#4

Gerard "Sid" Sidorowicz/dg/CMV
DON 2014 SPP ORD
June 6, 2014
Version #3

CITY OF SEATTLE

ORDINANCE _____

COUNCIL BILL 118114

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

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

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

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

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

CITY CLERK

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

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

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

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

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

NOW, THEREFORE,

BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

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

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

1. Achieving quality through evidence-based successful practices.

2. Using a mixed-delivery system, with classrooms offered by Seattle Public Schools and community providers.

3. Making participation in the program voluntary for providers and participants.

CITY CLERK

4. Achieving the ultimate goal of serving all eligible and interested 4-year-olds and all 3-year-olds from families making less than 300% of the federal poverty level in Seattle.

5. Providing free tuition for children from families earning less than the 200% of the federal poverty level.

6. Setting tuition on a sliding scale for families earning more than 200% of the federal poverty level with at least some level of subsidy for all families.

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

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

9. Informing programmatic improvement through ongoing, independent evaluation.

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

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

SEA CITY CLERK

Committee where appropriate, and shall be consistent with this ordinance, the Action Plan and Implementation Plan.

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

Priorities for Levy Funding:

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

1. Supporting programs which are able to braid and/or blend funding from multiple sources in order to allow Seattle Preschool Program funds to serve more children.
2. Serving Four-year olds, because they are first to enter kindergarten, and Three-year olds from low-income families (under 300% of the Federal Poverty Level) in mixed-age and mixed-income classrooms.
3. Supporting programs located in areas with the lowest academic achievement as reflected in 3rd grade reading and 4th grade math performance on Measures of Student Progress (MSP) or subsequently adopted assessments as well as areas with high concentrations of low-income households, English Language Learners, and incoming kindergartners.
4. Contracting with Seattle School District No. 1 ("School District").
5. Supporting programs providing extended day and summer services for interested families or offering dual language Preschool Services.

2014 CITY CLERK

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

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

B. "City" means The City of Seattle.

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

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

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

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

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

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

SEA CITY CLERK

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

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

Section 5. Preschool Services. Preschool Services funded by Proceeds are intended to promote elementary school preparedness, developmentally-appropriate learning activities, and

CITY CLERK

professional development for program providers. Levy investments shall be implemented according to this ordinance, the Action Plan and the Implementation Plan and shall include at a minimum the following:

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

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

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

D. Research and Evaluation. Major program elements include not only external, independent evaluation of both program implementation, and short- and long-term

SEA CITY CLERK

evaluation of outcomes and programmatic impacts, but also the creation of necessary data systems.

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

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

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

A. They must be licensed by the Washington State Department of Early Learning to provide preschool services (or exempt from licensing requirements by virtue of being a public school or institution of higher education).

B. They must participate in the Washington State Early Achievers Program, or a successor program, and receive a rating of three or higher in the Quality Rating and Improvement System.

SEA CITY CLERK

C. They must meet minimum requirements for the Classroom Assessment Scoring System (CLASS) and the Early Childhood Environment Rating Scale-Revised (ECERS-R) scores as determined through the implementation planning process.

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

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

B. The Committee shall each year:

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

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

SEA CITY CLERK

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

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

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

G. At all times no more than one of the four additional committee members shall be an officer, director, board member, trustee, partner or employee of an entity that receives or competes for funding under this ordinance; or be a member of the immediate family of, or an individual residing with, an officer, director, board member, trustee, partner or employee of an entity that receives or competes for funding under this ordinance; or be a person seeking or having an arrangement concerning future employment with an entity that receives or competes for funding under this ordinance. For the purposes of this ordinance an individual's "immediate family" means an individual's spouse or domestic partner, child, child of a spouse or domestic partner, sibling, sibling of a domestic partner, brother-in-law, sister-in-law, parent, parent of a spouse or domestic partner, a

CITY CLERK

person for whom the individual is a legal guardian, or a person claimed as a dependent on the individual's most recently filed federal income tax return. Subject to the preceding sentence and applicable law, an individual serving as an officer, director, board member, trustee, partner or employee of an entity that receives or competes for funding under this ordinance, or who has an interest in such an entity, shall not thereby be disqualified from serving on the Committee, but shall fully disclose any such relationships and shall not vote on any matter in which the interest of such entity is directly involved. For purposes of this section, "entity" does not include a City department or office. The provisions of this section are in addition to the requirements of SMC chapter 4.16.

