE and leadership/management through a specified salary structure. This would have the advantage of allowing broader participation while slowly increasing director qualifications.
- Require site supervisors or principals of participating schools to have, or obtain within two years, equivalent ECE expertise or ensure that the teachers have dual supervision by an ECE expert.
- Require all eligible centers or schools to meet minimum director qualification standards of a BA with expertise in ECE, leadership, and business.

**Error! Not a valid bookmark self-reference.** below shows options for education requirements for center directors/site supervisors, teachers, assistant teachers, and coaches:

**Exhibit 5**  
**Options for Full-Time Staff Education Requirements**

Position	Lowest Feasible Standard	Contextually Reasonable Standard	Highest Reasonable Standard
<b>Center Director/ Site Supervisor</b>	Current licensing	BA with 5 years of early childhood experience or at least 24 credits in ECE (or closely related field) and expertise/coursework in business/ educational leadership	BA in ECE or BA with college-level coursework in ECE, and 9 credit-bearing hours of specialized college-level coursework in administration, leadership, and management (NAEYC Accreditation)
<b>Teacher</b>	Current licensing	BA with 3 years of early childhood experience and coursework	BA in ECE or BA with teacher certification/endorsement in ECE
<b>Assistant Teacher</b>	Current licensing		AA in ECE or 2 years equivalent college-level coursework in ECE meeting Core Competencies.
<b>Coach</b>			BA in ECE or BA with teacher certification/endorsement in ECE, plus “endorsement” in curriculum model. Consider alignment with Early Achiever coach requirements.

## Recommendations

- Existing child care, Head Start, ECEAP, Step Ahead, and school district providers participating in PFA in the first three years of implementation should be required to **meet the following standards for all newly hired staff** and allowed **four years to meet the standards for existing staff**. The waiver process discussed previously should detail extensions to this deadline such that a staff member who has worked diligently and made clear progress toward the qualifications over the four years but who for clearly justifiable reasons (e.g., family medical leave, courses were not offered at the college in a reasonable sequence) has not been able to complete the standard may submit a plan for completion within **two additional years**. Staff at providers who become part of PFA after the initial three years or in newly licensed programs should meet the following standards before participating:
  - **Director:** BA in ECE or BA with college-level coursework in ECE, and expertise/coursework in business/educational leadership.
  - **Teacher:** BA in ECE or BA with teacher certification/endorsement in ECE.
  - **Assistant Teacher:** AA in ECE or two years equivalent college-level coursework in ECE meeting Washington State Core Competencies for Early Care and Education Professionals.
  - **Coach:** BA in ECE or BA with teacher certification/endorsement in ECE, plus “endorsement” in curriculum model.



- Where ECE professionals are serving children and families whose home language is not English, language competency required to communicate to children, parents, and families in their home language should be a preferred qualification. In dual language classrooms, language competency should be required.
- Use the SPS salary scale for certified teachers as an incentive for meeting standards over time. Teaching staff should be paid at one of three levels, dependent on their qualifications:
  - Existing teachers who are “grandfathered in” and allowed four years to meet the BA in ECE or BA plus teaching certificate in ECE requirement would be paid at the base rate with increases built in annually as they approach full qualifications (e.g., less than 30 credits to complete, less than 15 credits to complete).
  - Teachers with a BA in ECE who do not have a teaching certificate should be paid the same salary as Head Start teachers working for Seattle Public Schools or Puget Sound Educational Service District (PSESD), two school agencies operating Head Start. If one of these districts pays a higher rate than the other, then follow the highest rate to avoid loss of teachers to that nearby program. In these two programs, the Head Start teachers are currently classified staff, because they are not required to have a teacher credential, and most do not.
  - Teachers with a BA and teacher certificate in ECE should be paid at the same level as K-12 teachers in the Seattle Public Schools.

Funds for health and retirement benefits given to contracting agencies providing PFA should be equivalent to the average amount spent on benefits per teacher by SPS. These amounts would be equivalent to those for either classified or certified staff, depending on the teacher’s qualifications, paralleling the procedure outlined above for salaries.

- Advocate for an **alternate route** to teacher certification that provides provisional certification for individuals with BAs in another field so that they can teach in PFA as they complete an approved set of ECE courses (similar to New Jersey’s alternate route program). This could provide a pathway for the many early learning staff who have not received their education and training in the traditional K-12 teaching track. An effort to identify and encourage individuals from local communities into this alternate route so as to maximize community human resource capacities could assist in developing ECE expertise with a knowledge base of local conditions, languages, and cultures. Creating such options is critical to begin building commonality between early learning and K-12 career pathways.

To increase the options available for meeting teacher qualifications, the City could consider partnering with the University of Washington (UW) and other colleges and universities to develop a Preschool for All Certificate. If the City partners with UW, the certificate could be both a part of the current BA in ECE program, and a stand-alone certificate that teachers with existing BAs (not in ECE) could obtain to meet the BA in ECE requirement.

In addition, this specialized teaching certificate for preschool teachers could potentially meet “teaching certificate” requirements in the K-12 system (i.e. become similar to teacher certificate issued by OSPI). To achieve this, the City and UW, and if possible, DEL would need to work closely with OSPI to ensure that the PFA certificate is recognized by OSPI and PESB. This would create more options for providers to attain teaching certificates in ECE – Grades P-3 and create a “bridge” between the K-12 and ECE teaching career pathways which are currently parallel but completely separate.

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- Centers offering dual language instruction should receive funds to pay staff more (10% over comparable staff without the additional qualifications) if they are *dual certified* in both bilingual education and ECE and their languages of fluency match the languages of instruction in the classroom. For assistant teachers an oral language fluency test in both languages of instruction should be administered to ensure that they provide high-quality language models (e.g., the Certificate of Use of Language in Spanish, or CELU (Certificado de Español: Lengua y Uso); Japanese-Language Proficiency Test, OR JLPT (日本語能力試験 Nihongo Nōryoku Shiken?); Test of Chinese as a Foreign Language, or TOCFL), or others.

In addition, the City should provide robust assistance to providers to access higher education opportunities. Many current providers are not “traditional” college students and may encounter barriers to success at institutions of higher education. For example, providers may have academic experience from abroad, but encounter difficulties in how to apply their previous experience to the U.S. higher education system. Some providers may have had little experience, or even negative school experiences in the past, that make the idea of enrolling in college a challenging endeavor to pursue. Making extra supports for non-traditional students available will increase the number of providers who are successful in meeting PFA staff education requirements, and will allow PFA to access staff who bring both a wealth of knowledge about their communities as well as the qualifications to be a successful teacher. These extra supports may include:

- Developing a PFA resource center with knowledgeable staff to provide outreach and assistance to providers.
- Helping providers navigate and understand the college options available, and advocate for themselves in the higher education system.
- Providing “liaison services” so that providers have support when they communicate with college systems, including accessing academic advising and other supports available.
- Providing information and expertise to providers in accessing scholarships and tuition supports.
- Providing these extra supports, when possible, by using staff who reflect the cultural and language backgrounds of providers.

The costs of these supports could be borne by the Professional Capacity Building Fund (see *Section 4.2 Capacity Building* for more information).

### **Note:**

Many members of workgroups and others have suggested the City to consider pursuing a BA waiver for experienced teachers who can provide evidence of high-quality teaching practice. They suggest instead some combination of classroom quality scores, evidence of positive student outcomes, and a portfolio assessment.

Many states have struggled with this approach but no rigorous and efficient method for implementing this has been put into policy. The question of who conducts and pays for the assessments of quality teaching practices is difficult to answer: *Would the City train and hire objective observers over and above the ones already needed for ramp-up? Who would conduct the assessments and analysis to ensure there is no bias? How would that be paid for?* We can find no feasible answer to these questions when the City must be accountable to the taxpayers. This is difficult because there are some excellent teachers who are not in a position to pursue a degree.

## Rationale

### *Why BA degrees?*

As noted in the overview section, the preschool programs that have provided the strongest evidence of large long-term effects and cost-effectiveness have all employed teachers with at least a BA degree, specialized training in early childhood, and teacher certification.<sup>73</sup> While a BA alone will not guarantee high-quality, it appears to be an important factor along with pay parity with the K-12 system. Allowing providers to enter the PFA program as their staff earn credentials takes advantage of existing experience and expertise and also provides a pathway to achieving the necessary level of quality to produce the desired benefits. Four years to complete the degree was enough time in the New Jersey system for the majority of teachers to meet the standard as virtually all staff in licensed programs already had some college credits. In New Jersey, 40% of child care teachers not working in the state preK system already had a BA degree before the educational requirements went into effect. In Head Start, at least 50% of teachers nationwide in center-based programs must have a BA degree and the other 50% must have at least an AA.

Washington's child care licensing regulations only require that teachers be adults (18-years-old) and have completed high school or equivalent. Meeting PFA qualifications may be the most challenging for existing teachers who currently only meet minimum licensing standards.

If after four years, the Office for Education (OFE) determines that some staff have worked diligently on degree attainment but have been unable to obtain it, an extension through a waiver process could be considered. In New Jersey, this was allowed if the staff member was within 30 credits of completion and submitted a plan approved by the college advisor for completion within two years.

### *Why a tiered approach to pay?*

We recommend a tiered approach to salaries to maximize the quality of PFA's teaching staff. We recommend the higher level of pay for teachers with teaching certificates in ECE to attract and retain high-quality teachers for PFA. To do this, teachers should be paid at the same level as K-12 teachers. We recognize that a teacher with a BA in Early Childhood Education may be qualified to be an effective PFA teacher, and that there are at present many more teachers with these qualifications. There are very few teachers with a BA that includes both ECE and a teaching certificate, so incentives may be needed. A teacher with a teaching certificate that includes an ECE endorsement is paid at a higher level, while a teacher with a BA in ECE is paid well, but at a lower level. This should create an incentive for teachers with a BA in ECE to also get a teaching certificate.

### *Why advocate for an alternate route and Preschool for All Certificate?*

Implementation of PFA will require expansion of the number of classrooms and thus the number of staff. One way that states have dealt with a rapid increase in demand for teachers is to institute an alternate route. In New Jersey, expansion would clearly have been delayed without the implementation of an ECE-focused alternate route. Given Washington State's interest in preK expansion, there may be an opportunity to establish such a certification.

Partnering with Washington's universities and colleges to develop a Preschool for All Certificate would provide a pathway for the many early learning staff who have not received their education and training in the traditional K-12 teaching track. To do this, the City should contact potential local partners to determine their interest and capacity. The University of Washington has already expressed willingness to work with the City on this matter.

Partnering with the UW has some specific advantages, including:

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- The UW is located in Seattle and is the state's largest university. A partnership creates a way for PFA teaching staff to access the UW in a way that may decrease traditional barriers to accessing higher education for many preschool and child care staff.
- The UW's BA degree in ECE is built upon the same framework and principles as the other early learning professional development work the UW is doing nationally and in support of the state's QRIS, Early Achievers. This common work provides PFA with an opportunity to align coaching and professional development with the certificate program, creating a way for teachers to continue their development in a contiguous manner.
- As an institution that also prepares K-12 educators, the UW is well positioned to help integrate and align ECE and K-12 educational and career pathways.
- The UW has expressed willingness to share or partner with other higher education institutions so that other colleges and universities could offer a PFA Certificate without investing in the coursework development.

### 3.4 Curricula

#### Overview

This section discusses options and recommendations for PFA curricula. Student assessments are covered in *Section 7.0 Outcomes and Evaluation*.

#### Research Overview

##### Key Findings

- Many programs claim to use a particular curriculum model but the implementation lacks fidelity.
- There are decades of curriculum comparison studies with contradictory findings—no particular standouts.
- Curriculum models should:
  - Provide balance, be content-rich, align with standards, and be research-based.
  - Provide adequate support to teachers.
  - Include complementary and well-tried professional development (PD) models.
  - Be adaptable to different populations (dual language learners, students with Individualized Education Plans).
  - Be implemented with fidelity.

##### Is there a proven curriculum?

Developing guidance on what works in early education is challenging and that certainly applies to evaluating and selecting a curriculum. According to the National Institute of Early Education Research (NIEER) Yearbook, of the 50 different state preK programs operating in the 2008-09 school year, 18 specified a set of curriculum models from which funded programs could choose. The most prevalent among these were the following:<sup>74</sup>

- Bank Street
- Creative Curriculum
- Curiosity Corner
- DLM Express
- HighScope
- Montessori
- Opening the World of Learning (OWL)

When early education curricula are evaluated, judgments have to be made on the strengths and weaknesses of the actual evaluation. This includes:

- Duration and quality of training in the curriculum prior to the evaluation.
- How well the outcome assessments used actually measure children's learning and development—are they broad enough and deep enough?
- Whether the effects found are large enough to be meaningful and lasting.
- How well any given curriculum is implemented in the classroom at the time the research was conducted.
- Nature of the comparison and quality of the research design.

When evaluation results are published, these issues are raised in the context of why a curriculum did or did not do well in the review. Recent efforts to summarize the evidence on the effects of various curricula have brought these issues to the forefront. The 2008 federal Preschool Curriculum Evaluation Research report found that most curricula in the study provided little or no advantage over existing practice.<sup>75</sup>

### *Why do some curricula fare poorly?*

On an ongoing basis, the Institute for Educational Sciences' [What Works Clearinghouse](#) (WWC) provides reviews that yield lackluster ratings for a number of curricula and no standout results, especially when the criteria established for the reviews is considered. For example, WWC reports that the Tools of the Mind Curriculum had no significant effects. What may not be clear to readers is that the study WWC reviewed was designed to determine whether Tools of the Mind could produce equivalent academic results while improving results for self-regulation and social behavior compared to a more traditional curriculum that was also expected to produce strong academic gains.<sup>76</sup> Indeed, this is exactly what they found—strong reductions in behavior problems and improvements in self-regulation with academic gains at least as strong as those from the other curriculum. However, WWC does not account for any effects of early childhood curriculum on executive function, self-regulation, or any aspect of social-emotional development. In addition most of these studies look only at short-term outcomes in settings where the curriculum developer is directly overseeing implementation.

Most of these recent reviews do not look at historical evidence and typically examine only short-term (one year) results. For example, the precursor to the HighScope preschool model was the curriculum used in the Perry Preschool Project. When compared to other well-implemented preschool curricula in a randomized trial that took place in the 1960s, the Perry Preschool Project curriculum was found to outperform the other on immediate and *long-term benefits* for social-emotional outcomes, especially reduction in crime and delinquency.

### *What resources are available?*

On a practical level, the question for decision makers is what resources to consult in selecting a curriculum for their programs. A recent meta-analysis of 120 studies takes a broad look at the evidence.<sup>77</sup> While this study does not point to specific curricula it does identify characteristics of more effective early education from the broadest set of comparative studies collected to date. The study finds that intentional teaching, small group and individual instruction, and comprehensive domains of learning are strong indicators of successful outcomes. This finding is corroborated by international studies of preschool practices.<sup>78</sup>

### *What criteria should be used to evaluate curricula?*

The following criteria can be used to assess the most promising preschool curriculum models and those that are most prevalent in Seattle.<sup>79</sup>

1. The curriculum provides teachers with guidance for shared interactions with children in teacher-initiated activities, routines, and during play, and in particular helps teachers understand and support development of self-regulation.
2. The curriculum is comprehensive, integrates all domains of learning, and leads to achievement of state early learning standards and the Head Start Outcomes Framework. If individual content-specific curricula are chosen, then it is incumbent upon the stakeholders to integrate these into a manageable whole or it is probable that the curriculum will not be implemented as designed and thus not be as effective.
3. The curriculum provides guidance for differentiating teaching for students with special behavior, linguistic, or learning needs. In particular, the curriculum has been successfully implemented in dual language settings. The emphasis is on oral language learning, conceptual development, and cognitive and social problem-solving abilities.
4. A manageable, ongoing assessment system to inform instruction is available that is valid and reliable and consistent with the teaching philosophy and learning content of the curriculum model.
5. Research-based evidence exists that supports the effectiveness of the curriculum.
6. The curriculum is already being implemented locally and/or professional development expertise is readily available and the model will articulate well with kindergarten – 3<sup>rd</sup> grade practices.

*Attachment B: Curriculum Comparison Matrix*, provides more information on various comprehensive curricula, while *Attachment C: Domain-Specific Curricula and Methods*, provides more information on domain-specific curricula or methods that have promising research results.

## Local Context

### *What early education curricula are generally used in Seattle?*

The Program Quality & Capacity Workgroup, convened by the City of Seattle and encompassing early learning providers, City staff, and representatives of other early education related organizations, discussed which curricula are used by the early learning community in Seattle. The group developed the following list of curricula:

- Creative Curriculum (frequently used by Head Start and Early Childhood Education and Assistance Program providers)
- HighScope
- Opening the World of Learning (OWL)
- Montessori
- Self Esteem through Culture leads to Academic Excellence (SETCLAE)
- Soy Bilingue
- Second Step
- Reggio Emilia and Reggio-inspired approach
- Other approaches: emergent, dual language, etc.

Please note that this list is not exhaustive; it provides a window into the variety of early learning curricula and approaches used in Seattle.

### *What are the standards for existing publicly funded programs?*

Head Start, the Early Childhood Education and Assistance Program (ECEAP), and Step Ahead standards require evidence-based curriculum and provide guidelines for specific elements to be included. None of these programs require contractors to choose from a specific list of approved curricula.

### *What is the state doing for Early Achievers?*

Currently, curriculum and corresponding staff supports are one of the categories in the Early Achievers quality rating system. The facilities are scored on the following components:

- Have a program curriculum philosophy.
- Demonstrate that the curriculum aligns with the state's Early Learning and Development Guidelines (benchmarks).
- Train lead teachers on curriculum philosophy and the Early Learning and Development Guidelines.
- Provide ongoing mentoring to support improvement in curriculum.
- Provide dedicated time for curriculum planning and reflective practice.

In addition, the Department of Early Learning (DEL) is considering augmenting the Early Achievers quality standards by choosing a curriculum, menu of curricula, or additional curriculum criteria to further promote child outcomes.

## Options

1. Require programs to select from a limited list of approved evidence-based curricula.
2. Do not require specific curricula, but specify criteria that curriculum should need to be approved.
3. A combination of options above: providers can use a curriculum from an approved list, or apply for their curriculum to be approved if it meets specified criteria.
4. If a provider can demonstrate quality outcomes, no specific curriculum is required.

## Recommendation

PFA providers should use a curriculum model from an approved list, or apply for their curriculum to be approved if it meets specified criteria.

- **Avoid multiple domain-specific curricula.** For example, do not select one curriculum model for math and another for reading.
- **The City should choose no more than three models and provide training and coaching specific to the model.** The following curriculum models meet most of the criteria above and are recommended:
  - The **HighScope Preschool Curriculum** meets all of the criteria if the entire curriculum, including the new math and literacy supplements, is implemented. Teachers may need support ensuring that science is infused in the curriculum, but the basic philosophy and approach is consistent with teaching scientific inquiry. Another reason for suggesting this model is that it is already being implemented in Seattle and adequate supports are available. There is a version of the HighScope curriculum for family child care.

- **Opening the World of Learning (OWL)**, like the other models, meets the criteria, although the research base for OWL is a bit less compelling since it is newer. Since it was developed by two distinguished early literacy experts, it is not surprising that early science and math experts find the treatment of these two domains a bit lacking in the initial model and methods for supporting self-regulation are not explicit. However, for the most recent [publication](#), the consulting authors included Dr. Juanita Copley, noted early math expert and Judith Lederman, early science expert. These subjects are integrated throughout the curriculum themes.
- **Creative Curriculum (most recent version)** with all supplements is the most widely used model in Head Start and is prevalent in Seattle. The Department of Early Learning (DEL) is considering including it as an option for ECEAP. Research results comparing Creative Curriculum to other curriculum models are not strong; however, in most of these studies the model developer was not involved in training and coaching to fidelity was not part of the design. Creative Curriculum is one of the models used in New Jersey and other states that have found short- and long-term gains using the model. In addition, there is a version of the Creative Curriculum for family child care. *Note:* One of the expert reviewers for this recommended Plan did not support the inclusion of Creative Curriculum.
- **The City should assess fidelity of implementation.** All of the recommended curriculum models have developed observation tools that assess the degree to which the curriculum is being enacted in the classroom. It will take time to reach full curriculum fidelity, as comprehensive curricula with intentional teaching that differentiates interactions with children are not easy to learn. Having methods for measuring implementation will assist in program improvement and quality assurance. (See Section 6.0 Outcomes and Evaluation.)
- **Consider adding other models through a Curriculum Selection Committee with specific criteria only after initial start-up (post 2018).** To ensure that new curriculum models are added as the research base and professional development supports become available, the Office for Education (OFE) should form a Curriculum Selection Committee (made up of representatives from OFE, the provider community, DEL, and higher education) that uses a defined set of criteria similar to the one in the curriculum matrix. The Committee should periodically review the research literature to ensure that promising models are being considered and added if deemed promising. The Committee should also consider potential alignment with DEL, if curriculum models are recommended as part of Early Achievers or other state efforts (e.g., ECEAP).

In addition, contracting providers could apply to the Committee for approval of an alternate curriculum model providing all necessary evidence that the model meets the criteria. After review and approval, the results obtained by this center could be used to determine whether to allow the model to be part of the broader system. In this way, other adopters could see the model in action and the OFE could be assured that it works in the local context and that necessary supports are available from the model developer or publisher.

## Rationale

- **Limiting the number of curricula is likely to allow PFA to provide better support across the system.** It is extremely important that within the city only a small number of curriculum models are implemented because expert curriculum-specific professional development is expensive and supporting the implementation of more than two or three models is unlikely to be successful.



- **Avoiding using multiple domain-specific approaches.** Although there is some promising research on a number of domain-specific curriculum models and methods, the added cost and time burden of developing a coherent approach and ensuring that coaches are trained in all models is impractical. Often the theories of learning and development that undergird the domain-specific models are not consistent with each other, which makes decision-making on the part of teachers difficult since having an underlying theory of learning is important to individualization and on-the-spot problem solving. These specific models often do not have strong professional development structures or the approaches to coaching and professional development are not clearly consistent with each other. In addition, many of the methods and activities in the domain-specific models have been incorporated in the latest additions of the comprehensive models recommended.
- **Training to support HighScope already exists with the Early Learning Academy.** The Early Learning Academy (ELA) is operated in partnership with Child Care Resources of King County. It provides professional development for preschool teachers and family caregivers on the HighScope Preschool Curriculum. The ELA also includes capacity building to support the HighScope Curriculum through its Training of Trainers program.
- **Preschool teachers and their supervisors should spend their time planning for differentiation and adapting the curriculum model to meet the needs of the children they serve, not designing the curriculum.** With only minor exceptions, teachers are generally not qualified to be designing curriculum nor do they have the time to do this. Coaches can work with teachers to integrate emergent approaches and adaptations that are consistent with the base model but still draw on the expertise of the teacher and the interests of the children.

## 3.5 Staff Professional Development Requirements

### Overview

#### Research Overview

##### *Key Findings*

- Based on fundamental adult learning principles.
- Ongoing, connected, and comprehensive professional development (PD) differentiated based on data on learner's needs:
  - Refine knowledge, increase comfort with concepts and developmental trajectories.
  - Improve understanding of domain-specific teaching.
- Explicit link with teacher evaluation (self-assessment) and in-class coaching.
- Center director must be educational leader.

##### *What do we know about effective professional development?*

An adherence to fundamental adult learning principles is critical to delivering effective professional development (PD). All learners come with specific background knowledge and different approaches to learning. If they are not initially motivated to learn they will either fail to grasp the content entirely or only adapt practices superficially. The National Academy of Sciences finds that learners must have strong background knowledge and a conceptual framework to understand the facts and organize the knowledge in a way that is easy to access for application.<sup>80</sup>

What this means for professional development is that to produce meaningful change the training content must ensure that teachers will refine their knowledge and increase their comfort with concepts and developmental trajectories in each domain of learning. It must also improve their understanding and application of effective teaching practices within each domain. The ultimate goal is to produce decision makers capable of implementing effective instruction after the PD is over.

### *What about culturally responsive practices?*

Given that meaningful education occurs when students are engaged and see a connection to their lives, it is important to recognize that young children need support to navigate the differences between the home and school experience. Education should occur through the lens of culture (i.e., home-life realities and understandings of how the world works). Culturally appropriate practice is one of the three guiding principles of Developmentally Appropriate Practice (along with individually and age-appropriate practice) as defined by the National Association for the Education of Young Children.<sup>81</sup> In their [Pathways to Cultural Competence Project](#) this is explained further:

*“For optimal development and learning of all children, educators must accept the legitimacy of children’s home language, respect (hold in high regard) the home culture, and promote and encourage the active involvement and support of all families, including extended and nontraditional family units” (NAEYC 1995, 2). Since all children are rooted in their families we see a child’s family structure and all that it entails as the core of their family’s culture. This structure can include family socioeconomic status, family composition, parent’s level of educational attainment, abilities of children and family members, family’s immigration status, family’s religion, family’s home and preferred languages, parent’s sexual orientation, and the way that a family classifies its race and ethnicity.*

Thus, culturally competent teachers take time to know the families of the children in their classrooms and to understand their values and child rearing practices as well as their goals for their child. The teachers then are careful to recognize these values and practices and to provide continuity for children. Culturally competent teachers realize what research shows that a “color blind” approach is not productive and that instead they should recognize, promote, respect, and support differences between their students. Through interactions with families through home visits or time in the classroom, teachers can begin to experience, understand, and value a family’s practices and begin to incorporate them to support a child’s learning.

School and center leaders are also important in setting the tone for culturally competent practices. The National Association for the Education of Young Children (NAEYC) Pathways to Cultural Competence Project has developed two connected checklists to assist teachers and their educational leads in developing and maintaining appropriate practices. The checklists and a further description of the project can be found at: [http://www.naeyc.org/files/naeyc/file/policy/state/QBCC\\_Tool.pdf](http://www.naeyc.org/files/naeyc/file/policy/state/QBCC_Tool.pdf)

### *What does effective professional development look like?*

Teaching staff and educational leaders are provided with the guidance and support they need to deliver the highest-quality services to children and families. The goal is to support children and help all teachers and supervisors reach their full potential as educators and professionals.

There are multiple domains for professional development and these should be addressed for all levels of staff with teaching staff, teacher supervisors (center directors, site supervisors, principals), coaches, and coaches of coaches.

For teaching staff these domains include:

- Mastery of the chosen curriculum model.
- General effective Early Childhood Education (ECE) practice as measured by tools such as the Early Childhood Environment Rating Scale-Revised (ECERS-R) or the Classroom Assessment Scoring System (CLASS).
- Reliable administration of the assessment system (screenings as well as the performance-based ongoing system).
- Effective family engagement (including home visits, parent teacher conferences, home-learning activities, and other parent communication).
- Meeting the needs of all children through differentiated instruction (addressing challenging behaviors, working to set Individualized Education Plan (IEP) goals in the natural environment, supporting dual language learners in home language and English acquisition, etc.).

For center directors or teacher supervisors the domains of learning include all of the above, plus principles of adult learning, personnel management, the reflective coaching cycle (see below), reliability on the classroom observation tools (e.g., ECERS-R, CLASS), data-driven decision-making, and fiscal management.

For coaches of coaches, skill in helping others coach should be added as well as delivering effective workshops and expertise in the curriculum model and related professional development.

### *Reflective Coaching*

Regular and intensive coaching of teachers and their supervisors is increasingly recognized as a necessary component of professional development to improve classroom practices.<sup>82</sup> The most widely used and researched method is the reflective or cognitive coaching model designed to develop teachers while also improving program quality.<sup>83</sup>

Coaching models tend to have activities designed to enhance the relationship between the teacher and the coach combined with direct observation, reflection/discussion, and modeling of practices.<sup>84</sup>

### *What does Reflective Coaching look like? Case Study of Acelero Learning Head Start*

Acelero Learning improves educational opportunities for young children by working with local affiliates to improve the delivery of Head Start programs in their communities. Acelero Learning classrooms have demonstrated children's pre and post gains that are twice the national average for other Head Start agencies and equivalent to those in state preK programs. This model is similar to practices implemented in New Jersey, Washington, D.C., and Boston.

In this professional development model, all teaching teams participate in a coaching cycle, typically with a coach or supervisor, at least once a month.

- Cycle begins with agreement on a focus based on the specific needs of that teacher or teaching team primarily drawn from CLASS data or a locally developed teacher evaluation rubric.
- During the observation, the coach videotapes the activities and makes detailed notes. This is followed by independent reflection on the activity by the teacher and the coach in preparation for the coaching conference where reflections are compared and specific next steps for improvement are developed.
- New teachers and struggling teachers are coached on a weekly basis.
- An education coordinator or professional development specialist visits the center at least bi-monthly and completes at least monthly a "coaching of coach" session in which they observe each center director/on-site coach complete a coaching cycle and then they conduct the same type of reflective conference with the on-site coach to support improvement.

Two tools are essential for this process: structured classroom observation tools such as ECERS-R or CLASS and a teacher evaluation rubric designed for professional development, coaching, and evaluation. The rubric should clearly articulate the research-based expectations for being a successful teacher, and provide teachers with a developmental path for specific components of their work. Scores on these tools can be used to group teachers for targeted and tiered professional development. Professional development workshops and other group training can focus on specific areas of skill development where the teacher has a specific need, allowing for differentiated professional development for small groups of teachers.

### Local Context

**The Washington State Training and Registry System (STARS).** This system for licensed child care providers includes the following ongoing/annual continuing professional development training requirements:

- Child care directors, program supervisors, and lead teachers must complete 10 clock hours or one college credit of continuing education annually.
- The director and program supervisor must have 5 of those 10 hours in program management and administration for the first two years in their respective positions. Each additional year, three of the ten hours required must be in program management and administration.
- Continuing education must be delivered by a state-approved trainer, or consist of training that has been department-approved through Managed Education and Registry Tool (MERIT).

**Professional Registry: MERIT.** Managed Education and Registry Tool (MERIT) is a centralized staff database and registry that tracks individual staff educational and professional achievements. Once registered, individuals have a professional record in MERIT that creates an employment history over

time and verifies educational credits/credentials. The professional record is “portable” and can be shared with potential employers. Staff must establish a record and have their education verified in MERIT to participate in Early Achievers. As more early learning staff throughout Washington participate in MERIT, the state will gain workforce data that will be invaluable to understanding how best to support the advancement of early learning professionals.

**Core Competencies and Career Lattice.** The Washington State Core Competencies for Early Care and Education Professionals were developed in 2009 and serve as a resource and framework to outline the knowledge and skills professionals need to provide quality care to young children. The Core Competencies are organized in eight content areas that align with common content areas used in early learning settings:

- |  |  |
|--|--|
| 1. Child Growth and Development          | 6. Program Planning and Development        |
| 2. Health, Safety and Nutrition          | 7. Families and Community Partnerships     |
| 3. Curriculum and Learning Environment   | 8. Professional Development and Leadership |
| 4. Interactions                          |  |
| 5. Ongoing Measurement of Child Progress |  |

The Core Competencies were developed by the statewide Professional Development Consortium, a diverse group of early learning stakeholders and experts.

The Washington State Career Lattice for Early Care and Education Professionals is a series of 15 steps which represent increasing levels of training and educational advancement in the early learning field. The levels on the lattice align with the Core Competencies. When early learning staff establish a professional record in MERIT and have their education and training verified, they are eligible for increasing monetary awards aligned with increasing levels of the lattice. The Race to the Top Early Learning Challenge grant provides the funding for awards available to individuals who attain placement on the Career Lattice.

**Professional development benefits and services available through Early Achievers.** Programs/facilities that participate in the state’s quality rating and improvement system, Early Achievers, receive a variety of professional development supports, including:

- Technical assistance and consultation in preparation for ratings at Level 2.
- Coaching to support the site’s Early Achievers quality improvement plan at Levels 3 to 5.
- Annual quality improvement awards.
- Tiered reimbursement and child care subsidy contracts.

Early Achievers professional development services are provided by regional Child Care Aware offices. Coaches are hired by Child Care Aware, but trained and supported by the University of Washington (UW), which convenes regular trainings, seminars and reflective practice opportunities for coaches across the state. The UW developed a “Practice Based Coaching Framework” that is defined as “a cyclical process for supporting providers’ use of effective practices that lead to positive outcomes for children.”<sup>85</sup> The foundation for the coaching framework is adapted from materials developed to support coaching in Head Start. Although there is no minimum requirement for the number of coaching hours per program, coaches are funded in Early Achievers at approximately eight hours per month, per facility.

Early Achievers also provides financial support for professional development and career advancement. Various types of scholarships are available to support tuition, books, and release time (paid time off from work to attend trainings).

**Professional development available through the Early Learning Academy.** The Early Learning Academy (ELA) is operated by the City of Seattle in partnership with Child Care Resources of King County. It provides professional development for preschool teachers and family caregivers so they can increase the number of children who enter kindergarten prepared to learn.

The ELA is providing 40 Step Ahead teachers with extensive training and coaching to be fully certified in the HighScope Curriculum for early learning. This training began in January 2014.

## Options

Offering comprehensive professional development with complementary coaching is clearly supported by the research literature and best practice. The following options could be implemented directly by Office for Education (OFE) staff or through a contractor(s). The advantage of housing the professional development/coaching element at OFE is the direct control over quality; while the advantage of using a contractor is that they are less likely to be influenced by political concerns and are typically more nimble in changing direction and hiring experts. Options for how to implement the PD system are as follows:

1. **Align with and augment existing PD systems (e.g., Early Learning Academy, Early Childhood Education and Assistance Program (ECEAP), Head Start, and Early Achievers).**
2. **Design and implement new PD systems that could be optional (with high expectations for provider quality if a provider opts out) or mandatory.** An incentive to participate could be added by providing training in approved curriculum models on an optional basis combined with a rigorous expectation for reaching teacher qualification standards combined with high scores on quality measures (e.g., ECERS-R and CLASS) as well as better than average child gain scores.
3. **Provide coaching (could be combined with 1 or 2) using one or more of the following delivery options:**
  - OFE staff
  - Outside contractor(s)
  - Center director as coach
  - Coaching of coaches

## Recommendations

- **OFE should directly provide professional development (PD) for each approved curriculum model.** Each approved curriculum model (see *Section 3.4 Curricula*) should have a cadre of expert trainers; coaches and coach of coaches who have been “certified” or “endorsed” by the curriculum model developer. These expert trainers—Preschool for All (PFA) coaches—would be employees of the City.
  - In the start-up years, the City could contract the training out to the model developer, but the contract should state a goal of being self-sustaining within three years (i.e., the model developers should train the local trainers to be able to continue supporting fidelity of implementation).
- **PFA Coaches should develop coursework and pursue credit for extensive, ongoing formal PD coupled with on-site support (reflective coaching) to teachers and center directors/program supervisors,** with the goal of having directors/supervisors develop these skills. Curriculum-specific cohorts of teaching staff and center directors/teacher supervisors should attend comprehensive professional development trainings. Arrangements should be made with local or online institutions of higher education for these *to be credit-bearing and counted toward a degree.*

This professional development should include training to mastery in the following:

- Implementation of the chosen curriculum model.
- General effective ECE practice as measured by tools such as ECERS-R and CLASS and including the learning environment and teacher/child interaction; best practices for domain learning in the early learning standards which should include understanding of child development by domain; and culturally competent practices as defined by the NAEYC Pathways to Cultural Competence Project.
- Reliable administration of the assessment system that include screenings as well as the performance-based ongoing system standards which will include understanding of child development by domain.
- Effective family engagement including conducting home visits, communicating child progress in parent teacher conferences, developing and documenting home learning activities, and other parent communication.
- Meeting the needs of young English Language Learners by supporting home language and English acquisition for dual language learners.
- Meeting the needs of all children through differentiated instruction, including children with challenging behaviors, and addressing IEP goals in the natural environment.
- **Within the cadre of PFA coaches, specific positions should be identified and filled with qualified professionals to provide expertise as inclusion specialists, bilingual education specialists, and experts in cultural competence and challenging behaviors.** These identified specialists would provide focused professional development trainings and consultation to other PFA Coaches in their area of expertise. (Note: This is the model used in New Jersey to ensure all children's needs are addressed.)
- **Intensive training should be offered for center directors/program supervisors to enable them to support teaching staff at their sites.** This professional development should include training to mastery in the following:
  - Principles of adult learning.
  - The reflective coaching cycle.
  - Reliability on the classroom observation tools (e.g., ECERS-R, CLASS) and curriculum fidelity measures.
  - Data-driven decision-making.
  - Personnel management.
  - Fiscal and other administrative management systems.
- **OFE should work with DEL to leverage existing state systems.** OFE should work with DEL to develop a Memorandum of Understanding (MOU) for accessing or coordinating with the Early Achievers funding to provide professional development and coaching support for providers, building on the Early Achievers framework developed by the University of Washington. PFA Coaches should be trained in the Early Achievers coach framework and should be able to support the providers in achieving higher levels of the quality improvement system. Leveraging and integrating Early Achievers coaching resources with PFA coaching will be especially important in the early years of implementation when the coaching needs may be more intense.

In addition, consider how to integrate MERIT's functionality to support professional development, eliminating the need to build and maintain separate staff databases and registries. Since MERIT is relatively new, Seattle may also consider collaborating with DEL as it continues to build out and develop MERIT to increase the likelihood that it will be valuable to the program.

## Rationale

- **Simply augmenting the existing PD system would not ensure quality.** While this approach would be the least cumbersome and least costly option, it would leave to chance full participation and likely not ensure quality.
- **Situating all professional development in the OFE builds coherence and efficiency.** If an external agency is responsible for expertise in the curriculum model and professional development and coaching, duplication of expertise would be necessary at the OFE for general oversight and ongoing monitoring. Having one entity planning new initiatives and implementing them is more efficient.
- **The need for coaching may be more intense in the early years.** Many if not most teaching staff and site educational leaders will be learning a new curriculum and striving to meet high-quality standards. Thus, using outside coaches may make sense to augment the supervisor until a certain level of quality and fidelity of curriculum implementation is achieved. In New Jersey, this level was reached after three years of intensive training and coaching. However, the majority of the teachers had an ECE certification and were paid on par with the district teachers. A conservative approach would be to budget for outside coaches for four years while center directors receive coaching of coaches training.
- **Supervisors make good coaches.** Some believe that supervisors cannot be effective coaches but there is no research base for this and both types of coaching (by the supervisor or by another) are found in the literature. If outsiders serve as coaches there is the danger that teachers would get mixed messages from the coach and their center director/supervisor. All employees need to please their supervisors and that can actually motivate change.

In addition to the teacher-centered tools of reflective coaching and the teacher evaluation rubrics, effective professional development includes an intense focus on improving the skills of all educational leaders, and especially concentrating on the center director as the primary education leader in each center. An ongoing, intensive seminar or institute for center directors as educational leaders is needed to ensure that the quality in the classrooms is established and maintained. It is clear that many center directors do not have the expertise in early childhood education, adult learning and performance management, and business administration needed to be effective leaders. A seminar and methods to determine center directors' skills in practice should be a part of the professional development of the initiative. This comprehensive, ongoing professional seminar with content on understanding the child development and teaching necessary to meet Washington State Early Learning and Development Goals and on adult learning theories and practice should be combined with professional learning communities for center directors in which they share struggles and lessons learned about supporting teachers especially drawn from their own data and experience. A developmental rubric with benchmarks on coaching and business administration should be developed and used in ways that mirror the approach with teachers to ensure that center directors receive the differentiated professional development they need to successfully support the teachers.



- **Training to support the HighScope Curriculum already exists with the Early Learning Academy.** The Early Learning Academy (ELA) is operated in partnership with Child Care Resources of King County. It provides professional development for preschool teachers and family caregivers on the HighScope Preschool Curriculum, one of the recommended curricula (see *Section 0 Curricula*).
- **The State is using Early Achievers to align preschool efforts.** DEL is in the process of coordinating training and professional development efforts, including coaching models, across Early Achievers and ECEAP.
- **MERIT.** Since Early Achievers requires that early education facilities ensure all staff establish professional records in MERIT, the system would provide PFA with reliable data that the program can use to track and monitor professional development. MERIT verifies educational attainment (degrees) so the City or employers/PFA contractors will not have to re-verify information if staff have complete records in MERIT.
- **STARS.** Since STARS professional development requirements apply to staff in licensed child care settings (a recommendation in this Action Plan), these requirements should serve as a floor for early learning educators.

## 3.6 Appropriate Language Support

### Overview

#### Key Findings

- Learning two languages is as “natural as learning one.”
- Bilingualism has multiple strong benefits and English home language children will also benefit from learning a second language.
- Children who start kindergarten without English rarely catch up.
- Good preK is highly beneficial for dual language learners.
- Dual language learners are less likely to be in preK and if they are in preK it is often in lower-quality settings.
- There is commonly a mismatch between teachers and language/culture.

