

## **Implementation Plan for Investment of Puget Sound Taxpayer Accountability Account Proceeds**

Version 2. August 25, 2020



**King County**

## Acknowledgements

This proposed implementation plan is the result of significant collaborative effort as well as the investment of time and energy by a number of individuals and groups.

This product would not have been possible without the contributions and insights of countless individuals and groups. The writing team extends its deep gratitude to all those who participated in design sessions, focus groups, expert interviews, and community conversations as well as content editing, including the members of the King County Children and Youth Advisory Board and the Children and Youth Strategy Task Force.<sup>1</sup> The recommendations outlined in this plan stemmed directly from their feedback and earnest desire to positively impact in the lives of King County children, youth, and young adults.

Several King County staff worked as a team to develop the recommendations outlined in this proposed implementation plan. From the Department of Community and Human Services (DCHS): Sheila Capestany, Jennifer Hill, Jennifer Tanaka, Hannelore Makhani, Jessica Cafferty, Kerry Wade, and Jackie Moynahan completed research, supported workgroups, fostered stakeholder collaboration, and contributed to the writing of the components of this plan. Additionally, Marcy Miller from Public Health Seattle-King County provided strong facilitation to the Early Learning Facilities workgroup.

At a time in history when the King County region faces unprecedented health and social challenges, King County's commitment to equity is more important than ever. The Puget Sound Taxpayer Accountability Account will build upon other King County initiatives: the Youth Action Plan, Best Starts for Kids, and Zero Youth Detention to support equitable outcomes for all children and youth.

---

<sup>1</sup> A comprehensive listing of participants whose insights informed the recommendations listed in this plan can be found in Appendix B: Funding Category Workgroups,

Appendix C: CYAB and Children and Families Strategy Task Force Membership Lists, and Appendix D: PSTAA Oversight Committee Membership List.



## Contents

Executive Summary.....	5
Improving Educational Outcomes: State and County Legislation.....	17
Background: Foundational Guiding Policies, Plans, and Initiatives .....	21
The Current Landscapes: Turning Challenges into Opportunities .....	24
Early Learning.....	24
College, Career, and Technical Education.....	27
K-12 Community Supports .....	31
Development of the PSTAA Implementation Plan.....	33
Funding Category Workgroups .....	35
Motion 15492 Required Implementation Plan Components .....	39
Funding Category 1   Early Learning Facilities Recommendations.....	39
Funding Category 2   College, Career, and Technical Education Recommendations .....	48
Funding Category 3   K-12 Community-Based Supports Recommendations.....	57
Governance Structure .....	62
Financial Plan and Fund Oversight.....	64
Strategies to Ensure Funded Programs are Culturally Appropriate and Trauma-Informed .....	66
Evaluation of Outcomes, Equity, and Efficacy .....	67
Conclusion.....	77
Appendices.....	79
Appendix A: Full Text of Motion 15492 .....	79
Appendix B: Funding Category Workgroups .....	90
Appendix C: CYAB and Children and Families Strategy Task Force Membership Lists .....	94
Appendix D: PSTAA Oversight Committee Membership List .....	96
Appendix E: Financial Tables.....	97
Appendix F: Full Text of Ordinance 19022, Section 1, Proviso P1, as amended .....	100

## Executive Summary

### *Improving Educational Outcomes with Sound Transit Funds*

The Sound Transit 3 (ST3) ballot measure was approved by voters during the November 2016 elections in King, Pierce and Snohomish counties. The measure funded the expansion of the regional public transit system, with projected ST3 investments of \$53.8 billion. The Puget Sound Taxpayer Accountability Account (PSTAA) was created as an amendment to the 2015 State Transportation Revenue Package by the Washington State Legislature. It requires that a percentage of sales and use taxes collected from ST3-related construction projects be directed to educational services to improve educational outcomes in early learning, K-12, and post-secondary education.<sup>2</sup> PSTAA funds are to be distributed to King, Pierce, and Snohomish counties proportionally based on the population of each county that lives within Sound Transit's jurisdictional boundaries.

### *King County Motions 15029 and 15492, and Ordinance 19022*

Together, Motions 15029 and 15492, passed by the King County Council in 2017 and 2019 respectively, provide guidance for development and implementation of PSTAA programming in King County. Motion 15029<sup>3</sup> identified guiding principles and potential strategies to investigate for potential PSTAA investment. Motion 15492<sup>4</sup> builds on the earlier Motion 15029, further refines the initial funding categories, and provides specific funding allocations for each funding category, as shown in [Table 1](#).

*Table 1*

<b>Motion 15029</b>	<b>Motion 15492</b>	
<b>Initial PSTAA Funding Categories</b>	<b>Updated Funding Categories*</b>	<b>Revenue Allocation</b>
1. Early learning	1. Early learning facilities	52%
2. K-12 education for vulnerable and underserved children and youth	2. College, career, and technical education ( <i>formerly category 3 in Motion 15029</i> )	38%
3. College, career, and technical education	3. Community based supports for K-12 ( <i>formerly category 2 in Motion 15029</i> )	10%

Motion 15492 specified that PSTAA proceeds be invested in programs and facilities designed to improve educational outcomes for students in vulnerable and underserved populations, including:

- Children and youth of color;
- Children and youth from families at or below two hundred percent of the federal poverty level;
- Children and youth who are homeless, in the foster care system, in the child welfare system or are at risk of being involved or involved in the juvenile justice system;
- Children and youth with disabilities;
- Children and youth who identify as LGBTQ; and
- Otherwise vulnerable children and youth.

<sup>2</sup> Per RCW 81.112-360 [\[LINK\]](#), a regional transit authority must pay to the department of revenue, a sales and use tax offset fee of 3.25 percent, for deposit into the Puget Sound Taxpayer Accountability Account.