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

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

Section 9. Implementing Agreements. If this proposition is approved by the voters, the City may carry out the Preschool Services with City staff or by direct agreements with the School District, with Public Health – Seattle & King County, the State of Washington, and Head Start and Early Childhood Education and Assistance Program providers. Additionally, the City may enter into direct agreements with the providers of the curricula specified under the Implementation Plan, and may enter into agreements with consultants through the process under SMC 20.50. Any other Preschool Services shall be carried out through agreements entered into

SEA CITY CLERK

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

Section 10. Communications. The City will facilitate communications with and feedback from teachers and staff of providers, provider organizations, parents/guardians, the School District, other governmental entities, impacted community groups, and other relevant parties on professional development, workforce development, training programs, updated policies and other information regarding the Seattle Preschool Program, and other pertinent information related to the field of early learning in general. The City has discretion in determining the best method in which to accomplish these communications.

Section 11. City of Seattle/Seattle School District No.1 Partnership Agreement. As the Seattle School participates in the Seattle Preschool Program, there shall be a Partnership Agreement(s) ("Partnership Agreement") developed by the City and the School District in which the roles and responsibilities of the City and the School District in implementing Preschool Services are established. The Partnership Agreement shall set forth the parties' roles and responsibilities for achieving the desired outcomes for Preschool Services. It shall outline how the City and the School District shall work collaboratively to the benefit of children in preschool. The Partnership Agreement shall cover items including, but not limited to, data sharing

SDS CITY CLERK

necessary to implement program evaluations and course corrections, standards for delivery of services, curriculum alignment and other proactive measures to ensure effective transitions from preschool to kindergarten and higher grades, and the sharing of facilities. The City cannot enter into the Partnership Agreement, or materially amend the Partnership Agreement, until the Partnership Agreement or the amendment, as the case may be, is approved by the City Council and the School District. Proceeds may be spent on School District programs or functions only in accordance with an effective Partnership Agreement.

Section 12. Reporting. The Director of the Office for Education, or successor department, will prepare and submit to the Oversight Committee, City Council, the Mayor, and residents of Seattle annual progress reports on the implementation of the Preschool Services covering each of the core strategies in the Action Plan.

Section 13. Election - Ballot Title. The City Council directs that the City Clerk file this ordinance with the Director of Elections of King County, Washington, as ex officio supervisor of elections, requesting that the Director of Elections call and conduct a special election in the City in conjunction with the state general election to be held on November 4, 2014, for the purpose of submitting to the qualified electors of the City the proposition set forth in this ordinance. The City Clerk is directed to certify to the King County Director of Elections the ballot title approved by the City Attorney in accordance with his responsibilities under RCW 29A.36.071. The following ballot title is submitted to the City attorney for his consideration:

THE CITY OF SEATTLE

PROPOSITION NUMBER _____

REGULAR TAX LEVY INCLUDING

THE SEATTLE PRESCHOOL PROGRAM

SEA CITY CLERK

The City of Seattle's Proposition concerns providing Preschool Services to improve school readiness for Seattle children.

This proposition would fund high-quality preschool programs, support and training for teachers, capacity building, and research and evaluation as provided in Ordinance ____. It authorizes regular property taxes above RCW 84.55 limits, allowing additional 2015 collection of up to $14,566,630 (approximately $0.11/$1,000 assessed value) and up to $58,266,518 over four years. In 2015, the total regular City tax rate, including this proposition, is limited to no more than $3.60 per $1,000 of assessed value.

Should this Levy be approved?