#### Research Overview

The majority of young English Language Learners are born in this country and their parents are clearly committed to staying here.<sup>86</sup> Only 5% of young children from immigrant families live in homes where no parent speaks English; however, 40% of immigrant parents report that they do not speak English well.<sup>87</sup> Lack of exposure to fluent English may be compounded by other limitations, given that parents who speak limited or no English are less likely to read to their children in any language.<sup>88</sup> Also, low income parents have been found to provide less language stimulation of any kind to their children,<sup>89</sup> and young English Language Learners are more likely to be from low income homes.<sup>90</sup>

#### *Can children learn two languages at once?*

Children under the age of 5 are capable of learning two languages simultaneously and the process is as “natural as learning one language.”<sup>91</sup> Studies of older children and a few studies of very young children indicate that supporting dual language learning in contrast to English immersion may improve children’s learning in English and certainly does not impede it.<sup>92</sup>

Neurological and cognitive science research is beginning to show that there are clear cognitive benefits to bilingual proficiency that may be evident in more efficient brain functioning.<sup>93</sup> In addition to improved meta-linguistic awareness, bilinguals have faster reaction times when there are competing demands for attention and these are manifested across multiple skill areas including language, phonological awareness, writing, reading, quantity, spatial concepts, creativity, and problem solving.

In addition, research on academic trajectories shows that children who begin kindergarten bilingual proficient perform as well or better than those who begin with only English. With some variation by home language and family income level, children who begin with only a language other than English do not catch up with their peers by the end of elementary school.<sup>94</sup>

### *What effect does preschool have on English Language Learners?*

The number of children who are English Language Learners (ELL) and attend state-funded preschool is growing but they are still less likely than English speakers and other minority groups to attend any child care setting outside of the home.<sup>95</sup> Survey research reveals that these lower attendance rates are related to lack of knowledge of the programs or lack of access and not, as is commonly assumed, that the parents do not want their children to attend preschool.<sup>96</sup> Growing evidence indicates that English Language Learners benefit more than others from effective preschool education.<sup>97</sup>

Young dual language learners who attend out-of-home programs are more likely to be served in lower quality settings;<sup>98</sup> and evidence indicates that their teachers are not likely to speak their home language<sup>99</sup> nor are they trained in strategies to support dual language acquisition.<sup>100</sup> Research findings also indicate that English immersion programs for children this age can lead to a loss of the home language, especially if the home language base is not strong.<sup>101</sup>

Clearly, having a teacher who is bilingual facilitates dual language instruction<sup>102</sup> and may improve learning in English as well as in the home language.<sup>103</sup> However, looking across the available data sources, it is evident that most children who speak a language other than English at home do not have a teacher who speaks their language or who has specialized knowledge in how to support English language learning for young children.<sup>104</sup> This lack of expertise makes it especially surprising that teacher preparation programs rarely offer substantive coursework in linguistic and cultural diversity.<sup>105</sup>

### *What types of assessments are available?*

Current assessment measures and procedures for young English Language Learners are inadequate. Assessments are often unavailable in languages other than English and then typically only in Spanish. Test construction rarely takes into account the child's knowledge base across both languages and is often simply a direct translation of English tests, which does not account for major structural differences in languages, dialectical variations within languages, or the fact that the order of acquisition of specific vocabulary and grammar may differ across languages. Add to this the difficulty of matching language of assessment to language of instruction and the complexities of this issue become clear.

## **Local Context**

The proportion of children under the age of 5 who live in homes where a non-English language is spoken is rapidly increasing. The overall child population speaking a non-English native language in the U.S. rose from 6% in 1979 to 14% in 1999 and the number of language minority students in K-12 schools has been recently estimated to be over 14 million.<sup>106</sup> The representation of English Language Learners in U.S. schools has its highest concentration in early education.<sup>107</sup>

In the City of Seattle, the largest school-age minority language group is Asian and Pacific Islander languages at 12%; 6% speak Spanish; 4% speak Indo-European languages; and 7% of school-age children speak other languages, including East African languages.<sup>108</sup> In addition, approximately 18% of Seattle

Public Schools kindergarten students are English Language Learners.<sup>109</sup> To reflect this linguistic diversity, there are a number of programs at preschool and K-12 levels that serve dual language learners:

- There are several dual language and immersion preschools in Seattle in French, German, Japanese, Mandarin, Spanish, and Farsi. Hoa Mai Vietnamese Bilingual Preschool will be the city's first Vietnamese-English preschool and is scheduled to open in fall 2014.
- Seattle Public Schools has four International Elementary Schools that offer dual language immersion programs (Concord – Spanish; Beacon Hill – Spanish and Mandarin; and McDonald and John Stanford – Spanish and Japanese).

In addition, as a strategy to share their expertise with child care programs participating in Early Achievers, some local preschool providers receive contracts from the Department of Early Learning (DEL) to be Early Achievers Training Resource Centers and share their dual language resources, trainings, and other supports with surrounding Early Achievers child care sites. These services are just beginning in 2014 and so their impact/effectiveness is yet to be determined.

## Options

- Allow bilingual programs to emerge and provide incentives and professional development (PD) supporting English language learning.
- Increase provision of high-quality dual language preschool. Dual language programming is rarely available for young children even though research indicates the benefits of bilingualism for all home languages including English. Program and learning standards should be established that enhance dual language acquisition. There is a scarcity of high-quality, affordable programs in many English Language Learner (ELL) communities. ELLs have language and cognitive development needs in the preschool years that can be effectively harnessed through appropriate programming.<sup>110</sup> Language plays a prominent role in the mediation of cognitive and social development, and in addition, the literature indicates that bilingualism can be developed most effectively during the early years and children who enter kindergarten proficient in two languages have a much better chance of academic success. Yet dual language programming is rarely available at this or later ages, and opportunities for developing English and enhancing the home language are lost.
- Incorporate dual language programming using successful methods which include systematically introducing and supporting within the classroom both languages for children who speak English at home or whose home language is not English in one of the following ways:
  - Employing at least one teacher or assistant teacher who is bilingual, preferably both.
  - Implementing two-way immersion procedures in which classrooms rotate from English-only instruction to home language only; some programs vary different parts of the day such as morning in one language and afternoon in another and others rotate daily or even weekly. This method is particularly practical where there are not enough qualified bilingual teachers.
  - Bringing in home-language teachers on a regular basis, typically daily, to teach in the home language.
  - Employing bilingual resource teachers for sets of 4 classrooms who can provide one hour of “instruction” in the home language in each classroom at least daily while providing teachers with breaks. In this way, each teaching staff member is in the room with the bilingual resource teacher for 30 minutes and the costs of the bilingual resource teacher is partly offset by the cost of the relief teacher being replaced.

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

- Educate and hire qualified bilingual staff. Give priority to providers who employ highly qualified bilingual, bicultural staff who can help students bridge the transition from home to school and who can serve as liaisons with the community.
- Where adequate numbers of qualified bilingual teachers and staff are not available, scholarships should be provided for underqualified early childhood teachers and members of the language minority communities to obtain a teaching credential in early childhood education, especially if it specializes in bilingual education. These scholarships should be implemented with support for non-traditional students to successfully negotiate the higher education system.
- Scholarship and in-service programs should be developed that cater to the current teaching work force to increase their facility in the languages spoken by the children in their classrooms.
- Provide pre-service and in-service education on dual language acquisition and effective teaching practices. Even when teaching staff are available who speak the language of the children in the classroom, they have rarely been trained in how to support dual language acquisition. Office for Education (OFE) should have on staff at least one Preschool for All (PFA) Coach who is a specialist in bilingual or ELL education to provide professional development to teachers in effective services for ELLs and their families. In addition, the professional development provided to teachers should include training in linguistic development as well as specific teaching strategies for dual language learners.
- Support home language family engagement. Programs should ensure that parents are provided support to understand the importance of maintaining the home language and of their involvement in their children's education from an early age. Programs should have at least one staff member who speaks the language of the parents, and where this is not feasible due to the low incidence of the specific language, find a resource to provide translation to the parents. In addition, parent programs should be responsive to the cultural differences of their families and tailor parent involvement and parent education accordingly.
- Implement appropriate assessment measures for dual language of instruction classrooms. If the purpose of the assessment is to determine the effectiveness of instruction then it is necessary to use an assessment measure that matches the language or languages of instruction. Children in dual language classrooms should be assessed in both languages and children in English-only classrooms should be assessed in English. However, if the child's content knowledge, in addition to language ability, is of interest then an assessment of knowledge in both languages should be used. Information from standardized assessments, which have norms established on the appropriate population, should only be used in combination with ongoing curriculum-embedded assessments which include parental input on the child's skills.
- Develop and implement bilingual education and cultural competence program improvement plans. Provide support for preschool programs to develop bilingual education and cultural competence program improvement plans.

## Recommendations

- **Fund dual language classrooms using any of the models described above and provide additional funding to support these models.** Languages supported should be representative of the Seattle population. In addition, dual language programs that support written languages should have priority given their salience for literacy development. The population of the dual language classrooms should include English home-language children so that all children are afforded the opportunity to learn two languages. We recommend that parents have options for classrooms in which to enroll their child; parents who do not want a dual language option, or who do not want their child to learn the home language that is offered in one program, should have other options available to them.
- **Fund education for and hire bilingual staff—pay premiums at all levels if staff are certified in bilingual education.** Teachers who can provide high-quality preschool teaching in both the home language of a large proportion of the population and English will likely be scarce. Higher salaries (increase base by 10%) would provide incentives for qualified staff to apply or remain and for those who do not meet the qualifications to attain them.
- **Assess students in the languages of instruction where tools exist.** Since child assessments will be part of the ongoing continuous improvement system as well as the overall program evaluation, it is necessary to assess whether children are making progress in all languages of instructions.
- **Assess quality of supports for bilingual acquisition.** Classroom assessment tools are emerging that assist programs in assessing and improving the provision of supports for home language acquisition as well as English. Strategies for supporting English language learning children differ to some degree from other teaching strategies and should be observed as part of the continuous improvement cycle.
- **Develop or adapt tools to assess cultural competence of staff to inform professional development.** This could be developed by the PFA Coach in cultural competence and administered as part of ongoing coaching by the site supervisor/center director or the PFA Coach. The checklists developed by the National Association for the Education of Young Children (NAEYC) Pathways to Cultural Competence Project could be adapted for this purpose (see *Section 3.5 Staff Professional Development Requirements* for more information).
- **Consider building upon the current Early Achievers Training Resources Centers** to help programs share tools, strategies, and expertise regarding support for language acquisition for dual language learners.

## Rationale

**Bilingualism can be developed most effectively during the early years.** Language plays a prominent role in the mediation of cognitive and social development, and in addition, the literature indicates that bilingualism can be developed most effectively during the early years and children who enter kindergarten proficient in two languages have a much better chance of academic success. Yet dual language programming is rarely available at this or later ages, and opportunities for developing English and enhancing the home language are lost. English home-language speakers should have the opportunity to become bilingual as well given the numerous advantages it bestows.

Children that are learning other languages besides English and their home language experience benefits as well. Multilingualism produces a special advantage in utilizing a person's brain capacity as creatively as possible.<sup>111</sup> However, if parents do not want a dual language option or want their child to focus on English and their home language, they should have options for classrooms in which to enroll their child.

## 3.7 Meeting the Needs of All Children through Differentiated Support

### Overview

#### Research Overview

##### *Key Findings*

- All children, including those with special needs (e.g., with Individualized Education Plans (IEPs), children in foster/kinship care or other areas of the child welfare system, etc.) benefit from attending preschool in typical settings with supports (e.g., smaller ratios, curricular adaptations, case conferencing, and family engagement).
- All teachers, regardless of specialized certification, have the capacity to improve how they work with children.
- Consultation models can be effective for children with special needs served in inclusive environments.
- Some children benefit from self-contained settings that are striving to prepare them for transition to the typical environment.
- With sufficient culturally relevant and inclusive supports, all children can achieve success.

##### *Who might need additional supports?*

For the vast majority of children, high-quality preschool in small classes taught by well-prepared teachers who implement a well-designed developmentally appropriate curriculum model is effective without extra services. However, there are children who exhibit challenging behaviors or developmental delays or are at risk for developing them due to a wide variety of circumstances. These circumstances might include homelessness, untreated maternal depression, neglect, physical abuse, or others.

Children with special health care needs may also need additional support. This includes children with diabetes, mobility challenges, feeding tubes, asthma, or allergies.

For all children, decisions regarding which setting and what supports are needed must be carefully and systematically planned with the first choice always being the typical setting for other children of the same age with appropriate supports so that the child can be successful. For children with identified disabilities as set out in the Individualized Education Plan, the aim is to provide these supports such that

the child can be served in the “least restrictive environment” (LRE). The LRE is defined in federal law as follows:

*To the maximum extent appropriate, children with disabilities, including children in public or private institutions or other care facilities, are educated with children who are not disabled, and special classes, separate schooling, or other removal of children with disabilities from the regular educational environment occurs only when the nature or severity of the disability of a child is such that education in regular classes with the use of supplementary aids and services cannot be achieved satisfactorily. (IDEA, Title IB 612a5).*

### What are challenging behaviors?

Behavior is a form of communication that we all use to express our needs. Early childhood educators are concerned about the social-emotional development and challenging behaviors of young children and the ways in which these children are often treated as the problem. Expulsion rates in preschool of children that exhibit challenging behaviors have been estimated at three times that of the K-12 system and some evidence shows expulsion rates are even higher for children of color in the K-12 system<sup>112</sup> implying extremely high rates of expulsion for children of color in preschool. Prevalence rates of preschoolers exhibiting moderate to severe challenging behaviors range from 10% to 21%.<sup>113</sup> Behaviors can be external (e.g., real or perceived aggression, defiance, destruction of property) or internal (e.g., social withdrawal).<sup>114</sup>

### What works?

For over three decades, researchers have studied an array of practices intended to promote social and behavioral competence. Children who are socially competent interact well with others, even during difficult situations, and are less likely to exhibit challenging behaviors.<sup>115</sup> The research suggests the need for a continuum. The continuum of practices includes environmental supports to promote peer engagement and interaction, instruction focused on teaching new social skills, and teacher practices that support social behaviors.<sup>116</sup> The model should be instituted classroom-wide, recognizing that children will be at different levels.

An example of a classroom-wide model is the Teaching Pyramid.<sup>117</sup> This pyramid provides universal strategies to support social-emotional development and prevent challenging behaviors. In this tiered model the intensity of intervention increases based on the severity of a child’s need while also allowing all children to remain together in the same learning environment.

For children that demonstrate persistent challenging behaviors, research has shown the benefit of individualized Positive Behavioral Supports (PBS).<sup>118</sup> Understanding the underlying cause of the behavior is critical to providing support. Implementation of PBS involves a team consisting of at least classroom teaching staff, a behavior support specialist, and the family, and involves the development of a behavior support plan. Family members participate in the assessment and problem-solving process to create individualized positive behavior support plans for their children. Support plans generally have three components:

- Strategies to prevent occurrence of the challenging behavior.
- Teaching children new skills to use in place of the behavior.
- Responding to children in a way that supports the use of these new skills and does not maintain the challenging behavior.

The process is designed to be positive and not punitive. The goal is to reduce the likelihood of the challenging behaviors occurring and to strengthen appropriate behaviors and skills, which in turn should increase positive peer interactions and meaningful learning opportunities.

### *What about children with special health care needs?*

Children with special health care needs should not be denied services. Staff will need training around these needs and a classroom accommodation plan, created in coordination with the Public Health Child Care Team, may need to be in place to ensure adequate support. (Specific recommendations are in *Section 3.9 Health Support*.)

### Local Context

There is very limited local data on the number of children in challenging circumstances. During school year 2009-10, there were approximately 310 students experiencing homelessness in kindergarten through 3<sup>rd</sup> grade, representing under 2% of total students.<sup>119</sup> Approximately 8% of Seattle Public Schools (SPS) kindergarten students receive Special Education Services.<sup>120</sup>

The Program Quality & Capacity Workgroup, convened by the City of Seattle and encompassing early learning providers, City staff, and representatives of other early-education related organizations, discussed promising practices related to hard-to-reach families. The group noted a number of existing resources such as Seattle Public Schools' developmental preschools, home visiting programs, Play and Learn Groups, family support workers and advocates, Child Care Resources' outreach to families experiencing homelessness, Childhaven's services for children that have been abused, neglected or are at-risk, and Wellspring's services for children experiencing homelessness.

The workgroups raised two concerns related to adequately supporting inclusive classrooms. The first is related to the Child Find process. Child Find is the process used by Seattle Public Schools to locate, identify, and evaluate children with disabilities and developmental delays to ensure that they receive the services to which they are entitled. However, the workgroups reported that getting children through the process in a timely manner has been a challenge with long wait times and difficulty scheduling appointments.

The second challenge is around how to support children that do not qualify for services through the Child Find process, but still have behavior, developmental, mental health, or other challenges that would benefit from support, even if they are not deemed acute enough to qualify. Children who qualify for part-day services, but participate in full-day programs will also benefit from supports throughout the day. The workgroup stressed that providing adequate support is key to the ability to have inclusive classrooms.

### Options

1. Provide tiered services that range from self-contained to integrated classrooms. Tiered services for children in need of further support would range from self-contained settings with intensive interventions for children that have been abused or neglected to Seattle Public Schools developmental preschools to specialized consultation models provided by therapists or other experts directly to teachers and parents such that they can directly provide interventions to ensure ongoing support.
2. Reduce class size and/or provide extra support (e.g., co-teaching model, specialized consultants) for classrooms that serve 25% to 33% special populations (e.g., students experiencing homeless, refugees, in the care of protective services, having Individualized Education Plans (IEPs), etc.).
3. Develop expertise in inclusion practices: pre-referral and intervention teams who help with prevention, development, and implementation of action plans.
4. Fund programs to provide self-contained, direct services as well as consultation to teachers in integrated settings.
5. Negotiate with Seattle Public Schools to ensure therapies are provided in the natural environment so that children can remain in their original program as much as possible.



## Recommendations

- **Make a “zero expulsion” policy the standard** for all Preschool for All (PFA) classrooms at all contracting PFA providers. Supports should be available to providers to effectively meet the needs of children with challenging behaviors through expert consultations and coaching. For example, the Center on the Social and Emotional Foundations for Early Learning has developed modules on Teaching Social Emotional Skills and Tools for Developing Behavior Support Plans.
- **Provide additional resources for children who may need more intensive supports** (e.g. children experiencing homelessness, children with an IEP, children in foster/kinship care or other areas of child welfare system, and others), including reduced class sizes and other interventions.
- **Fund programs that serve specialized populations** such as children in the child welfare system to expand provision of direct services if the program meets all standards including using the curriculum models chosen. If Office for Education (OFE) cannot employ PFA Coaches with expertise in specific needs, then consider contracting with the experts in these programs to provide on-site consultation to teachers in integrated PFA settings. This should be done in concert with the PFA Coaches.
- **Develop a Memorandum of Understanding with SPS and other local entities** outlining the roles that the district, OFE, PFA providers and other specialized providers would assume to ensure quality in a continuum of services for children with disabilities. Negotiate to ensure that therapies are provided in the natural environment so children can remain in their original program as much as possible.

## Rationale

**Inclusion has important educational and social benefits for all children.** The provision of full access to preschool will provide far greater opportunities for children with disabilities or other special needs to be educated in an inclusive setting with their peers and to have access to all the resources necessary to address their individualized needs. PFA providers should lead the way in implementing a visionary approach to preschool special education that is inclusive and benefits all children with appropriate supports to address individual needs, according to the individualized education program.

## 3.8 Family Engagement

### Overview

#### Research Overview

##### *Key Findings*

- Children’s parents are strong predictors of their school success.
- Most family support interventions have shown only modest or no effect.
- Awareness of children’s needs motivates parents.
- Specific and intentional activities done in the home have shown promising results for children’s outcomes.
- Family-to-family networks have shown promising results for child outcomes.
- Ameliorating critical family stressors, such as homelessness, unemployment, or depression, is also effective, but this is not something preK staff can do.

### *What are the links between family characteristics and children's development?*

Despite years of federal and state efforts to level the playing field for all children, the preponderance of evidence indicates that family characteristics and the neighborhood that they grow up in remain the strongest predictors of health and developmental outcomes. While zip code is not destiny, given a child's zip code, researchers can predict trends in children's development and learning outcomes with some accuracy.<sup>121</sup> In addition, scholars have shown clear links between family characteristics and children's development. When families are better off economically, mothers are more likely to have higher levels of education, and children are more likely to grow up in stable, two-partner families, and have better developmental outcomes.<sup>122</sup> Children whose families live near or below the poverty line are subject to the well-documented effects of economic hardship, including health problems and developmental delays, particularly when this hardship is persistent and enduring. Studies that control for other family characteristics have found that the effect of family income on intelligence and verbal test scores at ages 2, 3, and 5 remain quite large.<sup>123</sup>

At the same time, research confirms that all parents, regardless of socioeconomic status or background, can engage in and successfully support their children's learning. Families that believe that their engagement matters and understand why engagement is important appear to have a more significant impact on their children's outcomes.<sup>124</sup> Engagement strategies that help families understand their children's developmental pathways and their role in their children's learning further enhance this feeling of family efficacy and provide families with a clear rationale for their engagement. Emerging family engagement models that share data on the achievement gap and provide families with specific strategies to close it seek to create urgency around the partnership between families and early childhood programs to collaboratively support children's development and school readiness.

### *What types of parent/family involvement activities make a difference?*

A recent meta-analysis of research conducted over the past 10 years also suggests that some types of family involvement activities have more impact than others.<sup>125</sup> For example, studies suggest that family involvement in learning activities at home may have more impact on children than family involvement at school.<sup>126</sup> In addition, specific and concrete family involvement in learning activities may have more impact on targeted child outcomes (for example, literacy activities) than more general involvement. Interventions such as the Chicago preK "Backpack Project," which provide specific hands-on activities, books, and games that parents practice in groups and are invited to take home each month, have demonstrated significant impact on children's school-readiness outcomes.<sup>127</sup>

A body of research also suggests that family environments and family processes impact children's development. Children growing up in chaotic home environments have been shown to have poorer developmental outcomes, as have children who reside in homes with harsh, authoritarian disciplinary practices.<sup>128</sup> While parenting education classes have typically been included in Head Start and other comprehensive early childhood environments to strengthen parent/child interactions, a recently completed meta-analysis of early childhood parenting education interventions found that parent education programs that did not include time for practice, modeling, and feedback (i.e., provided information only) made no difference in improving child outcomes. Conversely, targeted, high-quality opportunities for parent practice showed significant impact on children's cognitive skills.<sup>129</sup>

### *How can we support children experiencing trauma or other stress?*

We also know that a smaller subset of children living in family environments impacted by high-risk behaviors and circumstances, such as residing with a parent experiencing depression or addiction, or having a domestic violence experience, have significantly higher rates of poor health and developmental outcomes.<sup>130</sup> The growing literature on the impact of toxic stress on young children's development

suggest that cross-sector service coordination strategies that identify these families early, and provide more intensive support, may be needed for these more vulnerable children to achieve healthy developmental outcomes. The use of assessment tools in early childhood or primary care environments to identify children and families exposed to high levels of trauma is showing promise in earlier identification and support to ameliorate the potential negative impacts on young children.<sup>131</sup>

### *How can we better support parents?*

Rodríguez-Brown reviews the research on barriers to home-school communication and engagement with linguistic minority parents.<sup>132</sup> In addition to the obvious language impediments that may exist, some parents have concerns about their lack of formal education that may interfere with engagement with schools. Often immigrant families have great respect for teachers and are interested in their children's schools. At the same time, they may view their role in their children's upbringing as different than that of the school, and possibly not valued by teachers. For example, Rodríguez-Brown found that many parents who are not English proficient are less likely to engage their children in activities that are associated with gains in learning, such as book reading and playing number games. Some research indicates that families appreciate explicit directions in how to assist their children and participate in the school.

Family engagement strategies that promote family-to-family networks have shown promise in positively impacting child outcomes. A recent study of parents engaged in family-to-family network associated with early childhood programs in New York City showed unanticipated gains in child developmental outcomes without additional family engagement interventions or activities. Similarly positive child outcomes are being demonstrated by a cohort approach to career training programs for Head Start parents in Tulsa.<sup>133</sup> The highly regarded Connecticut Parent Leadership Training Institute (PLTI) demonstrated positive benefits through its mixed-income approach to engaging community members to become early childhood program and policy advocates for their children and communities. (See [PLTI website](#) for description and results.)

### Local Context

Preschool programs in Washington State have a long history of including family engagement services as an integral part of a "comprehensive" preschool experience. This is especially true for Head Start and Early Childhood Education and Assistance Program (ECEAP) which have family support staff and program governance structures dedicated to engaging families.

Head Start family support workers provide home visits, as well as referrals to community resources, housing, food, and parent education. Support workers frequently speak parents' home languages and provide a cultural connection. However, these are examples of the broad, unfocused approaches that research shows have generally not been found to be successful in raising child outcomes.

In 2013, the City launched Read and Rise, a two-year pilot program offering training workshops for parents to help them better support their children as they learn to read. The program provides reading materials and training curricula for parents to take home. Focused on literacy, the program emphasizes the importance of reading and speaking to children in the home language as well as English.

In addition, several local early childhood centers, libraries, and community centers sponsor Kaleidoscope Play and Learn, a program for parents and caregivers. This facilitated program is designed to support development of children's school readiness skills and provide education and support for parents and caregivers.

In addition, Early Achievers quality rating system awards points for the following activities related to family engagement:

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

- Completing a modified Strengthening Families Self-Assessment (director/owner).
- Providing a Plan of Action based on the Strengthening Families Self-Assessment.
- Providing evidence of continuous feedback and improvement (Plan of Action).
- Having a parenting support and education program in place (e.g., Incredible Years, Triple P Parenting, Center on the Social and Emotional Foundations for Early Learning (CSEFEL) parenting modules, Parents as Teachers, etc.).
- Providing information about community-based programs available for referrals for parents in languages represented in the facility (e.g., mental health support programs, Child Find, medical and dental resources, etc.).
- Providing evidence of transition plans/policies in place for changes in settings and providers.
- Partnering with parents to determine perception of child strengths and needs.

### Options

- Provide comprehensive family support services as options for families, with family engagement specialists funded at each center or centrally (at Office for Education (OFE) or Human Services Department). Extensive training would be necessary to ensure that interventions for families would be differentiated to support those families most in need of support.
- Provide school readiness workshops for parents, hold parent teacher conferences and other parent events, and communicate to all families. This provides the most basic parent engagement.
- Focus on home learning activities that are directly tied to curriculum (“Backpack Project” model or “Read and Rise”).
- Pilot “social capital” models that facilitate parents’ development of partnerships and supportive relationships with other parents, such as carpools to enhance attendance, or swapping child care to enable parents to attend school.
- Develop cross-sector service coordination for referrals for the families in crisis coordinated by the OFE or the Human Services Department.

**The Backpack Project** is a Chicago Public Schools (CPS) Head Start initiative designed to increase parents’ at-home educational engagement with their children in preschool. Once per month during the school year, backpacks containing books, games, and activity guides directly connected to the classroom curriculum are sent home with 575 preschoolers enrolled in 29 participating classrooms. Depending on a family’s home language, the backpack items are in English or Spanish. The items are selected to enhance children’s early learning and at-home interaction with parents and revolve around one of ten preschool-relevant themes: Family, Feelings, Independence/ Self-Confidence, Early Literacy (I & II), Home Safety, Dental Health, Body Awareness, Nutrition, and Outdoor/Car Safety. The themes also build on the CPS Virtual Preschool Program.

Parents of these preschoolers are invited to free, monthly workshops held in the schools and led by paid consultant trainers. The purpose of the workshops is to introduce the backpack themes and also provide parents with concrete advice about how to use them with their children. All classroom staff involved in implementing this program element receive support in the form of an initial orientation/planning meeting and ongoing quarterly meetings. The Backpack Project has produced modest gains in language and literacy beyond those of the preK program.<sup>134</sup>

## Recommendations

- **Prioritize a universal family engagement approach** that integrates intentional parent/child activities that promote school readiness as a foundational strategy.
  - **Adapt a version of the Backpack Project or the “Read and Rise” pilot** with home learning activities tied to the chosen curriculum models and supported by monthly parent workshops provided by teachers and site supervisors with support from PFA Coaches. Most of the recommended curriculum models include home learning activities that can be easily modified for this initiative.
  - **Create opportunities for modeling and parent practice** through workshops around school readiness, social-emotional development, nutrition, and other topics that allow families to support one another and build a school culture that sets expectations for family engagement in their children’s development. These would be provided by the site supervisors but developed by PFA coaches.
- **Develop cross-sector social service coordination for referrals for families in crisis.**
- Build on Early Achiever’s Strengthening Families framework to **increase all providers’ understanding and foundational knowledge about the importance of parents and families in children’s lives and impact on child outcomes.** Provide parents with access to parenting curricula such as Incredible Years, Triple P Parenting, Center on the Social and Emotional Foundations for Early Learning parenting modules, etc.
- Create a **family engagement grant fund** that could be used by providers to design, develop, and provide family engagement activities. Providers could submit proposals to OFE and receive resource support, as well as consultation by OFE coaches and staff in the Communications and Outreach unit. This could also include opportunities for PFA programs to partner with existing Head Start and ECEAP programs to share family engagement services (e.g., parenting classes, family-to-family networks, etc.).

## Rationale

Given that the majority of efforts to improve child outcomes through parent involvement programs have not been proven effective in increasing child outcomes, it makes sense to focus on the specific activities that have proven successful and to test those that seem promising. (Note: If carefully constructed within the design of the Outcomes Evaluation (see *Section 6.0 Outcomes and Evaluation*), a quasi-experimental study could be implemented at relatively low cost. These costs are not included in the financial model.) It is especially important and prudent in a preschool initiative aimed at all children to be cautious about implementing interventions for low-income families that have not even proven effective for that population. The potential benefit for all children of providing guidance on very specific activities tied directly to school readiness and the curricular activities being implemented in the child’s classroom is compelling.

## 3.9 Health Support

### Overview

#### Research Overview

##### *Key Findings*

- Healthy children are more likely to be ready for school; they are less likely to be absent and more likely to pay attention and learn while in school.
- Early education programs can also have long-term health impacts through a focus on children's cognitive, social-emotional, and self-regulation development.
- Early childhood programs can play a role in ensuring parents access health screenings and health care for their children.
- There are increasingly fewer uninsured children in the United States; however, this percentage is higher for children of color.
- Lack of parental awareness of the importance of dental care is a major impediment of children receiving care.
- Toxic stress is highly predictive of future problems.
- Healthy food habits are formed in early years and early obesity is predictive of future obesity.

##### *What is the impact of children's health on learning and outcomes?*

Health in the earliest years lays the groundwork for a lifetime of vitality. When children grow up in an environment that fosters positive early experiences, they are more likely to thrive and grow up to be healthy adults. Healthy children are more likely to be ready for school; they are less likely to be absent and more likely to pay attention and learn while in school. Sound health also provides a foundation for the construction of sturdy brain architecture and the achievement of a broad range of skills and learning capacities, including foundational capacities such as executive function and self-regulation. The absence of these skills has been associated with many negative consequences for children as they grow older, including higher rates of smoking, substance abuse, dropping out of school, teen pregnancy, and criminal activity.<sup>135</sup>

##### *What do we know about toxic stress?*

Early childhood programs have a significant and important opportunity to lay the foundations for life-long health by integrating classroom and family engagement strategies to reduce the impact of toxic stress and exposure to trauma on young children's development.<sup>136</sup> The growing evidence that significant adversity can produce physiological disruptions or biological "memories" that undermine the development of the body's stress response systems and affect the developing brain, cardiovascular system, immune system, and metabolic regulatory controls call for innovative cross-system collaborations that decrease the number and severity of adverse experiences that threaten the well-being of children and strengthen protective relationships that help mitigate the harmful effects of toxic stress.<sup>137</sup>

##### *How can early childhood programs produce better health outcomes?*

Early childhood programs can reduce the impact of negative stressors on young children's health and development through early screening, identification, and intervention of social-emotional and developmental concerns or disabilities. Programs such as Positive Behavioral Supports (PBS) and Second

Step, are designed to strengthen the social and emotional climate of classrooms, and to create nurturing and safe environments where children learn to trust and care for one another. Curricular models such as Tools of the Mind, Promoting Alternative Thinking Strategies (PATHS), and Head Start REDI (REsearch-based, Developmentally Informed), and professional development and consultation models such as the Chicago School Readiness Project have also been found to strengthen children's self-regulation.<sup>138</sup> In Washington State, a network of early childhood practitioners working in collaboration with national researchers through the Frontiers of Innovation network of the Harvard Center for the Developing Child are currently testing a variety of scalable early childhood program-nested strategies to strengthen child executive function and reduce the impact of toxic stress on young children.<sup>139</sup>

### *What role does screening play?*

These new emerging health priorities do not in any way negate the benefit that has been found in early childhood interventions focused on assuring Early Periodic Screening, Diagnosis, and Treatment (EPSDT) adherence for all participating children. Many early childhood programs have historically played a critical role in helping children access health and developmental screenings and health care. The Head Start program, for example, includes preventive dental care, a comprehensive health screening of children, tracking of well-child visits and required immunizations, and assistance if needed with accessing a regular medical home (a child having a primary care provider and care team, through which continuous, comprehensive and integrated care is provided). The program has been shown to increase child immunization rates.

### *What are the challenges for low-income families and communities of color?*

Despite better access, health disparities persist among low-income families and communities of color, including higher rates of chronic health conditions such as asthma and obesity among black and Latino children. For example, a recent study of preventive dental care among low income minority children in California revealed that while access to dental providers remained a barrier to care, lack of knowledge and understanding regarding the importance of preventive dental screenings for preschool children also contributed to evaluation and treatment disparities.<sup>140</sup> Lack of access to healthy, affordable food and physical spaces for outdoor play in many low income communities continues to create barriers to establishing life-long patterns of healthy living when children are young—a time that has found to be critical for establishing routines that impact adult health.

### *How can we encourage healthy behaviors?*

In addition to increased access to health care, early education programs can help to improve health behaviors, such as healthy eating and exercise. Treating childhood obesity costs almost \$1,400 per child but prevention programs can cost as little as \$1.21 per child.<sup>141</sup> Programs aimed at promoting healthy eating and exercise are more recent, but showing some positive impacts. For example, random assignment to participate in a Hip Hop to Health Jr. program was associated with smaller increases in Body Mass Index (BMI) after both one and two years of participation in the program.<sup>142</sup> Research released in early 2014 showed both the promise and challenge of establishing healthy-living routines. Centers for Disease Control (CDC) research studies found a 43% decline in obesity rates in the last decade among 3- to 5-year-olds. However, these declines were significantly lower for blacks and Latinos.<sup>143</sup> In addition, recent studies have found that children who are overweight or obese as preschoolers are significantly more likely to be overweight or obese as adults<sup>144</sup>—findings that highlight the potential impact of targeted classroom and parent/child activities to positively alter this trajectory for our youngest citizens.

### *Are Medicaid and Children's Health Insurance Programs (CHIP) improving access?*

The expansion of health insurance coverage through Medicaid and CHIP has reduced the share of low-income children who are uninsured from 25% in 1997 to 13% in 2012. There are 4 million more children insured in Medicaid or CHIP since CHIP was reauthorized; this corresponds to a decline of three percentage points in the share of children without health insurance.<sup>145</sup>

The gains in coverage have been experienced among low-income children in all racial and ethnic groups, but are especially striking for low income Latino children: the share of low income Latino children who are uninsured fell from 34% in 1997 to 17% in 2012.

The availability of CHIP has improved children's access to health care services: 80% of children received a preventive visit and 86% had a doctor or other health professional visit in 2012.

CHIP coverage has provided parents with financial security regarding the health care needs of their children and has reduced parents' worries about their children's health: 92% of parents of CHIP enrollees never or rarely had problems paying their child's medical bills for care.

## Local Context

### *Head Start, ECEAP, and Step Ahead standards and services*

**Screenings.** Head Start, the Early Childhood Education and Assistance Program (ECEAP), and Step Ahead all require developmental screenings, health screenings (hearing/vision, height and weight), immunizations, and medical home/dental home well-child checks. Head Start also requires dental screenings.

Various screening tools exist and administration of tools varies by program. For social-emotional screening, Step Ahead uses Ages & Stages Questionnaires: Social-Emotional (ASQ-SE); others programs may use Devereux Early Childhood Assessment (DECA). Screening tools commonly used for other developmental delays include Developmental Indicators for the Assessment of Learning (DIAL), Early Screening Inventory (ESI), and Red Flags.

Washington Department of Early Learning (DEL), in partnership with the State Department of Health, has also developed a framework for Universal Developmental Screening to promote common screening practices statewide.

**Nutrition.** Head Start and ECEAP standards require programs to provide meals and snacks to children (rather than having parents send food from home) that meet Child and Adult Care Food Program (CACFP) nutrition requirements for menus and assure that children with special dietary needs are accommodated by the program.

A Public Health Nutrition Educator visits each Step Ahead classroom twice, for 45 minutes, each year as part of Public Health Seattle & King County's (PHSKC) Seattle Nutrition Action Consortium (SNAC). The program provides a full curriculum for children, center staff, and families around nutrition, cooking, and physical activity. SNAC is currently only active in Step Ahead classrooms.

### *Licensed child care programs and family child care homes*

Licensed sites review the medical home/well-child/immunization information once, typically at enrollment.

### *Other programs and services for the Seattle early education community*

**Public Health Seattle & King County (PHSKC) Child Care Health Program** serves ECEAP, Step Ahead, and Comprehensive Child Care programs, providing inclusive assessment and review/consultation of whole classrooms, centers, or individual children. The City of Seattle funds this contract. The assessment looks



at safety of environment, food safety, healthy eating/active living, early intervention, mental health, communicable disease, and policy development to support healthy children. The following services are part of the contract:

- Providing on-site mental health consultation and assessment by a social worker or licensed clinical psychologist for children, child care teachers, and families. This includes classroom and individual observation of children, developmental screening and referral coordination, modeling appropriate teacher-child interactions, and program consultation and didactic training for teachers and families.
- Providing on-site health and safety consultation and assessment to child care providers, individual children, and classroom environments. This includes developmental screening, communicable disease prevention, early identification of children with special needs, medication management, and teacher support for implementation and policies supporting healthy children.
- Nutrition consultation includes healthy menu planning, implementing appropriate meal-time environments, food safety, and working with child care providers and families to support children with special dietary needs. Additional education is provided to teachers, children, and families about healthy eating, active living, and reducing screen time.

Health and safety services to private sites and family homes are limited; this program is also not provided at Head Start sites. The level of service differs between ECEAP, Comprehensive Child Care program providers, and Step Ahead. Additionally, resources for staff and parent education/training are limited.

**The Child and Adult Care Food program** is available for licensed homes and centers. This program provides federal funds to non-residential child care facilities to serve nutritious meals and snacks.

## Options

### *Health Services Delivery*

1. Providers are responsible for ensuring the compliance with all standards, including provision or health screenings and referral system, either by using their staff or contracting with specialists.
2. Expand the Public Health Seattle & King County Child Care Health Program to serve Preschool for All (PFA) providers.
3. Contract with other health services providers.

## Recommendations

As part of ensuring quality health support, we recommend that the City, Public Health Seattle & King County Child Care Health Program, and Seattle Public Schools work together to delineate health, developmental, and social-emotional screening and referral procedures. They should also delineate the particular roles and responsibilities of the three entities in supporting teachers and families, and ensure that among three agencies the following services are provided:

*Child level*

**POTENTIAL ROLES**

**Physical health**

- At program entry, PFA providers require documentation of up to date preventive physicals (including health screenings), dental visits, and immunizations. *PFA providers*

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- At program entry, PFA providers require documentation of medical home and insurance *PFA providers*

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- When a child does not have a preventive physical, refer to Community Health Navigators (established by the Affordable Care Act) to assist with securing insurance and establishing a medical home. *PFA providers*

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- Coordinate/link families without dental providers to Access to Baby and Child Dentistry (ABCD). *PFA providers*

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- Develop a classroom accommodation plan and staff training when there is a child with special health care needs *PHSKC*

**Social-emotional support**

- Provide regular social-emotional support as part of a chosen curriculum model *Teachers*

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- Conduct social-emotional screenings (see *Section 6.0 Outcomes and Evaluation* for more details). *Teachers,*
- Refer children identified in screenings for further diagnostic testing. *supported by PFA*
- Create child-specific plans in conjunction with SPS or PHSKC, for children with Individualized Education Plans (IEP) or other identified social-emotional needs. *Coaches*

---

- For children with severe challenging behaviors, conduct Functional Behavioral Assessments and develop classroom strategies and environmental changes addressing children's individualized needs in partnership with family. Develop and monitor progress on children's individual and classroom plans, including behavior strategies. *Teachers, center directors/site supervisors with consultation from PFA Coaches and PHSKC*

**Developmental delays and concerns**

- Conduct developmental screenings (see *Section 6.0 Outcomes and Evaluation* for more details). *Teachers,*
- Initiate the referral process for children who have been identified through screenings to SPS child study teams for further diagnostic testing. *supported by PFA*
- Create child-specific plans in conjunction with SPS for children with IEPs. *Coaches and SPS child study teams*

### Classroom level

<ul style="list-style-type: none"> <li>• Provide teacher training on administration of developmental and social-emotional screening, specific health-related issues, including children with special needs, trauma-informed care, coping/stress management strategies, and other health issues.</li> </ul>	<p><i>PHSKC, coordinated with PFA Coaches</i></p>
<ul style="list-style-type: none"> <li>• Provide a tiered or differentiated system of support in which teachers receive support from PFA Coaches or other appropriate coaches, or consultation from PHSKC.</li> </ul>	<p><i>Coordinated across Office for Education and PHSKC</i></p>
<ul style="list-style-type: none"> <li>• Provide training and support for providers in developing healthy menus and safe physical environments that promote physical activity throughout the day.</li> </ul>	<p><i>PFA Coaches, supported by PHSKC</i></p>
<ul style="list-style-type: none"> <li>• Model healthy food options/choices in school meal service, including greater options for fresh fruit and vegetables. Also include healthy foods at parent meetings and program events to model healthy choices for parents.</li> </ul>	<p><i>PFA providers</i></p>

### Rationale

**A child's health and well-being are connected to their ability to learn and succeed.** Overall, advances in the fields of neuroscience, molecular biology, and genomics have greatly expanded our understanding of the relationship between “nature” and “nurture”. There is now no question that early experiences are actually built into our bodies, affecting the physical development of the brain and other body systems. These emerging frontiers of health research, held alongside of significantly increased rates of access to preventive health care, improving rates of immunizations, as well as the positive impact of Medicaid and CHIP expansion on low-income children's insurance rates, suggest a critical new path for early childhood educators interested in assuring children's overall health and well-being.