<sup>3</sup> Motion 15029, Metropolitan King County Council (2017). [\[LINK\]](#)

<sup>4</sup> Motion 15492, Metropolitan King County Council (2019). [\[LINK\]](#)

Motion 15492 also called for the development of a draft implementation plan for investment of Puget Sound Taxpayer Accountability Account proceeds and detailed stakeholders that should be consulted in its development. Furthermore, the 2019-2020 Biennial Budget Ordinance, Ordinance 18835, as amended by Ordinance 19022, Section 1, Proviso P1, as amended, restricted a portion of 2019-20 PSTAA proceeds until the Executive transmits the PSTAA implementation plan and a motion to approve the plan, and the Council approves the plan by motion.<sup>5</sup>

This plan serves as the draft plan requested by the motion and ordinance, and reports on the process by which it was developed. Subject to Council approval of a corresponding motion, this plan will become the final Implementation Plan for Investment of Puget Sound Taxpayer Accountability Account Proceeds.

### Foundational Guiding Policies, Plans, and Initiatives

King County is guided by a commitment to making a welcoming community where every person can thrive. Through PSTAA, King County has an opportunity to build on current plans and investments to realize this vision. The strategies proposed in this plan are aligned with the *King County Strategic Plan*,<sup>6</sup> the *Health and Human Services Transformation Plan*,<sup>7</sup> and the *King County Youth Action Plan*.<sup>8</sup> They also advance the goals set forth in the *Equity and Social Justice Strategic Plan*<sup>9</sup> and the Best Starts for Kids initiative, ensuring that children and youth grow up healthy and happy, and that communities are strong.

### *The Current Landscapes: Turning Challenges into Opportunities*

The current environments of the three PSTAA funding areas (early learning facilities; college, career, and technical education; and K-12 community supports) each have unique as well as shared challenges.

- **Early Learning:** Four significant challenge areas are identified and detailed in this plan.
  - **Access**  
Data shows that many King County children who need, and are eligible for, subsidized high-quality early learning programs<sup>10</sup> are not able to access them. Certain geographic pockets of King County have large gaps in early learning facilities. These areas of need

---

<sup>5</sup> See [Appendix F: Full Text of Ordinance 19022, Section 1, Proviso P1, as amended](#).

<sup>6</sup> King County Office of Performance, Strategy and Budget (2015). King County Strategic Plan. [\[LINK\]](#)

<sup>7</sup> King County Executive and Health and Human Services Transformation Panel (2013). King County Health and Human Services Transformation Plan. [\[LINK\]](#)

<sup>8</sup> King County Youth Action Plan Task Force (2015). King County Youth Action Plan. [\[LINK\]](#)

<sup>9</sup> King County Executive's Office of Equity and Social Justice (2016). Equity and Social Justice Strategic Plan. [\[LINK\]](#)

<sup>10</sup> Early learning programs are a type of child care program providing education outside the home for children up to age 5. These programs offer meaningful learning opportunities for children to learn skills, develop a sense of self, and build a foundation for lifelong learning. The education component is what distinguishes an early learning program from other types of child care such as babysitting and other forms of daycare that may be less purposeful.

are child care access deserts,<sup>11</sup> defined as clusters of zip codes<sup>12</sup> or other types of areas with statistically significant gaps in access to high quality early learning services for children eligible for subsidized services.

- [Lack of Investment](#)  
While there has been public investment in subsidized early learning for children from low-income households in Washington State, public resources to provide infrastructure for early learning programs have not kept up with demand. Lack of funding for early learning facilities limits the number of children who can benefit from high-quality early learning programs.
- [Disproportionality in Kindergarten Readiness](#)  
According to the Washington Office of the Superintendent for Public Instruction, fewer than half of all students are kindergarten-ready when they start, as measured by the Washington Kindergarten Inventory for Developing Skills (WaKIDS).<sup>13</sup>
- [The Ongoing Impacts of COVID-19](#)  
Beginning in March 2020, the COVID-19 public health pandemic exacerbated already scarce access to child care. As of April 1, 2020, 870 child care sites across Washington State with a licensed capacity of almost 43,000 children had shut down because of the COVID-19 outbreak.<sup>14</sup> The National Association for the Education of Young Children (NAEYC) anticipates that more than half of child care programs nationwide will permanently close, and that few businesses will survive closure without financial assistance.<sup>15</sup>
- [College, Career, and Technical Education](#): Two important areas of challenge are discussed in this plan.
  - [King County Jobs Require Postsecondary Training: Young People of Color Left Behind](#)  
Nearly all jobs that yield a family wage in King County require a postsecondary credential. Young people understand this fact and want to further their education, but neither the K-12 nor postsecondary education systems, in their current form, provide

---

<sup>11</sup> Child care access deserts parallel the federal government’s use of the term “food desert,” used to denote places where people do not live in close proximity to affordable and healthy food retailers. See U.S. Department of Health and Human Services, Office of Community Services, Healthy Food Financing Initiative [\[LINK\]](#). For an application of the concept to child care, see “America’s Child Care Deserts,” Center for American Progress (CAP) (2016) [\[LINK\]](#). CAP updated its study of this issue in 2018. [\[LINK\]](#)

<sup>12</sup> 3SI and Early Learning Facilities Stakeholder Group (2018). Early Learning Facilities Development Proposal, pg. 10-13 and 78-80. [\[LINK\]](#)

<sup>13</sup> Washington Office of Superintendent of Public Instruction Report Card (2019-2020). Kindergarten Readiness. [\[LINK\]](#)

<sup>14</sup> Senn, T. (2020, April 1). After Major Progress on Child Care, COVID-19 Could Collapse the System. The Seattle Times. [\[LINK\]](#)