Levy, Yes

Levy, No

Section 14. Ratification. Certification of such proposition by the City Clerk to the King County Director of Elections in accordance with law prior to the date of such election on November 4, 2014, and any other act consistent with the authority and prior to the effective date of this ordinance, are hereby ratified and confirmed.

Section 15. Severability. In the event any one or more of the provisions of this ordinance shall for any reason be held to be invalid, such invalidity shall not affect any other provision of this ordinance or the levy of the taxes authorized herein, but this ordinance and the authority to levy those taxes shall be construed and enforced as if such invalid provisions had not been contained herein; and any provision which shall for any reason be held by reason of its extent to be invalid shall be deemed to be in effect to the extent permitted by law.

Section 16. Comprehensive law. This ordinance is intended to establish a complete and comprehensive framework for the creation, implementation, and development of a Seattle public preschool program.

SDS CITY CLERK

Section 17. Conflicting laws. In the event any one or more of the provisions of this ordinance shall for any reason be held to be in conflict with any prior or concurrent enactment of law, this ordinance shall govern.

Section 18. This ordinance shall take effect and be in force 30 days after its approval by the Mayor, but if not approved and returned by the Mayor within ten days after presentation, it shall take effect as provided by Seattle Municipal Code Section 1.04.020.

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

Passed by the City Council the ____ day of _____, 2014, and signed by me in open session in authentication of its passage this _____ day of _____, 2014.

_____

President _____of the City Council

Approved by me this ____ day of _____, 2014.

_____

Edward B. Murray, Mayor

Filed by me this ____ day of _____, 2014.

_____

Monica Martinez Simmons, City Clerk

(Seal)

SPS CITY CLERK

Attachment A: Seattle Preschool Program Action Plan

SMC CITY CLERK

SEATTLE PRESCHOOL PROGRAM

ACTION PLAN

A blueprint for narrowing the opportunity and achievement gap

City of Seattle

PROPOSED BY MAYOR ED MURRAY

FILED CITY CLERK

INDEX

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

- Mayor Ed Murray

Introduction	3
The Seattle Context	4-6
The Mayor's Proposal	7
Core Guiding Principles	8-10
Program Standards	11-18
Moving Forward	19
Budget	20-21
Acknowledgements	22

SMC CITY CLERK

INTRODUCTION

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

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

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

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

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

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

SEA CITY CLERK

THE SEATTLE CONTEXT

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

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

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

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

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

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

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

CITY CLERK

THE SEATTLE CONTEXT

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

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

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

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

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

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

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

CITY CLERK

THE SEATTLE CONTEXT

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

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

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

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

---

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

[2] Heckman, J. J. (2008). Schools, skills, and synapses. Economic Inquiry, 46(3). 289-324.

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

SEA CITY CLERK

MAYOR MURRAY'S PROPOSAL

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

- A four-year, $58 million levy to fund a demonstration phase of the Seattle Preschool Program that will build toward serving 2,000 children in 100 classrooms by 2018.
- The cost will be $43.36 a year or $3.61 a month to the average homeowner in Seattle.
- The plan is anchored in evidence-based practice, acknowledging that program quality is vital to success.
- The program will be provided through a mixed-delivery system, with classrooms offered by Seattle Public Schools and community providers.
- The program will be voluntary for providers and participants.
- The program will have the ultimate goal of serving all eligible and interested 4-year-olds and all 3-year-olds from families making less than 300% of the federal poverty level in Seattle.
- Tuition will be free for children from families earning less than the 200% of the federal poverty level.
- Tuition will be on a sliding scale for families earning more than 200% of the federal poverty level with at least some level of subsidy for all families.
- The program establishes high standards for teacher education and training and fully supports teachers in attaining these standards through tuition assistance and embedded professional development.
- Staff compensation levels are designed to attract and retain well-prepared teachers and to provide fair compensation for a traditionally poorly compensated sector of our economy.
- The program creates a feedback loop to inform programmatic improvement through ongoing, independent evaluation.