**Best practice suggests and Head Start requires that all children be screened at enrollment.** According to findings of the National Research Council,<sup>146</sup> locally driven, universal screening of young children is associated with better outcomes for all children and will help identify those most at risk for achievement and behavior problems. All children should be administered an initial screening. This information is never used to determine or deny placement but rather is only used to determine if a child needs further diagnostic testing to identify a disability or health concern.

There is also evidence that Head Start in its early years of implementation reduced child mortality, and in particular mortality from causes that could be attributed plausibly to aspects of Head Start's health services, particularly immunizations and health screenings (e.g., measles, diabetes, whooping cough, respiratory problems).<sup>147</sup> This impact has been particularly pronounced in expanding preventive dental screenings and exams among young children. Data from the National Household Education Survey showed that 77% of 3-year-olds and 78% of 4-year-olds participating in Head Start received dental care, compared to 33% among 3- and 4-year-olds not enrolled in the program.<sup>148</sup>

**The most efficient method of ensuring that children and providers receive health support is to work with PHSKC,** building on the existing contract that provides comprehensive services for children, teachers, and families. More specific roles of PHSKC, city staff, and SPS should be developed during implementation planning.

## 3.10 Kindergarten Transitions

### Overview

#### *What does kindergarten transition mean?*

Successful transitions were once defined as “kindergarten readiness,” meaning children’s ability to meet expectations in the kindergarten classroom. However, the definition has been expanded to include a focus on the family and community with parents engaged in the process and the community providing supports and resources. In the Rimm-Kaufmann and Pianta model developed in 2000, multiple learning environments and stakeholders are involved in ongoing and evolving interactions that include children, families, communities, school, and classrooms.<sup>149</sup> Put simply, transitions do not happen at one point in time and there is no one model that works for all children.

#### *What are the benefits of a successful transition?*

A successful educational continuum effectively connects preK to the K-3 grades by creating partnerships between early learning providers and the elementary schools their “graduates” will enter. We need these two worlds to work together toward aligned and powerful practices in curricula, instructional approaches, expectations for students, assessments, and the use of student data to inform instruction, planning, and continuous improvement. The challenge of creating this continuum is great but the payoffs are enormous.

Research on successful transitions to kindergarten includes a number of frequently cited outcomes, including:

- Better behavioral and social-emotional adjustment.
- Higher academic achievement.
- Increased family involvement.

Yet, we know that here in Washington many children struggle in kindergarten. More than half of our state’s 5-year-olds enter kindergarten without the skills needed to succeed in school and kindergarten readiness varies widely by race and ethnicity.<sup>150</sup>

#### *Are there best practices for kindergarten transition?*

The Denver Compact’s [Transition Best Practices](#) is a recently released resource and the basis for much of the information here.<sup>151</sup> The report summarizes the research on this topic, including *Successful Kindergarten Transitions* by Robert Pianta and Marcia Kraft-Sayre that outlines the following guiding principles for effective transition practice:<sup>152</sup>

1. Build relationships among stakeholders. Transitions will be most effective when they are aimed at enhancing linkages and cooperation between people and settings.
2. Promote continuity across preschools and elementary schools. This includes consistency in settings, experiences, and expectations.
3. Focus on family strengths. Families hold valuable information about their children; treating them as valued information holders can facilitate a two-way exchange between families and teachers.
4. Tailor practices to the individual needs and strengths of the child, family, school, and community.
5. Establish collaborative connections with stakeholders that are willing to establish common goals and share responsibility for outcomes.

The Denver Compact report notes that to truly connect preschool programs and elementary schools, teachers and leaders must be willing and supported to learn about each other's work.

Evidence-based transition practices include preschool children and their families visiting kindergarten classrooms, having kindergarten teachers visit preschool classrooms to talk about kindergarten, preschool staff coming to kindergarten early in the school year to help with transition, support groups for parents as their children transition to kindergarten, and early kindergarten enrollment to allow families to prepare children for their new school and to allow teachers to reach out to their prospective students before the first day of school.<sup>153</sup>

## Local Context

### *What partnerships are in place?*

The City and Seattle Public Schools (SPS), together with several local partners, have been working on preK–3<sup>rd</sup> grade alignment for many years. In 2010, this partnership completed a Five-Year Action Plan which defined a Vision for the new system, a framework of Goals and Action Strategies, and expected outcomes. This partnership continues to coordinate on Plan implementation and meets regularly to discuss progress on data sharing, professional development, and other topics.

In addition, the Seattle Early Education Collaborative (SEEC) is made up of early learning providers and teachers from the publicly funded preschool programs. SEEC partners leverage funds and work to improve outcomes through joint professional development for preK and elementary teachers, data collection and assessment, and kindergarten transition services. SEEC has partnered with the school district on professional development and other alignment efforts.

### *Is there joint professional development?*

Seattle Public Schools offers seven professional development modules throughout the school year that are open to preK and elementary teachers, coaches, and support staff. Implementation of the Common Core State Standards and cultural competency are key components of the modules which provide tailored instruction and coaching to bridge across preK and the elementary grades. This model of shared professional development has built reciprocal understanding for preK and elementary school teachers of the expectations and instructional strategies used in both settings.

### *What data is available?*

The exchange of information and data is critical to alignment but processes are still under development to share information across the system. The Washington Department of Early Learning (DEL) and the Office of the Superintendent of Public Instruction (OSPI) oversee the Washington Kindergarten Inventory of Developing Skills (WaKIDS), a kindergarten readiness assessment that is providing better information. However, the communication of the information does not always reach those that could use it. Data sharing between preK providers and kindergartens is not yet fully up and running. With time, better communication between preK and kindergarten teachers should help increase the chances of students having a successful kindergarten transition.

### *How can families be involved in the transition?*

SPS offers a kindergarten transition program for children and their families called Jump Start. Jump Start is a week-long experience in August for new kindergarteners and their families to learn about their new school and for teachers to get to know their incoming students.

## Recommendations

As the City is already involved in a partnership with SPS and others focused on preK alignment and successful transitions, we offer the following recommendations to strengthen work already underway.

- **Create memoranda of understanding between the City and DEL, and the City and SPS.** These formal agreements could outline practices, responsibilities, and timelines and could address some or all of the following:
  - **Data sharing:** Preschool for All (PFA) programs share applicable screening and/or assessment data with the school district to inform instructional practices or help identify children who may need intervention or support services; elementary school teachers share WaKIDS data back with PFA providers.
  - **Academic expectations:** schools share kindergarten content, standards and expectations.
  - **Curriculum alignment:** the state, schools, and preschool staff work together to ensure educational continuity by aligning curriculum and instructional strategies.
  - **Professional development:** school and preschool staffs participate in joint professional development (PD) events; alignment with PD and other transition support already funded through Early Achievers and Early Childhood Education and Assistance Program (ECEAP).
  - **Family Engagement:** schools and preschools engage families using evidence-based practices.
  - **Space:** continuing to identify opportunities to set aside space for preschool classrooms within Seattle Public Schools.
- **Share data and information.** Ensure that preK–3 educators have the data management tools, support, and expertise to maintain, analyze, and effectively use data to continuously improve teaching and instruction.
- **Ensure that preschool providers are aware of the Jump Start program and help connect families.**

## Rationale

Work on kindergarten transitions has been underway in the City of Seattle for many years. The systems are in place and the willingness is there. In some cases, additional resources are needed to expand the reach of offerings like professional development or to develop integrated data systems and provide adequate time for educators to assess and make changes based on the data. Events like enrollment nights at SPS will provide opportunities to educate families about the preschool options available and to get them prepared for the transition to kindergarten.

When preschool programs and schools actively engage families in children's transition to kindergarten, and when they are responsive to families' efforts to participate in these transitions, families show increased involvement during the kindergarten year.<sup>154</sup> This is important because research shows that family involvement in preK and kindergarten relates to better social skills, higher academic performance in math and literacy in kindergarten, and higher achievement through high school.<sup>155</sup>

## 4.0 TIMELINE, PHASE-IN, AND CAPACITY BUILDING

### 4.1 Phasing and Plan Alternatives

#### Defining Full Implementation

Cities that have implemented universal preschool programs have used a number of approaches to define “full implementation,” and how they determine when they reach this goal:

- The preK program managed by the Office of State Superintendent of Education in **Washington, D.C.**, was launched by the preK Enhancement and Expansion Action of 2008, and greatly expanded the preschool program that already existed in the district.<sup>156</sup> Prior to 2008, every D.C. elementary school had at least one preK classroom, and some had a Head Start classroom. After 2008, the number of classes and the quality of the services increased greatly, so that by 2013, “the District exceeded the threshold for universal access to preK for all 3- and 4-year-olds.”  
Danielle Ewen, Director of the Office of Early Education for District of Columbia Public Schools, reaffirmed that the District has achieved universal access for all 3- and 4-year-olds, although not necessarily at parents’ first choice of schools. A total of 90% of 4-year-olds and 70% of 3-year-olds are in a preK program, and there is capacity for any parent seeking these services.
- **Boston Public Schools’** universal preK (UPK) program started in 2005 serving approximately 700 4-year-olds. Dr. Jason Sachs reports that the UPK program currently serves 2,400 4-year-olds (approximately half of the typical kindergarten cohort), and that parents of 2,000 more 4-year-olds want to enter the program. If the funds are available, he estimates that there might be 3,500 children in Boston preK classes and another 800 in community-based settings. Therefore, at full ramp-up, approximately 90% of 4-year-olds who will later attend public schools will be served by the UPK program. Currently Boston Public School’s services for 3-year-olds are limited to mandated special education services.
- In **San Antonio**, the City estimated that “there are approximately 5,700 4-year-old children living in San Antonio who are eligible for state-funded preK, but currently not enrolled in a full-day program. Of that total, an estimated 2,300 eligible 4-year-old children are not enrolled in any preK program while 3,400 are enrolled in half-day programs in the City of San Antonio.” The City plans to serve 700 children in 2013-14, and has set a goal of serving 3,700 by 2020.<sup>157</sup>
- In **San Francisco**, the school district is focusing on 4-year-olds, but is only able to serve 25% of eligible children. Carla Bryant, Chief of San Francisco School District’s Child Development Program, predicts that 3-year-olds will be served in community-based settings, while the district and the state are considering mandating preK for 4-year-olds as a recognized grade of public school. First 5 San Francisco, which is funding additional preK services in the city, has defined full implementation in terms of assuring that all children are ready for kindergarten. One of the outcomes they have set is that “high-quality preschool is affordable and accessible to all 4-year-olds in San Francisco.” Because there are multiple programs in existence and being developed in San Francisco, including the School District’s program, the city-funded Proposition H initiative, and the First 5 San Francisco expansion, it is difficult to identify a single start date and ramp-up for preK services in San Francisco.
- In **New Jersey**, the Supreme Court ordered that preschool be offered to all 3- and 4-year-old children residing in 31 school districts as part of a larger school funding equity reform. In 1999, the first year of the program, 19,000 (almost 40% of total) children were served in a combination of private provider and school district classrooms. By 2003, enrollment had increased to over 39,000 or almost 80% of all 3- and 4-year-olds. The vast majority (almost 70%) of these children were served in private provider classrooms.

### Options

1. Set a numerical goal for the number of children to be served by 2025 based on estimates of how many families will access these services.
2. State that Preschool for All (PFA) will serve all eligible children by 2025, with estimates to be made and adjusted as the program grows and parents' desire to enroll their children increases over time.

### Recommendations

We recommend that Seattle set a goal of having preschool available as an option for all families. To make this a quantifiable goal based on an estimate of how many children that will entail, we suggest a **goal of serving 80% of all 4-year-olds and 70% of all 3-year-olds**. These figures are based on rates achieved in other localities (see *Defining Full Implementation* above), and take into account a high rate of private school attendance in Seattle (25% for 5- to 9-year-olds).

As a means to that end, we recommend that any provider who can meet PFA standards have the opportunity to be considered as a PFA provider as long as there are unserved children waiting to receive PFA services.

### Rationale

As mentioned in the Introduction to this recommended Action Plan, PFA should be a systems change strategy and the leading edge of education reform. To produce systemic impacts it must truly be "for all." Enrollment of children with the greatest needs is significantly facilitated when eligibility determination depends only on residence, and not on a complex and imperfect needs assessment, and there is no stigma associated with participation. Economically disadvantaged children learn more in preschool when they attend alongside children from middle-income families. As students progress through kindergarten and the later grades teachers spend less time on remediation and managing disruptive students and can change their teaching to recognize the greater capabilities of their students. These systemic changes can only happen if PFA actually reaches the vast majority of children. This is the primary reason we emphasize achieving this goal as rapidly as feasible.

Estimates for the number of families who would access PFA cover a wide range for a number of reasons:

- The City's Analysis of Preschool Enrollment report estimates that between 7,800 and 9,000 of 3- and 4-year-olds in Seattle (between 63% and 73% of total) are attending child care and preschool programs. This estimate, however, is based in part on the American Community Survey estimate, and includes children who are in part-time and full-time programs, informal care, and many types of other programs with varying degrees of quality. In particular, it is difficult to estimate the number of children currently in Seattle preK programs because Washington State does not license or register programs operating less than four hours per day, so there is no complete list of these programs, the number of children or ages they serve, or any information about the nature of the programs.
- We do not know how many Seattle families will choose to access preK programs, especially for 3-year-olds. But based on the experience in other cities, the number of parents likely to access high-quality affordable preK is likely to increase as parents see these programs in action and hear from other parents and friends that the programs are supportive and successful.
- We do not know what state and federal preK programs will look like in 10 years, nor whether either government entity will provide services at the quality level anticipated for PFA.



## Phase-In Alternatives

### Options

1. Implement by age, prioritizing 4-year-olds and then adding 3-year-olds as resources become available.
2. Phase-in by geographic region, prioritizing PFA providers in high-need neighborhoods. Those neighborhoods can include those that are underserved (by comparing number of available preK spaces to population density), low income (as defined by either U.S. Census data or having a high concentration of Title I elementary schools), contain more English Language Learners, or have high rates of underachieving students (low kindergarten readiness as determined by Washington Kindergarten Inventory of Developing Skills (WaKIDS)).
3. Open enrollment to all 3- and 4-year-olds across the City, do not restrict implementation based on age or geographic region. All providers are eligible that meet the requirements.
4. Focus capacity building funding, including professional development for existing providers and facilities funding, to the geographic regions outlined in Option 2, above.

### Recommendations

We recommend that implementation should not be restricted based on age or geographic region. Enrollment should be open to all 3- and 4-year-olds across the City and all providers that are eligible that meet the requirements. At the same time, we recommend that capacity building for both existing providers and for facilities funding be prioritized to areas of the city with the greatest number of children who are from low-income families, English Language Learners, and likely to enroll in schools with the greatest number of underachieving K-3 students.

### Rationale

- Please see “Rationale for Serving 3- and 4-Year-Olds” in *Section 3.1 Student Eligibility*.
- Restricting implementation based on geographic region would be difficult in Seattle, if the goal is to create mixed-income classrooms.
- The City can best prioritize having sufficient PFA services in high-need neighborhoods by concentrating its capacity building resources in those areas. These are the neighborhoods that often have the lowest capacity in terms of organizations, staff, and facilities.

## Provider Eligibility during Capacity Building Period

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

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

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

**Other options to consider.** To allow for a larger pool of providers, OFE could consider allowing existing half-day programs (no less than 14 hours/week) during the first three years of PFA implementation (2015-16 through 2017-18 school years). If the City elects to do this, we would suggest the following restrictions:

- PFA classrooms should be required to convert to full time by 2018-19 school year.
- Programs that for some reason cannot convert to full-day in the first three years should run double sessions during the day to make the best use of the facility.
- Programs should be licensed by Department of Early Learning (DEL) unless run by public entities. There could be a one-year grace period to get licensed.

Starting with allowing half-day could increase the number of children in PFA, and get more providers into the system to ramp-up quality quickly while recognizing that the city has a space crunch. It would also result in a slower overall cost growth for PFA, although that is not the primary reason it is recommended.

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

Since an estimated 43% of 3- and 4-year-olds under 300% of federal poverty level (FPL) are already being served by Head Start, Early Childhood Education and Assistance Program (ECEAP) and Step Ahead (or approximately 17% of all 3- and 4-year-olds), we recommend that the City works to create a unified preschool program for PFA instead of several disparate ones. Building upon the experience and expertise of these providers should help PFA build out a strategy that is truly for all children and supported by more providers. To achieve that, we recommend the following:

- The City should require all Step Ahead providers, and the ECEAP providers who are part of the City's contract with DEL, to become PFA providers within **four years** of the start-up of PFA, provided that facilities exist to do so.
- The City should work closely with Head Start providers to develop a phased-in plan to transition these providers into PFA providers.

These inclusion efforts should include incentives, additional resources, and coordination efforts so that existing Head Start, ECEAP and Step Ahead providers can access PFA resources to enhance their current programs and children enrolled can benefit from PFA standards (such as higher dosage, increased qualifications, professional development, and salaries for teaching staff). Head Start, ECEAP and Step Ahead providers should meet the same Early Achievers and other standards as other PFA providers.

We have suggested a number of advantages for including these programs in PFA—see *Section 2.3 Including Publicly Funded Early Education Programs in PFA* for more details.

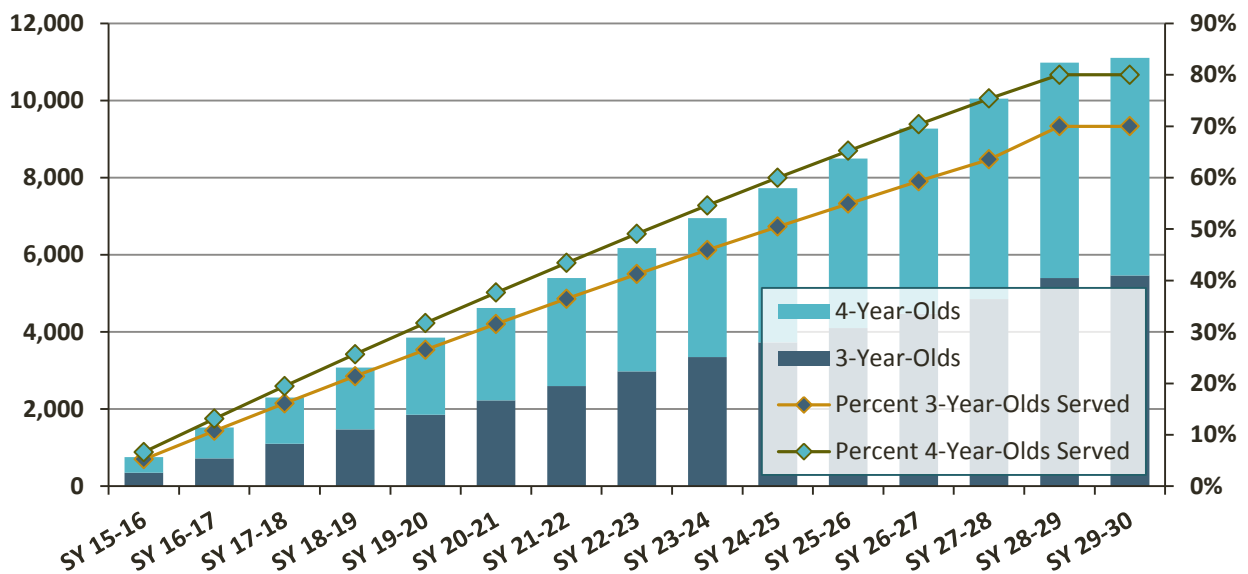
### Assumptions for Program Size During the First Year

We suggest a goal of approximately 750 children enrolled in 45 classrooms in the 2015-16 school year. We further recommend that PFA aims to add this number of classrooms each year. At this pace, the goal of serving 80% of all 4-year-olds and 70% of all 3-year-olds would be achieved **in Year 14 of PFA roll-out** (school year 2028-29). As stated above, we recommend for OFE to focus on recruiting Head Start providers, and require that ECEAP and Step Ahead contractors become PFA programs within four years.

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

Exhibits below show the proposed ramp-up timeline:

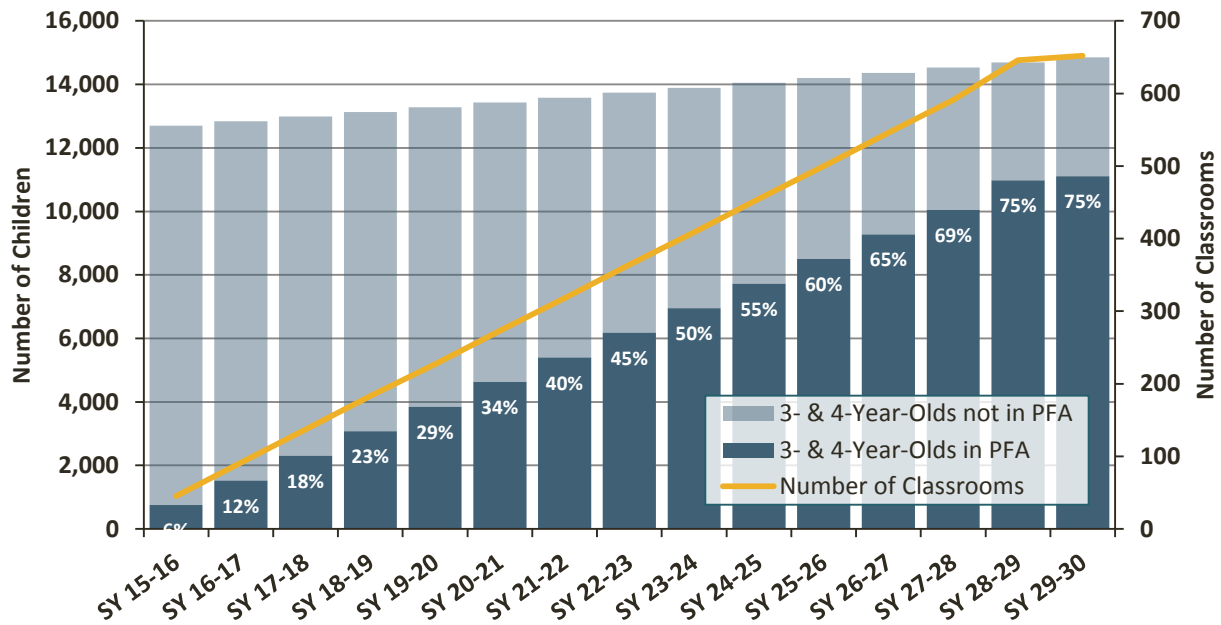
**Exhibit 6  
Phase-In for Proposed Implementation Timeline**



Source: BERK, 2014.

Exhibit 7

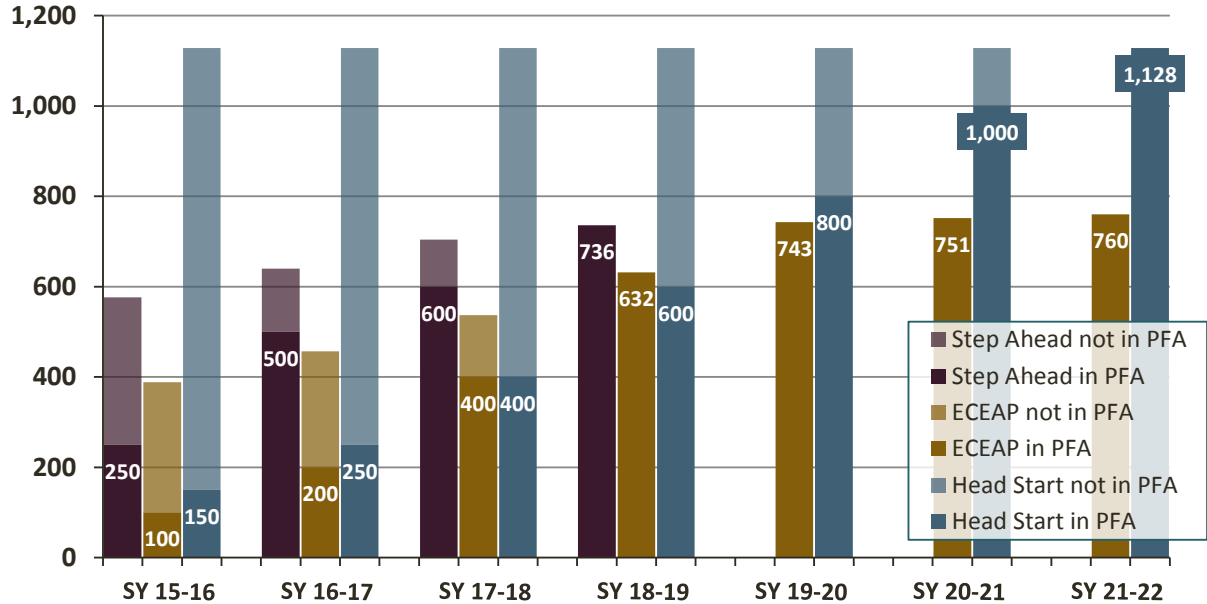
Number of Children Served and Classrooms by Year for Proposed Implementation Timeline



Source: BERK, 2014.

Exhibit 8

Estimated Head Start, ECEAP, and Step Ahead Uptake Rates For Proposed Implementation Timeline



Source: BERK, 2014.

## 4.2 Capacity Building

### Overview

Capacity building entails developing community assets to increase Seattle's ability to provide Preschool for All (PFA) services in a mixed delivery system. While there are many strong existing resources to build on, PFA will be providing new services to children not currently enrolled in any preschool, as well as expanding and enhancing the quality of services to children in current preK services. This will require capacity building to give community agencies the support needed to provide services.

### *Options for Overall Approach to Capacity Building*

1. **Capacity building for providers who have qualified to provide PFA services.** Some providers will qualify for PFA on the basis of eligibility requirements, but will need support to build organizational capacity to meet all of the PFA standards (including utilization of Generally Accepted Accounting Principles (GAAPs), suitable facilities, minimum number of classrooms, class size, teacher-child ratios, teacher qualifications, director qualifications). They may also need to renovate existing facilities, or obtain new facilities. PFA providers will need to increase their capacity on several levels to serve additional children.
2. **Capacity building for potential providers not yet qualified for PFA.** Many providers will not immediately qualify for PFA for a number of reasons: being an unlicensed facility, not being at Early Achievers Level 3 or above, or simply not having enough space. Yet many of these providers have strong assets and the potential to provide PFA services. It is likely that developing new providers and facilities will play a key role in the success of PFA.
  - In this option, the City could provide an "on ramp" pathway for providers who show strong potential to become PFA providers. This might include carrying out plans to enhance their organizational capacity, increasing their staff's professional qualifications, and/or adding to their facilities. PFA would identify supports and incentives to help these programs meet PFA standards as soon as possible.
  - For many preschools, the first step in this process will be to get licensed, so that they can operate for more than four hours per day and be eligible for the Early Achievers program. Because the licensing process can be a challenge, we recommend that support for preschools seeking to become licensed as a step toward becoming PFA providers should be an element of contracts for building organizational development skills (listed below).
  - Any program accessing capacity funding to become a PFA provider should be required to submit a strategic plan outlining the steps they would take to become a PFA provider within four years.
3. **Capacity building efforts focused on the City's Early Childhood Education and Assistance Program (ECEAP) and Step Ahead programs.** This would be particularly appropriate if all of the City's ECEAP and/or Step Ahead providers are required to become PFA programs in the first four years of implementation, if facilities are available and after support is given to meet PFA standards. Prioritizing phase-in plans for these programs from the start would create the opportunity for PFA to impact a large number of at-risk children right away. It would also create leadership opportunities for these programs to share their expertise, possibly becoming a hub that supports the emerging PFA system as a whole.

### *Recommendation*

We recommend that all three of the approaches outlined above be taken by the City. Providers already qualified to operate PFA are an obvious choice for capacity building funds, because they would already be under contract with the City. The capacity building efforts described in Option 3 to bring Step Ahead and ECEAP into PFA are crucial, because these programs are serving at-risk children, and are under the City's authority, so can be brought more quickly into the PFA program. Finally, Option 2, providing capacity building to promising potential PFA providers, would allow the City to tap into existing assets in Seattle and bring existing preschools into the program while avoiding duplication of efforts.

Spending funds on capacity building for both existing PFA providers and prospective PFA providers carries risks. Some of the existing PFA providers receiving these funds may not always be PFA providers, while a few of the potential providers may never become PFA providers. The City would need to take measures to obligate providers who receive capacity building funds to make every effort to become or continue to be PFA providers. In the case of funding for facilities, the City would need to use the necessary legal methods to protect its interest in these facilities.

### *Rationale*

The City will need additional capacity to carry out a program as large as PFA. This package of recommendations provides a multi-pronged approach to building capacity that draws on the strengths of community assets while spending the least amount of city funding. It also has the added benefit of supporting a variety of community organizations that will benefit the entire city.

## Personnel Capacity Building

### Provider Organizational Capacity Building

#### *Overview*

Organizations and providers receiving PFA funding to operate multiple classrooms are likely to grow significantly, sometimes doubling their budgets and staff, greatly increasing the number of employees who have to meet stringent qualifications, and perhaps contracting for the first time to deliver services with high standards and outcome expectations. In San Francisco, the Haas Fund operates a Model Center Capacity-building Initiative, which offers training and technical assistance through a shared consulting model to build the organizational capacity of participating programs. This capacity building initiative is designed to overcome challenges faced by nonprofit organizations associated with finances, administration, leadership, staffing, communication, and technology.

In Seattle, Child Care Resources has offered management training to both child care centers and family child care providers in business and accounting skills, supervision and performance appraisals, and strategic planning. The University of Washington offers an Early Childhood Leadership certificate program, and Seattle University has expressed an interest in providing leadership and organizational development training for Early Learning providers. The community colleges and other agencies, such as the United Way, the Small Business Administration, and the Chamber of Commerce, might also be able to help build organizational capacity.

In New Jersey, school districts are funded to hire fiscal specialists who assure providers adhere to Generally Accepted Accounting Principles (GAAP). These fiscal specialists also review provider budgets and provide technical assistance in developing and maintaining budgets.

## Recommendations

The City's PFA capacity building staff should assist current and potential PFA providers in developing some of the organizational skills needed to operate and expand PFA services. In addition, we recommend that the City contract with public and nonprofit agencies, and institutions of higher education, to provide leadership, organizational development, and fiscal skills to providers who contract for PFA classrooms. These contractors should assist PFA providers in designing and implementing strong fiscal management systems.

These capacity building activities should be fine-tuned after the first round of applications and contract awards are made for PFA providers. Office for Education (OFE) should assess the organizational challenges faced by unsuccessful applicants and design training and technical assistance for agencies and providers who show potential to become PFA contractors. Pre and post assessments of provider capacity should be done and taken into consideration if and when the provider applies to be a PFA provider.

## Rationale

Our research indicates that there are organizations and providers in Seattle with the necessary organizational capacity to operate PFA classrooms. Given that Seattle's preK program is likely to be implemented using a mixed delivery system, a heavy responsibility will be placed on community-based providers. However, there is currently insufficient organizational capacity to bring PFA to full capacity. To serve all children eligible for PFA, a robust program of helping providers build capacity to provide PFA services will be necessary. It would also have the ancillary effect of increasing community assets by strengthening these organizations.

## Educational Attainment for Educators

### Overview

Over the past decade, early learning programs and Department of Early Learning (DEL) have been working with higher education institutions to increase opportunities for early learning providers to meet educational and professional development requirements as well as "professionalize" the field. Much of this work has focused on:

- Increasing BA opportunities (this increased focus is aligned with Head Start's BA requirement).
- Development of statewide early learning Core Competencies and a Career Lattice to establish a clear educational pathway for early learning professionals.

While progress has been made, a variety of challenges remain for the field in general and for PFA specifically (see *Section 3.3 Staff Education Requirements* for more information):

- Despite preK-3 alignment efforts on the program level, early learning teachers and K-12 teachers have two separate and distinct career/educational pathways in Washington State. As an example, the educational pathway to attain a BA in Early Childhood Education (ECE) does not usually include earning a teaching certificate.
- A teaching certificate is not a common requirement even in school-based preschool programs. Head Start teachers in the Seattle Public Schools (SPS) are not required to have a teaching certificate and are paid as classified staff.
- There are a limited number of BA programs available, and few options to receive a BA with a teaching certificate in Early Childhood Education.

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

- Many current providers and staff may need support to be successful in reaching educational goals. In addition to needing more higher education offerings, more flexible pathways in higher education that are accessible to non-traditional students are also needed.
- There are limited resources for scholarships and tuition reimbursement to support staff in their educational pursuits.

In 2013, the University of Washington (UW) created an online BA program in Early Childhood Education to reach more students across the state. This program offers both academic and practical knowledge for early learning teachers. The program focuses on reaching diverse students and aligns with the quality practices promoted in Early Achievers, including ongoing practice-based coaching for students/teachers.

The UW's National Center on Quality Teaching and Learning is also considering developing a "Preschool for All Certificate," which could be a specialized certificate that teachers with existing BAs (not in ECE) could obtain to meet the BA in ECE requirement. There is interest in such a certificate at the national level, corresponding to increasing federal support for expanding state and local preK programs.

### *Recommendations*

- Create a **Professional Capacity Building Fund** to enable providers to access BA programs by providing scholarship assistance for tuition. In addition, assist staff to access Early Achievers scholarships/grants and the financial aid currently available in higher education. Engage in active publicity and counseling efforts to assure that providers in all communities know about scholarship and grant opportunities, and that provider administrators inform their staff about these opportunities. These funds could also be applied to technology that allows providers to access online BA programs such as the one at the UW.
- Include training for center directors/site supervisors in mentoring teaching staff as they plan their pathway to an appropriate degree.
- Partner with DEL to increase degree-granting programs that lead to certification especially if the state adopts a BA requirement for its ECEAP program.
- Partner with DEL to encourage local degree-granting institutions to build a system of early childhood education courses that articulate between two-year and four-year programs and lead to certification in Early Childhood Education. This would include administering a scholarship program and providing academic advising and learning supports in conjunction with the state's Managed Education and Registry Tool (MERIT) for tracking professional development.
- Partner with the UW and other local higher education institutions and community and technical colleges to:
  - Explore development and implementation of a Preschool for All Certificate.
  - Explore options for sharing ECE coursework throughout Washington State.
  - Explore options for creating specific learning opportunities for Seattle PFA staff, for example summer institutes/classes, providing credit for PFA professional development (i.e., HighScope training), and other learning opportunities.
  - Coordinate academic advising and support. Explore options for coordinating specific supports for non-traditional students who need individualized assistance to engage in higher education opportunities.



## Professional Development of Coaching Staff

Because there is currently an increased demand for coaches as the Early Achievers initiative expands, Washington has a shortage of coaches, which may impact the City's ability to hire qualified coaches. Yet the need for PFA coaching will be more intense in the program's early years. In order to provide high-quality coaching as PFA grows, the City's PFA Coaches should be trained in a host of coaching specialties. Given the many areas of professional development required by PFA, each coach should be trained on a variety of topics, but no one person would have expertise in all of these.

### Recommendations

The City's organizational capacity for coaches should be developed to include:

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

## Facilities Capacity Building

### Overview

There are many unknowns related to the scope of the additional facilities needed to bring PFA to scale. Until we know more about which providers will be interested and eligible to participate in PFA, there is no way to know exactly how much existing space is available for PFA. We do not know what space organizations wishing to participate in PFA will be able to access for this purpose, nor the quality of space being offered. While there is anecdotal information about available existing space, it is difficult to quantify without more information about the design, scope, and ramp-up speed for PFA, and which organizations are interested in participating. It is also not known whether the available existing space will be located in the areas of Seattle with the most demand and need for these services.

We do know that existing space may include:

- Unused classrooms in existing preschool programs, which may be unlicensed.
- Unfilled space in existing licensed child care centers, which may add up to enough space for an additional PFA classroom.
- Underutilized space in part-day programs, such as a Head Start classroom which currently serves only one part-day group of children. However, once PFA is up and running, classrooms that are currently part-day may become full-day, so that no additional children currently not receiving services could be served in the space currently available.
- Occasional space in some SPS schools, available on a site-by-site basis for varying periods of time, despite the fact that the SPS has a longer-term space deficit.

It is also challenging to determine how much space is currently available for PFA to serve additional children not now eligible for any programs, because:

1. The state's ECEAP program is expanding. Preliminary indications are that ECEAP will make funds available for the following purposes:
  - a. Adding ECEAP slots, which may be part-day, full-day (six hours) or extended-day
  - b. Converting existing part-day ECEAP slots to full-day or extended-day

Many current ECEAP providers will likely become part of PFA but we cannot assume that they all will, and they will not be able to serve families over the ECEAP eligibility level. Their PFA options include adding new full-day slots, or converting existing ECEAP part-day slots to full-day slots if they have not done so using ECEAP funding.

2. Vacancies in child care programs tend to increase during economic recessions, and then decrease when a stronger economy increases employment. If Seattle's economy continues to recover and grow, there is likely to be less vacant space in Seattle's child care and private preschool programs than at present. While some of these child care and private preschool programs will choose to participate in PFA, it is not reasonable to assume that all will do so.

If new facilities are needed to bring PFA to capacity, they will most likely need to be leased or acquired. In either case, there is a high probability that rehabilitation or new construction will be necessary. Both of these options involve significant front-end capital costs. By way of comparison, recent new construction projects of licensed facilities funded by the city's bonus program (see below) show a range of construction costs from \$130/square foot (SF) to in excess of \$200/SF. Assuming that a typical center serving 60 children occupies approximately 6,000 square feet, plus an additional 3,000 square feet of outdoor play space, construction costs, including a soft cost allowance, but excluding any land costs, could range from \$750,000 to \$2.0 million. Finding sufficient land for outdoor play space may prove to be a challenge in some urban locations. Portable buildings are also an option, but have a significantly shorter useful life, and are a challenge to locate. The Washington Preschool Program report issued in 2011 estimated that a double-sided portable with two classrooms and plumbing, purchased through the King County School Directors Association (KCDA) Cooperative, would cost between \$200,000 and \$250,000.<sup>158</sup>

### *Methods Used to Expand Available Space in Washington State and Other Jurisdictions*

Early learning programs in Washington State, and elsewhere across the country, have used a variety of methods to create sufficient facility capacity as programs have expanded. In Washington State, these have included:

- **Accessing existing classroom space, either donated or rented.** While early learning programs have rented commercial space and used donated space from sponsoring agencies or community facilities, such as churches, the primary source of donated space in our region has been school districts. In Seattle, SPS donates classrooms for its Head Start program. In King and Pierce Counties, the primary provider of space for Head Start and ECEAP programs are school districts, although space has been donated by community and technical colleges. The Seattle Housing Authority and King County Housing Authority have provided classroom space and/or land to construct facilities in Seattle, White Center, and Kent. Finally, many child care centers, and some family child care providers, provide classroom space in which they provide Head Start and Step Ahead services in Seattle and elsewhere in King and Pierce Counties.
- **Using Publicly funded early learning grant funds to renovate or construct facilities.** Most grants for early learning services do not offer dedicated funds for facilities and they do not allow the

operational funding granted to be used for facilities. This is generally the case for ECEAP, Head Start, and Step Ahead. Some Head Start grantees have devised strategies to use some of their first year of start-up funding for renovation of facilities. In the past, Puget Sound Educational Service District (ESD) has used unspent grant funds for this purpose, but this opportunity is now much more limited. Many Head Start, ECEAP, and Step Ahead grants do, however, allow operational funds to be used for rent.