<sup>15</sup> National Association for the Education of Young Children (2020). National Industry Organizations Call on Congress for \$50 Billion in Urgent Stimulus. [\[LINK\]](#)

them with the support needed to achieve this goal. The PSTAA Needs Assessment Report commissioned by King County Council estimated that 41 percent of all King County ninth graders earn a postsecondary credential by age 24.<sup>16</sup> However, disaggregated data for this age demographic shows that just 27 percent of Black/African American students, 23 percent of Latinx students, 16 percent of American Indian/Alaska Native students, and 14 percent of Native Hawaiian/Pacific Islander students finish college or career training by age 24.<sup>17</sup>

- **Economic Impacts of COVID-19**

As the community continues to face challenges related to the COVID-19 health crisis, investment in Promise strategies that support young adults through high school graduation and postsecondary success is more critical than ever. King County young adults, especially young people of color, are facing significant economic impacts, with 18 percent of workers under age 18 and roughly 13 percent of workers 18-24 filing initial unemployment insurance claims between March 1 and May 2, 2020.<sup>18</sup> Over the same period, people with a high school-level education filed unemployment claims at twice the rate of people with Bachelor's degrees, highlighting the importance of postsecondary training. These figures, as well as the uncertainty surrounding whether many businesses will reopen, heighten the urgency for investment in King County Promise strategies that provide young people with education, career training, and support services.

- **K-12 Community Supports:** Institutionalized barriers have been built into educational systems to segregate, exclude, and oppress youth of color. The racism embedded within schools not only impacts the lives of youth of color but has suppressed economic opportunities for families and communities. Systemic racism persists into the present day, manifesting in data showing disproportionate discipline, poor graduation outcomes, and a youth mental health crisis. Exclusionary discipline (suspension and/or expulsion) begins in preschool and increases as young people grow. This phenomenon results in a loss of learning time for excluded students, contributing to students failing courses, dropping out of high school, and becoming involved in the juvenile justice system.<sup>19</sup>

The recommendations and findings of this plan seek to address these issues.

#### *Development of the PSTAA Implementation Plan*

The proposed PSTAA implementation plan was developed by King County Department of Community and Human Services (DCHS) staff in consultation with King County Council staff, service providers and other stakeholders. DCHS engaged the Children and Youth Advisory Board (CYAB) and three stakeholder workgroups to develop, guide and inform the recommendations outlined throughout this PSTAA

---

<sup>16</sup> Hairston, W.T., Thompson, K., and Rosen, B. (2018). Puget Sound Taxpayer Accountability Account Needs Assessment Report. [\[LINK\]](#)

<sup>17</sup> Hairston, W.T., Thompson, K., and Rosen, B. (2018). Puget Sound Taxpayer Accountability Account Needs Assessment Report, pg. 12. [\[LINK\]](#)

<sup>18</sup> Public Health Seattle-King County (2020). *Unemployment Claims: Impacts of Efforts to Limit the Spread of Novel Coronavirus (COVID-19) in King County*. [\[LINK\]](#)

<sup>19</sup> Communities Count (n.d.). *School Suspension and Expulsion*. [\[LINK\]](#)



implementation plan with the assistance of consultants, leveraging community efforts undertaken prior to the passage of PSTAA legislation by King County. King County’s PSTAA planning work as reflected in this proposed implementation plan links and builds upon these previous efforts to improve educational outcomes for young people in the PSTAA prioritized populations.

*The Children and Youth Advisory Board (CYAB)*<sup>20</sup> provided essential collaboration and guidance to the development of this plan. Throughout the development of this proposed PSTAA implementation plan, King County staff, funding category workgroup members, and the CYAB utilized the CYAB equity statement and equity questions, shown in Table 2, to ensure that any recommendations proposed will advance equity and close gaps in educational outcomes for the PSTAA prioritized populations.

*Table 2*

<b>CYAB Equity Statement</b>	<b>CYAB Equity Statement-Based Questions</b>
<ul style="list-style-type: none"> <li>• Equity is an ardent journey toward well-being as defined by the affected.</li> <li>• Equity demands sacrifice and redistribution of power and resources in order to dismantle systems of oppression, heal continuing wounds, and realize justice.</li> <li>• To achieve equity and social justice, we must first root out deeply entrenched systems of racism.</li> <li>• Equity proactively builds strong foundations of agency, is vigilant for unintended consequences, and boldly aspires to be restorative.</li> <li>• Equity is disruptive and uncomfortable and not voluntary.</li> <li>• Equity is fundamental to the community we want to build.</li> </ul>	<ul style="list-style-type: none"> <li>• Has this proposal been defined by the affected?</li> <li>• In what ways will this proposal lead to a redistribution of power?</li> <li>• How does this proposal help to root out systems of racism?</li> <li>• How does this proposal proactively build strong foundations of agency?</li> <li>• How is this proposal vigilant for unintended consequences?</li> <li>• How does this proposal aspire to be restorative?</li> <li>• What systems does this proposal disrupt and how?</li> <li>• How does this proposal help build a beloved community?</li> </ul>

During a regular CYAB meeting held in May 2020, the group voted to endorse a draft of the proposed plan. At that meeting, the Board expressed satisfaction that the funding strategies will complement King County’s initiatives and investments. At the same time, the CYAB expressed concerns about gaps in PSTAA funding for school-age children ages five through nine, as well as supports for young people as they enter the workforce, which were not called for in Motion 15492. King County remains committed to working in partnership with the CYAB to identify resources for these two outstanding needs.<sup>21</sup>

*The PSTAA Oversight Committee* was established to guide and inform development of the recommendations in this proposed plan. The PSTAA Oversight Committee included representatives from

<sup>20</sup> The Children and Youth Advisory Board (CYAB) is an oversight and advisory board of experts, researchers and community leaders with geographically and culturally diverse perspectives, charged making recommendations and monitor distribution of Best Starts for Kids levy proceeds.

<sup>21</sup> CYAB meeting materials, including meeting minutes, are posted online. [\[LINK\]](#)

King County Council offices, the King County Executive's Office, the King County Office of Performance, Strategy and Budget (PSB), and the Children and Youth Advisory Board (CYAB).<sup>22</sup>

*Three funding category workgroups* were established to develop the recommendations in this proposed plan. Three of the four workgroups correspond to the three funding categories specified in Motion 15492, while the fourth workgroup provided recommendations on the governance structure. The work groups are summarized below.