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

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

CITY CLERK

CORE GUIDING PRINCIPLES

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

REFLECTED IN:

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

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

REFLECTED IN:

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

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

REFLECTED IN:

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

SEA CITY CLERK

CORE GUIDING PRINCIPLES

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

REFLECTED IN:

- ☑ Sliding scale for tuition
- ☑ Free for families up to 200% of federal poverty level ($47,700 for a family of four)
- ☑ Families up to 600% of federal poverty level ($143,100 for a family of four) pay no more than 40% of costs, with higher income families paying a greater share

---

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

REFLECTED IN:

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

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

CITY CLERK

CORE GUIDING PRINCIPLES

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

REFLECTED IN:

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

---

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

REFLECTED IN:

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

CITY CLERK

PROGRAM STANDARDS

Organizational Model

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

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

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

Organizational Eligibility

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

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

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

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

DNS CITY CLERK

PROGRAM STANDARDS

Contracting Priorities

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

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

Teacher-Student Ratio and Class Size

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

CITY CLERK

PROGRAM STANDARDS

Student eligibility

The program will be open to Seattle residents who:

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

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

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

Dosage: Classroom Hours

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

Language Support

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

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

Students will be assessed in languages of instruction when feasible.

SEA CITY CLERK

PROGRAM STANDARDS

Curricula

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

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

Staff Education Requirements

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

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

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

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

2015 CITY CLERK

PROGRAM STANDARDS

Staff Professional Development

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

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

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

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

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

Developmentally Appropriate, Inclusive Support

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

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

CITY

PROGRAM STANDARDS

Family Engagement

The Seattle Preschool Program will:

Prioritize a universal family engagement approach that integrates intentional parent/child activities and promotes academic, social, and emotional school readiness.

Families will be provided with evidence-based activities, which could include proven home-learning activities, tied to the chosen curriculum models.

Providers will host events throughout the school year to connect families to resources and information on topics such as child development and nutrition.

Build on Early Achievers Strengthening Families framework to increase providers' foundational knowledge about the importance of parents and families in children's lives and the family's impact on child outcomes.

Create a family engagement grant fund that could be used by providers to design, develop, and provide family engagement activities.

Governance and Organizational Structure

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

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

SEA CITY CLERK

PROGRAM STANDARDS

Kindergarten Transitions

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

Align practices, responsibilities, and timelines and to address data sharing, academic expectations, curriculum alignment, and professional development.

Ensure that families are connected with available information and resources.

Capacity Building

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

Provide funding for tuition assistance to program instructional and administrative staff to meet program standards.

Fund facilities renovations, improvements, and start-up when needed.