- **Non-residential Bonus.** The City of Seattle has an incentive program that allows additional floor area to be constructed beyond base height of floor area ratio (FAR) limits for office, hotel, and certain other developments. This incentive enables developers to achieve additional FAR in exchange for providing child care affordable to lower-wage workers. The child care can be provided directly by the developer or a cash contribution may be made to the City for those purposes. The non-residential bonus is currently available in certain Downtown, South Downtown and South Lake Union zones.
- **Obtaining foundation or philanthropic funding for facilities.** The availability of funding fluctuates, but has been used to obtain substantial funding for Seattle early learning facilities, including Childhaven, Wellspring, Neighborhood House, Denise Louie Education Center, Pike Market Child Care and Preschool, and Puget Sound ESD's Educare Center. Major foundation donors have included the Bill & Melinda Gates Foundation, the Paul G. Allen Family Foundation, the Kresge Foundation, the Boeing Corporation, the Employee Community Fund of Boeing Puget Sound and the Seattle Foundation. During the recent economic downturn, these funds diminished significantly, and the extent to which they will increase in the future is unknown.
- **City and State Community Development Block Grant (CDBG) funds.** The availability of these funds also fluctuates, but these sources have played an important role in several early learning facilities. Neighborhood House's High Point Head Start facility, the Head Start program now operated by Children's Home Society in Columbia City, and Puget Sound ESD's Educare Center in White Center all received block grant funds. A number of licensed child care centers, including Denise Louie Education Center and Pike Market Child Care and Preschool received significant CDBG funding from the City's Human Services Department through its Community Facilities Program.
- **New Markets Tax Credits (NMTC).** This complex federal program has been used to support nonprofit educational and social service facilities. NMTC provided \$5 million toward the construction costs for PSESD's Educare Center in White Center.

Several other cities and states have developed or accessed funding for early learning facilities development. Examples include:

- In 2013, the District of Columbia initiated a preK Facilities Improvement Grant Program designed to support quality improvement initiatives for community-based organizations and family child care homes. Grantees are required to do a thorough facility assessment and cost analysis of needed improvements. The maximum grant size is \$25,000; the District has granted a total of \$425,000 under this program.<sup>159</sup>

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- In Massachusetts, the [Children's Investment Fund](#) (CIF) was created by the state to provide loans using flexible financing to build, purchase, renovate, and equip early childhood facilities. These loans, which can cover up to 100% of the project cost, range from \$25,000 to \$900,000. In September 2013, CIF offered facilities improvement capital grants for Boston Early Care and Education Programs.<sup>160</sup> Grants of up to \$50,000 can be combined with loan funds for more extensive improvements. According to October 16, 2013 issue of Education Week, a bill "is expected to win approval in the Massachusetts Legislature and would set the stage for a constant source of money for the work of the Children's Investment Fund."
- San Francisco's Preschool for All Programs are able to access several sources for capital improvements: First 5 San Francisco (state tobacco-tax funding) and Proposition H (city funding) provide opportunities for capital funds for early learning programs. In addition, the low income Investment Fund is a community development financial institution that provides capital funds for low income communities to use for projects that have traditionally encountered barriers in accessing traditional capital markets.<sup>161</sup>

### Recommendations

#### 1. Assess and utilize existing resources, to the extent possible.

- a. The City should establish a Task Force with Seattle Public Schools (SPS) to determine what capacity SPS has now, or will have in the future, to provide dedicated space for PFA. The Task Force should examine options for future ballot measures, initiated by either SPS or the City, which would produce funding for facility renovation, purchase, or construction of PFA classrooms. These classrooms could either be in dedicated space in newly constructed schools, or in new buildings built adjacent to SPS elementary schools when this is feasible.
- b. The City should conduct a broad survey and assessment of existing organizations that may be interested in providing PFA services. This can be done once the City determines the organizational and facility standards for PFA, and the minimum number of PFA classrooms each site must have to be considered as a provider. The City will also learn a great deal from the first round of PFA applications concerning how many qualified providers have quality existing space available for this purpose.

#### 2. Establish a Facilities Capacity Building Fund.

- a. The fund could assist providers with the renovation of existing facilities or development of new facilities for PFA. This could be in the form of matching funds to encourage and enable PFA providers to access existing capital funds. The fund could also be used in select cases to pay for new facilities. Strict criteria for maintaining the City's interest in any renovations, facility purchase, or construction carried out with any city funds would be needed. For example, this would include provisions to dedicate the space for PFA services for the useful life of the improvements, facilities purchase, or construction, with provisions to reimburse the City if the space is no longer used for PFA. Additional criteria should assure that these very limited funds are used to address PFA's priorities. The City should limit these funds to areas with a scarcity of PFA services and suitable facilities, and should target the funds to communities with the highest unmet need for PFA.
- b. Providers receiving Facilities Capacity Building Funds should agree to reserve at least 25% of their PFA slots for children in at-risk categories including children in foster/kinship care or other areas of the child welfare system, children from low-income families, and English Language Learners. As part of the application process, any provider seeking these services should be required to supply data on all children served in facilities that have received such funding.

- c. The City should ask the Department of Planning and Development to review its incentive zoning and planning policies to ensure that there are no unintended barriers to child care facility development.
3. **Provide technical assistance.** The City should provide current and potential PFA providers with pre-development technical assistance for the planning, design, and renovation of facilities they will then develop and use for PFA. Early learning design resources should be available to assure funds result in high-quality learning environments. See the description of proposed city staff in *Section 5.2 Governance and Organizational Structure*, which includes a Capacity Building Manager and a Planning and Development Specialist, who would be assigned to these tasks. The city should use a portion of its facilities capacity building funds to contract as needed with architects and other professionals who can provide pre-development assistance that the city staff cannot cover.
4. **Pursue other public funding sources.**
    - a. The City should actively explore opportunities to tap existing public resources for facility renovation and construction, including CDBG funding, state capital funding, and New Market Tax Credits. Where possible, existing contract mechanisms should be utilized which would allow for public funding to renovate, purchase, or construct buildings. These facilities could be operated either through long-term leases to non-city organizations, or ownership by those organizations while the City protects its investment in these buildings.
    - b. The City should consider prioritizing facilities funding for PFA when allocating its annual CDBG awards during the first several years of PFA's implementation. In years past, the City has done this for other priorities it has set. This type of prioritization has typically lasted for only a set period of time, and has mandated that a significant percentage of all CDBG funding be allocated for the purpose.
    - c. The City should examine options used by other cities and states to increase facilities capacity, including publicly funded revolving capital loans and grants such as the Community Investment Fund in Massachusetts and the low income Investment Fund's community development financial institution model in California; the Local Initiative Support Corporation's Community Investment Collaborative for Kids (CICK); and the Nonprofit Finance Fund and the Illinois Facilities Fund, both federally recognized Community Development Financial Institutions .
    - d. The City should make facilities improvement funding for minor repairs and renovations available to meet licensing standards. In the longer term, the City should consider partnering with the Department of Early Learning's licensing division and Early Achievers staff to facilitate the planning and development of high-quality facilities.
  5. **Explore private sector financing.** If market rate reimbursement of facility costs is allowed in the budget for PFA providers, this could be used to secure loans for building, renovation, and expansion. If combined with small grants to cover the down payment, this could be effective in increasing private solutions. The City should approach local lenders to ensure that they understand the risks or sureties offered by PFA.

### **Rationale**

The goal of PFA is to make available preschool services for all children, which includes children not currently in any preschool programs. Whenever possible, expanded services should be delivered in existing space suitable for this purpose. When additional space is needed, it should be accessed in the least costly manner possible, consistent with the goal of operating PFA in high-quality environments that maximize learning.

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

There is currently insufficient appropriate classroom space in at least some parts of Seattle to allow expansion of PFA services to all Seattle families interested in enrolling in the program. The fact that other changes such as increasing the supply of full day kindergarten and reducing class size are being made at the same time puts an even greater demand on existing facilities. But it is also true that facilities development, whether through renovations, rental, purchase, or construction, is far too expensive to be paid for entirely by the City's budget.

We recommend that the City access all existing resources, including state and federal funding programs, nonprofit agencies, corporations and banks, and philanthropic organizations. When feasible, it would be most cost-effective if the City prioritizes PFA for some of its existing funding programs and mechanisms. New City funding should only be used to leverage and supplement these sources.

## 5.0 PFA GOVERNANCE AND ORGANIZATIONAL STRUCTURE

### 5.1 Advisory Bodies

#### Oversight Body

The City should establish a Preschool for All (PFA) Oversight Body to provide at least the following functions:

- Review progress towards full implementation of high-quality programs.
- Consider issues that arise during implementation.
- Monitor the fiscal health of PFA.
- Review and approve capacity building funds allocation recommendations proposed by Office for Education (OFE) staff.

The Oversight Body might include representatives from the following entities:

- Seattle City Council
- Seattle Public Schools
- Early learning providers (Head Start, Early Head Start, for-profit child care, nonprofit child care, family child care)
- Community-based organizations, including racial and ethnic organizations
- Higher education
- Teacher and child care unions
- Parent groups
- Business, including real estate experts
- Religious organizations
- Pediatricians and other health providers
- State and City agencies

#### Scientific Advisory Board

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

## 5.2 Governance and Organizational Structure

### OFE Tasks and Responsibilities

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

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

### Staffing

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

#### PFA Program Director

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

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

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



Unit	Unit Functions	Staffing
<p><b>Finance/Admin</b></p>	<ul style="list-style-type: none"> <li>• Budgeting</li> <li>• Contracting</li> <li>• Accounting</li> <li>• Personnel</li> <li>• Information technology (IT)</li> <li>• Public Information</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Finance/Administrative Director:</b> oversee unit.</li> <li>• <b>Finance Manager:</b> manage PFA levy funds and multiple revenue streams; provide financial allocations; report on levy operating/capital funds; supervise Senior Finance Analyst.</li> <li>• <b>Senior Finance Analyst:</b> review invoices; track financials; support Education Specialist work on fiscal issues; review financials in draft contracts.</li> <li>• <b>Contract Supervisor:</b> ensure consistency across contracts; provide boilerplate updates; review drafted contracts; track insurance; supervise Contract Specialist(s).</li> <li>• <b>Contract Specialist:</b> draft contracts; create contract forms; format contracts; draft amendments; route contracts to vendors for signatures; review invoices; route invoices for payment; scan and file. (1 per 30 contracts.)</li> <li>• <b>Information Technology:</b> support PFA on IT needs. (Hire position or outsource this work to another City department.)</li> <li>• <b>Personnel:</b> provide human resources support to PFA program. (Hire position or outsource this work to another City department.)</li> <li>• <b>Accounting:</b> provide accounting support for PFA program. (Outsource this work to Department of Neighborhoods, approx. \$100,000.)</li> <li>• <b>Public Information Officer (PIO):</b> provide PIO support for PFA program. (Hire position or outsource this work to another City department.)</li> </ul>
<p><b>Data and Evaluation</b></p>	<ul style="list-style-type: none"> <li>• Data and reporting</li> <li>• Ongoing evaluation and assessment</li> <li>• Coordination of data sharing and data system integration across early childhood programs</li> <li>• Management of outside evaluation contract</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Data &amp; Evaluation Manager:</b> oversee unit.</li> <li>• <b>Database Administrator:</b> manage databases.</li> <li>• <b>Data Analyst:</b> gather and analyze data relevant to the outcomes and progress indicators including data from providers and K-12 system.</li> <li>• <b>Management Systems Analyst:</b> provide support for data entry and quality control; offer database support for providers.</li> </ul>
<p><b>Communications and Outreach</b></p>	<ul style="list-style-type: none"> <li>• Outreach to potential providers</li> <li>• Parent and community engagement</li> <li>• Coordination of kindergarten transition</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Communications and Outreach Coordinator:</b> outreach to potential providers; engage parents and community members; coordinate kindergarten transition efforts.</li> </ul>

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PRESCHOOL FOR ALL ACTION PLAN

<p><b>Continuous Quality Assurance</b></p>	<ul style="list-style-type: none"> <li>• Coaching</li> <li>• Training and professional development</li> <li>• Site assessments</li> <li>• Curriculum instruction</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Continuous Quality Assurance Manager:</b> oversee unit; support Education Specialists, since trained in all curriculum models.</li> <li>• <b>PFA Coaches:</b> provide professional development /coaching for providers; administer site-level assessments. (Initially 1 per 10 classrooms, eventually 1 per 25 classrooms.)</li> <li>• <b>Strategic Advisor:</b> plan and coordinate all training through the Early Learning Academy including HighScope coursework and summer institutes; develop supplemental curriculum training and materials.</li> </ul>
<p><b>Operations</b></p>	<ul style="list-style-type: none"> <li>• Student intake</li> <li>• Preschool assignment process administration</li> <li>• Enrollment</li> <li>• Compliance</li> <li>• Fiscal/technical oversight for providers</li> <li>• Development of program scopes of work</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Operations Manager:</b> oversee unit.</li> <li>• <b>Human Services Coordinators:</b> assist with marketing/recruitment, sign-ups, and collecting monthly tuition payments; assist families with eligibility verification process; provide resources/referrals to other City services (utility assistance, work training, other early learning services, etc.); help families correct wrong information; support families with other social service needs as able. (1 per 400 families.)</li> <li>• <b>Early Education Specialists:</b> determine provider eligibility; select providers; develop contract scopes to give to finance/admin unit; monitor contracts; monitor compliance with PFA performance standards; provide fiscal/technical assistance to providers. (1 per 25 contracts.)</li> </ul>
<p><b>Capacity Building/ Workforce Development</b></p>	<ul style="list-style-type: none"> <li>• Administration of capacity building funds</li> <li>• Family Child Care (FCC) Pilot Study</li> <li>• Parent and workforce development</li> <li>• Space development</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Capacity Building Manager:</b> oversee unit.</li> <li>• <b>Strategic Advisor:</b> manage pilot programs; administer capacity building funds.</li> <li>• <b>Planning and Development Specialist:</b> provide technical assistance with space development.</li> <li>• <b>Permit Specialist:</b> housed at the Department of Planning &amp; Development, provide permit assistance</li> </ul>
<p><b>Policy &amp; Planning</b></p>	<ul style="list-style-type: none"> <li>• Project management</li> <li>• Coordination with related state and regional efforts</li> <li>• Grant writing</li> <li>• Legislative coordination</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Project Manager:</b> oversee special projects; coordinate with related state and regional efforts.</li> <li>• <b>Planning and Development Specialist:</b> write grants; interface with Legislature.</li> </ul>

<b>Administrative Support</b>	<ul style="list-style-type: none"> <li>• Providing administrative and technical support to the PFA Director and managers</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Administrative Staff Assistant:</b> support the Program Director.</li> <li>• <b>Administrative Specialists:</b> administrative support to PFA program staff. (Begin with 1 and grow to 3 FTEs over 10 years. OFE should create a ratio relative to the size of the PFA program staff for long-term staffing plans.)</li> </ul>
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## Other Costs

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

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

## 6.0 OUTCOMES AND EVALUATION

### 6.1 Overview

#### Quality Assurance and Program Evaluation in a Continuous Improvement System

Policy makers, early childhood professionals, and other stakeholders in young children's lives share the responsibility to regularly engage in program evaluation.<sup>162</sup> Prior to charting a course for program evaluation as part of an accountability system, city officials and other decision makers need to consider the purposes of the evaluations and the intended audiences.<sup>163</sup> Purposes for program evaluation may vary from obtaining data to inform high-stakes decisions, such as determining program funding or child placement, to measuring program quality and/or children's progress for program improvement purposes. Audiences may include policy makers, educators, researchers and the general public. Well-conceived program evaluation is a valuable source of information to inform decision-making in what Campbell referred to as an experimenting society that strives to rigorously implement and test new initiatives.<sup>164</sup>

All programs should perform extensive (process or quality assurance) and intensive (efficacy research) evaluations:

- **For extensive evaluation**, often referred to as *process evaluation*, data should be collected in program implementation and children's development for all children, classrooms, and sites. The ongoing, program-wide data collection should provide comprehensive and meaningful information for teachers and program managers to use to improve teaching and learning toward early learning standards.
- **For intensive evaluation**, often referred to as *program evaluation or efficacy research*, the program should conduct (or contract for) a well-designed scientific study collecting data from a sample of children from some or all of the program sites. The study should be designed to provide valid estimates of the effectiveness of the program with sufficient precision to guide decisions about the program and be adequately funded and last long enough for this purpose. Whether to sample from each classroom and each program site depends on budget and whether the result will be used to inform decisions at the classroom or site level. However, it should be noted that the smaller the unit of decision-making (classroom teacher versus site versus entire Preschool for All (PFA) population), the more rigorous the design and more extensive the sampling necessary for validity.

Both types of information can be used to hold providers accountable for performance and to ensure continuous improvement (quality assurance).

The major issues in accountability and assessment are primarily 1) designing the accountability system to be useful for multiple purposes; and 2) ensuring that the assessment instruments are valid, administered reliably, and measure useful and appropriate accomplishments. The challenge is developing a comprehensive system that provides information for instructional decision-making and program evaluation that is more efficient and less burdensome than separate systems for each purpose.

#### *What are the key components of an accountability system?*

A comprehensive accountability system used for multiple purposes should include more than child assessment data measure. If the data is to be used for instructional assessment, accountability, and program evaluation, it needs to be gathered to measure progress and inform practice at multiple levels:

- Individual child level.
- Classroom level (children and teachers).
- Center level (administrator qualifications and practices, as well as other kinds of program support including coaches and parent involvement).
- City level (aggregated data from other levels as well as sampling within a rigorous research design).

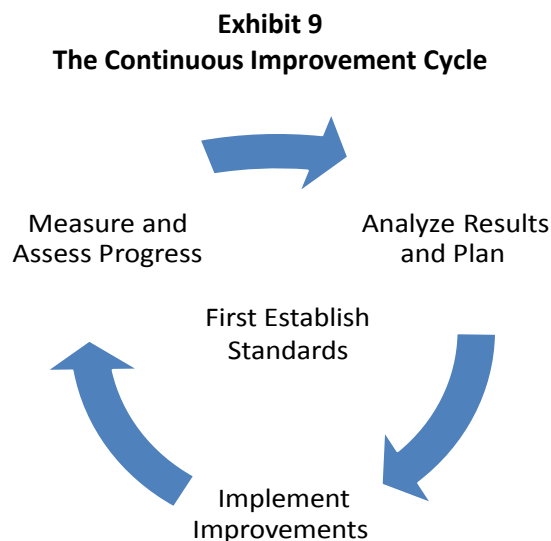
A continuous improvement system that is integrated with the evaluation research will provide timely insight into the programmatic needs and identify areas for technical assistance. A rigorously designed effectiveness study should include information on program quality. However, the outcome evaluation should not be conducted until the program is sufficiently in place. For example, a substantial majority of programs are considered well-implemented based on classroom observation (see Exhibit 10 on Programmatic Process Indicators for recommended targets to assess program implementation).

### *What is the continuous improvement cycle?*

An effective early education system has school readiness goals for child learning in the form of early learning standards and identifies key program features and administrative practices in the form of program quality standards. Washington State has already defined the early learning standards and our recommendations for PFA Action Plan can form the basis for program quality standards.

Yet, quality standards alone are insufficient to ensure that PFA achieve its goals. For that purpose, Office for Education (OFE) should design and implement a continuous improvement system.<sup>165</sup>

Creation of the system begins with development of uniform standards and annual targets for program operation, teaching quality, and learning outcomes. The standards form the foundation for continuous improvement cycles at the city, provider, and classroom levels. At each level data should be aggregated to establish progress toward the standards and help plan for improvements, often through professional development. The stakeholders at each level have responsibilities in the system and work together to improve policies, regulations, procedures, and practices.<sup>166</sup> This continuous improvement system, illustrated in the Exhibit 9 below, has been found to be effective at improving quality and increasing child outcomes.<sup>167</sup>



Source: Frede, E., Gilliam, W., & Schweinhart, L. (2011). Assessing accountability and ensuring continuous program improvement: Why, how and who. In E. Zigler, W. Gilliam, & W. S. Barnett (Eds.), *The pre-k debates: Current controversies & issues*. Baltimore, MD: Brookes Publishing.

The ultimate purpose of all data collection should be to improve outcomes for children through data-based program development. Assessments should be used by teachers to make classroom- and child-specific decisions regarding educational strategies. Also, child and classroom quality assessments should be used by administrators and other decision makers to judge the overall impact of the early education system (or parts of it) and pinpoint where changes could be made to improve effectiveness, whether related to teaching, support, or administration.

### *Ongoing Performance-Based Assessments*

The ability to use informal observational assessments to differentiate instruction for students is a critical teaching skill.<sup>168</sup> Teachers require a clear understanding of each child's abilities and learning style to plan activities and interactions that are specifically appropriate for that child. Yet effectively and reliably collecting and using data to inform practice is one of the most challenging skills for teachers to acquire, and one that requires significant coaching.

Teacher-generated observational assessments of children's progress (e.g., HighScope Child Observation Record (COR), Teaching Strategies GOLD) that are used to improve instruction can be used for accountability or program evaluation purposes only if (a) teachers do not believe the results might affect them negatively, and (b) the assessment system has been proven valid. Knowledgeable and well-prepared teachers are the best source of information about children's development, but report cards and other checklists without rigorous requirements for data-based conclusions based on systematic observation and documentation over time are regularly found to be inaccurate. The primary purpose of performance-based assessment using teacher ratings is to inform teaching; these should only be used for program evaluation and other purposes when there is sufficient psychometric information to ensure that both the instrument and the administration are valid and reliable.<sup>169</sup>

The aggregated results of child performance-based assessment should also be used at the classroom and site level for program improvement, not for high-stakes decisions regarding teachers or programs. Every teacher using the measure should be trained to an acceptable level of reliability, and methods should be in place to ensure that assessor drift does not occur in scoring over time (assessor drift relates to how assessors shift away from how they learned to rate performance when trained). Finally, teachers should be provided explicit support for using the data to inform instruction.

Many of the commonly used "authentic," ongoing assessments are cumbersome and time-consuming with marginal evidence of their validity. The credibility of the results is questionable unless teachers are well trained and have established reliability on the scoring. However, if well implemented in a system that supports the integrity of the documentation and use, these systems can be integral to effectiveness for the following reasons:

- The best systems help teachers understand the developmental sequence of skills being measured which provides direction for how to target interventions for that child or a group of children at the same skill level.
- Children's strengths and needs are captured in real-life, curriculum-embedded activities that provide information on their progress. These activities provide better guidance to teachers than direct or on-demand assessments. The added benefit is that parents are given documentation that provides detailed illustrations that support the teacher's conclusions and not a number or grade.

- Young children are not “reliable” test takers and although the typical standardized tests used in preschool tell us a great deal about a large group of children, they are much less useful for an individual child. Highly intensive assessments together with information from teachers and parents are required to make high-stakes decisions about children such as identification of a disability or development of a plan to meet a child’s special needs related to a disability.
- Unlike standardized, on-demand tests, ongoing performance based assessments focus on multiple domains of learning and help teachers see the integration of learning across domains.

## 6.2 Quality Assurance through Ongoing Evaluations

### Child Level: Collecting and Analyzing Child Assessment Data to Screen for Potential Developmental Delays and to Inform Intentional Instructional Practice

#### *Screening for Potential Learning and Development Delays and Concerns*

All children, except for those entering Preschool for All (PFA) with existing Individualized Education Plans (IEPs) should receive comprehensive developmental and social-emotional screenings within 90 days of program entry. Screenings provide an initial assessment of the child’s development, and would allow PFA providers to identify those children with potential developmental delays as they first enter the program. The following procedures outline the timelines, roles, and responsibilities to complete developmental assessments, as well as the steps to take when children require a referral for further evaluation. Screening information is never used in isolation to determine that a child has a disability. Results of screening assessments should *only* be used to identify children for referral for further diagnostic assessment. These tools are not designed to inform instructional practice or any other decision-making.

*NOTE: The procedures for screening administration (including appropriate tools) and referral of children with possible developmental delays or disabilities should be developed in collaboration with the Seattle Public Schools (SPS) and be included in the Memorandum of Understanding between Office for Education (OFE) and SPS.*

We recommend that PFA programs use the following screening tools:

- **The Early Screening Inventory–Revised Version (ESI-R)** is an interactive assessment, conducted individually with each child, which measures motor, language, cognitive, and perceptual skills. All children are screened within 90 days of program entry (except for those with an existing IEP or if the classroom is funded using Head Start dollars, then the screening must occur within 45 days as required by the Head Start Performance Standards); returning children do not receive an additional screen in their second year.
- **The Ages and Stages Questionnaire (ASQ) and the Ages and Stages Questionnaire–Social Emotional (ASQ-SE)** may be completed by teachers, parents or via parent interview to collect developmental, behavioral, social, and emotional skills information about each child. All children are screened within 90 days of program entry (except for those with an existing IEP or if the classroom is funded using Head Start dollars).

### *Ongoing Performance-Based Assessments*

There are three major assessment tools that have established some validity. Two are in wide use and one has just been published. Our first recommendation is to choose one assessment tool for which there is a possibility of citywide use to simplify training and data analysis. The system chosen should have easy to use teacher training materials and a system for establishing reliability for teacher scoring. Once teachers are using the system well—following online training and receiving support in the monthly assessment workgroups and coaching—they should establish reliability using the assessment system's online reliability tool. Online reliability tools are one factor to consider in choosing a system, along with correspondence with the curriculum model(s); coverage of essential domains and skills; clear presentation within the scoring system for understanding how the skill develops; and ease of implementation. Ease of implementation is particularly important since many systems have well over 50 items for which teachers are expected to collect evidence. This clearly detracts from teaching and likely interferes with the accuracy of the scoring.

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

- **HighScope Child Observation Record (COR).** If the HighScope Curriculum is implemented then the COR would be the most seamless choice for teachers and centers in Seattle are already using it. The established validity of the tool is respectable and the number of items is manageable for teachers. The domains do not all directly related to typical school domains but instead correspond to the HighScope Key Developmental Indicators. There is no published method for establishing teacher inter-rater reliability.
- **Teaching Strategies GOLD.** Although designed to correspond with Creative Curriculum, this system is generic enough to be used with most curriculum models and is already widely used in Seattle. The online system is comprehensive and the developmental sequence for skills is clearly accessible to teachers. There is online training and online reliability assessment. However, the scoring system is confusing with different scales in each domain and there are too many skills included. The developer could customize the reliability and the online tool, removing items to correspond with local standards or curriculum.

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

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

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



Included in the site-level evaluation tool are the results of structured classroom observations. Site supervisors should be trained in reliability and should conduct the observations in the beginning of each school year to help them tailor their classroom interventions and other professional development. We recommend using the **Early Childhood Environment Rating Scale-Revised (ECERS-R)** and the **Classroom Assessment Scoring System (CLASS)** together with **curriculum fidelity tools**.

In later years, as the scores on these global quality assessments meet maximum thresholds (see below), measures of specific teaching practices for particular domains should be added to inform specific programmatic professional development issues. These measures could include the following: Early Language and Literacy Classroom Observation (ELLCO) for language and literacy; Teaching Pyramid Observation Tool (TPOT) for social-emotional supports for challenging behaviors; Self Evaluation of Supports for Emergent Bilingual Acquisition (SESEBA) for supports for emergent dual language learners; and Self-Evaluation for Science and Math Education (SESAME) for math and science

OFE should set a low-end cut-off score for contracting classrooms (see *Section 2.5 Recommendations for Delivery Model: Provider Eligibility* above). In addition, until maximum thresholds are met, a cut-off should be set for capturing the lowest (10-15%) of scores on the CLASS. Any classroom that does not meet that cut-off should have a classroom improvement plan with a timeline for improvement. The PFA Coaches assigned to that classroom should meet with the site supervisor/center director and the teacher to develop the improvement plan. In concert with the site supervisor, the PFA Coach should offer intensive assistance to that classroom. If quality and practice does not improve within a reasonable time period as set in the improvement plan, the teacher or the classroom should be removed from PFA. Based on research indicating that classroom quality assessments are not particularly predictive of child achievement until a certain threshold of quality is reached,<sup>170</sup> we recommend the following ultimate targets for classroom quality ratings:

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

*Note: Some external reviewers expressed concern that the target might be too high in the Instructional Support domain. We recommend them because scores lower than this cut-off have not been found to be predictive of child outcome. These cut-offs should be re-evaluated as PFA ramps up and potentially adjusted based on the data.*

Exhibit 10 below provides summary information on Programmatic Process Indicators used to assess program implementation:

**Exhibit 10**  
**Programmatic Process Indicators**

Purpose	Explanation	Proposed Objective(s)	Research Base
Serving the intended population.	Appropriate evaluation often begins by developing an understanding of the landscape of early education services in the service area—what programs are available, who has access, and who is attending. This should include information on who accesses programs and who leaves programs, as well as when and why. With this information, objectives for targeting underserved populations of children and increasing their attendance can be set and improvements measured.	<i>Within three years of implementation, enrollment in preK will meet or exceed the target set by OFE during the implementation planning process, with subgroups served in proportions that reflect the population of Seattle.</i>	In most universal preK programs where all eligible applicants must be served, enrollment of 80% is typically achieved. Enrollment of over 90% is desirable.
Ensuring that all educational leaders have the expertise needed to support quality preschool.	Sustained and meaningful improvement in classroom practices can only be accomplished with effective and informed leadership. If the contexts in which teachers work are not adjusted to support any new practices, the training will not be effective or result in sustained change.	<i>Within three years of implementation, all PFA early childhood administrators will have completed or be participating in training in Early Childhood Education leadership provided by OFE. They will have established reliability on the CLASS and ECERS-R.</i>	The quality and expertise of center/building leaders are consistently shown to be critical factors in educational success.
Providing model professional development and coaching to teachers.	It is particularly clear across the professional development research literature that isolated workshops and professional development that does not include direct coaching in the trainees' own context is rarely effective. In addition, evidence indicates that professional learning communities, self-evaluation, and individual goal setting are key elements of successful professional development. However, these need scaffolding by an expert in the beginning.	<i>In the second year of implementation, all teachers and assistant teachers in participating centers/buildings will have received periodic coaching and participated in curriculum- and assessment-focused professional learning communities at least monthly.</i>	Sustained, classroom-focused professional development is regularly found to be necessary for high-quality programs.

Purpose	Explanation	Proposed Objective(s)	Research Base
Implementing a high-quality, effective preschool program.	Treatment fidelity should be established to ensure that the program is being implemented as intended. Structured observations of the quality of classroom practices will not only show treatment fidelity but also provide insight into the programmatic needs and the cost associated with planning technical assistance if necessary.	<i>ECERS-R: Above 5.0</i> <i>CLASS Emotional Support and Classroom Organization: Above 6.0</i> <i>CLASS Instructional Support: Above 4.5</i>	Classroom quality assessments are most predictive of child achievement at the highest end of the scales. In New Jersey, classroom averages on ECERS-R increased from below 4.0 to over 5.0 in three years with appropriate quality supports.
	Curriculum implementation fidelity is a crucial measure of the education the children are receiving as well as the effectiveness of curriculum training.	<i>Within three years of implementation, curriculum fidelity measures will show adequate implementation as established by the curriculum model developers.</i>	In general, comprehensive curriculum models take three years to implement fully. The actual targets vary by curriculum model.
Ensuring reliability of the ongoing performance-based assessment system.	A performance-based, ongoing assessment system that has been specifically designed both to measure whether learning objectives are being reached and to inform teaching should be chosen. It should engage children in meaningful tasks within a realistic context and document changes in individual children over time.	<i>Within three years of implementation, preschool teachers will have established reliability on the ongoing assessment system used in their program.</i>	All effective state preK programs require ongoing child assessment. Teacher reliability provides confidence in the results and ensures teachers actually understand the developmental trajectories.
Ensuring that all program standards are being met at each PFA site.	Validated scores of site-level self-assessment of implementation of program standards (self-assessment rubric). (Annually conducted by site-level staff. Validated by OFE staff: annually until targets are met. Then self-assessment continues in all sites with 1/3 of the sites validated yearly.)	<i>Within three years of implementation, validated scores will show that at least 80% of sites are meeting the targets set.</i>	Within one year of conducting the Self-Assessment Validation System in New Jersey's Abbott Preschool Program, districts had met the target of 2.5 on a 3 point scale.

## 6.3 External Evaluation at Program Level

The PFA program evaluation should use data from samples of classrooms, children, and program finances. Accountability will require basic information on every child, classroom, and provider, but sampling would permit the City to obtain highly detailed data at a feasible cost. Information would be used to inform rules, regulations, technical assistance, and professional development. Standardized measures of teaching and the classroom environment (Early Childhood Environment Rating Scale-Revised (ECERS-R), Classroom Assessment Scoring System (CLASS)) should be collected by observers who have been trained to reliability and provide an external check on quality in each center. Each fall and spring preschoolers and kindergartners' abilities in executive functioning, language, literacy, and mathematics should be assessed by staff trained to reliably administer individual standardized tests that have been widely used in early childhood research.

To link inputs to outcomes, the evaluation should include a **Process Evaluation** and an **Outcomes Evaluation**.

### Classroom and Program Process Evaluation: Quality Assurance

The Process Evaluation ensures that the program is being implemented as intended. Implementation fidelity is reached when most elements of the program standards are meeting targets. For example, a goal that 60% of the eligible 3- and 4-year-olds in Seattle are enrolled in PFA in classrooms that meet the ultimate targets for the ECERS-R and CLASS tools could be one measure of implementation fidelity. Too often in program evaluations, treatments are labeled without any verification, what Patton refers to as "the problem of labeling the black box."<sup>171</sup> For example, an evaluation of a state preschool program found that the program had beneficial effects on children's learning only after controlling for fidelity of implementation of the curriculum.<sup>172</sup> In a national evaluation of implementation and effects of the Comprehensive Child Development Program, Gilliam and colleagues found marked variation in implementation across sites.<sup>173</sup> Thus, the process evaluation should begin prior to assessing outcomes and instituting a rigorous research design.

Campbell argued that no program should ever be evaluated until that program is proud.<sup>174</sup> To determine level of "pride," a program is best measured through a process evaluation of the degree to which the program is being implemented according to its plan, with adequate levels of both quality of services and degree of participation.

The classroom observations conducted annually on a representative sample of classrooms, should initially include the **ECERS-R**<sup>175</sup> and the **CLASS**. The ECERS-R provides a comprehensive look at classroom quality and could allow the City to compare classroom quality scores to programs in the research literature and in other states. In later years, content-specific classroom quality instruments could be added.

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

### Outcomes Evaluation

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

language classroom, in their home language, where assessments are available. The City should work with the research contractor to select appropriate assessments and consult with the evaluator for the state program to determine if the same measures will meet the requirements of both studies.

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

- **Language development:** Peabody Picture Vocabulary Test-IV (English)<sup>176</sup> or Test de Vocabulario en Imágenes Peabody (Spanish);<sup>177</sup> Expressive Vocabulary Test.
- **Mathematical skills:** Woodcock-Johnson Tests of Achievement; Subtest 10; Applied Problems (English and Spanish).<sup>178</sup>
- **Literacy skills:** Early Literacy Skills Assessment in English and Spanish.<sup>179</sup>
- **Executive Functioning Skills:** Executive Function Scale for Early Childhood.<sup>180</sup>

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

- **Short-term early learning outcomes.** Within one year of meeting all Programmatic Process Indicators (we estimate 2019), children who participated fully in the PFA program will enter kindergarten scoring about .25 standard deviations (sd) higher in language, .33 sd higher in math, and .25 sd higher in basic literacy skills. These correspond to reducing the achievement gap for the lowest income quintile by 25% in language, 33% in math and 25% in basic literacy. The longer-term goal for kindergarten entry is to reduce language and math gaps with national averages at kindergarten entry by 50% or more.

*These results are comparable to results for the successful preK programs in Chicago and a number of states including Oklahoma, Michigan, Rhode Island, and New Jersey.*

- **3<sup>rd</sup> grade early learning outcomes.** The first cohort of children to meet the short-term early learning outcomes for kindergarten entry will score .10 sd to .20 sd higher on the 3<sup>rd</sup> grade statewide assessment. There will be a reduction in the percentage of children who have failed a grade or have been placed in special education.

*Longitudinal studies of the preK programs in Michigan, New Jersey, and Oklahoma have found comparable results in the early grades.*

- **Continue analyzing sample children's school test results through high school graduation.**

### ***Why are we not recommending Washington Kindergarten Inventory of Developing Skills (WaKIDS) as a measure of early learning outcomes?***

As stated in the Ongoing Performance-Based Assessments section of *Section 6.1 Overview*, “the aggregated results of child performance-based assessment should be used at the classroom and site level for program improvement, *not for high-stakes decisions regarding teachers or programs* . . . Every teacher using the measure must be trained to an acceptable level of reliability, and methods must be in place to ensure that assessor drift does not occur in scoring over time.” Unless these rigorous procedures are in place to ensure that kindergarten teachers' scores are comparable to each other, then the data are not appropriate for any use other than to inform teaching. If all kindergarten teachers are required to establish inter-rater reliability and procedures are put in place to ensure against drift, then the City could consider using this as an outcome measure in addition to the standardized assessments.

### *The Research Design*

Ideally, the research design would take advantage of the preschool assignment process and compare a sample of eight randomly selected children from each classroom to a control group consisting of as many children as are available who were not admitted in PFA. Without knowing the actual number of children and classrooms that will be participating in PFA in 2018 it is difficult to recommend a particular sample size. The smaller the total population, the larger the proportion of children and classrooms sampled must be. In our estimates, we assume that by School Year 2018-19, 23% of the approximately 13,100 3- and 4-year-olds in Seattle will be served in 180 classrooms, resulting in a treatment sample of 1,440 children (eight children from each classroom) and an equal number of children in the control group.

If the preschool assignment process is no longer generating enough comparable children, for example, if the city decides to serve all 4-year-olds or all low-income children first, then a combination of randomized control trial and quasi-experimental design should be employed. Given the number of unknowns, the exact design cannot be determined. However, any approach will be improved by the collection of pre-test data and detailed family background data including information on parental education and income, educational activities in the home, and prior early care and education arrangements. What is necessary now is to estimate the number of children and the types of assessments so that costs can be calculated.

### *Research Method to Consider in Later Years of PFA Implementation: Matrix Sampling*

Matrix sampling can reduce the assessment burden on children while covering more domains of knowledge. Instead of randomly selecting children from classrooms and sites and administering the same tests to each of them, with matrix sampling children are randomly selected to each receive a different assessment that can be statistically combined to give results for the entire city.

This design allows selection of a statistically valid sample size without burdening individual children with a comprehensive assessment. In addition, the tests chosen to measure the different domains of learning can be more extensive and thus more valid. The disadvantage of this method is that a fairly large population is required and attaching any findings directly to classrooms or sites is not possible. Thus, it may be a method to be considered in later years of the program.

## 6.4 Summary Matrix: Quality Assurance through Program Evaluation and Continuous Improvement

The matrix below summarizes the components of rigorous program evaluations and continuous improvement systems described above.

Level of Assessment	Outcome(s) Measured	Performance-based Assessment Measure(s) for Continuous Improvement	Standardized Assessment Measure(s) for Accountability and Program Evaluation	Ultimate Goal or Target (For Assessment of Progress Toward Ultimate Success)	Program Supports and Interventions
Child	Developmental progress	Teacher and parent observations of concerns (ongoing)	<ul style="list-style-type: none"> <li>• Early Screening Inventory (teaching staff)</li> <li>• Ages and Stages Questionnaire-Social Emotional (parent interview by teaching staff)</li> </ul>	None	<ul style="list-style-type: none"> <li>• Child study teams from SPS</li> <li>• Preschool Intervention and Referral Teams</li> <li>• Mental health consultants</li> </ul>
	Progress on early learning standards and kindergarten readiness	Ongoing teacher documentation of child progress (GOLD, COR). (Ongoing documentation by teachers with quarterly scoring.)	<ul style="list-style-type: none"> <li>• Direct assessments of Language, Literacy, Math, Science and Social Emotional skills on representative sample of children.</li> <li>• Specific assessments to be determined prior to conducting research (estimated 2018).</li> <li>• External data collector would assess in early fall and late spring annually after 2018 until targets are met.</li> </ul>	The specific target number should be tied to the particular assessment tool since the starting scores and scoring scales vary. One way to think about setting a target is to have a goal that each quintile of the child population will meet or exceed the average score for the next highest quintile such that for the lowest 20%, half of the achievement gap is closed by program exit. For the second lowest quintile, the target would be scoring at the mean, etc.	Strong curriculum with support for differentiation

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Level of Assessment	Outcome(s) Measured	Performance-based Assessment Measure(s) for Continuous Improvement	Standardized Assessment Measure(s) for Accountability and Program Evaluation	Ultimate Goal or Target (For Assessment of Progress Toward Ultimate Success)	Program Supports and Interventions
<b>Classroom/Teacher</b>	Quality teaching	<ul style="list-style-type: none"> <li>• Aggregated child data</li> <li>• Systematic classroom observations (e.g., ECERS-R, CLASS, curriculum fidelity measure). (Annually administered, internally by site supervisors/center directors with support from coaches in the fall to inform coaching, and externally in a sample of classrooms by trained, reliable assessors in the spring.)</li> </ul>		<ul style="list-style-type: none"> <li>• Target determined by assessment tool but at the classroom level this information would be used for classroom improvement purposes only.</li> <li>• ECERS-R over 5.0</li> <li>• CLASS meets or exceeds 6.0 for Emotional Support, 6.0 for Classroom Organization, and 4.5 for Instructional Support</li> </ul>	<ul style="list-style-type: none"> <li>• Strong curriculum</li> <li>• Professional development</li> <li>• Reflective coaching</li> <li>• Professional learning communities</li> </ul>
<b>Site (center, school)</b>	Program standards	<ul style="list-style-type: none"> <li>• Aggregated child data</li> <li>• Aggregated classroom data</li> <li>• Validated scores of site-level self-assessment of implementation of program standards (<b>self-assessment rubric</b>). (Conducted by site-level staff and validated by OFE staff annually until targets are met. Then self-assessment continues in all sites with 1/3 of the sites validated yearly.)</li> </ul>		<ul style="list-style-type: none"> <li>• Self-assessment rubric target scores will depend on the scale (i.e., if the scale is 1-5 then an average of at least 4.5 should be the goal; if the scale is 1-7, then an average of 6).</li> </ul>	<ul style="list-style-type: none"> <li>• Coaching seminars</li> <li>• Educational leadership seminars</li> <li>• Regular training and technical assistance visits</li> </ul>
<b>Preschool for All</b>	Governing body expectations	Results of a rigorous program evaluation study design using aggregated child, classroom, and site-level data		All targets above	Expert Advisory Board review and consultation



## 6.5 Baseline Data Collection

Given the importance of ongoing, program-wide data to improving child outcomes, it is critical that appropriate information is systemically collected, stored, and analyzed to inform adaptation in teacher practice, curriculum, or other areas. As mentioned earlier, a comprehensive accountability system should include information at the individual child level, classroom level (children and teachers), provider level (staff qualifications and practices), and city level (aggregated data from other levels, as well as sampling within a rigorous research design).