#### *Funding Category 1: Early Learning Facilities | The Early Learning Facilities Workgroup*

This group, comprised of over 30 entities<sup>23</sup> ranging from providers (including family child care homes<sup>24</sup>), to representatives from the Washington State Early Learning Facilities Program<sup>25</sup> and the Seattle Preschool Program Provider Facility Fund,<sup>26</sup> to education advocacy representatives, to property developers, had been convened in 2016 by Child Care Resources<sup>27</sup> to address gaps between need and supply of early learning programs. Following the passage of Motion 15492, the Early Learning Facilities (ELF) workgroup reconvened to assist King County with the development of the proposed PSTAA implementation plan by reviewing and recommending policies that address the development of early learning facilities to serve the PSTAA prioritized populations. King County contracted with a consulting firm to support the ELF workgroup to compile its findings and the ELF-related recommendations of this plan.

#### *Funding Category 2: College, Career, and Technical Education | The King County Promise Workgroup*

The King County Promise model development phase began in 2017, under the leadership of the Puget Sound College and Career Network (PSCCN).<sup>28</sup> Following the approval of Motion 15492, PSCCN joined with King County to review and develop recommendations for funding college, career, and technical education supports under PSTAA as the King County Promise workgroup.<sup>29</sup> The workgroup convened over 70 representatives from K-12 schools, community-based organizations, postsecondary institutions, and other regional groups and stakeholders to participate in the development of the recommendations. King County hired a consulting firm to support the King County workgroup to compile their findings and the King County Promise-related recommendations of this plan.

---

<sup>22</sup> See Appendix D: PSTAA Oversight Committee Membership List.

<sup>23</sup> See Appendix B: Funding Category Workgroups.

<sup>24</sup> A family child care home is a type of early learning child care program in which a caregiver looks after children in their own home.

<sup>25</sup> This program aims to help Early Childhood Education and Assistance Program (ECEAP) contractors and Working Connections Child Care (WCCC) subsidy providers to expand, remodel, purchase, or construct early learning facilities and classrooms. [\[LINK\]](#)

<sup>26</sup> Through this program, the City of Seattle makes annual investments to support the improvement and expansion of early learning facilities and environments. [\[LINK\]](#)

<sup>27</sup> Child Care Resources works to improve access to high-quality early learning experiences by engaging with families, child care providers, community organizations, and advocacy groups in order to improve the quality of early childhood care. [\[LINK\]](#)

<sup>28</sup> Puget Sound College and Career Network (PSCCN) is a partnership of organizations and institutions serving youth age 5-20 with a focus on increasing equitable postsecondary readiness and completion across King and Pierce Counties. [\[LINK\]](#)

<sup>29</sup> See Appendix B: Funding Category Workgroups.

### *Funding Category 3: Community Based Supports | The Racial Equity Coalition*

The Racial Equity Coalition (REC) formed in 2019, inspired by a shared vision of addressing pervasive racism and a lack of equitable support services in the education system.<sup>30</sup> The coalition, comprised of 15 representatives from black, indigenous, and people of color-led (BIPOC) nonprofits in King County, received funding from United Way of King County (UWKC) to test a community-driven program model, Love and Liberation (L & L), at a small scale. Starting in July 2019, the group began to meet regularly to refine the framework for L & L. Following the passage of Motion 15492, REC joined with King County to draft recommendations for inclusion of L & L in the PSTAA implementation plan in order to test scaling the model across the region.

Each workgroup established guiding principles to inform its work. Please refer to the workgroup recommendation sections of this proposed plan for further details.

### *Workgroup Recommendations*

The following is a summary of the detailed recommendations contained in this document.

### *Recommended ELF Investments*

In recognition of the variety of early learning environments and needs across the county, based on findings from the 2018 *Early Learning Facilities Development Proposal* and the *Facilities Needs Assessment for ECEAP Expansion* report,<sup>31, 32</sup> the ELF workgroup recommended three ELF investment strategies. The first two ELF recommendations expand or preserve early learning facility capacity:

- 1) Maintain and improve existing family child care home facilities; and
- 2) Renovate existing (non-home based) facilities

The third recommended ELF strategy addresses the challenge of extreme child care access deserts in King County, where access to early learning facilities is severely limited:

- 3) Invest in partnerships that result in the construction of new facilities.

The workgroup also recommends that King County DCHS' Housing, Homelessness and Community Development Division (HHCDD) oversee implementation of the ELF funding strategy due to the subject matter expertise and existing administrative infrastructures of the department and division. In addition, due to the level of child care facility expertise required for PSTAA funded ELF projects and the likelihood that additional funding will need to be leveraged for financing larger facilities, the ELF workgroup recommends that King County partner with an intermediary organization, such as a community development financial institution,<sup>33</sup> to manage implementation of large construction projects. The workgroup also recommends that King County DCHS' Housing, Homelessness and Community Development Division (HHCDD) oversee implementation of the ELF funding strategy due to the subject matter expertise and existing administrative infrastructures of the department and division.

---

<sup>30</sup> See Appendix B: Funding Category Workgroups.

<sup>31</sup> 3SI and Early Learning Facilities Stakeholder Group (2018). *Early Learning Facilities Development Proposal*. [\[LINK\]](#)

<sup>32</sup> BERK Consulting, NAC Architecture, and Columbia City Consulting (2016). *Facilities Needs Assessment for ECEAP Expansion*. [\[LINK\]](#)

<sup>33</sup> A community development financial institution provides credit and financial services to underserved markets and populations; it may be a community development bank, a community development credit union, a community development loan fund, a community development venture capital fund, a microenterprise development loan fund, or a community development corporation.