Timeline, Ramp-Up and Cost

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

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

SMC CITY CLERK

PROGRAM STANDARDS

Outcomes and Evaluations

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

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

SMC CITY CLERK

MOVING FORWARD

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

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

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

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

CITY CLERK

PROGRAM BUDGET

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

SEA CITY CLERK

PROGRAM BUDGET

Notes

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

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

CITY CLERK

SLIDING SCALE FEE SCHEDULE

Seattle Preschool Sliding Scale Fee for Tuition

Household Income	HOUSEHOLD SIZE 2	3	4	5	6	7	8
$30,000	Free	Free	Free	Free	Free	Free	Free
$35,000	$438	Free	Free	Free	Free	Free	Free
$40,000	$500	$500	Free	Free	Free	Free	Free
$45,000	$675	$563	Free	Free	Free	Free	Free
$50,000	$875	$625	$625	Free	Free	Free	Free
$55,000	$963	$825	$688	Free	Free	Free	Free
$60,000	$1,200	$1,050	$750	$750	Free	Free	Free
$65,000	$1,950	$1,138	$975	$813	$813	Free	Free
$70,000	$2,450	$1,225	$1,050	$875	$875	Free	Free
$75,000	$2,813	$1,500	$1,313	$1,125	$938	$938	Free
$80,000	$3,000	$2,400	$1,400	$1,200	$1,000	$1,000	Free
$85,000	$3,825	$2,975	$1,488	$1,488	$1,275	$1,063	$1,063
$90,000	$4,050	$3,150	$1,800	$1,575	$1,350	$1,125	$1,125
$95,000	$4,275	$3,563	$1,900	$1,663	$1,425	$1,425	$1,188
$100,000	$4,750	$3,750	$3,000	$1,750	$1,750	$1,500	$1,250
$105,000	$4,988	$4,725	$3,675	$2,100	$1,838	$1,575	$1,575
$110,000	$5,225	$4,950	$4,125	$2,200	$1,925	$1,925	$1,650
$115,000	$5,463	$5,175	$4,313	$3,450	$2,013	$2,013	$1,725
$120,000	$5,700	$5,400	$4,500	$4,200	$2,400	$2,100	$1,800
$125,000	$5,938	$5,938	$5,625	$4,375	$2,500	$2,188	$2,188
$130,000	$6,500	$6,175	$5,850	$4,875	$3,900	$2,600	$2,275
$135,000	$6,750	$6,413	$6,075	$5,063	$4,725	$2,700	$2,363
$140,000	$7,000	$6,650	$6,300	$5,250	$4,900	$2,800	$2,450
$145,000	$8,700	$6,888	$6,525	$5,438	$5,075	$4,350	$2,900
$150,000	$9,000	$7,125	$7,125	$6,750	$5,625	$4,500	$3,000
$155,000	$9,300	$7,363	$7,363	$6,975	$5,813	$5,425	$3,100
$160,000	$9,600	$7,600	$7,600	$7,200	$6,000	$5,600	$3,200
$165,000	$9,900	$8,250	$7,838	$7,425	$6,188	$5,775	$4,950
$170,000	$10,165	$8,500	$8,075	$7,650	$7,650	$6,375	$5,950
$175,000	$10,165	$8,750	$8,313	$8,313	$7,875	$6,563	$6,125
$180,000	$10,165	$9,450	$8,550	$8,550	$8,100	$6,750	$6,300
$185,000	$10,165	$10,165	$8,788	$8,788	$8,325	$6,938	$6,938
$190,000	$10,165	$10,165	$9,025	$9,025	$8,550	$8,550	$7,125
$195,000	$10,165	$10,165	$9,263	$9,263	$8,775	$8,775	$7,313
$200,000	$10,165	$10,165	$10,000	$9,500	$9,500	$9,000	$7,500

This table is an estimate of actual tuition costs. Actual tuition to be paid will be based on a percentage of actual income.

SEA CITY CLERK

ACKNOWLEDGEMENTS

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

Special thanks to:

Seattle City Council President Tim Burgess

BERK Consulting

Dr. Ellen Frede, Acelero Learning

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

John Bancroft, Columbia City Consulting

Tracey Yee, Columbia City Consulting

Staff from:

Mayor's Office, City of Seattle

Seattle City Council, City of Seattle

Office for Education, City of Seattle

City Budget Office, City of Seattle

Human Services Department, City of Seattle

Public Health - Seattle & King County

Seattle Public Schools

Washington State Department of Early Learning

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

CITY CLERK

City of Seattle

2015 CITY CLERK

Donnie Grabowski
DON 2014 SPP ORD FISC
May 27, 2014
Version #2a

Form revised: February 26, 2014

FISCAL NOTE FOR NON-CAPITAL PROJECTS

Department:	Contact Person/Phone:	CBO Analyst/Phone:
Department of Neighborhoods	Donnie Grabowski / 206-233-2603	Forrest Longman / 684-0331

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

Summary of the Legislation:
The proposed ordinance would submit a $58 million, four-year Seattle Preschool Program Levy ("Levy") package to Seattle voters for their approval in the fall of 2014. The proposed Levy would be raised under the provisions of RCW 84.55.060, which allows a city to obtain voter approval to exceed the "lid" on regular property taxes for any purposes. Levy proceeds would be intended for the following preschool services programs for the period September 2015-August 2019:

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

2) **Program Support: Professional Development and Training.** Major program elements include professional development, coaching and mentoring of instructional staff on an ongoing basis; training for preschool directors and program supervisors; available training for teachers in areas of specific expertise including inclusion, bilingual education, cultural competence, and training and consultation to ameliorate challenging behaviors; successful transitions from home or other care situations and to kindergarten.