### Data Needs

Below we have listed the type of information that would be necessary to collect at each level and the existing systems that may already address some of these parameters.

In general, the [INQUIRE Toolkit](#) is an excellent resource for understanding and designing data systems related to early care and education. The toolkit was developed in 2013 by the Quality Initiatives Research and Evaluation Consortium (INQUIRE) Data Work Group to provide tools to support effective data collection and the use of data to answer important policy and reporting questions through the use of common data elements.

### Student Information

All Preschool for All (PFA) children should be enrolled in an information system hosted by Office for Education (OFE). Student data must be entered at pre-determined periods throughout the school year. The system should be designed to assign a unique Student Identifier (SID) to each student. Ideally, the SID would be coordinated with Seattle Public Schools (SPS) to enable future *two-way data sharing* between PFA and SPS around program participation, Washington Kindergarten Inventory of Developing Skills (WaKIDS) results, standardized testing, etc.

The system should: collect demographic, performance, and program participation data for each student including initial place of enrollment; track students across providers; and report timely, standardized, and accurate information.

### Desired Parameters

- **Child Level data**
  - Child Student Identifier (SID)
  - Demographic information (age, gender, race, ethnicity, home language, if experiencing homelessness, if in foster/kinship care or other areas of the child welfare system, disability status by type, etc.)
  - Health data (screenings, medical home, well-child exams, immunizations status)
  - Individualized Education Plan (IEP) status
  - Primary language
  - Enrollment data (start date, exit date)
  - Program participation (PFA, Head Start, Early Childhood Education and Assistance Program (ECEAP))
  - Attendance
  - Previous early childhood experience outside of the home (Early Head Start, family child care, etc.)—specify both the name and type

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- Concurrent out-of-home participation in wrap-around child care in center or family child care
- Other financial support (Individuals with Disabilities Education Act, Part B, Working Connections Child Care subsidy, etc.) Early childhood assessments
  - Developmental and social-emotional screening results (Early Screening Inventory-Revised Version (ESI-R), Ages and Stages Questionnaire-Social Emotional (ASQ-SE))
  - Ongoing, observation-based assessment administered by teachers on every child (Child Observation Record, Teaching Strategies GOLD, Early Learning Scale)
  - Standardized, on-demand assessments administered by Program Evaluators (e.g. PPVT, EVT, WJ-AP, ELSA, EFSEC)
- **Family Level Data**
  - Proof of City residency
  - Marital status
  - Number of people in household
  - Parents' highest level of education
  - Family income
  - Work status
  - Language inputs in the home (Home Language Survey results: who speaks what languages, at what proficiency, at what frequency to the child)
  - Home learning environment survey: *does your child have a regular bedtime, how often do you eat together as a family, how often do you read to your child, etc.)*

### Current Systems

- The City's **Early Learning Network Information System (ELNIS)**. Programmed and deployed to preschools for use in recording child demographic, enrollment, and attendance data for children and families enrolled in Step Ahead. Agencies use ELNIS to report attendance and enrollment data to Seattle Human Services Department monthly.
- The state's **Early Learning Management System (ELMS)**. Owned and operated by the Department of Early Learning (DEL). Collects demographic, health, and enrollment data for children enrolled in ECEAP. Also includes information on health (well-child exams, medical coverage, and immunizations status), IEPs, home language, family income, and transportation. Collects ECEAP and Head Start organization and site data.
- Federal **ChildPlus.net** system. Collects demographic, enrollment, and attendance data for children and families enrolled in Head Start.
- **Commercial software packages (e.g., ProCare)**. Off-the-shelf software systems used by some Seattle providers as management tools. These systems typically collect demographic, enrollment and attendance data for children and families; data on immunization; emergency contacts; enrollment schedules; and other pertinent information.

### Provider Information

The system should assign a unique Provider Identifier (PID) with sub-codes for each facility.

#### Desired Parameters

- **Provider Level**
  - Provider information (name, address, program accreditation, etc.)

- Licensing information (status, capacity, etc.)
- Facility type (center, family child care (FCC), school-based, etc.; nonprofit, for-profit, government-run)
- **Site Level**
  - Early childhood program type offered (PFA, Head Start, ECEAP, etc.)
  - Dual language program status
  - Number of classrooms and enrollment per classroom
  - Ages served
  - Staff information
    - Education
      - College experience (degree(s), major, institution, date received)
      - Non-degree college experience (credits earned in ECE or related field)
      - Major
    - Credentialing/licensure
    - Employment history in the field
    - Professional development history
    - Language fluency
  - Curriculum used and number of years in use
  - Quality measures
    - Early Achievers participation data (date, score, level)
    - Classroom Assessment Scoring System (CLASS)
    - Early Childhood Environment Rating Scale-Revised (ECERS-R)
    - Curriculum fidelity measure
    - Site-level self-assessment rubric score and validation score
  - Monitoring visits by OFE quality and fiscal monitors (date, purpose)
  - Self-Assessment Rubric and Validation Scores
    - Administrative practices and fiscal integrity
    - Facility
    - Staff qualifications
    - Supports for meeting all children's needs
    - Curriculum implementation
    - Assessment practices
    - Family engagement
    - Quality of coaching and professional learning community
    - Coaching and technical assistance participation (attendance at trainings, coaching session primary objectives, frequency, and duration)

## Current Systems

Similar systems used by providers to enter the child-level data are also used to enter information on providers and sites, although not all of the elements listed above may be available in each of these systems:

- The City's **Early Learning Network Information System (ELNIS)**
- The state's **Early Learning Management System (ELMS)**
- Federal **ChildPlus.net** system

The following systems are currently being used to collect educator data:

- **Managed Education and Registry Information Tool (MERIT)**. Owned and operated by DEL, this is a centralized database and registry that tracks individual staff educational and professional achievements.
  - Early learning staff create a professional record in MERIT, which includes verification of educational credits/credentials and creates an employment history. The professional record becomes "portable" and can be shared with future/potential employers.
  - MERIT also provides a trainer approval process for professionals who want to offer training in the early learning field. Staff must establish a record and have their education verified in MERIT and be part of a licensed program's participation in Early Achievers.
- **ProCare**. Collects staff professional development and credential information.
- **Teaching Strategies GOLD (TSG)**. Collects staff professional development and credential information.

## Recommendations

### Data Systems

OFE should explore licensing DEL's Early Learning Management System (ELMS) to leverage its capabilities in terms of integration with other key systems:

- **ELMS – MERIT interface**. Classroom/teacher code is entered from ELMS into MERIT so the datasets can be matched eliminating the need for separate identifiers.
- **ELMS – TSG interface**. Not in place yet, but the expectation is that by late 2014 ELMS child demographic data will auto populate into GOLD to reduce the need for double entry.

As mentioned earlier, ELMS is currently being used for data management for ECEAP providers and the system is designed around ECEAP standards. It is unclear what modifications may be needed to meet the needs of PFA and what that would imply for cost.

### Data Sharing

The PFA program would not operate in isolation; there would be a need to use multiple systems and create appropriate interfaces with other systems at the school district, state, and potentially federal levels. To ensure that the data exchange process is as smooth as possible, we recommend:

- As families sign up for PFA, the City should ask them to sign data-sharing consent forms to enable data sharing across systems.
- The City should convene owners/operators of the current data systems listed below to work on data system integration.

## 6.6 Feedback Systems

Office for Education (OFE) should develop a communication plan for obtaining ongoing feedback from families on the quality and variety of early learning services offered by Preschool for All (PFA). The PFA Oversight Body should assist OFE in developing a method for obtaining upfront and ongoing parent/guardian opinions and perspectives from families, so OFE can make improvements. Parents should be included in the Oversight Body and results of the Process and Outcomes Evaluations should be regularly shared with the Council for comment and interpretation. The PFA Communications and Outreach Coordinator, as well as Human Services Coordinators, should provide additional links to families and can serve as conduits for gathering ongoing feedback about the PFA program.

## 7.0 FINANCIAL IMPLICATIONS

### 7.1 Introduction

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

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

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

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

### 7.2 Summary of Costs and Revenues

#### Total and Net Program Cost

The total cost of Preschool for All (PFA) is comprised of four main components:

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

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

This section presents the financial implications of our team's proposed phasing scenario, as outlined in *Section 4.1 Phasing and Plan Alternatives*.

## Financial Impact of Recommended Program

Exhibit 11 summarizes the estimated cost of PFA over the next 10 years (2015-2024) in year of expenditure dollars for the proposed phasing timeline. The costs in this section only portray the costs of the recommended 6-hour per day, 180-day per year program. Before/after care (wrap-around care) and summer care costs are not assumed to be a part of PFA program costs.

Additional line-item details are available in *Attachment D*; a description of revenue sources is located in *Section 7.4 Funding Sources*.

**Exhibit 11**  
**Estimated PFA Costs (2015-2024, Year of Expenditure Dollars)**

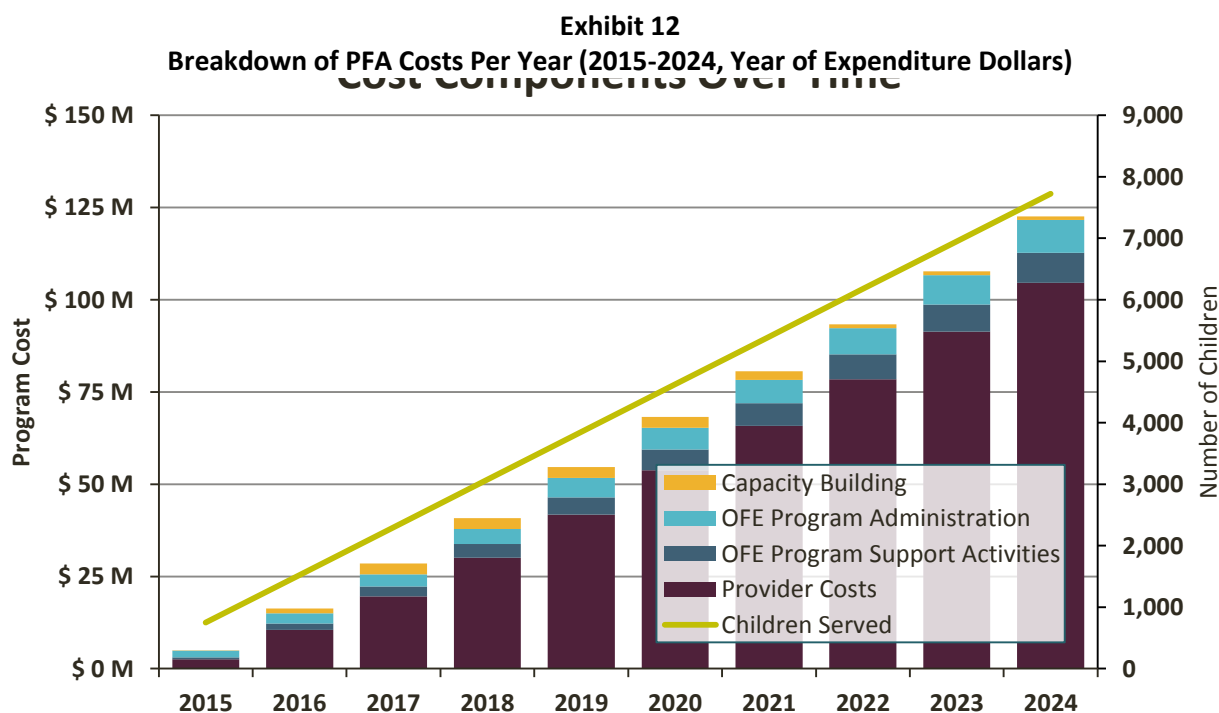
	2015-2019 (first 5 years)	2020-2024 (second 5 years)	Total 2015- 2024 (first 10 years)	Percent of Total
<b><u>Provider Costs</u></b>	<b>\$ 104.6 M</b>	<b>\$ 395.2 M</b>	<b>\$ 499.7 M</b>	<b>80.6%</b>
Labor	\$ 74.1 M	\$ 287.0 M	\$ 361.0 M	58.3%
Facilities	\$ 9.9 M	\$ 34.8 M	\$ 44.7 M	7.2%
Other	\$ 20.6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

Source: BERK, 2014.

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

- **Provider costs** make up the majority (80.6%) of PFA costs, which consists of cost for labor, facilities, and other non-personnel items such as supplies and insurance.
- **OFE program support activities** comprise approximately 7.6% of PFA costs over the 10-year period. Health support comprises 3.6% of total costs, while professional development comprises 4.0% of total costs.
- **OFE program administration** makes up 8.6% of costs over the 10-year period. This cost component makes up a higher percentage of operating costs in the early years as fewer students are enrolled and many systems are being developed.
- **Capacity building** funding comprises 3.1% of total costs over the 10-year period.
- **Revenues and funding sources** will support approximately 40.6% of total costs over the 10-year period. Existing and potential public funding sources will support 22.8% of PFA costs, while sliding scale tuition will make up 17.8% of total costs.

Exhibit 12 shows how the cost components change by year, compared to the number of children served each year.



Source: BERK, 2014.

Exhibit 13 shows how the above costs translate into different lengths of a property tax levy being considered by the City. The first column shows the impacts of a four-year levy, which would coincide with the expiration of the current Families and Education Levy in 2018. The second column shows a seven-year levy, which is a more typical length for the City to consider. Levy amounts are shown in both year of expenditure and inflation-adjusted dollars.



**Exhibit 13**  
**Implications for a 4-Year or 7-Year Levy (2015-2021)**

<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 14 shows the estimated average per-child cost broken down by component for School Year (SY) 2024-25. The purpose of showing this year is to understand, near full scale, how the programmatic elements translate into per-student costs. The cost has been adjusted to 2014 dollars.

**Exhibit 14**  
**Average Per-Child Cost at Full Implementation (SY 2024-25, Adjusted to 2014 Dollars)**

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

Source: BERK, 2014.

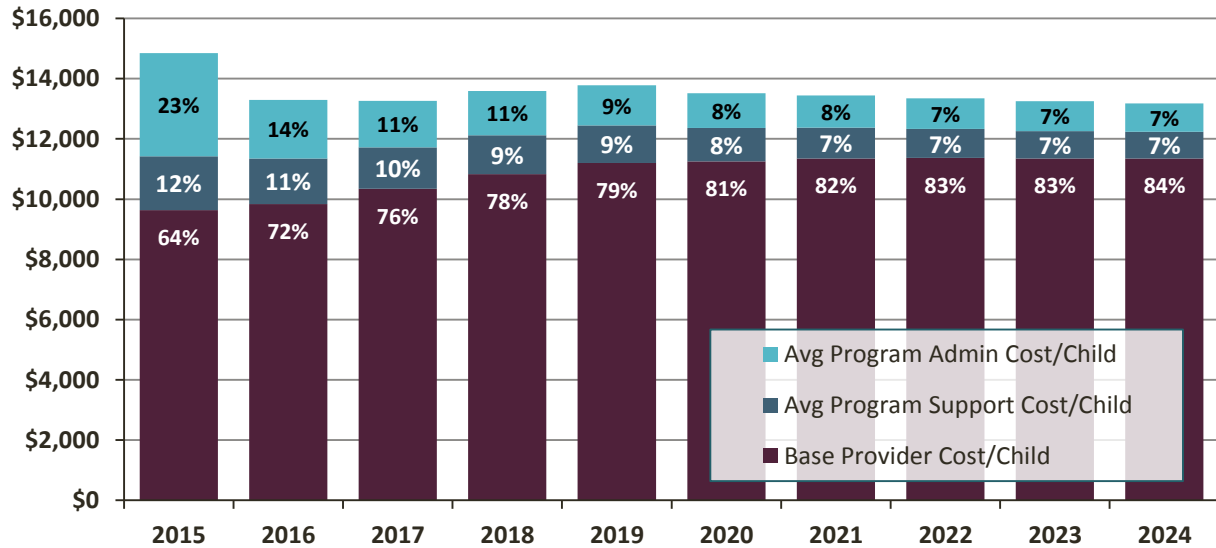
- The total average cost per child is estimated to be \$13,250 in ten years. This cost will vary by year over the implementation timeline as fixed costs are spread over a growing number of children. This amount represents the average in one selected year.
- The base provider per-child cost would be approximately \$11,250 per child, or 85% of the total per-child cost for PFA.

Providers would receive additional funding of between \$500 and \$2,000 per year for special populations, such as children on Individualized Education Plans (IEPs), children who are English Language Learners, and children from families below 130% of federal poverty level. This additional cost would result in an additional subsidy amount from the PFA program to the provider, and is not related to the sliding tuition scale shown in Exhibit 17. These additional costs are driven by the need for more in-classroom staff to support lower adult to student ratios.

- Program support costs, such as health support and professional development, comprise 8%, or \$1,000 per child.
- Program administration costs comprise 8%, or \$1,000 per child.

Exhibit 15 shows how the average per-child cost changes over the first 10 years of implementation, as well as changes in its components. All amounts have been adjusted to 2014 dollars. If the City opts for a slower phase-in scenario where fewer children are served in the near-term, the per-child cost would be marginally higher in the early years, but reach the same long-term average over time.

**Exhibit 15**  
**Components of Per-Child Cost Over Time (2015-2024, Adjusted to 2014 Dollars)**



Source: BERK, 2014.

- In the long-term, upon full implementation, the per-child cost averages \$13,250 per year, in inflation-adjusted dollars. In the long-term, depending on the specific year being considered:
  - About 80-85% of this cost is at the provider level.
  - About 7-9% of this cost is for program support activities, including health support and professional development.
  - About 7-9% of the per-child cost goes toward program administration and evaluation costs.

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

## 7.3 Cost Estimate Assumptions

### Provider-Level Costs

Provider-level costs include everything involved in staffing, housing, and operating the Preschool for All (PFA) program in a child care center or family child care environment. Primary drivers of provider-level costs are the number of students served, teacher-to-student ratios, class sizes, number of classrooms, salaries, and various facility-related expenses.

Actual implementation costs at the provider level will vary for each specific provider based on the size and type of the specific organization. As noted previously, the purpose of the financial model was to develop reasonable citywide and average provider costs. Therefore, the cost assumptions are focused on identifying likely average costs for many types and sizes of providers.

### Labor Costs

Labor costs make up the greatest portion of provider budgets. Salaries for educators, administrators, and professional development staff are calculated separately by the model as each is driven by different combinations of program variables. Mandatory and optional benefits are calculated as a percentage of salary for each staff classification.

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- **Instructional Staff** consists of the teachers, assistant teachers, and teacher aides involved directly in educational delivery. The total number of instructional staff needed citywide each year is determined by the number of each type required per classroom (educator-to-student ratios) and the total number of students served. Permanent “floaters” and substitute teachers are also required to provide coverage for regular classroom instructional staff.

The model assumes different educator salaries based on level of education:

- Educators with a Bachelors of Arts (BA) in Early Childhood Education (ECE) are assumed to be paid a salary comparable to the Puget Sound Educational Services District's (ESD) classified staff.
  - Educators with a BA and a P-3 (preschool through 3<sup>rd</sup> grade) teaching certificate are assumed to be paid a salary comparable to the Seattle Public School's (SPS) average base salary for certified teachers.
  - Many educators currently in the workforce do not have a BA or teacher certification. These teachers are assumed to be paid the City's current average salary for preschool teachers, as found in the Bureau of Labor Statistics' 2012 Salary Survey. As discussed in *Section 3.3 Staff Education Requirements*, all instructional staff are expected to have met minimum education levels by the 2020-21 school year.
- **Non-instructional staff** include program directors, site supervisors, reception staff, and other provider employees such as finance, human resources, and family support. Reasonable staff-to-classroom ratios were developed based on previous studies and interviews with early learning specialists who have implemented programs in other states. These average ratios are designed to capture the variability in provider size (number of classrooms) across the city.
  - **Educator professional development** consists of paying for the time necessary for educators to attend conferences and trainings, take part in in-service and pre-service days, and other continuing education opportunities related to instruction and curriculum. The costs for coaching and curriculum training are *not* included in this component. These costs are captured as part of Office for Education's (OFE) program support costs.
  - **Costs for special populations.** Providers that serve children with Individualized Education Plans (IEPs), children who are English Language Learners, and children from families earning less than 130% of federal poverty level (plus homeless children and children in foster/kinship care or other areas of the child welfare system) may require additional educational staff to deliver preschool services. Additional costs are driven by the presumed need for additional assistant teacher in some classrooms that serve a significant number of children from these populations. These costs are added to the cost per student according to the relative proportion of these student populations in Seattle.

Any additional costs to support children with IEPs are assumed to be covered by Seattle Public Schools, as they are legally required to pay for accommodations, travel to and from developmental preschool, and any necessary one-on-one aides.

### Facility Operating Costs

Facility costs fall into two categories. One is the capital cost of constructing and equipping new facilities. The other is the cost associated with occupying or operating an existing facility. For this analysis, capital costs for new facilities are considered separately in *Section 4.2 Capacity Building*. Occupancy costs including rent, utilities, and maintenance are considered part of the delivery cost for providers. The components of these operating costs are described below.

- **Rent, mortgage, or lease** payments make up the majority of occupancy costs for providers. These costs are based on the amount of space necessary for a high-quality classroom and average rents per square foot in Seattle. Rents vary significantly by location; however, system-wide averages can be estimated from actual budget data from existing centers.

An extensive dataset was compiled for the Washington Preschool Program report issued in 2011<sup>181</sup>, and validated through updated interviews with directors of current Seattle-based early learning providers. Estimated annual cost per square foot is based on an average center including classrooms, kitchen, and office spaces, and is inclusive of property taxes.

- **Maintenance and utility costs** are also estimated on an annual cost per square foot basis, using similar methods and review of current provider budgets. Maintenance includes custodial and landscaping services as well as cost of everyday facility repairs. Utilities include electricity, gas, sewer, water, and phone and internet service.

### Other Provider Costs

- **Transportation** costs include the daily operation and maintenance of a vehicle fleet used to transport children to and from a preschool provider. Cost per child was estimated based on the actual budget information of several Seattle-area providers. Capital costs of vehicle purchase are not specifically considered. The model allows the user to adjust the percent of children assumed to use transportation services. The estimates shown above assume approximately 10% of children would require transportation services. The need for transportation services will likely vary significantly by provider.
- **Supply** costs include educational materials and equipment; food service, food, and kitchen supplies; and office equipment and supplies. These line items were also estimated on a per child basis using data compiled from multiple centers for the 2011 Washington Preschool Program report.<sup>182</sup> Costs were updated for inflation.
- **Curriculum** costs include both the actual cost of materials as well as educator training. Annual costs per child are based on the HighScope curriculum and training modules, and Teaching Strategies GOLD tracking and assessment tools.
- **Business services** include professional services (e.g., accountants) as well as the costs of building and liability insurance.

### Profit and Reinvestment Margin

Allowable profit or reinvestment is calculated as a percentage of all other provider costs. This analysis uses a rate of 2.5% allowable profit, which is the same percentage currently allowed for the City's Step Ahead program.

### OFE Program Support Costs

The costs at the City's Office for Education are contained in three separate areas. This section describes the activities categorized as program support, which include:

- **Health support.** The City of Seattle currently contracts with Public Health Seattle & King County (PHSKC) to provide health services to the Step Ahead program. Cost estimates used for the PFA model are based on the existing contract with Step Ahead, and scaled according to the number of students served in PFA. Overall cost is driven by staff-to-student ratios for nurses, mental health specialists, and nutritionists employed under the contract. The contract also accounts for direct charges and indirect costs at PHSKC.

- **Professional development support** from OFE consists of coaching staff hired to work directly with providers as well as annual hosted curriculum trainings for cohorts of educators. Coaches would work with teachers at centers, as well as with site supervisors to coach and mentor them to become great on-site coaches for instructional staff at their centers. This support is assumed to be higher in the short-term, as the existing workforce may require more intensive one-on-one coaching. In the long-term, the coaching staff is assumed to be 1 coach for every 25 classrooms. These staff ratios are included in the description of OFE organizational structure in *Section 5.2 Governance and Organizational Structure*.

## OFE Program Administration and Evaluation Costs

Program administration and evaluation includes components for salaries and benefits for OFE staff, overhead and non-labor costs, program evaluation, student assessment, and data systems.

- **OFE staff** costs are directly tied to the number of Full Time Equivalent (FTE) employees needed and the appropriate salary and benefits schedules as provided by OFE. Please refer to *Section 5.2 Governance and Organizational Structure* for the summary of staff suggested to be employed at OFE to support PFA.
- **Overhead and non-personnel costs** cover facility, fleet, accounting, IT, and other office support (phones, miscellaneous supplies) which support OFE program administration staff. Average cost for each of these items was estimated per FTE based on the City's current operating budget.
- **Scientific Advisory Board**. The costs to support the Scientific Advisory Board include an assumption of annual travel and honorarium costs for the six members of this Board.
- **Program evaluation** costs include evaluation of provider facilities as well as independent program evaluation by an outside party. Provider evaluation costs are estimated at a per-classroom level using OFE's average costs for Classroom Assessment Scoring System (CLASS) and Early Childhood Environment Rating Scale-Revised (ECERS-R) evaluations for the 2013-14 school year. Outside evaluation costs are assumed to be contracted annually from 2018-2024, and biannually thereafter.
- **Family Child Care (FCC) Pilot Study** costs included in the financial implications assume that the FCC Pilot Study occurs concurrently with the full Outcomes Evaluation beginning in 2018 (See *Section 6.0 Outcomes and Evaluation* for more information on the options). If the FCC Pilot Study is conducted concurrently with and as part of the same contract as the full Outcomes Evaluation, the additional costs are marginal. Assessors must be trained in administering the CLASS and Family Day Care Environment Rating Scale (FDCERS) for FCC settings but the administration costs, which would be the same as for a classroom, are already included in the model. Since only a sample of children in every classroom would be included in the Outcomes Evaluation, there are also marginal costs of assessing all 10 children in every FCC. Total estimate of 40 additional children assessed pre and post and training for the quality assessment tools is \$30,000 over a two-year period (3- and 4- year-olds would all need to transition to kindergarten).

If the City opts to conduct this Pilot prior to inception of the full Outcomes Evaluation or to collect information from parents about satisfaction generally or benefits of having a child in FCC versus center-based care, the costs would increase substantially. We estimate the costs of a stand-alone study to be \$150,000–\$200,000. This cost is *not* included in the financial implications above. The reason that this estimate is closer to the estimate for the full Outcomes Study even though the sample size is much smaller is that the cost of the research director and coordinator time is fairly constant regardless of the sample size. This further assumes that the City can negotiate a reasonable overhead amount (25%) with the research institution and that the researchers are local and therefore do not require long-distance travel.

The costs of FCC providers operating PFA slots would be marginally different from center-based costs; therefore, the assumption is that they are already accounted for in the financial model. Coordination by OFE is also assumed to be absorbed in the cost within the model.

- **Student assessments** cover the Peabody Picture Vocabulary Test and Teaching Strategies GOLD systems as well as the cost of some supplemental health screening kits, each on a per child basis. Costs are estimated per student based on 2013-14 school year average costs from the Step Ahead program operating budget.
- **Data systems** costs are separate from the baseline IT expenses included in the “overhead and non-personnel cost” category noted above. Data systems costs include the purchase, contracted development, and maintenance of PFA-specific database applications and enrollment management systems. There are also expected to be per-classroom costs for licensed software used by providers to track and assess student performance over time.

## Capacity Building Cost Assumptions

Capacity building cost assumptions comprise funds that would be available to support educators, organizations, and facility capacity development during the first five years of program implementation. This section describes the assumptions included in the model about these different capacity building areas. **Exact amounts will be based on policy decisions** about the effort the City would like to support.

### Personnel Capacity Building

- **Provider organizational capacity building.** The model assumes an annual amount of \$100,000 per year over five years. These funds would support provider leadership, organizational, and fiscal skills development.
- **Educational attainment for educators.** The Professional Capacity Building Fund is for supporting teachers in obtaining additional education, such as bachelors’ degrees or teaching certificate in ECE, and other educator capacity building activities outlines in *Section 4.2 Capacity Building*. The cost is based on approximately 70% of teachers entering the system each year for the first five years receiving support to increase their level of education. Additionally, the financial implication summary assumes that about 10 educators from “on-ramp” providers (those that are not yet qualified for PFA but show strong potential) will also draw funds each year for the first five years. Approximately \$10,000 per teacher is assumed in the first year, growing with inflation over time. This support is assumed to end after five years.
- **Professional development of coaching staff.** This fund assumes that new coaches at OFE will require about \$4,000 per year in initial training and development, which is assumed to end after five years. Ongoing professional development for these positions is assumed at approximately \$1,000 per year per coach.

### Facility Capacity Building

**Facilities Capacity Building Fund.** This analysis assumes \$500,000 in 2014, \$2.0 million from 2015-2019, and \$1.0 million from 2020-2024. These amounts are designed to support building and/or renovating facilities to support PFA-quality classrooms. The fund also includes an assumption of funds to support acquisition of equipment, furniture, and other major classroom supplies for classrooms that join PFA for the first five years. An average of \$7,500 per classroom is assumed, which reflects that some classrooms will need minor or no support, while others (especially newly built classrooms) will need up to \$20,000 in support.

## 7.4 Funding Sources

### Current Funding Sources

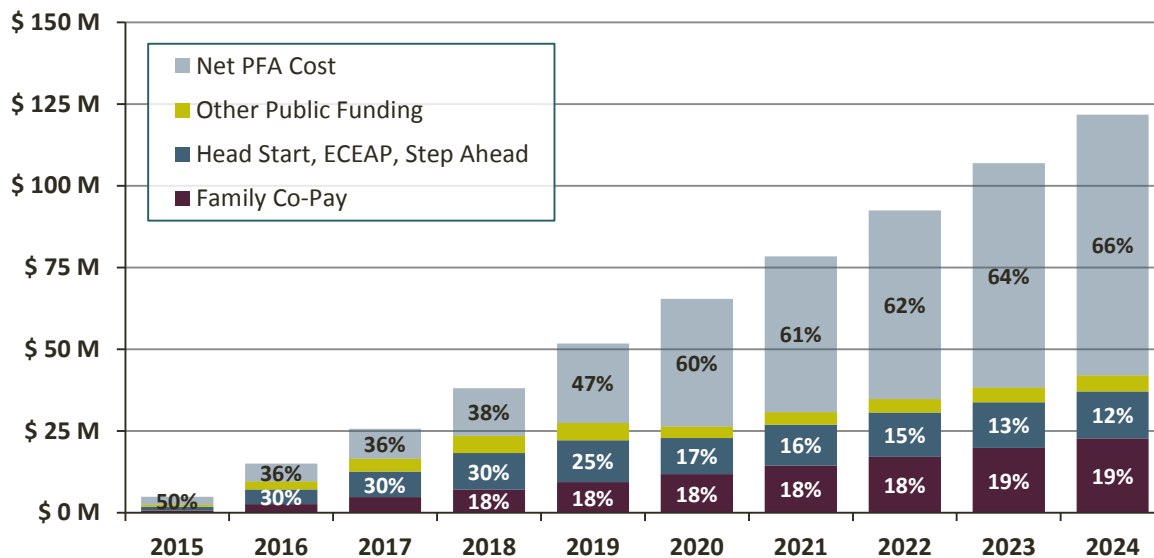
The financial model incorporates funding from existing federal, state, and city programs to offset the total cost of the Preschool for All (PFA) program. Current programs such as Head Start, Early Childhood Education and Assistance Program (ECEAP), Working Connections Child Care, Child Care Assistance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

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

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

This funding analysis only focuses on major sources of funding available for child care and public preschool purposes. The sources included here make up the large majority of potential funding that could be leveraged to support PFA. Individual providers may sometimes receive other funding, but these sources are typically small and inconsistently provided. Exhibit 16 summarizes the assumed percent of the program that would be paid for by each type of revenue over the next 10 years.

**Exhibit 16**  
**Annual Funding by Revenue Type (2015-2024, Year of Expenditure Dollars)**



Source: BERK, 2014.

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

The assumptions behind these revenue sources are described in more detail below.



## Publicly Funded Early Education Programs

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

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

Most of the current programs have different quality parameters than PFA. The primary differences in most cases are educational and coaching requirements for instructional staff, class sizes, and hours of preschool per day. These programs are described in more detail in *Section 2.2 Local Context: Landscape of Early Learning Providers*.

Future estimates for the total number of slots available and amount of funding per slot are driven by growth rates within the model. These can be adjusted for each program as conditions change over the course of implementation. Income eligibility criteria are determined according to the federal poverty level (FPL).

Student population projections by income level are guided by 2012 American Community Survey estimates of children in families by FPL by age. Since population projections by income level were not available, the proportions of children in each income bracket are assumed to remain static across the implementation timeframe.

- **Head Start** providers currently serve approximately 1,100 children in Seattle whose families earn less than 130% of FPL. The model assumes a gradual uptake of those students into the PFA program and the eventual inclusion of all Head Start-enrolled children in Seattle in PFA. To be conservative, the total number of Head Start slots available in Seattle are not projected to increase over the implementation period; however, those projections can be modified as new information becomes available.

Children that are co-enrolled in Head Start and PFA are assumed to support PFA with revenue equal to 65% of the per-slot contracted rate of Head Start for every child in PFA who is also enrolled in Head Start. The remaining portion of each child's contracted Head Start rate supports portions of the Head Start program that are not additive with PFA's requirements, as well as administrative costs necessary for the provider to report to each program.

- **ECEAP** provides funding to support students from families earning less than 110% of FPL and currently funds 330 slots in Seattle. The state is currently working on a significant expansion effort that will increase ECEAP slots quickly over the next few years. Long-term, the model assumes that the number of ECEAP slots will grow with the population of children, to ensure all eligible children can be served.

Children that are co-enrolled in ECEAP and PFA are assumed to support PFA with revenue equal to 80% of the per-slot reimbursement rate of the new full-day rates that will come into place due to ECEAP expansion. The remaining portion of each child's reimbursement rate for ECEAP supports portions of the ECEAP program that are not additive with PFA's costs, including contractor administration and provider reporting requirements.

- **Working Connections Child Care (WCCC)** is another state program that provides funding to serve children from households with parents earning less than 200% of FPL and are working or in job training. The model assumes that all PFA students who are enrolled in ECEAP will also be receiving funding through WCCC and that these children will bring their combined funding amount into the PFA program, up to a maximum of the PFA per-child cost at the provider level. This assumption is based on the City's plan to apply for only full-day ECEAP slots in Seattle. Any additional WCCC funding for co-enrolled children in ECEAP would go to wrap-around care and is not assumed as revenue to support PFA.

Additionally, there are children who are enrolled in WCCC but not in the ECEAP program. For these children who are co-enrolled in PFA, the model assumes that all part-day WCCC subsidies and 50% of full-day WCCC subsidies would be used as revenue to offset the cost of PFA. Children receiving full-day WCCC subsidies are assumed to want the remainder of that subsidy to pay for wrap-around care.

- **Child Care Assistance Program (CCAP)**. This program is administered by the City of Seattle Human Services Department and provides subsidies for students from households earning between 200% and 300% of FPL. CCAP serves children up to age of 12, so it is assumed that only a portion of the total program funding will be dedicated to 3- and 4-year-olds participating in PFA.

The model incorporates the current number of 3- and 4-year olds being served in CCAP and the average annual subsidy that each of those children is receiving. The model assumes that 50% of their subsidies will go to offset costs of PFA, as the families should be able to retain half of their subsidy to support the need for wrap-around services.

- **Step Ahead** is funded through the current Families and Education Levy within the City of Seattle. The Levy has been recently extended through the 2018-19 school year, and the projected funding and total number of slots per year has been determined by OFE. Although the City will likely pass another Families and Education Levy after the current Levy expires, it is assumed that any preschool costs will be included in the PFA Levy. As with other programs, the number of available Step Ahead slots to be shared with the PFA programs is assumed to ramp-up within the first few years of PFA implementation.

The model assumes that each child that is dual-enrolled in Step Ahead and PFA will be supported by the per-slot Step Ahead amount.

### *Other Public Funding Sources*

- The **Families and Education Levy** funds the Step Ahead program as well as a range of other City programs. The Levy is funded through the 2018-19 school year. In addition to the Step Ahead program described above, the Levy includes the funding for other subsidies, program support, professional development, assessment, early learning health, and general program support.

Since the majority of this funding is related to the Step Ahead program, funds are assumed to support PFA at the same rate at which Step Ahead slots are incorporated into PFA.

- The **USDA Child and Adult Care Food Program (CACFP)** provides funding support for breakfast, lunch, and snacks for students in participating programs. The rate of funding varies by income level. The model assumes that children living in families from 0% to 185% of FPL will receive their respective food subsidies when they are part of PFA. Although a small subsidy per meal is available to children over 185% of FPL, interviews with providers reinforced that the administrative efforts of getting reimbursed for those funds is often not cost-effective for an average-sized provider.

## Family Co-pays—Tuition Model

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

### Methodology

To our knowledge, there are no other universal preschool programs that charge a sliding fee. There are many possible scenarios for determining tuition based on income. The numbers included in this section are based on one possible scenario, which aligns with the Washington Preschool Program report published in November 2011.<sup>183</sup> The model allows the user to explore alternatives and their impact on the net cost of the program. Ultimately, the **co-pay amounts will be based on the City's policy decisions**.

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

Exhibit 17 shows the tuition scale currently assumed in the model. This table shows amounts for the first year of program implementation.

**Exhibit 17**  
**Proposed Tuition Model By Income Level (2014 Dollars)**

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

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

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

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

Note: The average per-child cost for children below 130% of FPL reflects the additional stipend paid to support the costs of serving this population, as noted in Exhibit 14.

The Exhibit above shows the impacts to a family of four with only one child enrolled in PFA. The City may want to consider during implementation whether there should be discounts for families with more than one child enrolled in PFA simultaneously to ensure an affordable overall cost of early education to the family.

### *Implications of fee-based universal preschool model*

There are both benefits and challenges associated with charging fees for a universal preschool model. Dr. Tim Bartik outlines this in his book, *Investing in Kids*, as well as on his blog. While fees charged to upper-income families do reduce the overall cost to the taxpayers, this revenue gain comes with increased administrative costs, including verification of family income. In addition, fees could cause some upper class families to not use the universal program. After weighing pros and cons of a fee-based universal program, Dr. Bartik contends that “from an economic perspective, charging sliding-scale fees for the upper class is unlikely to have big enough net effects in reducing costs, once one accounts for administrative costs, for there to be big economic gains from charging fees.”<sup>184</sup>

### **Illustration of Combined Funding Resulting from Proposed Funding Sources**

Blending of multiple funding sources to create a unified universal preschool program can be challenging. Different subsets of children enrolled in PFA would bring different combinations of funding, since some children are enrolled in other publicly funded programs, not all children are eligible for child care subsidies, and families will pay different tuition rates, based on the sliding scale. In PFA, the primary combinations are likely to be:

- Family under 200% of FPL enrolled only in PFA (services paid 100% by PFA)
- Family enrolled in Head Start or ECEAP and PFA (services paid by both Head Start/ECEAP and PFA)
- Family enrolled in Head Start or ECEAP, PFA, and a child care subsidy program with a parent co-pay (services paid by Head Start/ECEAP, PFA, subsidy program, and family)
- Family earning \$200,000 enrolled in PFA (services paid by PFA and family tuition co-pay)
- Family enrolled in PFA, with or without tuition, and paying for extended care (services paid by PFA and family)

Many families will need full-time care that goes beyond the six hours per day, and/or beyond the 180-day school year recommended for PFA. This wrap-around care can be provided on top of the PFA program (to increase the day up to 10 hours) and through the summer.