In alignment with Motion 15492, ELF investments will support facilities that offer inclusive and culturally responsive programs, operated with staff and leadership that reflect the communities served. Other key recommendations for ELF investments include offering technical assistance to potential funding partners, as well as to family-based providers, to support providers interested in applying for early learning facility funding under PSTAA. This assistance will be offered during the pre-development and financing phases of their projects, when technical expertise in design, planning, and financing are anticipated to be most helpful in order to get projects into development.

Using PSTAA funding, existing child care slots will be preserved, allowing providers more flexibility to serve low-income families, provide living wages and benefits to staff, and offer higher-quality care. For most early learning providers, having a mix of subsidized and private-pay slots ensures the long-term viability of the business model. Given this, each of the three ELF funding strategies provides for spaces in ELF-funded facilities to be available for children from moderate-income households and full tuition families, as well low-income families who are eligible to receive child care subsidies. This approach allows a wider range of families to benefit from PSTAA ELF funded investments by providing high-quality early learning to families whose incomes are too high to qualify for subsidy funding, but too low to afford high-quality early learning in King County,<sup>34</sup> as research shows mixed-income classrooms improve child outcomes.<sup>35</sup>

Due to the impact of COVID-19 on the child care landscape, the workgroup did not arrive at recommendations addressing target enrollment figures based on income level, local cost of living, and payment mix, as called for by Motion 15492. Information regarding the supply and demand sides of the child care system equation remained unclear at the time of the writing of this proposed plan, as many child care centers have closed indefinitely and a significant number families have been forced to keep children home. The ELF workgroup recommends that PSTAA staff develop policies that require providers receiving early learning facilities funding from PSTAA to enroll a minimum number of children from the prioritized populations and those who receive child care subsidies from the state. When the child care field moves into sustained recovery mode and can maintain licensed capacity, DCHS will engage child care providers and the ELF workgroup to explore enrollment targets.

#### *Recommended College, Career, and Technical Education Investments*

The recommended King County Promise funding strategy will create alignment between K-12 and postsecondary education systems to support young people from the priority populations through college completion and strengthen their future earning potential. The King County Promise workgroup established two goals for this funding category: one is a student-level goal, and another is a system-level goal.

At a student-level, the King County Promise funding category investments are intended to result in an increase in postsecondary attainment of PSTAA served youth to 70 percent, with no gap in attainment

---

<sup>34</sup> Income levels vary by subsidy, but in general, annual household income needs to be less than \$50,200 for a family of four to qualify for subsidized early learning. For some subsidies, such as Head Start and ECEAP, annual household income needs to be \$32,630 or less. A single parent with two children working a full-time job at \$15 per hour (minimum wage in Seattle) makes too much to qualify for ECEAP.

<sup>35</sup> Bagby, J.H., Rudd, L.C., and Woods, M. (2005). The Effects of Socioeconomic Diversity on the Language, Cognitive and Social-emotional Development of Children from Low-income Backgrounds, *Early Child Development and Care*, 175(5), pg. 395-405. [\[LINK\]](#)

rates between young people in the PSTAA prioritized populations and their peers.<sup>36</sup> The system-level goal will promote K-12 districts, postsecondary institutions, and community-based organizations in King County collaborating to become a cohesive, equity-focused educational system, the much-needed pipeline that supports postsecondary success for young people.

Consistent with Motion 15492, the workgroup recommends that funded supports under King County Promise are made at three levels: high school, college, and community. Each level includes distinct activities serving the prioritized populations, detailed in the report. Motion 15492 also directs that investments under the King County Promise funding category should include a focus on systems-level improvements and alignment that will result in improved success in educational outcomes for youth in the PSTAA prioritized populations.

In order to implement the strategies proposed under the King County Promise funding category, K-12 districts, community and technical colleges, and community-based organizations will join together to form Promise partnerships, where partners co-design a strategy and submit a joint proposal in response to an open competitive Request for Proposal (RFP) process conducted by King County.

The Promise workgroup recommends that King County DCHS' Children, Youth, and Young Adult Division (CYAD) oversee implementation of the strategies proposed under the King County Promise funding category due to the subject matter expertise and existing administrative infrastructures of the department and division, with additional support from a system-supporting organization. Details on implementation timeline, matching fund expectations, the system-supporting organization, and other Promise process elements are addressed in the Funding Category section of the proposed plan.

#### [Recommended K-12 Community-Based Supports](#)

In response to King County Council's priority to fund K-12 educational opportunities for vulnerable children and youth outlined in Motion 15942, King County staff collaborated with the Racial Equity Coalition (REC) to develop the recommendations for this funding category, including the recommendation to establish a three-year pilot project.

The pilot project will expand an existing community effort called Love and Liberation (L & L). L & L is a partnership-based, innovative racial justice initiative focused on youth self-liberation and system change to help close educational achievement gaps and increase high school completion. This plan recommends the 15 BIPOC-led nonprofit organizations that make up the REC make up the funded partners comprising the initial three-year pilot. Delivered services to the PSTAA prioritized populations will focus on positive racial/ ethnic identity development and will be implemented in the youths' home communities.

Consistent with Motion 15492, L & L partners will provide "out-of-school time or expanded learning opportunities, access to physical education, mentoring, case management and culturally integrative programming."<sup>37</sup> PSTAA investments will expand L & L programs in existence since 2019 to serve more young people from the PSTAA prioritized populations. A key aspect of this pilot project is the recommendation to utilize participatory grantmaking,<sup>38</sup> investing power in REC members to decide how

---

<sup>36</sup> These data are based on postsecondary credential attainment by age 26.

<sup>37</sup> Motion 15492, pg. 7, Metropolitan King County Council (2019). [\[LINK\]](#)

<sup>38</sup> Gibson, C. (2018). Deciding Together: Shifting Power and Resources Through Participatory Grantmaking. IssueLab by Candid. [\[LINK\]](#)

to invest PSTAA resources across their organizations to achieve documented outcomes for the prioritized populations. These innovations present unique opportunities to dismantle racist institutional practices that have led to persistent opportunity gaps.