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

2014 CITY CLERK

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

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

Background:
In September 2013, the City Council unanimously passed Resolution 31478, which outlined a set of tasks associated with advancing efforts to achieve voluntary, high-quality preschool for three- and four-year olds in Seattle. The Resolution requested a gap analysis report, which was presented to the City Council in January 2014 and estimated that there are about 12,000 three- and four-year-old children in Seattle, with approximately 63% to 73% of them, respectively, in childcare. The Resolution also requested an action plan, proposing parameters of a voluntary, high-quality program. Following a competitive process, the City selected a team comprised of Berk Consulting, Inc., Columbia City Consulting, Dr. Ellen Frede, and Dr. W. Steven Barnett ("the Consultants") to develop recommendations for the City's action plan, an interactive financial model to cost out the action plan's recommendations, and an outreach summary report. The Office for Education conducted extensive outreach to the community between February and April in multiple formats (workshops, community meetings, targeted outreach to the early learning community) to provide feedback and input during the development of the recommendations for the City's action plan. The Consultants submitted a final draft of the recommendations in early May. Following this, the Executive created the Seattle Preschool Program Action Plan, which includes several of the Consultant recommendations on quality and program elements but also includes new recommendations for City Council's consideration. The Seattle Preschool Program Action Plan is included as an attachment to Resolution 31527.

_X_ This legislation has financial implications.

Appropriations: ***N/A***
Appropriations Notes: This ordinance includes no appropriations. The budget authority needed to implement the Seattle Preschool Program will be considered as part of the annual budget process or through other ordinances. Levy revenues will support future appropriations.

Anticipated Revenue/Reimbursement Resulting from this Legislation: ***N/A***
Revenue/Reimbursement Notes: This ordinance creates no revenue. However, if the proposed Levy is passed, it will provide revenues totaling $58,034,730 over four years. The Levy rate and average cost to a homeowner of the proposed Levy are highlighted in Attachment 1 to this fiscal note.

Total Regular Positions Created, Modified, or Abrogated through this Legislation,

DNS CITY CLERK

Including FTE Impact: ***N/A***
Position Notes: This ordinance creates no new positions. Implementation of the Seattle Preschool Program will require a number of new positions. Positions will be added as part of the annual budget process or through other ordinances. Seattle Preschool Program Levy revenues will provide the funding for these positions.

Spending/Cash Flow: N/A
Spending/Cash Flow Notes:
Projected Expenditure and Revenues for the Seattle Preschool Program Levy are included in Attachment 2.

Other Implications:

a) **Does the legislation have indirect financial implications, or long-term implications?**
As noted above, this legislation does not directly result in appropriation or position changes, but if it is approved by City Council and a ballot measure is approved by Seattle's citizens, the average cost to a Seattle homeowner will increase during the four-year levy.

b) **What is the financial cost of not implementing the legislation?**
The City would not be able to provide high-quality, voluntary preschool to three- and four-year- olds and help them be better prepared for school and life.

c) **Does this legislation affect any departments besides the originating department?**
No.

d) **What are the possible alternatives to the legislation that could achieve the same or similar objectives?**
There are no other funding sources available to the City that will accomplish these objectives.

e) **Is a public hearing required for this legislation?**
A City Council public hearing is scheduled on Thursday, May 29.

f) **Is publication of notice with *The Daily Journal of Commerce* and/or *The Seattle Times* required for this legislation?**
No.

g) **Does this legislation affect a piece of property?**
No.

h) **Other Issues:** None.

