Erica Johnson/dg
DON 2014 SPP RES
May 27, 2014
Version #2a

CITY OF SEATTLE

RESOLUTION 31527

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

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

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

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

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

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

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

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

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

NOW, THEREFORE,

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

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

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

Section 3. If the ballot measure proposed in C.B. 118114 is approved or passed by the voters of Seattle, the Mayor shall submit a Comprehensive Evaluation Strategy ("Evaluation Strategy") to the City Council for review and approval by ordinance no later than June 1, 2015. The Evaluation Strategy for the program shall be designed with independent evaluation experts. The Evaluation Strategy will use both process and impact evaluations, as well as on-going continuous quality improvement controls. The Evaluation Strategy shall address what, when, and how evaluations will be carried out and identify dates for submitting completed evaluations to the City Council. The Evaluation Strategy will also identify the key evaluation questions to be answered for each type of evaluation undertaken. In addition to outlining the types of process and impact evaluations that will be undertaken to gauge preschool and provider quality and child impacts, the Evaluation Strategy shall include a process evaluation specifically designed to assess the City's administration, oversight, scale up, and implementation of its Seattle Preschool Program beginning no later than the end of Year 1 of program implementation with an initial report due at the end of Year 2 and an update due at the end of Year 3. All evaluations shall be

conducted by independent, external evaluation expert(s). Ideally, the Evaluation Strategy will identify on-going research partnerships with institutions with noted expertise in early learning and evaluation.

Section 5. The City Council will review the Seattle Preschool Program Implementation Plan for consistency with the following principles:

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

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

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

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

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

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

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

H. Supports a compensation system that encourages classroom teachers and preschool directors to make progress toward the requisite position credentials and supports preschool providers in retaining well-qualified instructional staff.

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

J. Provides services in a culturally and linguistically appropriate manner.

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

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

Section 6. The Seattle Preschool Program Implementation Plan submitted by the Mayor for Council approval shall address, at a minimum, the following:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Adopted by the City Council the ____ day of _____, 2014, and signed by me in open session in authentication of its adoption this_____ day of _____, 2014.

_____

President _____of the City Council

THE MAYOR CONCURRING:

_____

Edward B. Murray, Mayor

Filed by me this ____ day of _____, 2014.

_____

Monica Martinez Simmons, City Clerk

(Seal)

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

Summary of the Legislation:
The proposed resolution outlines implementation principles and items to be addressed in a future Seattle Preschool Implementation Plan to be reviewed by the City Council and approved by ordinance in early 2015, should Seattle voters approve a November 4, 2014 special election ballot measure.

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 Action Plan is included as an attachment to this legislation.

Please check one of the following:

__X__ **This legislation does not have any financial implications.**

Other Implications:

a) Does the legislation have indirect financial implications, or long-term implications?
This legislation does not directly result in appropriation or position changes. If the City Council approves Council Bill 118114 that submits a four-year Seattle Preschool Program Levy package to the Seattle voters for their approval in the fall of 2014, and if the ballot measure is approved, the average cost to a Seattle homeowner will increase during the 4-year levy. The Adopted Budget or another ordinance will add appropriations, revenues and positions for the Seattle Preschool Program in accordance with the Seattle Preschool Implementation Plan to be adopted in early 2015.

b) What is the financial cost of not implementing the legislation?
N/A

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?
None.

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:
N/A

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 Resolution to approve the Seattle Preschool Program Action Plan as requested by Resolution 31478. The proposed Resolution also outlines the actions the City will take to ensure the quality of the Seattle Preschool Program as it is developed and implemented.

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. The report 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 or preschool of unknown quality. The Resolution also requested an action plan, proposing parameters of a voluntary, high-quality preschool program. Following a competitive process, the City selected BERK Consulting, Inc. 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 in 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. Based on all available guidance, the Seattle Preschool Program Action Plan was created for City Council's consideration.

I am confident that this Plan puts us on the path to ensuring every child in our city is prepared for the social and academic challenges of the K-12 system and that every child has the opportunity to thrive in school and life. 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

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