REC members recommend that UWKC serve as the administrator of the L & L pilot. This recommendation is based on UWKC's experience and commitment to the participatory grantmaking process as well as its ongoing technical assistance efforts to strengthen REC member organizations. In addition, the REC recommends that CYAD within King County's DCHS provide oversight to the implementation of all activities related to L & L. This recommendation is based on the subject matter expertise and existing administrative infrastructures of the department and division, as well as the division's familiarity with work of UWKC and of several of the organizations that make up the REC.

#### *Governance Structure*

The CYAB recommends that a standing CYAB subcommittee be established as the advisory group for PSTAA. This standing subcommittee will be known as the PSTAA Subcommittee. The Subcommittee will provide guidance to the King County Council and the Executive on the educational needs of King County youth. It will ensure alignment of PSTAA investments and other key initiatives and programs for children and youth in King County. It will monitor the progress of PSTAA implementation in King County and make recommendations on proposed implementation actions and/or revisions.

#### *Financial Plan and Fund Oversight*

DCHS will oversee the PSTAA fund. Based on the investment priorities outlined by Council, the PSTAA fund is anticipated to have four cost centers: (1) Evaluation and Administration; (2) Early Learning Facilities; (3) King County Promise; and (4) Love and Liberation. Over the 15-year life of the PSTAA fund, PSTAA proceeds will be invested based on the allocations established by the King County Council in Motion 15492.

King County is estimated to receive \$318 million in PSTAA funding between 2019 and 2035.<sup>39</sup>

#### *Strategies to Ensure Funded Programs are Culturally Appropriate and Trauma Informed*

PSTAA-funded programs will utilize a framework adapted from the Substance Abuse and Mental Health Services Administration (SAMHSA)<sup>40</sup> to ensure that all PSTAA programs are implemented in alignment with King County's commitment to culturally appropriate and trauma-informed approaches:

- Realizing the prevalence of trauma as well as the presence of strength and resilience in individuals, families, groups, communities and organizations as well as acknowledging the direct and indirect effects of trauma on all those involved with programs, organizations and systems.
- Recognizing the signs of trauma, knowing that the effects of trauma are both direct and indirect, and understanding that survivors are resilient and not defined by their trauma.

---

<sup>39</sup> Based on April 2020 forecast report by Sound Transit. See [Appendix E: Financial Tables](#) for details. PSTAA revenues could change as a result of COVID-19 impacts on Sound Transit construction.

<sup>40</sup> Substance Abuse and Mental Health Services Administration (SAMHSA), Trauma and Justice Strategic Initiative (2014). *SAMHSA's Concept of Trauma and Guidance for a Trauma-Informed Approach*. [\[LINK\]](#)



- Responding by putting this knowledge into practice by learning from community and promoting safety as well as cultural wellness.
- Resisting re-traumatization by drawing from cultural resiliency, traditional healing tools and collective wisdom.

This framework, along with the guiding principles<sup>41</sup> used by each of the workgroups to develop program and policy recommendations for each funding strategy, will be applied to investment decisions.

#### *Evaluation of Outcomes, Equity, and Efficacy*

The primary purpose of the evaluation of PSTAA's outcomes, equity, and efficacy will be to enable PSTAA staff to use data to inform ongoing work and investments, understand which strategies are effective and why, and support shared responsibility for a program's success. Thus, PSTAA evaluation and performance measurement activities should inform strategic learning and accountability.

DCHS' Performance Measurement and Evaluation will lead PSTAA-related evaluation work. The PSTAA evaluation team will seek to answer one overarching question:

*To what extent and in what ways has the PSTAA initiative improved educational outcomes for students in King County, especially youth from the prioritized populations?*

The PSTAA evaluation effort will align population-level<sup>42</sup> indicators and performance measures across related King County initiatives, including Best Starts for Kids<sup>43</sup> and Youth Action Plan strategies, to facilitate comparisons across similar types of programs and services. Coordinating across initiatives through shared indicators provides a holistic view of the impact resulting from a portfolio of related King County investments.

Per Motion 15492, DCHS will set outcome targets for improving kindergarten readiness, increasing high school graduation rates, increasing postsecondary acceptance rates, and increasing postsecondary completion. After contracts are in place and PSTAA implementation begins, the evaluation team will collect data over a 12-month period to establish a baseline for measurement. The evaluation team plans to set initial outcome targets in collaboration with funded partners and PSTAA staff.

No later than five years after the first grant is awarded, PSTAA staff will complete the first PSTAA Performance Measurement and Evaluation Report describing the programs funded and outcomes for the children, youth and communities served. PSTAA staff will develop the first PSTAA Report in consultation with, and respective components reviewed by, the CYAB, DCHS leadership, and funding category workgroup members. DCHS staff expects to produce reports on an annual basis thereafter. The

---

<sup>41</sup> Under Motion 15492 Required Implementation Plan Components, each strategy lists the guiding principles used to develop program and policy recommendations.

<sup>42</sup> Government programs are evaluated in terms of their effect on the general public. The term "population-based" refers to a geographic region, such as the catchment area for a project, provided the data are drawn from a representative sample of the population.

<sup>43</sup> King County Department of Community and Human Services (2018). Best Starts for Kids Evaluation and Performance Measurement Plan, pg., 11. [\[LINK\]](#)

reports will include data from the previous calendar year (e.g., PSTAA Annual Report submitted August 1, 2027 will include data from calendar year 2026).

DCHS staff will provide mid-term progress briefings to interested community members, PSTAA Advisory Subcommittee members, King County staff, and decision-makers as needed or requested. Topics of progress briefings may include how funds are being allocated, the status of strategy and program implementation, design or policy changes, and implementation challenges.