Considering the additional wrap-around care costs, the total extended care cost to a family with an income over 300% of FPL (at which point they do not qualify for any state or city child care subsidies) is higher than simply their PFA co-pay. This cost to the family, however, is likely to be less than if their child was not enrolled in PFA.

The exhibits below illustrate two different hypothetical funding combinations for PFA and wrap-around care. Exhibit 18 demonstrates a scenario in which a child from a low income family is enrolled in Head Start and PFA, and is also receiving wrap-around care through either Working Connections Child Care (WCCC) or City of Seattle Comprehensive Child Care Assistance Program. Exhibit 19 illustrates a scenario where a child from a family with an income of approximately 500% of FPL (about \$120,000 for a family of four) is enrolled in PFA and also in wrap-around care paid for by the family.

**Exhibit 18**  
**Hypothetical Scenario of a Child Co-Enrolled in Head Start and PFA**

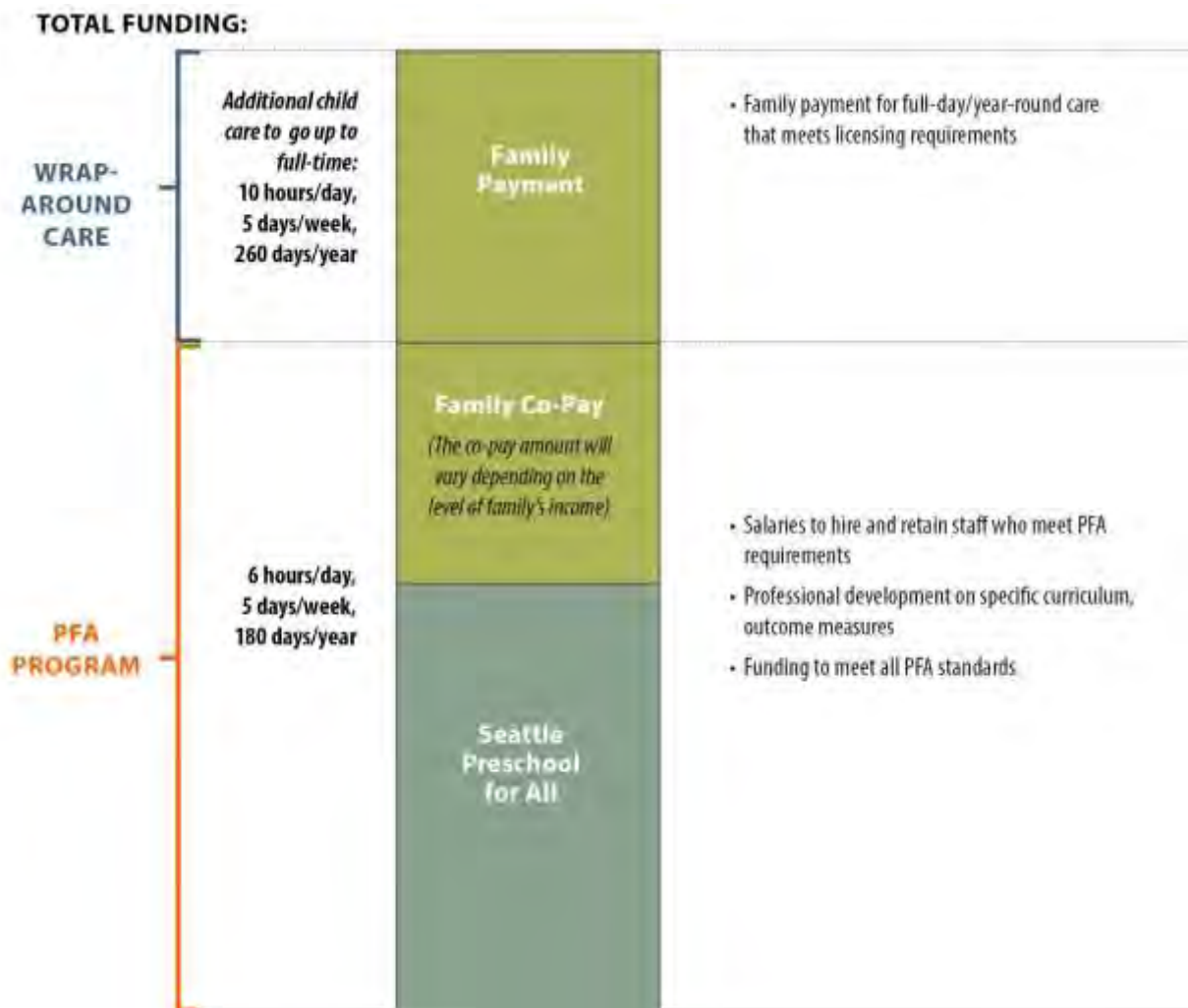
**TOTAL FUNDING:**

<b>WRAP-AROUND CARE</b>	<p><i>Additional child care to go up to full-time:</i> 10 hours/day, 5 days/week, 260 days/year</p>	<b>Child Care Subsidies</b>	<ul style="list-style-type: none"> <li>• Full-day/year-round care that meets licensing requirements — paid for by state-funded Working Connections Child Care (WCCC) or City of Seattle Child Care Assistance Program (CCAP) subsidies</li> </ul>
	<p><i>Additional dosage to go up to:</i> 6 hours/day, 5 days/week, 180 days/year</p>	<b>Seattle Preschool for All</b>	<ul style="list-style-type: none"> <li>• Higher dosage, increasing class hours per week and adding three weeks per year</li> <li>• Salaries to hire and retain staff meeting higher PFA qualifications</li> <li>• Professional development on specific curriculum, outcome measures</li> <li>• Other quality "gap" needs: facilities, training, organizational capacity</li> </ul>
<b>PFA PROGRAM</b>	<p>3.5 hours/day, 4 days/week, 128 days/year</p>	<b>Head Start*</b>	<ul style="list-style-type: none"> <li>• Provides Head Start-qualified teaching staff for classroom</li> <li>• Curriculum, screening, assessment &amp; individualizing requirements</li> </ul> <p><i>*A portion of Head Start per-child funding would pay for specific Head Start requirements that are not additive to PFA requirements, including family support, health services, etc.</i></p>

Source: BERK, 2014.

Exhibit 19

Hypothetical Scenario of a Child Enrolled in PFA, with Family's Income Over 500% FPL



Source: BERK, 2014.

## Potential Funding Sources

The model allows for inclusion of new funding sources that may emerge over the course of PFA implementation. While the contribution from these potential programs is not knowable at this time, the following proposed programs may impact PFA funding in the future.

- The *Strong Start for America's Children Act* was proposed in Congress in 2013. The proposal would fund universal, high-quality, full-day preschool for 4-year-olds from families earning less than 200% of FPL. A range of capacity building, program development, and other services are included in the current bill text, although the details of the program and its potential adoption are unknown.
- Funding for early learning in Washington State has expanded in recent years and is likely to keep expanding for ECEAP as it grows to its legislatively mandated entitlement status by 2018. In addition, there is potential for a statewide universal preschool system in the future. The expansion of ECEAP is already underway and the impacts of that expansion, in terms of both the number of slots in the City over time and the annual reimbursement amounts, are currently accounted for in the model. Additional program expansion in the future is not accounted for at this time.

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# ATTACHMENT A: OVERVIEW OF ECERS-R AND CLASS

## Early Childhood Environment Rating System, Revised Edition (ECERS-R)

The Early Childhood Environment Rating System (Revised Edition) or ECERS-R is an observation instrument that assesses the quality of center-based preschool classrooms. The ECERS-R contains seven subscales including 1) Space and Furnishings, 2) Personal Care Routines, 3) Language-reasoning, 4) Activities, 5) Interaction, 6) Program Structure, and 7) Parents and Staff. The revisions to the original scale reflected changes that occurred in the early childhood field in the 18 years since the original ECERS was developed. The ECERS-R is the most widely used general assessment of preschool classroom quality. There are extensive data establishing that ECERS-R scores predict children's learning gains in preschool programs.<sup>1</sup>

### *How is the ECERS-R scored and what do the scores mean?*

ECERS-R is scored by trained observers using a specific protocol. Observers rate each item on a 5-point scale, from low to high. There is some debate about the value of the subscales and whether they measure five distinct aspects of quality, two general aspects (adult-child interactions and the general environment--activities, materials, and facilities) or a single global quality construct.

A score of 1 is defined as inadequate, 3 is defined as minimal quality, and 5 is defined as good (hence scores of 5 or above are good or better). One interpretation of these scores is that anything below a 3 is unacceptable and scores below 5 are not consistent with expectations for a high-quality program.

## The Classroom Assessment Scoring System (CLASS)

The Classroom Assessment Scoring System (CLASS™) is an observation instrument that assesses the quality of teacher-child interactions in center-based preschool classrooms. CLASS™ includes three domains or categories of teacher-child interactions that support children's learning and development: Emotional Support, Classroom Organization, and Instructional Support. Within each domain are dimensions which capture more specific details about teachers' interactions with children.

### *How is CLASS™ scored and what do the scores mean?*

CLASS is scored by trained and certified observers using a protocol. Following their observations of teacher-child interactions, CLASS™ observers rate each dimension on a 7-point scale, from low to high.

Scores of 1-2 indicate the quality of teacher-child interactions is low. Classrooms in which there is poor management of behavior, teaching that is purely rote, or that lack interaction between teachers and children would receive low scores.

Scores of 3-5, the mid-range, are given when classrooms show a mix of effective interactions with periods when interactions are ineffective or absent. Scores of 6-7 indicate that effective teacher-child interactions are consistently observed throughout the observation period.

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<sup>1</sup> Clifford, R. M., Reszka, S. S., & Rossbach, H. G. (2010). Reliability and validity of the early childhood environment rating scale. Unpublished manuscript. Chapel Hill: University of North Carolina.

# ATTACHMENT B: MATRIX COMPARING COMPREHENSIVE CURRICULA

Curriculum Model(s)	Balanced Initiation of Activities	Comprehensive Domains Supporting Early Learning Goals	Scaffold for Teachers	Related Practical and Valid Child Assessment System and Curriculum Fidelity Measure	Evidence Base for Child Outcomes	Local Models, Expertise and a Professional Development (PD) System
<b>HighScope, including Numbers Plus and Growing Readers</b>	Yes	Yes	Yes	Child Observation Record and Preschool Quality Assessment	All studies on the Perry Preschool plus the Curriculum Comparison Study provide longitudinal research. <sup>1</sup> In Preschool Curriculum Evaluation Research (PCER) studies, the HighScope model was the alternative in one randomized trial. The test curriculum outperformed the HighScope model but no researchers or PD consultants associated with HighScope were involved in the study. In The Head Start Family and Child Experiences Survey (FACES), HighScope outperformed other curricula in letter identification and social skills. Used in a number of successful state preK programs.	Well designed and tested training system with certification for classrooms and trainers. In addition, according to Washington State Department of Early Learning (DEL) PFA plan reviewers, this model is consistent with state initiatives.

<sup>1</sup> See also Frede, E., Austin, A, & Lindauer, S. (1993). The Relationship of Specific Developmentally Appropriate Teaching Practices in Preschool to Children’s Skills in First Grade. In S. Reifel (Ed.), *Advances in Early Education and Child Care*. Greenwich, CT: JAI Press.

**RECOMMENDATIONS FOR SEATTLE’S PRESCHOOL FOR ALL ACTION PLAN  
ATTACHMENT B: CURRICULUM COMPARISON MATRIX**

Curriculum Model(s)	Balanced Initiation of Activities	Comprehensive Domains Supporting Early Learning Goals	Scaffold for Teachers	Related Practical and Valid Child Assessment System and Curriculum Fidelity Measure	Evidence Base for Child Outcomes	Local Models, Expertise and a Professional Development (PD) System
<b>Opening the World of Learning (OWL)</b>	Yes	Most recent version includes all domains of learning developed by researchers who are national leaders in each domain.	Yes	There is a related child progress tool but information on its validity was not found. A curriculum implementation fidelity measure is available.	A study commissioned by the publishers found strong pre-post gains but not better than control curriculum. <sup>2</sup> A randomized trial funded by the Institute of Education Sciences (IES) is underway. Used as a curriculum model combined with a math-focused curriculum (Building Blocks) in Boston’s effective preK program.	Local models and expertise. In research, teachers found the PD system very useful. In addition, according to DEL PFA plan reviewers, this model is consistent with state initiatives.
<b>Creative Curriculum using all resources (e.g. teaching guides, intentional teaching cards, etc.)</b>	Yes	The theoretical base is comprehensive.	Use of all resources increases support for teacher decision-making. Teachers must be well-prepared to implement all domains effectively.	Yes, studies of inter-rater reliability, construct validity and concurrent validity are available. There is a curriculum implementation fidelity measure.	Mixed evidence. No randomized trials have found significant positive effects but good pre-post gains in a number of studies and one quasi-experimental study can be found on the Teaching Strategies website. This is the most widely used curriculum model in Head Start.	Most widely used model in Seattle according to the workgroup. PD available but does not have rigorous certification of trainers and classrooms.
<b>Curiosity Corner</b>	Yes	Yes	Scripted curriculum	No	PCER found mixed outcomes. The IES What Works Clearinghouse concluded there were medium to large effects on oral language but small on all others.	Not listed by the workgroup.

<sup>2</sup> Abdullah-Welsh, N., Schmidt, J., Hanh, S., Tafoya, A., & Sifuentes, M. (2009). *Evaluation of the Opening the World of Learning (OWL) Early Literacy Program: Final Report.*

**RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
ATTACHMENT B: CURRICULUM COMPARISON MATRIX**

Curriculum Model(s)	Balanced Initiation of Activities	Comprehensive Domains Supporting Early Learning Goals	Scaffold for Teachers	Related Practical and Valid Child Assessment System and Curriculum Fidelity Measure	Evidence Base for Child Outcomes	Local Models, Expertise and a Professional Development (PD) System
<b>DLM Express with Building Blocks for Math</b>	Yes	Only if combined with DLM Express , Literacy Express and Open Court Reading	Scripted base curriculum supplemented with games (some computer based)	No	PCER found effects at preschool for math.	Not listed by workgroup
<b>DLM Express with Literacy Express and Open Court Reading</b>	Yes	Only if combined with DLM Express and Building Blocks	Scripted curriculum	No	PCER found effects at preschool and kindergarten for reading, phonological awareness and language.	Not listed by workgroup
<b>Literacy Express</b>	Yes	Yes	This is a fairly structured curriculum for both children and teachers. The lessons are very specific but many activities are still developed by teachers.	Unable to find information regarding related assessment tools.	Three studies reviewed by the What Works Clearinghouse show effects in oral language, print knowledge, and phonological awareness but no effects on cognition and math. Other studies not included show similar results.	Not listed by the work group. Used in California, Texas, New Mexico, and Florida.

**RECOMMENDATIONS FOR SEATTLE’S PRESCHOOL FOR ALL ACTION PLAN  
ATTACHMENT B: CURRICULUM COMPARISON MATRIX**

Curriculum Model(s)	Balanced Initiation of Activities	Comprehensive Domains Supporting Early Learning Goals	Scaffold for Teachers	Related Practical and Valid Child Assessment System and Curriculum Fidelity Measure	Evidence Base for Child Outcomes	Local Models, Expertise and a Professional Development (PD) System
<b>Tools of the Mind</b>	Yes	Yes and clearer focus on self-regulation than any other model.	Strongly scaffolded with specified method for differentiating supports as the teacher develops	No related child assessment tool but highly developed fidelity measure.	Both randomized control trial and quasi-experimental studies support the effectiveness for self-regulation over and above a high quality curriculum. One randomized control trial comparing Tools of the Mind to business as usual in Head Start found no differences in child outcome but as there were also no differences found in classroom practice and at the time no fidelity measure existed, it is questionable whether the curriculum was implemented with fidelity. One of the models used in New Jersey’s and Washington, DC’s successful preK programs.	No evidence of use in Seattle but Neighborhood House has expressed an interest.



**RECOMMENDATIONS FOR SEATTLE’S PRESCHOOL FOR ALL ACTION PLAN  
ATTACHMENT B: CURRICULUM COMPARISON MATRIX**

Curriculum Model(s)	Balanced Initiation of Activities	Comprehensive Domains Supporting Early Learning Goals	Scaffold for Teachers	Related Practical and Valid Child Assessment System and Curriculum Fidelity Measure	Evidence Base for Child Outcomes	Local Models, Expertise and a Professional Development (PD) System
<b>Montessori</b>	Somewhat depends on whether the International or American Model is followed. Child-paced but materials have “correct” ways to be used.	Reasoning and thinking skills focus more than content. Less focus on social skills than most curricula.	Well-established training.	Not for child progress but a tool for fidelity of the “Classic Montessori” approach was used in a recent research study.	Limited research base for preschool. Older curriculum comparison studies show inconsistent long-term results. A recent quasi-experimental comparison of “Classic Montessori”, “Supplemented Montessori” and “Conventional Preschool” showed positive results for the Classic model on pre-post gains in language, literacy, applied problems (math), and self-regulation. This last finding is especially interesting given that dramatic play is not typically a part of Classic Montessori and dramatic play is widely believed to be important in preschool development. <sup>3</sup>	Yes, however, evidence of adherence to the Classic model is not available for local programs.
<b>Reggio Emilia</b>	Yes, more child-centered than most, however.	The activities emerge from the children’s interests so coverage of all domains is dependent on the skills of the teacher to integrate them.	No defined structure for the teacher – dependent on teacher preparation in the approach as well as discussions with other teachers.	No	No efficacy research.	Yes

<sup>3</sup> Lillard, Angeline S. "Preschool children's development in classic Montessori, supplemented Montessori, and conventional programs." *Journal of school psychology* 50, no. 3 (2012): 379-401.

**RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
ATTACHMENT B: CURRICULUM COMPARISON MATRIX**

Curriculum Model(s)	Balanced Initiation of Activities	Comprehensive Domains Supporting Early Learning Goals	Scaffold for Teachers	Related Practical and Valid Child Assessment System and Curriculum Fidelity Measure	Evidence Base for Child Outcomes	Local Models, Expertise and a Professional Development (PD) System
<b>Evidence-based Program for the Integration of Curriculum (EPIC)</b>	Yes	All domains except science are integrated.	Well-designed and articulated activities. Protocols for establishing teacher professional learning communities and coaching. The professional development model for replication is not yet well-established and no other replication of the model has yet taken place outside of the Philadelphia schools.	There is a validated assessment system that is curriculum embedded. However, there is not yet a curriculum fidelity measure.	Strong evidence base in one randomized trial conducted by the developer when compared to DLM Early Childhood Express.	No

# ATTACHMENT C:

## DOMAIN-SPECIFIC CURRICULA AND METHODS

Most of the curricula and methods listed below were suggested to the authors of this report by two of the expert reviewers. All have some evidence of at least short term positive outcomes for children in specific domains. Many are not actually curricula but approaches to implementing a common preschool activity or a teacher training approach. For example, Dialogic Reading and Interactive Book Reading are methods of conducting read aloud activities that have been adopted in many of the comprehensive curriculum models included in *Attachment B: Curriculum Comparison Matrix*. The Chicago School Readiness Project would more appropriately be considered an approach to providing consultation to teachers on social-emotional development and mental health and Incredible Years is a teacher training program. The Neuman and Cunningham study reports on the effects of a coaching model. Literacy Express is included in *Attachment B*. It should further be noted that most of these have not been replicated or brought to scale (with the exception of Building Blocks) nor have they been compared to each other, but rather have typically been evaluated by comparing the addition of the method to business as usual.

We have added Big Math for Little Kids to the math-focused curricula and Second Step and Positive Behavior Support for social emotional. Special attention should be brought to Second Step which was developed in Seattle and is widely used in Head Start programs nationally.

Note: The developers of Building Blocks are currently working with experts in early science and language/literacy to develop and test a comprehensive model. This and other emergent possibilities should be closely watched. For example, if the developers of Evidence-based Program for the Integration of Curriculum (EPIC) design a coherent method for professional development, this would be a candidate for adoption.

- Language/literacy:
  - Dialogic reading
  - CIRCLE curriculum
  - Interactive Book Reading
- Math:
  - Building Blocks
  - Pre-K Mathematics
  - Big Math for Little Kids
- Socio-emotional/self-regulation:
  - Preschool PATHS
  - Incredible Years
  - Second Step
  - Social-Emotional Intervention for At-Risk 4-Year-Olds
  - Positive Behavior Supports
- Combinations:
  - Language/literacy and socio-emotional: Head Start REDI (REsearch-based, Developmentally Informed)

# ATTACHMENT D: DETAILED FINANCIAL INFORMATION

## EXHIBIT D-1: PFA Program Costs by Calendar Year for Proposed Implementation Timeline (2014-2024, in Year of Expenditure Dollars)

### CALENDAR YEAR FINANCE DETAIL

#### Final Draft Proposed Phasing Timeline

Children Served	0	250	1,008	1,783	2,558	3,333	4,108	4,883	5,658	6,433	7,208
	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
<b>Provider-Level Costs</b>											
<b>Labor Costs</b>											
Educator Labor	\$ 0.0 M	\$ 1.2 M	\$ 5.1 M	\$ 10.0 M	\$ 16.0 M	\$ 23.0 M	\$ 30.2 M	\$ 37.2 M	\$ 44.4 M	\$ 51.7 M	\$ 59.3 M
Administrative Labor	\$ 0.0 M	\$ 0.4 M	\$ 1.7 M	\$ 3.0 M	\$ 4.3 M	\$ 5.6 M	\$ 6.9 M	\$ 8.3 M	\$ 9.9 M	\$ 11.6 M	\$ 13.2 M
Family Support	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M
Provider-based PD for Staff	\$ 0.0 M	\$ 0.0 M	\$ 0.1 M	\$ 0.1 M	\$ 0.2 M	\$ 0.2 M	\$ 0.3 M	\$ 0.4 M	\$ 0.4 M	\$ 0.5 M	\$ 0.6 M
<b>Facility Costs</b>											
Rent	\$ 0.0 M	\$ 0.2 M	\$ 0.9 M	\$ 1.6 M	\$ 2.3 M	\$ 3.0 M	\$ 3.8 M	\$ 4.7 M	\$ 5.5 M	\$ 6.4 M	\$ 7.4 M
Utilities & Maintenance	\$ 0.0 M	\$ 0.1 M	\$ 0.2 M	\$ 0.4 M	\$ 0.6 M	\$ 0.8 M	\$ 1.0 M	\$ 1.2 M	\$ 1.4 M	\$ 1.6 M	\$ 1.8 M
<b>Non-Personnel Costs</b>											
Transportation	\$ 0.0 M	\$ 0.0 M	\$ 0.2 M	\$ 0.3 M	\$ 0.4 M	\$ 0.6 M	\$ 0.7 M	\$ 0.8 M	\$ 1.0 M	\$ 1.2 M	\$ 1.3 M
Supplies	\$ 0.0 M	\$ 0.3 M	\$ 1.3 M	\$ 2.4 M	\$ 3.5 M	\$ 4.6 M	\$ 5.8 M	\$ 7.1 M	\$ 8.4 M	\$ 9.8 M	\$ 11.2 M
Curriculum	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.1 M	\$ 0.1 M	\$ 0.1 M	\$ 0.1 M	\$ 0.2 M	\$ 0.2 M	\$ 0.2 M
Business Services	\$ 0.0 M	\$ 0.1 M	\$ 0.2 M	\$ 0.4 M	\$ 0.6 M	\$ 0.8 M	\$ 1.0 M	\$ 1.2 M	\$ 1.5 M	\$ 1.7 M	\$ 2.0 M
<b>Profit and/or Reinvestment</b>											
At 2.5% of above costs	\$ 0.0 M	\$ 0.1 M	\$ 0.5 M	\$ 0.9 M	\$ 1.4 M	\$ 1.9 M	\$ 2.4 M	\$ 3.0 M	\$ 3.6 M	\$ 4.1 M	\$ 4.7 M
<b>SubTotal Provider Costs</b>	<b>\$ 0.0 M</b>	<b>\$ 2.5 M</b>	<b>\$ 10.2 M</b>	<b>\$ 19.0 M</b>	<b>\$ 29.2 M</b>	<b>\$ 40.5 M</b>	<b>\$ 52.2 M</b>	<b>\$ 64.0 M</b>	<b>\$ 76.3 M</b>	<b>\$ 88.8 M</b>	<b>\$ 101.7 M</b>
<b>Provider Costs for Special Populations</b>											
Add'l Assistant Teacher Salaries and Benefits	\$ 0.0 M	\$ 0.1 M	\$ 0.3 M	\$ 0.6 M	\$ 0.9 M	\$ 1.3 M	\$ 1.7 M	\$ 2.0 M	\$ 2.4 M	\$ 2.8 M	\$ 3.2 M
<b>Total Provider Costs</b>	<b>\$ 0.0 M</b>	<b>\$ 2.5 M</b>	<b>\$ 10.5 M</b>	<b>\$ 19.6 M</b>	<b>\$ 30.1 M</b>	<b>\$ 41.8 M</b>	<b>\$ 53.9 M</b>	<b>\$ 66.0 M</b>	<b>\$ 78.7 M</b>	<b>\$ 91.6 M</b>	<b>\$ 105.0 M</b>
	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
<b>OFE Program Administration and Support</b>											
<b>Program Administration</b>											
OFE Staff Labor Costs	\$ 0.3 M	\$ 1.3 M	\$ 2.2 M	\$ 2.5 M	\$ 3.0 M	\$ 3.8 M	\$ 4.2 M	\$ 4.5 M	\$ 4.9 M	\$ 5.5 M	\$ 6.2 M
Overhead and Non-Labor Costs	\$ 0.1 M	\$ 0.2 M	\$ 0.3 M	\$ 0.4 M	\$ 0.4 M	\$ 0.5 M	\$ 0.6 M	\$ 0.6 M	\$ 0.7 M	\$ 0.7 M	\$ 0.8 M
Program Evaluation	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.1 M	\$ 0.3 M	\$ 0.3 M	\$ 0.3 M	\$ 0.3 M	\$ 0.3 M	\$ 0.3 M	\$ 0.3 M
Provider Evaluation	\$ 0.0 M	\$ 0.0 M	\$ 0.1 M	\$ 0.1 M	\$ 0.2 M	\$ 0.2 M	\$ 0.3 M	\$ 0.3 M	\$ 0.4 M	\$ 0.5 M	\$ 0.5 M
Student Assessment	\$ 0.0 M	\$ 0.0 M	\$ 0.1 M	\$ 0.2 M	\$ 0.2 M	\$ 0.3 M	\$ 0.4 M	\$ 0.5 M	\$ 0.6 M	\$ 0.7 M	\$ 0.8 M
Data System	\$ 0.1 M	\$ 0.2 M	\$ 0.1 M	\$ 0.1 M	\$ 0.1 M	\$ 0.1 M	\$ 0.1 M	\$ 0.1 M	\$ 0.1 M	\$ 0.2 M	\$ 0.2 M
<b>Program Support</b>											
Professional Development for Educators	\$ 0.0 M	\$ 0.3 M	\$ 1.1 M	\$ 1.7 M	\$ 2.2 M	\$ 2.7 M	\$ 3.1 M	\$ 3.2 M	\$ 3.4 M	\$ 3.5 M	\$ 3.7 M
Health Support	\$ 0.0 M	\$ 0.2 M	\$ 0.6 M	\$ 1.0 M	\$ 1.5 M	\$ 2.0 M	\$ 2.5 M	\$ 2.9 M	\$ 3.4 M	\$ 3.9 M	\$ 4.4 M
Kindergarten Transition	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M
<b>Total OFE Costs</b>	<b>\$ 0.5 M</b>	<b>\$ 2.3 M</b>	<b>\$ 4.5 M</b>	<b>\$ 6.1 M</b>	<b>\$ 7.9 M</b>	<b>\$ 9.9 M</b>	<b>\$ 11.5 M</b>	<b>\$ 12.5 M</b>	<b>\$ 13.8 M</b>	<b>\$ 15.3 M</b>	<b>\$ 16.8 M</b>

May 2, 2014

**RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
ATTACHMENT D: DETAILED FINANCIAL INFORMATION**

**EXHIBIT D-1 (continued): PFA Program Costs by Calendar Year for Proposed Implementation Timeline (2014-2024, in Year of Expenditure Dollars)**

	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
<b>OFE Program Administration and Support</b>											
<b>Program Administration</b>											
OFE Staff Labor Costs	\$ 0.3 M	\$ 1.3 M	\$ 2.2 M	\$ 2.5 M	\$ 3.0 M	\$ 3.8 M	\$ 4.2 M	\$ 4.5 M	\$ 4.9 M	\$ 5.5 M	\$ 6.2 M
Overhead and Non-Labor Costs	\$ 0.1 M	\$ 0.2 M	\$ 0.3 M	\$ 0.4 M	\$ 0.4 M	\$ 0.5 M	\$ 0.6 M	\$ 0.6 M	\$ 0.7 M	\$ 0.7 M	\$ 0.8 M
Program Evaluation	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.1 M	\$ 0.3 M	\$ 0.3 M	\$ 0.3 M	\$ 0.3 M	\$ 0.3 M	\$ 0.3 M	\$ 0.3 M
Provider Evaluation	\$ 0.0 M	\$ 0.0 M	\$ 0.1 M	\$ 0.1 M	\$ 0.2 M	\$ 0.2 M	\$ 0.3 M	\$ 0.3 M	\$ 0.4 M	\$ 0.5 M	\$ 0.5 M
Student Assessment	\$ 0.0 M	\$ 0.0 M	\$ 0.1 M	\$ 0.2 M	\$ 0.2 M	\$ 0.3 M	\$ 0.4 M	\$ 0.5 M	\$ 0.6 M	\$ 0.7 M	\$ 0.8 M
Data System	\$ 0.1 M	\$ 0.2 M	\$ 0.1 M	\$ 0.1 M	\$ 0.1 M	\$ 0.1 M	\$ 0.1 M	\$ 0.1 M	\$ 0.1 M	\$ 0.2 M	\$ 0.2 M
<b>Program Support</b>											
Professional Development for Educators	\$ 0.0 M	\$ 0.3 M	\$ 1.1 M	\$ 1.7 M	\$ 2.2 M	\$ 2.7 M	\$ 3.1 M	\$ 3.2 M	\$ 3.4 M	\$ 3.5 M	\$ 3.7 M
Health Support	\$ 0.0 M	\$ 0.2 M	\$ 0.6 M	\$ 1.0 M	\$ 1.5 M	\$ 2.0 M	\$ 2.5 M	\$ 2.9 M	\$ 3.4 M	\$ 3.9 M	\$ 4.4 M
Kindergarten Transition	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M
<b>Total OFE Costs</b>	<b>\$ 0.5 M</b>	<b>\$ 2.3 M</b>	<b>\$ 4.5 M</b>	<b>\$ 6.1 M</b>	<b>\$ 7.9 M</b>	<b>\$ 9.9 M</b>	<b>\$ 11.5 M</b>	<b>\$ 12.5 M</b>	<b>\$ 13.8 M</b>	<b>\$ 15.3 M</b>	<b>\$ 16.8 M</b>
<b>Total Program Summary</b>											
<b>Program Costs</b>											
Provider Costs	\$ 0.0 M	\$ 2.5 M	\$ 10.5 M	\$ 19.6 M	\$ 30.1 M	\$ 41.8 M	\$ 53.9 M	\$ 66.0 M	\$ 78.7 M	\$ 91.6 M	\$ 105.0 M
OFE Costs	\$ 0.5 M	\$ 2.3 M	\$ 4.5 M	\$ 6.1 M	\$ 7.9 M	\$ 9.9 M	\$ 11.5 M	\$ 12.5 M	\$ 13.8 M	\$ 15.3 M	\$ 16.8 M
<b>Subtotal Program Costs</b>	<b>\$ 0.5 M</b>	<b>\$ 4.8 M</b>	<b>\$ 15.0 M</b>	<b>\$ 25.7 M</b>	<b>\$ 38.0 M</b>	<b>\$ 51.8 M</b>	<b>\$ 65.4 M</b>	<b>\$ 78.4 M</b>	<b>\$ 92.5 M</b>	<b>\$ 106.9 M</b>	<b>\$ 121.8 M</b>
<b>Program Revenues</b>											
Tuition	\$ 0.0 M	\$ 0.6 M	\$ 2.7 M	\$ 4.8 M	\$ 7.0 M	\$ 9.4 M	\$ 11.8 M	\$ 14.4 M	\$ 17.1 M	\$ 19.8 M	\$ 22.8 M
Head Start	\$ 0.0 M	\$ 0.3 M	\$ 1.2 M	\$ 2.0 M	\$ 3.1 M	\$ 4.6 M	\$ 6.1 M	\$ 7.5 M	\$ 8.3 M	\$ 8.5 M	\$ 8.7 M
ECEAP	\$ 0.0 M	\$ 0.2 M	\$ 0.8 M	\$ 1.7 M	\$ 3.0 M	\$ 4.3 M	\$ 5.0 M	\$ 5.1 M	\$ 5.3 M	\$ 5.5 M	\$ 5.7 M
Step Ahead	\$ 0.0 M	\$ 0.6 M	\$ 2.5 M	\$ 4.1 M	\$ 5.1 M	\$ 3.9 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M
Families & Ed Levy Leveraged Funds	\$ 0.0 M	\$ 0.4 M	\$ 1.6 M	\$ 2.4 M	\$ 2.9 M	\$ 2.2 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M
WCCC	\$ 0.0 M	\$ 0.1 M	\$ 0.4 M	\$ 0.8 M	\$ 1.3 M	\$ 1.8 M	\$ 2.0 M	\$ 2.1 M	\$ 2.1 M	\$ 2.2 M	\$ 2.3 M
CCAP	\$ 0.0 M	\$ 0.1 M	\$ 0.2 M	\$ 0.3 M	\$ 0.4 M	\$ 0.4 M	\$ 0.4 M	\$ 0.4 M	\$ 0.4 M	\$ 0.4 M	\$ 0.5 M
CACFP	\$ 0.0 M	\$ 0.1 M	\$ 0.2 M	\$ 0.4 M	\$ 0.6 M	\$ 0.9 M	\$ 1.1 M	\$ 1.3 M	\$ 1.6 M	\$ 1.8 M	\$ 2.1 M
Other	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M
<b>Subtotal Net Program Cost</b>	<b>\$ 0.5 M</b>	<b>\$ 2.4 M</b>	<b>\$ 5.4 M</b>	<b>\$ 9.2 M</b>	<b>\$ 14.5 M</b>	<b>\$ 24.3 M</b>	<b>\$ 39.0 M</b>	<b>\$ 47.7 M</b>	<b>\$ 57.7 M</b>	<b>\$ 68.6 M</b>	<b>\$ 79.9 M</b>

**RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
ATTACHMENT D: DETAILED FINANCIAL INFORMATION**

**EXHIBIT D-1 (continued): PFA Program Costs by Calendar Year for Proposed Implementation Timeline (2014-2024, in Year of Expenditure Dollars)**

<b>Capacity Building Costs</b>											
Educators	\$ 0.0 M	\$ 0.1 M	\$ 0.4 M	\$ 0.4 M	\$ 0.5 M	\$ 0.5 M	\$ 0.3 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M
Coaches	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M
Organizational Capacity Building	\$ 0.0 M	\$ 0.0 M	\$ 0.1 M	\$ 0.1 M	\$ 0.1 M	\$ 0.1 M	\$ 0.1 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M
Classroom Equipment & Supplies	\$ 0.0 M	\$ 0.1 M	\$ 0.4 M	\$ 0.4 M	\$ 0.4 M	\$ 0.4 M	\$ 0.2 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M	\$ 0.0 M
Facility Construction/Renovation	\$ 0.2 M	\$ 1.0 M	\$ 2.0 M	\$ 2.0 M	\$ 2.0 M	\$ 2.0 M	\$ 1.7 M	\$ 1.0 M	\$ 1.0 M	\$ 1.0 M	\$ 1.0 M
<b>Subtotal Capacity Building Costs</b>	<b>\$ 0.2 M</b>	<b>\$ 1.3 M</b>	<b>\$ 2.9 M</b>	<b>\$ 2.9 M</b>	<b>\$ 3.0 M</b>	<b>\$ 3.0 M</b>	<b>\$ 2.3 M</b>	<b>\$ 1.0 M</b>	<b>\$ 1.0 M</b>	<b>\$ 1.0 M</b>	<b>\$ 1.0 M</b>
<b>Total Net Program Cost</b>	<b>\$ 0.6 M</b>	<b>\$ 3.7 M</b>	<b>\$ 8.3 M</b>	<b>\$ 12.1 M</b>	<b>\$ 17.5 M</b>	<b>\$ 27.3 M</b>	<b>\$ 41.4 M</b>	<b>\$ 48.7 M</b>	<b>\$ 58.7 M</b>	<b>\$ 69.6 M</b>	<b>\$ 80.9 M</b>
<i>Cumulative Net Program Cost</i>	\$ 0.6 M	\$ 4.4 M	\$ 12.7 M	\$ 24.8 M	\$ 42.3 M	\$ 69.6 M	\$ 110.9 M	\$ 159.6 M	\$ 218.4 M	\$ 288.0 M	\$ 368.9 M
<i>Net Program Cost in 2014 Dollars</i>	\$ 0.6 M	\$ 3.6 M	\$ 8.0 M	\$ 11.3 M	\$ 15.9 M	\$ 24.3 M	\$ 36.0 M	\$ 41.4 M	\$ 48.7 M	\$ 56.5 M	\$ 64.1 M
<i>Cumulative Net Program Cost in 2014 Dollars</i>	\$ 0.6 M	\$ 4.3 M	\$ 12.3 M	\$ 23.5 M	\$ 39.5 M	\$ 63.7 M	\$ 99.7 M	\$ 141.1 M	\$ 189.8 M	\$ 246.3 M	\$ 310.4 M

**RECOMMENDATIONS FOR SEATTLE'S PRESCHOOL FOR ALL ACTION PLAN  
ATTACHMENT D: DETAILED FINANCIAL INFORMATION**

**EXHIBIT D-2: OFE Staffing Table for Proposed Implementation Timeline (2014-2024)**

<b>Staffing and Administration</b>											
	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>	<b>SY 18-19</b>	<b>SY 19-20</b>	<b>SY 20-21</b>	<b>SY 21-22</b>	<b>SY 22-23</b>	<b>SY 23-24</b>	<b>SY 24-25</b>
PFA Director	0.50	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Assistant Director	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	1.00	1.00
PFA Finance/Admin Director (F/A)	0.25	0.25	0.25	0.25	0.50	0.50	0.50	0.50	0.50	0.50	0.50
PFA Finance Manager (F/A)	0.50	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Senior Finance Analyst (F/A)	0.00	0.00	0.00	0.00	0.50	0.50	0.50	0.50	1.00	1.00	1.00
PFA Contract Supervisor (F/A)	0.00	0.00	0.00	0.00	0.50	0.50	0.50	0.50	1.00	1.00	1.00
PFA Contract Specialist (F/A)	0.50	1.00	1.00	1.00	1.00	2.00	2.00	2.00	2.00	3.00	3.00
PFA Data & Evaluation Manager (D/E)	0.25	0.25	0.25	0.25	0.50	0.50	0.50	0.50	1.00	1.00	1.00
PFA Database Administrator (D/E)	0.00	0.00	0.00	0.00	0.50	0.50	0.50	0.50	1.00	1.00	1.00
PFA Data Analyst (D/E)	0.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Management Systems Analyst (D/E)	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
PFA Comm & Outreach Coordinator (C/O)	0.50	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Continuous QA Manager (QA)	0.25	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Sr Education Specialist (QA) - PFA Coach	0.50	4.50	7.50	11.00	14.00	17.50	18.00	18.50	19.00	19.50	20.50
PFA Strategic Advisor (QA)	0.00	0.00	0.00	0.00	0.50	0.50	0.50	0.50	0.50	0.50	0.50
PFA Operations Manager (Ops)	0.50	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Human Svcs Coord (Ops)	0.50	2.00	4.00	6.00	8.00	10.00	12.00	14.00	15.00	17.00	19.00
PFA Early Ed Specialist (Ops)	0.50	1.00	1.00	1.00	1.00	2.00	2.00	3.00	3.00	3.00	4.00
PFA Capacity Building Manager (CB)	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50
PFA Strategic Advisor (CB)	0.00	0.00	0.00	0.00	0.50	0.50	0.50	0.50	0.50	0.50	0.50
PFA Planning & Dev Specialist (CB)	0.50	1.00	1.00	1.00	1.00	1.00	0.50	0.50	0.50	0.50	0.50
PFA Permit Specialist (CB)	0.00	1.00	1.00	1.00	1.00	1.00	0.50	0.50	0.50	0.50	0.50
PFA Policy & Planning Manager (PP)	0.00	0.00	0.00	0.00	0.50	0.50	0.50	0.50	0.50	0.50	0.50
PFA Planning & Dev Specialist (PP)	0.50	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Admin Staff Asst (Admin)	0.00	0.50	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PFA Admin Specialist (Admin)	0.25	1.00	1.25	1.50	2.00	2.25	2.50	2.50	2.75	3.00	3.25
PFA PIO (F/A)	0.00	0.00	0.00	0.00	0.50	0.50	0.50	0.50	0.50	0.50	0.50
PFA Personnel (F/A)	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50
	0	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	0	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	0	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	0	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
<b>Total PFA FTEs</b>	<b>7</b>	<b>21</b>	<b>26</b>	<b>32</b>	<b>42</b>	<b>49</b>	<b>51</b>	<b>55</b>	<b>58</b>	<b>63</b>	<b>67</b>

**EXHIBIT D-3: Average Per-Child Cost By Year (2015-2024, in 2014 Dollars)**

Per-Child Cost Summary in 2014 Dollars										
	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>	<b>SY 18-19</b>	<b>SY 19-20</b>	<b>SY 20-21</b>	<b>SY 21-22</b>	<b>SY 22-23</b>	<b>SY 23-24</b>	<b>SY 24-25</b>
Base Provider Cost/Child	9,631	9,839	10,340	10,831	11,196	11,254	11,348	11,369	11,347	11,352
Avg Program Support Cost/Child	1,796	1,515	1,376	1,284	1,254	1,113	1,030	962	915	884
Avg Program Admin Cost/Child	3,421	1,943	1,547	1,476	1,326	1,150	1,065	1,016	995	938



# **ATTACHMENT E: INTERACTIVE FINANCIAL MODEL ASSUMPTIONS AND DOCUMENTATION**

## **INTRODUCTION**

This document reviews the basic functioning of the Preschool for All Interactive Financial Model. The purpose is to define all programmable variables, describe the assumptions currently included in the model, the sources of all assumptions, and describe the general cost impacts associated with changing each variable.