List attachments to the fiscal note below:
Attachment 1: Levy Rate and Annual Cost to Homeowner
Attachment 2: Projected Expenditures and Revenues for the 2014 Seattle Preschool Program Levy

DNS CITY CLERK

DNS CITY CLERK

Attachment 1: Levy Rate and Annual Cost to Homeowner

Total Levy Amount: $58,266,518

Tax Year	Assessed Value Estimate ($ billions)	% Growth	Annual Levy Amount	Rate per $1,000 of Assessed Value	Annual Cost to Owner of Median Residential Assessed Value	Median Residential Assessed Value
2014	$128.21	9.57%				
2015	$138.44	7.98%	$14,566,630	$0.105	$43.36	$412,078
2016	$144.36	4.28%	$14,566,630	$0.101	$43.74	$433,506
2017	$149.73	3.72%	$14,566,630	$0.097	$43.86	$450,847
2018	$153.15	2.28%	$14,566,630	$0.095	$44.38	$466,626

FILED CITY CLERK

Attachment 2: Projected Expenditures and Revenues for 2014 Seattle Preschool Program Levy

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

ESTIMATED/ACTUAL REVENUES:	2015	2016	2017	2018	2019-2024	Total
Levy Legal Allocation (per Ordinance)	$14,566,630	$14,566,630	$14,566,630	$14,566,630	$0	**$58,266,518**
Estimated property taxes to be collected	$14,286,440	$14,440,923	$14,476,260	$14,505,565	$325,543	**$58,034,730**

City of Seattle
Edward B. Murray
Mayor

May 27, 2014

Honorable Tim Burgess
President
Seattle City Council
City Hall, 2nd Floor

Dear Council President Burgess:

I am pleased to transmit the attached proposed Council Bill requesting a proposition be put forth to the voters to lift the property tax limit and levy additional taxes for the purpose of providing high-quality preschool services in Seattle. The Seattle Preschool Program Levy (levy) would generate $58,266,518 over four years for the purpose of providing accessible, high-quality preschool services for Seattle's three- and four-year-old children to improve their readiness for school and to support their subsequent academic achievement. The proceeds from the levy would be invested in five areas including school readiness, program support, capacity building, research and evaluation, and administration. Over time, the ultimate goal of these investments is to ensure all of Seattle's children have the opportunity to thrive in school and life.

We now know that disparities linked to family income and race evident early in life can persist throughout a student's academic career. Here in Washington, the Washington Kindergarten Inventory of Developing Skills (WaKIDS) is used to gather information about children's developing skills as they enter kindergarten. Observations are completed in six domains: social-emotional, physical, language, cognitive, literacy, and math. WaKIDS data show that of the over 38,000 children who were assessed in the 2013-14 school year, almost 60% of children entered kindergarten below expected levels in one or more of these domains and almost 29% were below expected levels in three or more domains. Deficits were more pronounced for children from low-income families than peers from higher-income families. Due at least in part to this preparedness gap, in Seattle today, economic and racial disparities persist in third grade reading levels, fourth grade math levels, and high school graduation rates. Until race and family income no longer predict aggregate school performance, investments must be made to ameliorate these inequities. Research shows that attending a high-quality preschool program can make a positive difference in a child's life, irrespective of the child's socioeconomic background, race, or gender. For this reason and others, I am dedicated to ensuring all children have high-quality early learning opportunities.

I believe implementing the Seattle Preschool Program will be one of the most important things we can achieve together during my time as Mayor. Lessons learned through the four-year demonstration phase of the Seattle Preschool Program will guide our actions in coming years as we work toward achieving our goal of expanding access to affordable, high-quality preschool to Seattle's three- and four-year-olds. Thank you for your consideration of this legislation. Should you have questions, please contact Holly Miller, Director, Office for Education, at 684-4508.

Sincerely,

Edward B. Murray
Mayor of Seattle

cc: Honorable Members of the Seattle City Council

Office of the Mayor
Seattle City Hall, 7th Floor
600 Fourth Avenue
PO Box 94749
Seattle, Washington 98124-4749

Tel (206) 684-4000
Fax: (206) 684-5360
Hearing Impaired use the Washington Relay Service (7-1-1)
www.seattle.gov/mayor

SMC CITY CLERK