### *Conclusion*

The program and policy recommendations outlined in the proposed PSTAA implementation plan are consistent with King County Council Motion 15492.<sup>44</sup> The plan sets the stage for unprecedented actions by King County to dismantle persistent institutional racism practices and center decision making with communities impacted by decisions, consistent with the King County Equity and Social Justice Plan. Guided by Motion 15492, the funding, program, and policy recommendations outlined in this proposed plan demonstrate King County's commitment to solving complex community challenges through innovative solutions co-created with community.

---

<sup>44</sup> This proposed plan does recommend one minor change from Motion 15492. As discussed further in Recommended ELF Investment Strategies and Recommended ELF Funding Policies, the ELF workgroup recommends increasing the maximum allowable awards to maintain, repair or expand family child care homes from \$20,000 to \$75,000.



## Improving Educational Outcomes: State and County Legislation

### *The Puget Sound Taxpayer Accountability Account*

The Sound Transit 3 (ST3) ballot measure was approved by voters during the November 2016 elections in King, Pierce and Snohomish counties. The measure funded the expansion of the regional public transit system, including extending the Link light rail system to Tacoma, Federal Way, Everett, Issaquah, Ballard, and West Seattle. ST3 investments are projected to total \$53.8 billion.

The Puget Sound Taxpayer Accountability Account (PSTAA) was created as an amendment to the 2015 State Transportation Revenue Package by the Washington State Legislature. It requires that a percentage of sales and use taxes collected from ST3-related construction projects be directed to educational services to improve educational outcomes in early learning, K-12, and post-secondary education.<sup>45</sup> Per the State's requirements,<sup>46</sup> PSTAA funds are to be used for educational services to improve educational outcomes in early learning, K-12, and postsecondary education including, but not limited to, for youth that are low-income, homeless, or in foster care or other vulnerable populations.

PSTAA funds are to be distributed to King, Pierce, and Snohomish counties proportionally based on the population of each county that lives within Sound Transit's jurisdictional boundaries. Sound Transit estimates that King County will receive \$318 million in funding between 2019 and 2035,<sup>47</sup> with funding amounts based on the ST3 project timeline.<sup>48</sup> Given that planned construction activity varies over the 15-year lifespan of the account, uneven distribution of funds is expected over the period.<sup>49</sup>

### *King County Motions 15029 and 15492 and Ordinance 19022*

Together, King County Motions 15029<sup>50</sup> and 15492<sup>51</sup> provide guidance for development and implementation of PSTAA programming in King County. The King County Council passed Motion 15029 in 2017 and passed Motion 15492 in 2019. Motion 15429 builds on the earlier Motion 15029, and further refines the initial funding categories as well as provides specific funding allocations for each funding category.

Motion 15029<sup>52</sup> identified guiding principles and potential strategies to investigate for potential PSTAA investment. These strategies are listed in [Table 3](#).

---

<sup>45</sup> Per RCW 81.112.360 [\[LINK\]](#), a regional transit authority must pay to the department of revenue, a sales and use tax offset fee of 3.25 percent, for deposit into the Puget Sound Taxpayer Accountability Account.

<sup>46</sup> Puget Sound Taxpayer Accountability Account, RCW 43.79.520 (2019). [\[LINK\]](#)

<sup>47</sup> Based on April 2020 forecast report by Sound Transit. See [Appendix E: Financial Tables](#) for details. PSTAA revenues could change as a result of COVID-19 impacts on Sound Transit construction.

<sup>48</sup> Over 80 percent of ST3's projects were suspended in April 2020 due to COVID-19, but construction is expected to resume [\[LINK\]](#).

<sup>49</sup> See [Appendix E: Financial Tables](#) for details.

<sup>50</sup> Motion 15029, Metropolitan King County Council (2017). [\[LINK\]](#)

<sup>51</sup> Motion 15492, Metropolitan King County Council (2019). [\[LINK\]](#)

<sup>52</sup> Motion 15029, Metropolitan King County Council (2017). [\[LINK\]](#)

Table 3

PSTAA Guiding Principles and Strategies Based on Motion 15029
<ol style="list-style-type: none"> <li>1. Increasing access and success in postsecondary or career connected education, including advisory support or other necessary services at community or technical colleges via a "promise scholarship" program, or programs targeting low-income youth, youth of color or homeless youth;</li> <li>2. Constructing, maintaining and renovating facilities to support early learning programs;</li> <li>3. Collocating early learning centers with affordable housing, including flexible, mixed-use space to meet the multiple needs of children and youth with limited access to services;</li> <li>4. Programing or facilities to support children and youth who are homeless, in the foster care system, in the child welfare system, involved in the juvenile justice system or otherwise vulnerable or underserved;</li> <li>5. Supporting asset building strategies for youth including children's educational savings accounts;</li> <li>6. Identifying innovative strategies to empower students to be change agents in their schools and communities who can identify and address social and racial injustice through advocacy and organizing; and</li> <li>7. Training educators in the effects that economic status and institutional racism have on educational outcomes and economic mobility.</li> </ol>

Motion 15029 identified three funding categories for future allocations of PSTAA proceeds:

1. Early learning;
2. K-12 education for vulnerable children and youth; and,
3. College, career, and technical education.

It directed council staff to work with a consultant, Executive Office staff, and stakeholders to assess the feasibility of these strategies; investigate the educational needs of King County youth; and conduct a financial analysis. Consultants were engaged to assist with the work, generating four reports:

- The *Puget Sound Taxpayer Accountability Account Needs Assessment Report*<sup>53</sup> is a compilation and review of existing education-related needs assessments done recently in King County;
- The *Strategy Assessment Report*<sup>54</sup> is an examination of the potential impact of, need for, cost, and implementation feasibility of each of the nine different strategies outlined in Motion 15029;
- The *Funding Level Options Report*<sup>55</sup> assesses at how many students might be served in each education domain, at different funding levels; and,
- The *PSTAA Community Impact Summary*<sup>56</sup> includes themes that emerged from all community engagement efforts.