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## MODEL STRUCTURE OVERVIEW

### BASIC MODEL CONVENTIONS

There are several formatting conventions used throughout the model.

- **Orange cells contain user-programmable variables.** These are cells that can be changed by the user. These cells are all pre-filled based on the recommendations contained in the Final Draft Action Plan document.
- **White cells should not be changed.** These cells contain either formulas or values that support model operation or calculate key metrics.

This document focuses on describing the user-programmable variables, including the assumptions that underlie their current values as well as the impacts on the programmatic definition and costs that will result from the user making changes. All white cells in the model are protected to avoid being unintentionally changed. If the user needs to make a change to these cells, the password to unprotect model sheets is "pfamodel".

The model escalates all costs based on inflation assumptions. **Unless otherwise noted, all costs in the model are shown in year of expenditure dollars.**

### MODEL STRUCTURE

The model has three types of worksheets:

1. **Input Worksheets.** Input worksheets are labeled with *green tabs*. All orange input cells are located on these green worksheets. These sheets include:
  - **Program Dashboard.** The program dashboard contains the majority of the model's programmatic element inputs. Inputs are organized into sections related to implementation, instructional program features, non-instructional program features, Office for Education (OFE) administration, capacity building, and other miscellaneous costs.
  - **Base Inputs.** This worksheet contains inputs for basic financial assumptions, staff salary and benefit information, occupancy and supply costs, health support costs, and population demographic assumptions.
  - **Revenue Inputs.** The revenue inputs worksheet contains both the inputs and logic for blending and braiding existing funding sources and the recommended family co-pay model.
  - **Alternative Instructions.** This worksheet explains how to develop a new implementation alternative and make sure it is selected in the model.
  - **Alternative 1 through Alternative 5.** These worksheets contain the phasing and implementation scenarios that can be programmed by the user. Implementation assumptions include both the number of students served by year and OFE's administrative staffing levels by year.
  - **Master Lists.** This worksheet allows the user to enter additional types of delivery models and staff positions.
2. **Output Worksheets.** These worksheets are labeled with *red tabs*. They present the financial implications and other key metrics of the programmed programmatic elements. These worksheets include:
  - a. **SY\_FinanceSummary.** This worksheet contains the detailed description of program costs and revenues by school year.

- b. **CY\_FinanceSummary.** This worksheet contains the detailed description of program costs and revenues by calendar year.
  - c. **Exhibits.** This worksheet contains the charts and tables that are included in the Final Draft Recommendations document.
3. **Calculation Worksheets.** These worksheets are labeled with *grey tabs*. They contain all of the backend calculations for the program. These tabs should not be adjusted by the user.

## IMPLEMENTATION TIMELINE

This section covers variables and assumptions in the model related to phasing and timeline.

### 1. BASE MODEL YEAR

*Model Location:* Program Dashboard, beginning in row 2

BASE MODEL YEAR
Enter Model Start Calendar Year
2014

- **Enter Model Start Calendar Year.** Enter the first year of program implementation. Changing this variable drives the phase-in calendar for all other parts of the model beginning with the selected school year. All costs are inflated accordingly from current day figures using the appropriate inflation rates included on the Base Inputs tab.

### 2. SELECTED IMPLEMENTATION ALTERNATIVE

*Model Location:* Program Dashboard, beginning in row 8

1a. Selected Implementation Alternative	
Select:	Final Draft Proposed Phasing Timeline
	Alternative 1 10-Year Implementation Scenario
	Alternative 2 15-Year Implementation Scenario
	Alternative 3 20-Year Implementation Scenario
	Alternative 4 Alternative 4
	Alternative 5 Final Draft Proposed Phasing Timeline

- **Selected Implementation Alternative.** Select an implementation alternative from the drop-down list. The names of each alternative are provided in a drop down list. (Note: Alternative 5 is the implementation timeline being proposed in the Final Draft Action Plan).

This selection will automatically populate the number of children served per year, the number of children served by delivery model, and OFE staffing levels per year. These variables are all defined on the tabs named Alternative 1 through Alternative 5.

These entries are generated by the scenario selection above (1a) and should not be changed here. Changes to alternative scenarios can be made in the appropriate Alternative worksheet (1 through 5).

### 3. STUDENT PHASE-IN

Model Locations: Alternative 1 through Alternative 5, beginning in row 6

Slots per School-Year				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
3-Year-Olds	0	350	725	1,100
4-Year-Olds	0	400	800	1,200
<b>Total Children Served</b>	<b>0</b>	<b>750</b>	<b>1,525</b>	<b>2,300</b>
<i>Percent of 3-year-olds served:</i>	<i>0%</i>	<i>5%</i>	<i>11%</i>	<i>16%</i>
<i>Percent of 4-year-olds served:</i>	<i>0%</i>	<i>7%</i>	<i>13%</i>	<i>19%</i>
<i>Percent of total 3- and 4-year-olds served:</i>	<i>0%</i>	<i>6%</i>	<i>12%</i>	<i>18%</i>
<b>CLASSROOMS</b>	<b>0</b>	<b>44</b>	<b>89</b>	<b>135</b>

- **3-Year-Olds.** Number of slots allocated to 3-year-olds during given school year.
- **4-Year-Olds.** Number of slots allocated to 4-year-olds during given school year.

To enter a new scenario, the user should enter the number of 3-year-olds and 4-year-olds to be served per year under the alternative the user is designing. The model will automatically calculate the total number of children served, the percent of each age group being served (as compared to total Seattle population), and the number of classrooms this number of children would require.

**Note:** The distinction between the number of slots for 3- and 4-year-olds influences total classroom and instructional staff costs based on recommendations for maximum class size. The maximum class size is lower for classrooms with majority 3-year-old children, therefore a higher proportion of slots allotted to 3-year olds will result in overall higher instructional costs.

Delivery Model Breakout					
Delivery-Model Slots	SY 14-15	SY 15-16	SY 16-17	SY 17-18	SY 18-19
Center-based Care	0	250	575	900	1,107
Family Childcare	0	0	0	0	0
Head Start	0	150	250	400	600
ECEAP	0	100	200	400	632
Step Ahead	0	250	500	600	736
Public School Operated	0	0	0	0	0
<b>Remaining Slots to Assign</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<i>Assumed percent of Head Start slots citywide</i>	<i>0%</i>	<i>13%</i>	<i>22%</i>	<i>35%</i>	<i>53%</i>
<i>Assumed percent of ECEAP slots citywide</i>	<i>0%</i>	<i>26%</i>	<i>44%</i>	<i>74%</i>	<i>100%</i>
<i>Assumed percent of Step Ahead slots citywide</i>	<i>0%</i>	<i>43%</i>	<i>78%</i>	<i>85%</i>	<i>100%</i>

Total number of slots for 3- and 4-year-olds listed in Section 1a can be specifically allocated according to delivery model type. Slots are automatically allocated to general center-based care, however this number is reduced by any manual allocation to other delivery models. Allocation to any of the listed delivery models is optional and no programmatic recommendations should be drawn from their inclusion in the list of allocation options.

The inclusion of Head Start, ECEAP, and Step Ahead programs in the list of delivery models does not imply they are mutually exclusive with center-based care. These programs are generally located in the centers, but it is important for the purpose of the model to define the number of slots that would be co-

enrolled with each of these programs for revenue estimation purposes. This is described in more detail in the section on Other Funding Sources.

- **Center-based Care.** Slots allocated to center-based providers for children that are not co-enrolled in one of the identified existing childcare programs (i.e., Head Start, ECEAP, or Step Ahead).
- **Family Child Care.** Slots allocated to family child care (FCC) providers.
- **Head Start.** Slots allocated to children who will be co-enrolled in Head Start.
- **ECEAP.** Slots allocated to children who will be co-enrolled in the state's Early Childhood Education Assistance Program (ECEAP).
- **Step Ahead.** Slots allocated to children who will be co-enrolled in Step Ahead.
- **Public School Operated.** Slots allocated to preschool programs operated by Seattle Public Schools (SPS).
- **Empty Options.** Additional delivery model options may be entered in the Master Lists worksheet under Delivery Models (Cells D9:D11). Any such slots can be allocated as for the other options above.

## GENERAL MODEL ASSUMPTIONS

This section covers variables and assumptions in the model related to inflation, escalation, and population characteristics.

### Base Financial Assumptions

#### 4. INFLATION AND ESCALATION

*Model Location: Base Inputs, beginning in row 3*

1. Inflation and Escalation	
<b>1a. General Inflation</b>	
General Inflation Rate	2.4%
<b>1b. Fixed Cost Allocation</b>	
Fixed Costs Allocated to PFA	79.2%
<b>1c. Specific Escalation Assumptions</b>	
Salary Escalation	2.4%
Building Lease/Ownership Cost Escalation	2.4%

- **General Inflation Rate.** Annual inflation rate applied to all costs over time other than those specifically noted below. Source: The Puget Sound Economic Forecaster, economicforecaster.com, "History and Ten-Year Forecast", December 2013.
- **Fixed Costs Allocated to PFA.** This value is used to scale fixed annual provider costs to account for facility use during the summer months. Fixed costs include rent, utilities, maintenance, insurance, professional services, and director and other provider administration staff costs. Increasing the discount factor (percentage) increases the overall provider costs. The assumption included in the

Final Draft Model is that 9.5 out of 12 months per year worth of fixed costs are allocated to PFA. The remainder of fixed costs is assumed to be paid for by the providers using the space before/after PFA and during the summer. This number will automatically adjust to 100% if a 260-day (full-year program) is selected on the Program Dashboard.

- **Salary Escalation.** Annual escalation assumption for all salaries in the model. The assumption included in the Final Draft Model is based on the 2002-2012 Metropolitan Area Occupational Employment and Wage Estimates for the Seattle-Bellevue-Everett, WA Metropolitan Statistical Area (MSA). This number happens to be the same as the general inflation rate.
- **Building Lease/Ownership Cost Escalation.** Escalation assumption for building occupancy costs, such as rent, mortgage, or lease. The assumption included in the Final Draft Model for this value is the same as the general inflation rate.

## Demographic Information

### 5. POPULATION ASSUMPTIONS

*Model Location: Base Inputs, beginning in row 178*

Average Annual Increase in Number of 3- and 4-Year Olds in Seattle	
Assumed Annual Increase	1.1%

- **Assumed Annual Increase.** Average annual growth rate (AAGR) of children under the age of five in Seattle. The default value is based on the change from 2005 and 2012 American Community Survey 1-year population estimates by age for 3 and 4 year olds.

Source: Using the 2005 ACS and the 2012 ACS 1-year estimate, Age and Sex Data (S0101/S0201) – AGE AND SEX: there were approximately 31,680 youth under 5 in 2005 (5.9% of the total population) and 34,265 in 2012 (5.4% of total population), resulting in a 1.127% growth rate per year.

5b. Special Populations	
Percent ELL	17.6%
Percent with IEP	7.9%

These values refer to the estimated percentage of children in Seattle in each population category and are used to calculate population projections across all years of program implementation. The total number of children in each population category drives costs for additional classroom support (in terms of assistant teachers or teaching aides) that result in an additional stipend amount for children in these categories.

- **Percent ELL.** Percentage of children who are English Language Learners (ELL). The number included in the Final Draft Model is based on the proportion of all kindergarten students in Seattle Public Schools during the 2011-12 school year.
- **Percent with IEP.** Percentage of children with an individualized educational program (IEP). The number included in the Final Draft Model is based on the proportion of all kindergarten students in Seattle Public Schools during the 2011-12 school year.

5c. Income Levels	Minimum FPL	Maximum FPL	Percent of Children
Children < 110% FPL	0%	110%	15.2%
Children 110-130% FPL	110%	130%	2.3%
Children 130-185% FPL	130%	185%	4.8%
Children 185-200% FPL	185%	200%	4.3%
Children 200-250% FPL	200%	250%	6.3%
Children 250-300% FPL	250%	300%	6.3%
Children 300-400% FPL	300%	400%	10.3%
Children 400-500% FPL	400%	500%	8.8%
Children 500-750% FPL	500%	750%	22.5%
Children 750-1000% FPL	750%	1000%	12.0%
Children 1000-2000% FPL	1000%	2000%	4.0%
Children > 2000% FPL	2000%		3.0%

These values refer to the percentage of children in each income bracket according to federal poverty levels (FPL). Source for numbers included in Final Draft Model: B17024: AGE BY RATIO OF INCOME TO POVERTY LEVEL IN THE PAST 12 MONTHS - Universe: Population for whom poverty status is determined. 2012 ACS 1-Year Estimates.

## DOSAGE AND CLASS SIZE

### 6. DOSAGE

*Model Location: Program Dashboard, beginning in row 45*

Dosage						
Desired Hours Per Day Upon Full Implementation	6.0	<i>Half-day=4, School-day=6, Full-day=10</i>				
Student Contact Days Per Year	180	<i>School year = 180 days; Full year = 260 days.</i>				
Service Days, PTO, and Holidays	37	<i>15 service days, 15 days PTO, 7 paid holidays</i>				
	<b>Enrollment Type</b>	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>	<b>SY 18-19</b>
Percent of kids in half-day (3.5 hours)		0%	0%	0%	0%	0%
Percent of kids in school-day (6 hours)		100%	100%	100%	100%	100%
Number half-day		0	0	0	0	0
Number school-day		0	750	1,525	2,300	3,075

- **Desired Hours Per Day Upon Full Implementation.** This is the recommended hours per day for the PFA program. The number included in the Final Draft Model is 6.0, as identified in the Final Draft Action Plan Recommendations document.
- **Student Contact Days/Year.** This selection represents the option between school year and full year preschool. The total number of preschool days drives provider labor and operational costs. The number included in the Final Draft Model is 180 (school-year), as identified in the Final Draft Action Plan Recommendations document.
- **Service Days, PTO, and Holidays.** This variable drives labor costs, because it identifies additional days per year for which educators are paid. The Final Draft Model includes an assumption of 15



service days (10 preservice days in the summer, and 5 service days throughout the year), 15 days of paid time off (PTO) (10 vacation days that are paid and 5 sick days), and 7 paid holidays.

- **Enrollment Type.**
  - **Percent of kids in half-day (4 hours).** The percent of children enrolled in only half-day preschool. Adjusting this percentage reduces the required number of classrooms and instructional staff, thus reducing provider costs.
  - **Percent of kids in school-day (6 hours).** The percent of children enrolled in school-day preschool is calculated as the remainder of children not enrolled in half-day care. The default assumption is for 100% of children in school-day preschool.

## 7. CLASS SIZE

*Model Location: Program Dashboard, beginning in row 56*

Class Size						
	Center-based Care	Family Childcare	Head Start	ECEAP	Step Ahead	School Operated
Majority 3-Year-Olds Maximum Class Size	16	12	16	16	16	16
Majority 4-Year-Olds Maximum Class Size	18	12	18	18	18	18
<i>Average class size</i>	<i>17</i>	<i>12</i>	<i>17</i>	<i>17</i>	<i>17</i>	<i>17</i>

- **Majority 3-Year- Old Maximum Class Size.** Maximum number of children per class per provider type when the majority of children are 3 year-olds. The program recommendation is for a smaller maximum class size of 16 for majority 3-year-old classes. This value determines the number of classrooms and instructional staff required therefore driving provider instructional and operational costs. Maximum class size can vary by delivery system to accommodate program requirements.
- **Majority 4-Year-Old Maximum Class Size.** Maximum number of children per class per provider type when the majority of children in a classroom are 4-year-olds. The program recommendation is for a maximum class size of 18 for 4-year-olds. As above, this value determines the number of classrooms and instructional staff required, therefore driving provider instructional and operational costs. Maximum class size can vary by delivery system to accommodate program requirements.

## PROVIDER STAFFING LEVELS

### 8. NUMBER OF INSTRUCTIONAL STAFF

*Model Location: Program Dashboard, beginning in row 62*

Number of Instructional Staff						
	Center-based Care	Family Childcare	Head Start	ECEAP	Step Ahead	School Operated
<b>All numbers are per classroom</b>						
Teacher	1	0	1	1	1	1
Family Child Care Provider		1				
Teacher Assistant	1	0	1	1	1	1
Teacher Aide	0	1	0	0	0	0
Floater	0.20	0.00	0.20	0.20	0.20	0.20
<i>Implied Teacher to Student Ratio</i>	<i>1/9</i>	<i>1/6</i>	<i>1/9</i>	<i>1/9</i>	<i>1/9</i>	<i>1/9</i>

The number of instructional staff in each of the following categories drives total educator costs. These values along with the total number of children served determine the total required number of instructional staff per year. Required instructional staff can vary by delivery system to accommodate program requirements.

- **Teacher.** The number of lead teachers required per classroom. The Final Draft Action Plan Recommendation is 1 per classroom.
- **Family Child Care Provider.** The number of family child care providers required per classroom. This value should only be applied to the Family Childcare delivery system. The Final Draft Recommendation is 1 per classroom at family childcare providers.
- **Teacher Assistant.** The number of teacher assistants required per classroom. The Final Draft Action Plan Recommendation is 1 per classroom, except at family childcare providers.
- **Teacher Aide.** The number of teacher aides required per classroom. The Final Draft Recommendation is 1 per classroom at family childcare providers.
- **Floater.** The number of floaters required per classroom. Floating instructional staff are center-based and generally support numerous classrooms. The default value assumes one floater for every eight classrooms. The assumption included in the Final Draft Model is 1 floater for every 5 teachers, or an average of 0.2 FTEs in floaters for each classroom in the PFA program.

Additional Assistant Teachers for Special Populations	
	Students Served
Add'l Assistant Teacher - IEP	18
Add'l Assistant Teacher - ELL	54
Add'l Assistant Teacher - ≤130% FPL (incl homeless/foster)	72

These variables represent the number of each type of student enrolled in the PFA program that would drive the need for one additional assistant teacher. These ratios are meant to represent averages systemwide. Many children will not drive the need for assistant teachers, as they may be the only child in their class with special support needs. However, in classrooms with multiple children from special populations, additional assistant teachers could support reduced teacher-student ratios.

Increasing the number of students served increases the total number of assistant teachers required, therefore increasing provider costs. The total number required is also driven by the projected number of children within each of these categories (see Base Inputs for more information on those estimates). Provider costs for special populations are listed as a separate line item in the Finance Summary.

- **Add'l Assistant Teacher – IEP.** The number of children with an individualized education program (IEP) that would drive the need for an additional assistant teacher.
- **Add'l Assistant Teacher – ELL.** The number of children who are English Language Learners (ELL) that would drive the need for an additional assistant teacher.
- **Add'l Assistant Teacher – ≤130% FPL (incl homeless/foster).** The number of children from households earning less than 130% of the FPL, including homeless and foster care children, that would drive the need for an additional assistant teacher.

The assumptions included in the Draft Financial Model for these ratios are based on the recommendations from the *Washington Preschool Program* November 2011 report.

## 9. EDUCATION LEVELS OF INSTRUCTIONAL STAFF

*Model Location: Program Dashboard, beginning in row 77*

Education Levels of Instructional Staff				
Percent Achieving Minimum by Year	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Teacher	30%	30%	45%	65%
Family Child Care Provider	30%	30%	45%	65%
Teacher Assistant	30%	30%	45%	65%
Teacher Aide	30%	30%	45%	65%
Percent of Teachers Above Minimum	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Percent with BA in ECE w/o Certification	90%	90%	80%	70%
Percent with BA in ECE w/Certification	10%	10%	20%	30%

- Percent Achieving Minimum by Year.** Enter the percentage of the educator pool expected to meet the educational requirement as defined below. Percentages can be set per educator position and by year of implementation. Lower percentages of educators meeting at or above minimum requirements reduces the total educator cost per year, as the model will assume lower salaries.

The Final Draft Model assumes that approximately 30% of staff will be meeting educational requirements when the program starts, but that all staff will reach minimum education levels by SY 2019-20, as identified in the Final Draft Recommendations.

- Teacher.** The minimum requirement is a Bachelor degree in Early Childhood Education (ECE) or a Bachelor degree in another field with certification/endorsement in ECE/P-3.
  - Family Child Care Provider.** The minimum requirement is a Bachelor degree in ECE or a Bachelor degree in another field with certification/endorsement in ECE/P-3.
  - Teacher Assistant.** The minimum requirement is an Associate degree in ECE or two years equivalent college-level course work in ECE meeting Core Competencies.
  - Teacher Aide.** The minimum requirement is an Associate degree in ECE or two years equivalent college-level course work in ECE meeting Core Competencies.
- Percent of Teachers Above Minimum.**
  - Percent with BA in ECE w/o P-3 Teaching Endorsement (not “certificated”).** This percentage represents the portion of teachers meeting the minimum education requirements who do not have certification teaching endorsement.
  - Percent Certificated.** This percentage represents the portion of teachers that are above the minimum education requirements because they have a P-3 teaching certificate. Higher number of teachers who are assumed to have this education level results in higher base salary and therefore higher educator labor costs. The Final Draft Model assumes that about 10% of teachers will meet this level of education when the program starts, but that over time the salary incentives will result in about 70% of teachers in the system meeting this level.

## 10. NUMBER OF NON-INSTRUCTIONAL STAFF

Model Location: Program Dashboard, beginning in row 97

Family Support	Students		
	Served	On/Off	
Family Support Staff - children ≤130 FPL (incl homeless/foster)	36	0	1 = on, 0 = off
Family Support Staff - children 130.1-185 FPL	54	0	1 = on, 0 = off
Family Support Staff - children 185.1-200 FPL	72	0	1 = on, 0 = off
Family Support Staff - children 200.1-250 FPL	90	0	1 = on, 0 = off
Family Support Staff - children 250.1-300 FPL	108	0	1 = on, 0 = off
Family Support Staff - children 300.1-400 FPL	126	0	1 = on, 0 = off
Family Support Staff - children 400.1-500 FPL	144	0	1 = on, 0 = off
Family Support Staff - add'l for ELL	72	0	1 = on, 0 = off

- **Students Served.** Enter maximum number of children served (caseload) per family support specialist position. Caseload can be entered per income level and for ELL children to allow for lower caseloads for children with higher needs. The ratios included in the Final Draft Model are based on the recommendations in the *Washington Preschool Program* November 2011 report.
- **On/Off.** Toggle (0/1) entry to determine whether family support specialists are provided for each category of child. Toggling a category On (1) increases the provider labor costs relative to the total number of children in that category. Note that the Final Draft Model has all family support costs turned off, as they are not included in the Final Draft Action Plan Recommendations.

Provider Administration Staffing	Center-based	Family	School			
	Care	Childcare	Head Start	ECEAP	Step Ahead	Operated
<u>All numbers are per classroom</u>						
Director	1/5	0	1/5	1/5	1/5	1/5
Site Supervisor	1/10	0	1/10	1/10	1/10	1/10
Reception	1/10	0	1/10	1/10	1/10	1/10
Provider Other Staff	1/10	0	1/10	1/10	1/10	1/10

Enter the number of each administrative staff positions required per classroom for each delivery model. Fewer than 1 FTE position is assumed per classroom as administrative staff are presumed to be shared across multiple classrooms within a single facility. Changing the number of administrative staff required per classroom influences the provider administrative labor cost line item. All assumptions included in the model are based on a combination of input from existing providers and the experience of New Jersey's Abbott program, when applicable.

- **Director.** Center manager responsible for all instructional and administrative operation. Final Draft Model assumption is that there will be approximately 1 FTE director for every 5 classrooms in the PFA program.
- **Site Supervisor.** Supervisory instructional staff responsible for instructor coaching. Final Draft Model assumption is that there will be approximately 1 FTE site supervisor for every 10 classrooms in the PFA program. This reflects that some centers will have this position, while at other centers the Director may play this role.
- **Reception.** Final Draft Model assumption is that there will be approximately 0.5 FTE of general office support staff for every 5 classrooms in the PFA program. This reflects that some centers will have this position, while at other centers there may not be this role.
- **Provider Other Staff.** This line item reflects the need for additional staff or contracts to support business services such as accounting, payroll, IT, human resources, or finance. Final Draft Model assumption is that there will be approximately 0.5 FTE for every 5 classrooms in the PFA program.

This reflects that some centers will have this position while at some centers, they may not have this role, or may contract for amounts analogous to small portions of FTEs.

## 11. EDUCATION LEVELS OF NON-INSTRUCTIONAL STAFF

*Model Location: Program Dashboard, beginning in row 115*

Minimum Education Levels					
<b>Minimums for Long-term Implementation</b>	Director	Select Requirement			
	Site Supervisor	At Minimum	At Minimum=BA, Above Minimum= MA		
	Family Support Specialist	At Minimum	At Minimum=BA in ECE, Above Minimum= Certificated		
		At Minimum	At Minimum=BA, Above Minimum= MA		
<b>Percent Achieving Minimum by Year</b>		<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>
Director		40%	50%	60%	70%
Site Supervisor		40%	50%	60%	70%
Family Support Specialist		40%	50%	60%	70%

- Minimums for Long-term Implementation.** Select Below, At, or Above Minimum as a reference for educational requirements for each position. This definition is used to define the percentage requirements through implementation in the following section. Average salary by position increases with educational requirement, therefore Above Minimum results in higher overall administrative labor costs than At or Below Minimum categories.
  - Director.** The minimum reflects a Bachelor degree.
  - Site Supervisor.** The minimum reflects a Bachelor degree in Early Childhood Education.
  - Family Support Specialist.** The minimum reflects a Bachelor degree. NOTE: these positions are not turned on in the model. This only represents that requirement that would be in effect if the user turns on family support.
- Percent Achieving Minimum by Year.** Enter the percentage of non-instructional staff estimated to meet the educational requirement as defined above. Percentages can be set per position and by year of implementation. Lower percentages of staff meeting the minimum requirements reduces the administrative labor cost per year.

## OFFICE FOR EDUCATION STAFFING LEVELS

### 12. OFE STAFFING

Model Locations: Alternative 1 through Alternative 5, beginning in row 35

Staffing and Administration					
	SY 14-15	SY 15-16	SY 16-17	SY 17-18	SY 18-19
PFA Director	0.50	1.00	1.00	1.00	1.00
PFA Assistant Director	0.00	0.00	0.00	0.00	0.00
PFA Finance/Admin Director (F/A)	0.25	0.25	0.25	0.25	0.50
PFA Finance Manager (F/A)	0.50	1.00	1.00	1.00	1.00
PFA Senior Finance Analyst (F/A)	0.00	0.00	0.00	0.00	0.50
PFA Contract Supervisor (F/A)	0.00	0.00	0.00	0.00	0.50
PFA Contract Specialist (F/A)	0.50	1.00	1.00	1.00	1.00
PFA Data & Evaluation Manager (D/E)	0.25	0.25	0.25	0.25	0.50
PFA Database Administrator (D/E)	0.00	0.00	0.00	0.00	0.50
PFA Data Analyst (D/E)	0.00	1.00	1.00	1.00	1.00
PFA Management Systems Analyst (D/E)	0.00	0.00	0.00	0.00	0.00
PFA Comm & Outreach Coordinator (C/O)	0.50	1.00	1.00	1.00	1.00
PFA Continuous QA Manager (QA)	0.25	1.00	1.00	1.00	1.00
PFA Sr Education Specialist (QA) - PFA Coach	0.50	4.50	7.50	11.00	14.00
PFA Strategic Advisor (QA)	0.00	0.00	0.00	0.00	0.50
PFA Operations Manager (Ops)	0.50	1.00	1.00	1.00	1.00
PFA Human Svcs Coord (Ops)	0.50	2.00	4.00	6.00	8.00
PFA Early Ed Specialist (Ops)	0.50	1.00	1.00	1.00	1.00
PFA Capacity Building Manager (CB)	0.50	0.50	0.50	0.50	0.50
PFA Strategic Advisor (CB)	0.00	0.00	0.00	0.00	0.50
PFA Planning & Dev Specialist (CB)	0.50	1.00	1.00	1.00	1.00
PFA Permit Specialist (CB)	0.00	1.00	1.00	1.00	1.00
PFA Policy & Planning Manager (PP)	0.00	0.00	0.00	0.00	0.50
PFA Planning & Dev Specialist (PP)	0.50	1.00	1.00	1.00	1.00
PFA Admin Staff Asst (Admin)	0.00	0.50	1.00	1.00	1.00
PFA Admin Specialist (Admin)	0.25	1.00	1.25	1.50	2.00
PFA PIO (F/A)	0.00	0.00	0.00	0.00	0.50
PFA Personnel (F/A)	0.50	0.50	0.50	0.50	0.50
	0	0.00	0.00	0.00	0.00
	0	0.00	0.00	0.00	0.00
	0	0.00	0.00	0.00	0.00
	0	0.00	0.00	0.00	0.00
<b>Total PFA FTEs</b>	<b>7</b>	<b>21</b>	<b>26</b>	<b>32</b>	<b>42</b>

Number of OFE administrative staff required per position per implementation year. These figures are generated by the user. The Final Draft Action Plan Recommendation for staffing levels is located on the Alternative 5 worksheet. All of the staffing positions with orange cells are entered by the user. Final Draft numbers were developed based on conversations between the consultant team and OFE, as well as general experience in New Jersey, to determine reasonable assumptions for the staff needed to support program implementation.

Staffing positions with white cells are calculated based on preset relationships between these positions and the size of the PFA program in any given year. These relationships are described as follows:

- **PFA Assistant Director.** Assistant director comes on as 1 FTE once more than half of children in the City are being served by PFA. This reflects the need for additional support for the Director once the program is that large.
- **PFA Contract Specialist.** Ratio is set at one per 30 contracts, based on OFE's experience with positions of this type in existing programs.
- **PFA Senior Education Specialist (PFA Coach).** The starting relationship is set at one coach for every 10 classrooms in the early years of the program. This reflects a heightened need for coaching as capacity is being built up in the City. This relationship decreases to one coach for every 15 classrooms by SY 2020-21 and one coach for every 20 classrooms by SY 2028-29. This decrease in the ratio represents the lower need for coaching hours as Site Supervisors are able to provide more direct coaching to the teachers at their centers.
- **PFA Human Services Coordinator.** Ratio is set to one for every 400 children in the system.
- **PFA Early Education Specialist.** Ratio is set to one for every 25 contracts.
- **PFA Admin Specialist.** Ratio is set to one for every 20 other OFE staff members.

Ratio to Estimate Contracts	
Assumed Average Classrooms Per Contract	5.0

- **Assumed Average Classrooms Per Contract.** Average number of classrooms contracted for under each contract that PFA lets. This value drives staffing assumptions for contract specialists at OFE. Fewer classrooms per contract increases the number of contract staff required.

## PROVIDER COSTS

This section describes the variables and assumptions that drive costs at the provider level.

### Labor Costs

#### 13. SALARY SCALE TOGGLE

*Model Location: Base Inputs, row 19*

Salary Levels for Educators and Fully Loaded Costs for PFA Staff	
Select Salary Scale:	1 = Recommended Scale, 2 = Alternative Scale

- The model includes two separate salary scales for educator staff (teachers, teacher assistants, teacher aides, family support specialists, floaters, and family childcare providers). The recommended salary scale (enter 1 to select this scale) reflects the consultant's recommendations. The alternative salary scale is filled in with a scenario requested by the City that reflects lower wages. See the following sections for more detail on these scales and the sources of different pay levels.
- Recommended and alternative salary scales for educators and other provider staff are based on educational attainment (Below Minimum, At Minimum, and Above Minimum). These values are used to calculate provider educator and administrative labor costs according to the level of educational attainment required and the percentage of the labor pool expected to have met that requirement, per implementation year.

## 14. RECOMMENDED SALARY SCALE FOR INSTRUCTIONAL STAFF, DIRECTORS, AND SITE SUPERVISORS

*Model Location: Base Inputs, beginning in row 21 and column L*

	Recommended Salary Scale (2013-14 values)		
	12-Month Salary by Education Requirements		
	Below Minimum	At Minimum	Above Minimum
Teacher	\$30,000	\$48,800	\$60,000
Teacher Assistant	\$26,000	\$34,000	\$34,000
Teacher Aide	\$26,000	\$34,000	\$34,000
Director	\$52,900	\$58,650	\$64,515
Family Support Specialist	\$30,000	\$48,800	\$60,000
Floater	\$30,000	\$48,800	\$60,000
Site Supervisor	\$46,000	\$51,000	\$62,258
Family Child Care Provider	\$30,000	\$48,800	\$60,000

The table above outlines the assumptions for pay for teachers, teacher assistant/aides, directors, and site supervisors at different levels of qualifications based on the consultant's recommendation. These listed values are for a 12-month salary. The model automatically adjusts these salaries to the appropriate levels for a school-year based on the selected scenario on the Program Dashboard.

It's important to remember that the purpose of the model is to reflect the **average** amount that will be paid to PFA teachers in any given year. These values are not supposed to be prescriptive of how much any specific staff members should be getting paid. Individual pay will vary based on experience and qualifications.

- **Teachers**

- Below Minimum Education Requirement
  - 12-month Salary: \$30,000 (about \$14.42/hour)
  - Source: US Bureau of Labor Statistics (BLS) May 2012 Salary Survey for Seattle-Bellevue-Everett MSA. Job code 252011 for "preschool teachers except special education." Median hourly wage of \$13.69, escalated to 2014 dollars. Annual salary rounded to the nearest \$1,000 to reflect an average.
- At Minimum Education Requirement (Teacher with BA in ECE, but not certificated)
  - 12-month salary: \$48,800 (about \$23.46/hour)
  - Source: PSESD 13-14 salary schedule for non-certificated staff. Band C, step 05 (based on guidance from PSESD staff indicating this was their average employee). Rounded to reflect an average.
- Above Minimum Education Requirement (Certificated Teacher)
  - 12-month salary: \$60,000 (about \$28.85/hour)



- Source: SPS certificated staff salary schedule for teacher with BA+45 credits and 4 years of experience, which is also approximately the average base pay for an SPS teacher based on multiple external reports (such as KIRO news). Annual salary rounded to the nearest \$1,000 to reflect an average.
- **Teacher Assistants and Teacher Aides**
  - Below Minimum Education Requirement
    - 12-month salary: \$26,000 (about \$12.50/hour)
    - Source: Reflects May 2012 BLS average of multiple job codes that these types of staff are categorized as, escalated to 2014 costs.
  - At or Above Minimum Education Requirement (AA or higher)
    - 12-month salary: \$34,000 (about \$16.35/hour)
    - Source: PSESD 13-14 salary schedule for assistant teachers. Band I(a), step 05 (based on guidance from PSESD staff indicating this was their average employee).
    - Same salary assumptions for both levels because there is no need to pay for higher education levels in this position.
- **Director**
  - Below Minimum Education Requirement
    - 12-month Salary: \$52,900 (about \$25.43/hour)
    - Source: Set 10% below those meeting minimum education requirement.
  - At Minimum Education Requirement (BA and ECE certification equivalent, and expertise/coursework in business/educational leadership)
    - 12-month salary: \$58,650 (about \$28.20/hour)
    - Source: BLS May 2012 Salary Survey for Seattle-Bellevue-Everett MSA. Job code 119031 for "Education Administrators, Preschool and Childcare Center/Program." Median hourly wage of \$23.48, escalated to 2014 dollars and increased by 15% to reflect high-level duties of the Director position. Base amount is used for Site Supervisor.
  - Above Minimum Education Requirement
    - 12-month salary: \$64,515 (about \$31.02/hour)
    - Source: Set 10% above those meeting minimum education requirement.
- **Family Support Specialist**
  - Same salary assumptions as teacher.
  - Note: This position is not in effect on the Final Draft Model. If the user chooses to turn on family support, then this salary will be applied.
- **Floater**
  - Same salary assumptions as teacher.
- **Site Supervisor**
  - Below Minimum Education Requirement

- 12-month Salary: \$46,000 (about \$22.12/hour)
- Source: Set 10% below salary for site supervisors meeting minimum requirement.
- At Minimum Education Requirement (BA in ECE)
  - 12-month salary: \$51,000 (about \$24.52/hour)
  - Source: BLS May 2012 Salary Survey for Seattle-Bellevue-Everett MSA. Job code 119031 for "Education Administrators, Preschool and Childcare Center/Program." Median hourly wage of \$23.48, escalated to 2014 dollars. Annual salary rounded to nearest \$1,000.
- Above Minimum Education Requirement
  - 12-month salary: \$62,258 (about \$29.93/hour)
  - Source: Set halfway between the salaries for teachers and directors who are above the minimum education requirements.
- **Family Childcare Provider**
  - Same salary assumptions as teacher.

### 15. ALTERNATIVE SALARY SCALE FOR INSTRUCTIONAL STAFF

*Model Location: Base Inputs, beginning in row 21 and column 5*

The City requested an alternative salary scale based on OSPI's Base Salaries for Certificated Instructional Staff for School Year 2013-14.. This scale is filled in assuming:

- The same salaries for directors and site supervisors as the consultant's recommended salary scale.
- Teacher, floater, and family childcare provider salaries are based on the OSPI adopted scale.
- Teacher Assistant and Teacher Aide salaries are set in proportion to the relationship between teacher salaries of the recommended and alternative scales.

Note: The OSPI salary scale is an adopted allocation method that determines (1) the amount that OSPI allocates to schools per teacher and (2) a floor below which teachers of each educational level may not get paid. Actual pay at districts usually includes additional compensation for Time, Responsibility, and Incentives (TRI) that are locally bargained.

### 16. SUBSTITUTE DAYS PER TEACHER PER SCHOOL YEAR

*Model Location: Base Inputs, beginning in row 120*

Substitutes	
Substitute days per teacher per school year	10

- 10 days per school year based on needing to support 5 days of teacher sick time and 5 days of teacher service days during the school year. The total number of teachers in the system multiplied by the estimated number of substitute days per teacher drives the cost for substitute wages in the model. Each substituted day is assumed to be paid for 8 hours.

## 17. COST PER SUBSTITUTE HOUR

*Model Location: Base Inputs, row 33*

Substitute Hourly Cost	\$20.08
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- The hourly cost for a substitute teacher is based on the Bureau of Labor Statistics' May 2012 Salary Survey for Seattle-Bellevue-Everett MSA. Code 253098 for "Substitute Teachers." Selected Median Hourly Wage of \$19.15 in 2012. Escalated to 2014 value using assumed annual escalation of 2.4%.

## 18. FAMILY ENGAGEMENT STIPEND

*Model Location: Program Dashboard, beginning in row 245*

Family Engagement (costs of providing a teacher stipend plus some money for materials)			
	SY 14-15	SY 15-16	SY 16-17
Cost Per Classroom	750		
Annual Cost	0	35,360	73,193

- Annual cost of supporting providers' family engagement activities, including a stipend for teacher time spent outside of normal work hours and funds for activity materials. Assumed at \$750 per classroom, growing with inflation over time. This amount is the City's policy decision and should be refined during implementation planning.

## 19. ADMINISTRATIVE STAFF SALARIES

*Model Location: Base Inputs, beginning in row 28*

Reception	\$26,000
Provider Other Staff	\$45,000

- Salaries for reception staff are set equal to the minimum salary for teacher assistants/aides. This reflects May 2012 BLS salary survey average of multiple job codes for childcare workers.
- Salaries for other provider staff are set at \$45,000 for a 12-month salary, which is an average of May 2012 BLS Salary Survey levels for multiple job codes for childcare administrative workers. As a reminder, this salary level represents an average for staff in accounting, IT, HR, finance, and payroll.
- Salaries for Directors and Site Supervisors are described above on page 16.

## 20. INSTRUCTIONAL AND ADMINISTRATIVE STAFF BENEFITS

Model Location: Base Inputs, beginning in row 72

Role	Percent Receiving		Non-Mandatory Benefits
	Mandatory Benefits	Non-Mandatory Benefits	
Teacher	10%	100%	23%
Teacher Assistant	10%	100%	23%
Teacher Aide	10%	100%	23%
Director	10%	100%	23%
Reception	10%	50%	23%
Provider Other Staff	10%	25%	23%
Family Support Specialist	10%	100%	23%
Floater	10%	100%	23%
Site Supervisor	10%	100%	23%
Substitute Hourly Cost	0%	0%	0%
Family Child Care Provider	10%	0%	0%

- **Mandatory Benefits.** Average percent on top of salary necessary to support mandatory benefits, as shown below.

FICA	6.20%
Medicare	1.45%
Unemployment	2.00%
Workers Compensation/Industrial	0.30%
Subtotal Mandatory Benefits	9.95%

- **Percent Receiving Non-Mandatory Benefits.** Percent of staff receiving benefits beyond mandatory costs, per position type. Educator positions are set to 100% to reflect that the Final Draft Action Plan Recommendations include providing competitive benefits to educators. Reception staff are shown at 50% to reflect that these positions may include part-time workers that do not receive benefits. Other provider staff are shown at 25% to reflect that these positions may include part-time workers and also contracts for some services, and therefore these solutions won't be required to pay benefits.
- **Non-Mandatory Benefits.** The total benefit percentage on top of staff salaries is assumed to be 33% in order to be competitive with other employment opportunities. Data was gathered on PSESD and SPS salary and benefit information and rounded to reflect a reasonable average assumption.

## 21. PROVIDER-BASED PROFESSIONAL DEVELOPMENT

Model Location: Base Inputs, beginning in row 124

Professional Development	
Annual Non-Coaching T&TA Per Student	65

- This line item represents additional training and technical assistance (T&TA) for educators and other staff in addition to the coaching and curriculum-specific courses provided by OFE. This may include activities such as attending conferences and trainings. The Final Draft Model assumption of \$65 per student is based on the average of data received from early learning provider interviews, but

discounted to reflect the higher level of professional development that will be provided by PFA compared to current professional development support these providers receive from the City.

## Facility Costs

### 22. RENT, UTILITIES, AND MAINTENANCE

*Model Location: Base Inputs, beginning in row 163*

Facility Operating Costs				
Delivery Models	Lease or Ownership		Maint.	Utilities
	SF/Child	Annual Cost/SF	Annual Cost/SF	Annual Cost/SF
Center-based Care	65	16.00	2.00	2.00
Family Childcare	65	16.00	2.00	2.00
Head Start	65	16.00	2.00	2.00
ECEAP	65	16.00	2.00	2.00
Step Ahead	65	16.00	2.00	2.00
Public School Operated	65	16.00	2.00	2.00
	65	16.00	2.00	2.00
	65	16.00	2.00	2.00
	65	16.00	2.00	2.00

Facility operating costs refer to the occupancy and maintenance of a provider's physical space. Assumptions are designed to be a reasonable estimate of the citywide average, and do not represent any specific childcare center.

- Lease or Ownership.** These values refer to the monthly rent or mortgage cost for facility occupancy, including property taxes.
  - SF/Child.** Average ratio of total building square feet (SF) per student at an average provider. The Final Draft Model assumption of 65 SF/child is based on interviews with multiple early learning providers. Effective ratios varied significantly between providers. This number should account for all classroom, storage, bathroom, shared, and administrative space necessary to support one student.
  - Annual Cost/SF.** Rent or mortgage cost per square foot. The Final Draft Model assumption of \$16 per SF was based on Anne Mitchell's analysis in support of the 2013 *Modeling the Cost of Quality in Early Achievers CENTERS and FAMILY CHILD CARE* report. This analysis was based on interviews with and data collection from multiple early learning providers. This number was ground-truthed through interviews with several Seattle providers during PFA Action Plan development, who had costs ranging from \$15-\$20 per SF depending on location.
- Maint. Annual Cost/SF.** Annual cost per square foot for facility maintenance (including basic repairs, landscaping, janitorial services, and annualized costs of capital improvements). The Final Draft Model assumption of \$2 per SF was based on Anne Mitchell's analysis in support of the 2013 *Modeling the Cost of Quality in Early Achievers CENTERS and FAMILY CHILD CARE* report. This analysis was based on interviews with and data collection from multiple early learning providers. This number was ground-truthed with interviews with several Seattle providers during the PFA process, who provided budget information.

- **Utilities Annual Cost/SF.** Combined annual cost per square foot for all utilities, including water, sewer, garbage, electric, telephone, and internet. The Final Draft Model assumption of \$2 per SF was based on Anne Mitchell's analysis in support of the 2013 *Modeling the Cost of Quality in Early Achievers CENTERS and FAMILY CHILD CARE* report. This analysis was based on interviews with and data collection from multiple early learning providers. This number was ground-truthed with interviews with several Seattle providers, who provided budget information.

## Non-Personnel Costs

### 23. TRANSPORTATION

*Model Location:* Program Dashboard, beginning in row 129

Transportation	
Cost per student	1,500
Percent of Children Needing Transportation	10%

- **Cost per student.** The average per child cost for providing transportation to and from provider location. The default figure was determined as an average current cost for transportation services according to several Seattle and Puget Sound preschool providers. This value is added to the Provider Non-Personnel Costs line item according to the total number of children served and the Percent of Children Needing Transportation.
- **Percent of Children Needing Transportation.** Enter the assumed percentage of children requiring transportation service to and from providers. The Final Draft Model assumes a percentage of 10%, which was estimated based on conversations with providers as well as expert consultants.
  - This number is not a recommendation, but rather represents the likely percent of children who may need transportation services in order to attend preschool. The City can make a policy decision about whether or not they want to support transportation services.
  - This number does not represent costs for children with special needs. Those accommodations are assumed to be paid for by Seattle Public Schools, as required by law.

### 24. PROVIDER SUPPLIES, MATERIALS, AND SERVICES

*Model Location:* Base Inputs, beginning in row 139

Delivery Models	Annual Cost Per Child					
	Education					Prof. Services
	Food Service	Kitchen Supplies	Supplies & Equipment	Misc. Expenses	Insurance	
Childcare Centers	1,000	50	200	100	125	50
Family Childcare	1,000	50	200	100	125	50
Head Start	1,000	50	200	100	125	50
ECEAP	1,000	50	200	100	125	50
Step Ahead	1,000	50	200	100	125	50
Public School Operated	1,000	50	200	100	125	50
	1,000	50	200	100	125	50
	1,000	50	200	100	125	50
	1,000	50	200	100	125	50

These entries refer to non-personnel line item costs for an average preschool center including classrooms, offices, and kitchen. All default estimated expenses are based on Anne Mitchell's analysis in support of the 2013 *Modeling the Cost of Quality in Early Achievers CENTERS and FAMILY CHILD CARE* report. Those costs were estimated using actual budget data from providers in 10 states and later

adapted to Washington state (and specifically the Seattle region) following interviews with local providers. Each value refers to the annual cost per child, thus changes in these base costs will scale with the number of slots (children) enrolled per year.

- **Food Service.** Costs for all meals and food service staff.
- **Kitchen Supplies.** Cost for common kitchen supplies, including all supplies necessary to provide meals except food.
- **Education Supplies & Equipment.** Cost for classroom supplies and equipment, Assumes \$150 of consumables per year and replacement cost of \$1,000 per classroom per year for long-term materials based on 5-year replacement cycle.
- **Misc. Expenses.** Includes provider costs such as supplies, office materials, advertising, employee travel, and employee morale.
- **Insurance.** Cost for liability and building insurance. \$1 per SF of building for building insurance, plus \$75 per child for liability insurance.
- **Prof. Services.** Costs for professional services, such as consulting, tax, or legal services.

## 25. CURRICULUM

*Model Location: Base Inputs, beginning in row 127*

Curriculum Costs	
Tracking tool Training Cost/Child Per Year	15
Supplies/Materials Cost Per Student	10

This section reflects the curriculum costs to the provider.

- **Tracking Tool Training Cost Per Child Per Year.** Average cost per child based on Teaching Strategies GOLD (TSG) costs. This does not imply that the provider must use this system, but represents a reasonable average cost per child that will vary by provider and selected product.
- **Supplies/Materials Cost Per Child Per Year.** Average cost per child based TSG costs. This does not imply that the provider must use this system, but represents a reasonable average cost per child that will vary by provider and selected product.

## Profit and/or Reinvestment

### 26. PROFIT AND/OR REINVESTMENT ALLOWANCE

*Model Location: Program Dashboard, beginning in row 126*

Profit and/or Reinvestment Allowance	
Percent Allowable Above Costs:	2.5%

- **Percent Allowable Above Costs.** Additional percent of total provider costs to be included in provider subsidy for profit and/or reinvestment. The Final Draft Model number of 2.5% is based on the allowance for the current Step Ahead program.

## Costs for Special Populations

Costs for special populations are based on the salaries for assistant teachers as denoted in the instructional staff salary section on page 16.

## OFE PROGRAM ADMINISTRATION

### OFE Staff Labor

#### 27. OFE ADMINISTRATIVE STAFF COMPENSATION SCALE

*Model Location: Base Inputs, beginning in row 36*

PFA Director	\$199,006
PFA Assistant Director	\$170,600
PFA Finance/Admin Director (F/A)	\$170,600
PFA Finance Manager (F/A)	\$156,309
PFA Senior Finance Analyst (F/A)	\$115,930
PFA Contract Supervisor (F/A)	\$113,994
PFA Contract Specialist (F/A)	\$98,428
PFA Data & Evaluation Manager (D/E)	\$169,658
PFA Database Administrator (D/E)	\$112,160
PFA Data Analyst (D/E)	\$156,309
PFA Management Systems Analyst (D/E)	\$106,606
PFA Comm & Outreach Coordinator (C/O)	\$156,309
PFA Continuous QA Manager (QA)	\$156,309
PFA Strategic Advisor (QA)	\$144,513
PFA Operations Manager (Ops)	\$156,309
PFA Human Svcs Coord (Ops)	\$90,531
PFA Early Ed Specialist (Ops)	\$98,428
PFA Capacity Building Manager (CB)	\$156,309
PFA Strategic Advisor (CB)	\$144,513
PFA Planning & Dev Specialist (CB)	\$110,172
PFA Permit Specialist (CB)	\$96,645
PFA Policy & Planning Manager (PP)	\$156,309
PFA Planning & Dev Specialist (PP)	\$110,172
PFA Admin Staff Asst (Admin)	\$95,040
PFA Admin Specialist (Admin)	\$76,163
PFA PIO (F/A)	\$144,513
PFA Personnel (F/A)	\$156,309

All compensation levels in the above table were provided directly by OFE and reflect the position title, band, and step that they believe is reasonable for each staff member. These amounts reflect total compensation, including benefits and payroll taxes. No additional benefits are applied to these listed compensation amounts.



## Overhead and Non-labor Costs

### 28. OFE OVERHEAD AND NON-LABOR COSTS FOR OFE PROGRAM STAFF

*Model Location: Program Dashboard, beginning in row 172*

Overhead and Non-Labor	
Accounting	100,000
IT	3,443
Rent	5,000
Phones	900
Fleet	775
Misc Supplies	2,500

All of the estimates below were provided by OFE and grow with inflation:

- **Accounting.** Cost per year for program accounting contracted for through the Department of Neighborhoods.
- **IT.** Cost for in-house IT support per program FTE.
- **Rent.** Office occupancy cost per program FTE.
- **Phones.** Cost of telephone systems per program FTE.
- **Fleet.** Cost of transportation fleet operations and maintenance per program FTE.
- **Misc. Supplies.** Cost of miscellaneous office supplies per program FTE.

## Program Evaluation

### 29. EXTERNAL EVALUATION CONTRACT

*Model Location: Program Dashboard, beginning in row 191*

Evaluation and Assessment			
<b>Program Evaluation</b>			
Annual outside evaluation contract cost	250,000		
	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>
Contract In Effect = 1	0.0	0.0	0.0

- **Annual external evaluation contract cost.** Annual cost for external evaluation of PFA program. Under the proposed implementation timeline this cost does not come into effect until 2018. After 2025, outside evaluation reduces in frequency to every two years. The Final Draft Model estimate of \$250,000 per evaluation is based on consultant's best estimate of a reasonable cost for this type of study, based on previous experience.

### 30. FCC PILOT STUDY

Model Location: Program Dashboard, beginning in row 229

Annual Cost of Operating the FCC Pilot Program Study (note: costs of serving the children are captured in regular slot costs)			
	SY 14-15	SY 15-16	SY 16-17
Study Begins Concurrently w/Overall Evaluation	0	0	0
Study Begins in Year 1	0	87,500	87,500
SELECT SCENARIO TO BE IN EFFECT	SY 14-15	SY 15-16	SY 16-17
Study Begins Concurrently w/Overall Evaluation	0	0	0

- **Annual cost of operating the Family Child Care (FCC) Pilot Study.** This cost refers only to the cost of the study, not to the per child cost of preschool provision through Family Child Care providers. Preschool costs per child are assumed to be part of the existing slot-based costs calculated throughout the model.

The model provides two options for FCC pilot study implementation:

- **Study Begins Concurrently with Overall Evaluation.** If the FCC Pilot study is conducted concurrently with and as part of the same contract as the full Outcomes Evaluation, we estimate the cost at \$30,000 over a two year period. This is the consultant recommended path. The cost is shown as \$30,000 spread evenly over the 2018-19 and 2019-20 school years.
- **Study Begins in Year 1.** If the City opts to conduct this pilot prior to inception of the full Outcomes Evaluation or to collect information from parents about satisfaction generally or benefits of having a child in FCC vs center-based care, we estimate the costs of a stand-alone study to be \$150,000 – \$200,000. The model shows this as a cost of \$175,000 spread evenly over the 2015-16 and 2016-17 school years.

### 31. SCIENTIFIC ADVISORY BOARD

Model Location: Program Dashboard, beginning in row 250

Scientific Advisory Board			
	SY 14-15	SY 15-16	SY 16-17
Annual Cost	0	10,748	11,001

- Assumes six local and national experts on the Scientific Advisory Board who will each receive \$1,000 per year honorarium and about \$750 per year in travel costs. Both amounts grow with inflation over time.

## Provider Evaluation

### 32. PROVIDER EVALUATION

Model Location: Program Dashboard, beginning in row 197

Provider Evaluation	
Cost per classroom per year	1,000

- **Cost per classroom per year.** Average annual cost per classroom for Early Childhood Environment Rating Scale (ECERS) and Classroom Assessment Scoring System (CLASS) evaluation. Default value of \$1,000 is based on OFE average cost for the 2013-14 school year.

## Student Assessment

### 33. STUDENT ASSESSMENT

*Model Location: Program Dashboard, beginning in row 197*

Student Assessments	
PPVT Cost Per Child	60
TSG Cost Per Child	25
ASQ/ASQ-SE Cost Per Child	0

- PPVT Cost Per Child.** Annual cost per child to license and administer Peabody Picture Vocabulary Test (PPVT). \$60 per child is based on current cost of PPVT tests for 1,500 children in Seattle Early Education Collaborative (SEEC) sites.
- TSG Cost Per Child.** Annual cost per child to license and administer TSG preschool assessment tool. \$25 per child cost is based on 2013-14 costs of TSG, including licenses and provider trainings.
- ASQ/ASQ-SE Cost per Child.** Annual cost per child to license/buy/administer the Ages and Stages Questionnaire (ASQ) and the Ages and Stages-Social/Emotional Questionnaire (ASQ-SE). The City requested that this line item be included for future use. Currently, there are no costs associated with this amount in the model.

## Data System

### 34. DATA, ENROLLMENT, AND ASSIGNMENT MANAGEMENT

*Model Location: Program Dashboard, beginning in row 180*

Data System	SY 14-15	SY 15-16	SY 16-17
Baseline Data System Development and Maintenance	200,000	61,415	62,863
Enrollment Management System	50,000	20,472	20,954
Assignment Management System	50,000	20,472	20,954
Data System User License Costs	0	3,583	6,967

- Baseline Data System Development and Maintenance.** Cost per year to develop and maintain an early learning data management system to store child, provider, and program assessment information. The first year assumes \$200,000 in potential development costs, based on preliminary conversations with the Department of Early Learning (DEL) that owns and administers Early Learning Management System (ELMS) that could be adopted for PFA use. This amount is assumed to pay for two contract FTEs working on customizing ELMS. Subsequent years assume \$60,000 in ongoing system maintenance costs, growing with inflation over time.
- Enrollment Management System.** Cost per year to develop and maintain a data system to manage child enrollment information. The first year assumes \$50,000 in needed development or modification costs. Subsequent years assume \$20,000 in ongoing system maintenance costs, growing with inflation over time.
- Assignment Management System.** Cost per year to develop and maintain a data system to manage the process that assigns children to providers. The first year assumes \$50,000 in needed development or modification costs. Subsequent years assume \$20,000 in ongoing system maintenance costs, growing with inflation over time.

- **Data System User License Costs.** This represents the costs of purchasing user licenses for the providers in the PFA program to access the data system and enter information. The model assumes \$350 per provider per year, growing with inflation over time. This is based on current OFE licensing costs for similar software.

## OFE PROGRAM SUPPORT

### Professional Development for Educators

#### 35. COACHING STAFF COMPENSATION

*Model Location: Base Inputs, row 49*

PFA Sr Education Specialist (QA) - PFA Coach	\$108,364
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The compensation level for coaches was provided directly by OFE and reflects the position title, band, and step that they believe is reasonable for this position. This amount reflects total compensation for 1 FTE. No additional benefits are applied to this compensation amount.

#### 36. COACHING STAFF OVERHEAD

*Model Location: Program Dashboard, beginning in row 172*

Administration costs for coaching staff are the same as for all other OFE staff. Please see page 25.

#### 37. COURSES FOR EDUCATORS AND SITE SUPERVISORS

*Model Location: Base Inputs, beginning in row 131*

Curriculum Training Course, Cost per Teacher	5,500
Max Participants per year in Curriculum Course	80
Train the Trainer Cost per Participant	6,250
Max Participants per year in Train the Trainer Course	20

These costs reflect costs for OFE to host courses to train teachers and site supervisors on curriculums and on effective training techniques.

- **Curriculum Training Course, Cost Per Teacher.** Cost per teacher is based on cost of course and release time for the current program for HighScope trainings operated by the City. This estimate does not include the stipends that the current program provides for each educator.
- **Max Participants Per Year in Curriculum Course.** The model assumes a maximum of 80 teachers will take the PCC course each year. In early years when there are fewer than 80 teachers in the PFA program, the actual number of teachers is used. If the FCC pilot is implemented, some of these slots will likely be filled by FCC providers.
- **Train the Trainer, Cost Per Participant.** This course is for site supervisors to learn to become effective trainers so they can support the educators at their centers. Cost per participant is based on the current trainings operated by the City.
- **Max Participants Per Year in Train the Trainer Course.** The model assumes a maximum of 20 people will take the Train the Trainer course each year. In early years when there are fewer than 20 supervisors in the PFA program, the actual number of supervisors is used.

## Health Support

### 38. HEALTH SUPPORT CONTRACT SIZE

*Model Location: Program Dashboard, beginning in row 91*

Health Support		
	Children/ 1 FTE	Coaches/ 1 FTE
Public Health Nurse	650	
Mental Health Specialist	650	
Nutrition Specialist		4

The ratios below are generally based on the current OFE contract with Public Health Seattle & King County (PHSKC) for the Step Ahead program; however the ratios are increased due to the narrower recommended scope of services.

- **Public Health Nurse.** This ratio represents the number of children that drive an increase in 1 FTE public health nurses on the contract. The Final Draft Model assumption is that the contract will include 1 FTE public health nurse for every 650 children enrolled in PFA.
- **Mental Health Specialist.** This ratio represents the number of children that drive an increase in 1 FTE mental health specialist on the contract. The Final Draft Model assumption is that the contract will include 1 FTE mental health specialist for every 650 children enrolled in PFA.
- **Nutrition Specialist.** This ratio represents the number of PFA coaches that drive an increase in 1 FTE nutrition specialist on the contract. The Final Draft Model assumption is that the contract will include 1 FTE nutrition specialist for every 4 coaches employed at OFE.

### 39. HEALTH SUPPORT CONTRACT COMPONENTS

*Model Location: Base Inputs, beginning in row 152*

Health Support Contract Components	
Public Health Nurse Salary	85,000
Mental Health Specialist Salary	65,000
Nutrition Specialist Salary	80,000
Benefits	24%
Direct Charges	20%
Services and Other Charges	1%
Supplies	1%
Indirect (Administrative Overhead)	15%

Health support costs are estimated based on the existing 2013-14 PHSKC contract for the Step Ahead program, adjusted based on conversations with PHSKC and OFE staff regarding how that contract may translate into health support for PFA. Listed salary costs are for a single FTE. The total number of FTEs is driven by the ratios described in the previous section.

- **Public Health Nurse Salary.** Annual salary for one public health nurse. Amount is based on the salary in the 2013-14 Step Ahead contract, rounded to the nearest \$5,000.
- **Mental Health Specialist Salary.** Annual salary for one mental health specialist. Amount is based on the salary in the 2013-14 Step Ahead contract, rounded to the nearest \$5,000.

- **Nutrition Specialist Salary.** Annual salary for one nutrition specialist. Amount is based on the salary in the 2013-14 Step Ahead contract, rounded to the nearest \$5,000.
- **Benefits.** Cost of personnel benefits based on percent of total annual salary. Ratio of 24% is based on the 2013-14 Step Ahead contract.
- **Direct Charges.** Direct charges to other departments at PHSKC to support the employees paid for under this contract. Ratio of 20% based on the 2013-14 Step Ahead contract. Percentage is applied to total personnel costs (salaries plus benefits).
- **Services and Other Charges.** Cost for other non-labor costs, such as membership fees, used by health support staff. Ratio of 1% based on the 2013-14 Step Ahead contract. Percentage is applied to total personnel costs (salaries plus benefits).
- **Supplies.** Cost for office and miscellaneous supplies used by health support staff. Ratio of 1% based on the 2013-14 Step Ahead contract. Percentage is applied to total personnel costs (salaries plus benefits).
- **Indirect (Administrative Overhead).** Indirect cost to support administrative overhead. Ratio of 15% is based on estimate by PHSKC for a contract with PFA. Percentage is applied to total personnel costs (salaries plus benefits).

## Kindergarten Transition

### 40. ANNUAL COST OF SUPPORTING KINDERGARTEN TRANSITION

*Model Location: Program Dashboard, beginning in row 241*

Kindergarten Transition				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Annual Cost	0	0	0	0

The City requested that a line item be added to enter kindergarten transition costs. The Final Draft Model does not assume that the PFA program will support any costs related to kindergarten transition.

## CAPACITY BUILDING COSTS

This section describes the variables and assumptions included in the model related to capacity building support.

## Personnel and Organizations

### 41. PERSONNEL AND ORGANIZATIONAL CAPACITY BUILDING

*Model Location: Program Dashboard, beginning in row 209*

Personnel and Organizations			
<b>Supporting Educational Attainment for Educators</b>	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>
Annual Funding Amount	0	424,786	442,137
<b>Supporting PD of Coaching Staff</b>	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>
Annual Funding Amount	2,559	20,983	20,431
<b>Organizational Capacity Building</b>	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>
Annual Funding Amount	0	100,000	102,358

The magnitude of capacity building activities is a policy decision for the City. The model assumes the following:

- **Supporting Educational Attainment for Educators.** Assumes \$10,000 in funding per teacher requiring support. Number of teachers requiring support is estimated at 70% of PFA teachers entering system each year plus 10 educators from providers “on track” to become PFA providers. These costs are assumed to continue for the first five years of program implementation. Amounts grow with inflation.
- **Supporting PD of Coaching Staff.** Annual funding provided to support professional development of PFA coaching staff, including continuing education, conferences, etc. Assumes \$4,000 per new coach per year for the first five years, plus \$1,000 per coach per year ongoing, growing with inflation.
- **Organizational Capacity Building.** Annual funding provided to support organizational development activities of preschool providers. Assumes \$100,000 per year for the first five years of program implementation, growing with inflation.

### 42. COST TO SUPPORT DEPARTMENT OF EARLY LEARNING IN EARLY ACHIEVERS RATINGS

*Model Location: Program Dashboard, beginning in row 239*

Annual cost to support DEL in Early Achievers Ratings			
	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>
Annual Cost	0	0	0

The City requested that this line item be added in case the City wants to see the impact of paying for additional Early Achievers Rating capacity at the state level. The Final Draft Model does not assume costs for this line item.

## Facilities

### 43. FACILITY CAPACITY BUILDING

*Model Location: Program Dashboard, beginning in row 219*

Facilities			
<b>Equipment and Supplies for New Classrooms</b>	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>
Annual Funding Amount	0	345,459	361,463
<b>Facility Construction/Renovation</b>	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>
Annual Funding Amount	500,000	2,000,000	2,000,000

The magnitude of capacity building activities is a policy decision for the City. The model assumes the following:

- **Equipment and Supplies for New Classrooms.** Annual funding provided to equip classrooms that are new to PFA with necessary supplies and fixtures to meet quality requirements. The model assumes an average of \$7,500 per classroom. The average assumes that some newly built classrooms will require up to \$20,000 in startup costs, while others will require more minor refurbishment or supply purchases to bring them up to PFA level.
- **Facility Construction/Renovation.** Annual funding provided to construct or renovate facilities to meet preschool classroom requirements. Amounts entered in the Final Draft Model are based on consultant expertise. Actual amounts should be a policy decision by the City.

## PROGRAM REVENUES

This section describes the variables and assumptions for revenues that will support the PFA program.



## Tuition

### 44. SLIDING SCALE TUITION MODEL

Model Location: Revenue Inputs, beginning in row 163

Family Copays			
	Minimum	Maximum	Annual Copay
	FPL	FPL	Amount (2014)
Children < 110% FPL	0%	110%	0
Children 110-130% FPL	110%	130%	0
Children 130-185% FPL	130%	185%	0
Children 185-200% FPL	185%	200%	0
Children 200-250% FPL	200%	250%	200
Children 250-300% FPL	250%	300%	500
Children 300-400% FPL	300%	400%	1,000
Children 400-500% FPL	400%	500%	2,000
Children 500-750% FPL	500%	750%	4,000
Children 750-1000% FPL	750%	1000%	6,000
Children 1000-2000% FPL	1000%	2000%	8,000
Children > 2000% FPL	2000%		9,000

- **Minimum FPL (federal poverty level).** Minimum bounds of the income category for which the annual co-pay applies.
- **Maximum FPL.** Maximum bounds of the income category for which the annual co-pay applies.
- **Annual Co-pay Amount (2014).** Annual family co-pay per child for the corresponding income category. The total revenue generated from family co-pays is determined by the co-pay amount and the number of children within that income category. Co-pays for families below 200% are set at \$0, as required in the resolution. Co-pays above that level are generally based on the recommendations from the *Washington Preschool Program* November 2011 report, and adjusted based on the input from the consultant team.
- Actual copay amounts implemented will depend on policy decisions by the City. The Final Draft Recommendations document describes the challenges and policy questions of a sliding scale tuition model that should be taken into consideration.

## Other Funding Sources

### 45. HEAD START

*Model Location: Revenue Inputs, beginning in row 5*

Head Start (US DHHS)				
	Current	Growth		
Slots in Seattle	1,128	0.0%		
Dollars per Slot	9,500	2.4%		
Portion Not Supporting PFA	35%			
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Slots Citywide	1,128	1,128	1,128	1,128
Slots for PFA	0	150	250	400
FD Slot Cost	6,175	6,321	6,470	6,622
Total PFA Funding from Head Start	0	948,092	1,617,415	2,648,888

- **Slots in Seattle.** This is the total number of available Head Start slots in the city.
  - **Current.** Current number of Head Start slots in Seattle.
  - **Growth.** Projected growth per year in the number of slots in Seattle. To be conservative, the Final Draft Model assumes no growth in Head Start slots.
- **Dollars Per Slot.** Provider subsidy per slot.
  - **Current.** This is the current average per-slot cost provided to Head Start grantees in Seattle.
  - **Growth.** Projected annual growth in provider subsidy. Default estimate is general inflation rate.
- **Portion Not Supporting PFA.** Percentage of provider subsidy not included as a revenue source for PFA. This portion represents costs associated with the Head Start program that do not overlap and are therefore not additive with PFA program costs, such as family support and some health services. The remaining portion of the provider subsidy is accounted for as revenue within the PFA program, based on the number of slots for PFA children. The Final Draft Model estimates this portion at 35%, based on experiences at New Jersey's Abbott Program ranging from 20-45%. The actual amount will vary depending on provider.

#### 46. EARLY CHILDHOOD EDUCATION ASSISTANCE PROGRAM (ECEAP)

*Model Location: Revenue Inputs, beginning in row 17*

ECEAP (WA DEL)				
	Current	Growth through 2019	Growth After 2019	
Slots in Seattle	330	17.6%	1.1%	
Dollars per Slot	7,331	2.4%	2.4%	
Portion Not Supporting PFA	20%			
	<b>SY 14-15</b>	<b>SY 15-16</b>	<b>SY 16-17</b>	<b>SY 17-18</b>
Total Citywide Slots	330	388	457	537
Slots for PFA	0	100	200	400
Subsidy	5,865	6,003	6,145	6,290
Total PFA Funding from ECEAP	0	600,310	1,228,932	2,515,822

- **Slots in Seattle.** This is the total number of available ECEAP slots in the city.
  - **Current.** Current number of ECEAP slots in Seattle.
  - **Growth through 2019.** Projected growth per year in the number of slots in Seattle through 2019, based on DEL's proposed expansion plan.
  - **Growth after 2019.** After 2019, the number of ECEAP slots is estimated to grow at the same rate as the number of preschool-aged children in Seattle.
- **Dollars Per Slot.** Provider subsidy per full-day ECEAP slot.
  - **Current.** This is DEL's proposed slot cost for full-day ECEAP starting in 2015. This only reflects the portion of the day supported by ECEAP. Working Connections Child Care (WCCC) revenues are addressed in the next section.
  - **Growth.** Projected annual growth in provider subsidy. Default estimate is general inflation rate.
- **Portion Not Supporting PFA.** Percentage of provider subsidy not included as a revenue source for PFA. This portion represents costs associated with the ECEAP program that do not overlap and are therefore not additive with PFA program costs. The remaining portion of the provider subsidy is accounted for as revenue within the PFA program, based on the number of slots for PFA children. The Final Draft Model estimates this portion at 20% to reflect current administrative ECEAP costs kept by the contracting agency (City of Seattle). The actual amount will vary depending on provider.

## 47. WORKING CONNECTIONS CHILD CARE (WCCC)

Model Location: Revenue Inputs, beginning in row 29

Working Connections Child Care (WA DSHS and WA DEL)				
	Current	Growth		
Current Slots	770	1.1%		
Percent Full Day	67.5%			
Percent Half Day	32.5%			
Average dollars per slot	2,912	2.4%		
Portion Not Supporting PFA	20%			
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
ECEAP Co-Enrollment	0	100	200	400
Subsidy	0	2,385	2,442	2,500
ECEAP WCCC Co-Enrollment Funding	0	238,492	488,313	999,819
Other Part-Day PreK WCCC Slots	520	458	397	268
Other Part-Day PreK WCCC Slots in PFA	0	118	174	199
Subsidy	1,165	1,192	1,221	1,250
Funding for these slots	0	140,733	212,045	249,018
Other Full-Day PreK WCC Slots	250	221	191	129
Other Full-Day PreK WCC Slots in PFA	0	57	84	96
Subsidy	1,165	1,192	1,221	1,250
Funding for these slots	0	67,760	102,096	119,898
TOTAL WCCC	0	306,253	590,408	1,119,716

- **Current Slots.** This is the total number of available WCCC slots in the city.
  - **Current Slots.** Current number of WCCC slots for preschool-age children in Seattle, according to the Department of Social and Health Services (DSHS).
  - **Growth.** Projected growth per year in the number of slots in Seattle. Default assumption is the same growth rate as for preschool-age children in Seattle.
- **Percent Full-Day.** This is the current number of WCCC slots in Seattle that are for full-day.
- **Percent Half-Day.** This is the current number of WCCC slots in Seattle that are for part-day.
- **Average Dollars Per Slot.** Provider subsidy per half-day WCCC slot.
  - **Current.** This is DEL's proposed slot cost for half-day WCCC subsidy amount starting next year. This only reflects the portion of the day supported by WCCC.
  - **Growth.** Projected annual growth in provider subsidy. Default estimate is general inflation rate.
- **Portion Not Supporting PFA.** Percentage of provider subsidy not included as a revenue source for PFA. This portion represents costs associated with the WCCC program that do not overlap and are therefore not additive with PFA program costs. The remaining portion of the provider subsidy is accounted for as revenue within the PFA program, based on the number of slots for PFA children. The Final Draft Model estimates this portion at 20% to reflect current administrative WCCC costs kept by HSD. The actual amount will vary depending on provider.

WCCC revenues are estimated three different ways:

- **ECEAP Co-enrollment.** The model assumes that each child receiving the full-day ECEAP subsidy will also receive the part-day WCCC subsidy, which would support a 6-hour day under DEL's expansion plan. The model assumes revenue from these children equal to the combined ECEAP

plus part-day WCCC reimbursement amounts, minus the 20% non-additive portions of those rates.

- **Other Part-Day PreK WCCC Slots.** The model assumes that any remaining WCCC part-day preK slots will also be enrolled in PFA over the next five years. The model assumes the part-day rate as revenue to support PFA, minus the 20% non-additive portion of those rates.
- **Other Full-Day PreK WCCC Slots.** The model assumes that any remaining WCCC full-day preK slots will also be enrolled in PFA over the next five years. The model assumes the only 50% of the full-day rate as revenue to support PFA, minus the 20% non-additive portion of those rates. The remaining 50% of the full-day cost is assumed to be used by families to pay for wraparound care.

#### 48. CHILD CARE ASSISTANCE PROGRAM

*Model Location: Revenue Inputs, beginning in row 51*

Child Care Assistance Program (Seattle HSD)				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Three- and Four-Year-Olds Getting CCAP	110	111	112	114
Rate of PFA co-enrollment	0	48	88	97
Average Annual CCAP Stipend	7,116	7,284	7,456	7,631
Portion of stipend not supporting PFA	50%	50%	50%	50%
Total Funding for PFA	0	175,835	327,618	369,952

- **Three- and Four-Year-Olds Getting CCAP.** Number of three- and four-year-old children receiving CCAP subsidy per year. There are 110 3- and 4-year-olds served in Seattle. The number of slots is assumed to grow at the same rate as the growth in preschool age children in Seattle.
- **Rate of PFA co-enrollment.** Percentage of children receiving CCAP stipend who are also enrolled in PFA. Increasing this rate increases the overall revenues generated from this funding program. The Final Draft Model assumptions are based on consultant estimates of uptake rates.
- **Average Annual CCAP Stipend.** Average annual CCAP stipend per child, as provided by City of Seattle HSD in 2014.
- **Portion of stipend not supporting PFA.** Percentage of CCAP stipend not included as a revenue source for PFA. This portion represents costs associated with child care that are not shared/do not overlap with PFA program costs and/or should be available to pay for wraparound care. The Final Draft Model assumes 50% overlap. The remaining portion of the stipend is accounted for as revenue within the PFA program, based on the number of children co-enrolled in PFA.

## 49. STEP AHEAD

*Model Location: Revenue Inputs, beginning in row 74*

Step Ahead (Seattle OFE)				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Slots Citywide	512	576	640	704
Slots for PFA	0	250	500	600
Total Funding	3,675,097	4,264,968	4,883,272	5,526,199
Dollars for PFA	0	1,851,115	3,815,056	4,709,829

The portion of Step Ahead funding assumed to be supporting PFA is equal to the ratio between all Step Ahead slots in the City and the Step Ahead slots assumed to be co-enrolled in PFA in the selected implementation alternative.

- **Total Funding.** Total amount of funding for Step Ahead according to OFE budgeting for the next five school years. Step Ahead funding ends in School Year 2019-20 due to the expiration of the Families and Education Levy.

## 50. FAMILIES AND EDUCATION LEVY LEVERAGED FUNDS

*Model Location: Revenue Inputs, beginning in row 81*

The following revenue sources are available through the 2018-19 school year as funded by the 2013 Families and Education Levy. Each revenue stream within the Levy was estimated individually, based on conversations between the consultant team and City staff. Each set of assumptions is described below. In all cases, the "Total Available Dollars" line item is from the City's Levy budget sheet.

Subsidies				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Available Dollars	730,478	848,845	972,920	1,101,945
Percent for PFA	0%	0%	0%	0%
Dollars for PFA	0	0	0	0

- **Subsidies.** These Levy funds are not assumed to support PFA.

Professional Development				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Available Dollars	723,024	821,907	925,527	1,033,135
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	356,730	723,068	880,513

- **Professional Development.** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA.

Assessment				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Available Dollars	284,081	304,865	326,606	349,014
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	132,320	255,161	297,455

- **Assessment.** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA.

Early Learning Health				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Available Dollars	497,682	509,960	522,709	535,426
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	221,337	408,366	456,329

- **Early Learning Health.** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA.

PCHP				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Available Dollars	542,408	555,790	569,685	583,544
Percent for PFA	0%	0%	0%	0%
Dollars for PFA	0	0	0	0

- **PCHP (Parent Child Home Program).** These Levy funds are not assumed to support PFA.

Program Support - Step Ahead				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Available Dollars	225,210	230,766	236,535	242,290
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	100,159	184,793	206,497

- **Program Support-Step Ahead.** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA. This bucket of funds includes support for marketing, recruitment, TSG, QRIS, and classroom start up materials.

Program Support - Program Staff (at OFE)				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Available Dollars	66,194	67,827	69,523	71,214
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	29,439	54,315	60,694

- **Program Support-Program Staff (at OFE).** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA.

Program Support - Program Staff (at HSD)				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Available Dollars	375,101	384,355	393,964	403,548
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	133,456	246,227	275,146

- **Program Support-Program Staff (at HSD).** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA. Supporting revenues are discounted by 20% to reflect the need for these funds to support HSD staff not related to Step Ahead.

Program Support - Admin (staff, supplies) at HSD				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Available Dollars	390,415	453,986	520,301	581,792
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	157,634	325,188	396,676

- Program Support-Admin (staff supplies) at HSD.** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA. This line item pays for staff at HSD as well as the building, etc. that they're in. This staff works on administration on Step Ahead contracts, subsidies, kindergarten transition, and parent child home program. Supporting revenues are discounted by 20% to reflect the need for these funds to support HSD staff not related to Step Ahead.

Program Support - Admin (staff, supplies) at OFE				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Total Available Dollars	106,628	118,788	131,544	143,333
Percent for PFA	0%	43%	78%	85%
Dollars for PFA	0	51,557	102,769	122,159

- Program Support-Admin (staff supplies) at OFE.** These Levy funds are assumed to support PFA in proportion to the percentage of Step Ahead slots co-enrolled with PFA.

## 51. CHILD AND ADULT CARE FOOD PROGRAM (CACFP)

*Model Location: Revenue Inputs, beginning in row 61*

Child and Adult Care Food Program (USDA)				
	2013			
Rate for Children above 185% FPL	0.70	<i>Includes breakfast, lunch, snack</i>		
Rate for Children 130-185% FPL	4.61	<i>Includes breakfast, lunch, snack</i>		
Rate for Children Under 130% FPL	6.11	<i>Includes breakfast, lunch, snack</i>		
Subsidies	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Rate for Children above 185% FPL	0	0	0	0
Rate for Children 130-185% FPL	0	30,834	64,174	99,070
Rate for Children Under 130% FPL	0	147,705	307,415	474,575

These rates determine the total subsidy for providers from the USDA Child and Adult Care Food Program (CACFP). Per child rates are based on household income. Total subsidies are calculated based on population projections by household income (Base Inputs).

The source for current rates is the USDA, for rates effective July 1, 2013 – June 30, 2014.

The Final Draft Model assumes that providers will leverage this support for children up to 185% of FPL. Based on provider interviews, the administrative cost of securing these funds for children above 185% outweighs the actual subsidy amount received, and therefore providers do not generally try to recover this amount. The Final Draft Model therefore assumes no CACFP support for children above 185% FPL.



## 52. NEW FUNDING SOURCES

*Model Location: Revenue Inputs, beginning in row 141*

New Fund 1				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
INSERT FUNDS BY YEAR	0	0	0	0
New Fund 2				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
INSERT FUNDS BY YEAR	0	0	0	0
New Fund 3				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
INSERT FUNDS BY YEAR	0	0	0	0

Spaces available for the inclusion of currently undefined revenues toward the PFA program, as required by the consultant agreement for this project. Entering revenues in these line items will reduce the net cost to the City of the PFA program.

## 53. FACILITIES

*Model Location: Revenue Inputs, beginning in row 155*

Grant and Loan Programs				
	SY 14-15	SY 15-16	SY 16-17	SY 17-18
Local/State Capacity Building Funds	0	0	0	0

Spaces available for capacity building funds directed toward the construction or renovation of new preschool facilities. The Final Draft Model assumes no support in this area. Entering revenues on this line will reduce the net cost to the City of the PFA program.