King County collected input from community members regarding PSTAA strategies in a variety of ways, including public comments from Council meetings, subject matter expert interviews, and an online survey. Community engagement efforts emphasized equity and, in particular, the participation of communities historically excluded from public processes. King County partnered with community-based organizations to offer 21 listening sessions across the region,<sup>57</sup> with approximately 650 people representing the diverse perspectives of King County attending the listening sessions.<sup>58</sup>

Informed by the above four reports generated in response to Motion 15029, Motion 15492 provided additional Council direction on a number of areas pertaining to PSTAA. This included further refinement of the three priority areas initially identified in Motion 15029 and the allocation of PSTAA revenues as shown below in [Table 4](#).

---

<sup>53</sup> Hairston, W.T., Thompson, K., and Rosen, B. (2018). *Puget Sound Taxpayer Accountability Account Needs Assessment Report*. [\[LINK\]](#)

<sup>54</sup> Thompson, K., Hairston, T. and Rosen, B. (2018). *Puget Sound Taxpayer Accountability Strategy Assessment Report*. [\[LINK\]](#)

<sup>55</sup> Thompson, K. (2019). *Puget Sound Taxpayer Accountability Account Funding Level Options Report*. [\[LINK\]](#)

<sup>56</sup> Equitable Development, LLC (2019). *Community Impact Summary, Puget Sound Taxpayer Accountability Account*. [\[LINK\]](#)

<sup>57</sup> King County Council (2019). *Community Engagement and Meeting Schedule*. [\[LINK\]](#)

<sup>58</sup> Two sessions were conducted in three languages, two sessions were conducted in Spanish, and one was conducted in Somali.

Table 4

Motion 15029		Motion 15492		
Initial PSTAA Funding Categories		Updated Funding Categories*	Revenue Allocation	
1.	Early learning	1.	Early learning facilities	52%
2.	K-12 education for vulnerable and underserved children and youth	2.	College, career, and technical education (formerly category 3 in Motion 15029)	38%
3.	College, career, and technical education	3.	Community based supports for K-12 (formerly category 2 in Motion 15029)	10%

\* For reference, please note that this proposed implementation plan uses the updated funding categories from Motion 15492.

Motion 15492 specified that PSTAA proceeds be invested in programs and facilities designed to improve educational outcomes for students in vulnerable and underserved populations, including:

- Children and youth of color;
- Children and youth from families at or below two hundred percent of the federal poverty level;
- Children and youth who are homeless, in the foster care system, in the child welfare system or are at risk of being involved or involved in the juvenile justice system;
- Children and youth with disabilities;
- Children and youth who identify as LGBTQ; and
- Otherwise vulnerable children and youth.

Finally, Motion 15492 called for the development of a draft implementation plan for investment of Puget Sound Taxpayer Accountability Account proceeds. The Motion outlined the information it should contain, along with specifying with whom the Executive should consult to develop a draft implementation plan for investment of PSTAA proceeds.

Furthermore, the 2019-2020 Biennial Budget Ordinance, Ordinance 18835, as amended by Ordinance 19022, Section 1, Proviso P1, as amended, restricted a portion of 2019-20 PSTAA proceeds until the Executive transmits the PSTAA implementation plan and a motion to approve the plan, and the Council approves the plan by motion.<sup>59</sup>

This plan serves as the draft plan requested by Motion 15492 and Ordinance 19022 and reports on the process by which it was developed. Subject to Council approval of a corresponding motion, this plan will become the Final Implementation Plan for Investment of Puget Sound Taxpayer Accountability Account Proceeds.

<sup>59</sup> See [Appendix F: Full Text of Ordinance 19022, Section 1, Proviso P1, as amended](#).

## Background: Foundational Guiding Policies, Plans, and Initiatives

King County's work is guided by a commitment to making a welcoming community where every person can thrive. Through PSTAA, King County has an opportunity to build on current plans and investments to realize this vision. The strategies proposed in this plan, (1) increasing access to early learning facilities; (2) supporting young adults with high school graduation and post-secondary completion; and (3) supporting cultural identity development to ensure K-12 and career success, are aligned with the *King County Strategic Plan*,<sup>60</sup> *Equity and Social Justice Strategic Plan*,<sup>61</sup> the *Health and Human Services Transformation Plan*,<sup>62</sup> and the *King County Youth Action Plan*.<sup>63</sup> They also advance the goals set forth in the Best Starts for Kids initiative, ensuring that children and youth grow up healthy and happy, and that communities are strong.

### *King County Strategic Plan*

In 2010, the King County Council unanimously approved Ordinance 16897, adopting the King County Strategic Plan, 2010-2014: Working Together for One King County. The plan was created with input from thousands of residents and county employees over a period of 18 months and was developed in collaboration with council and the county's separately elected officials. It is a key tool in reforming county government by focusing on customer service, partnerships, and ways to bring down the cost of government.

The Strategic Plan embodies the priorities of the residents of King County and the values of the elected officials in the King County government. It was designed to guide decisions in times of fiscal challenge as well as prosperity. The plan also established a countywide vision for creating a diverse and dynamic community with a healthy economy and environment where all people, businesses, and organizations can thrive. To that end, the proposed PSTAA plan outlines goals and objectives to further this overall objective.

### *Equity and Social Justice Strategic Plan*

In 2010, equity and social justice (ESJ) was included in the 2010 King County Strategic Plan, making it a formal component of the County's work. That same year the King County Council approved Ordinance 16948,<sup>64</sup> which formalized equity systems and frameworks, including establishing the Determinants of Equity, the social, economic, geographic, political and physical environment conditions in which people are born, grow, live, work and age that lead to the creation of a fair and just society.<sup>65</sup>

In 2015, the King County Executive's Office of Equity and Social Justice (OESJ) was created. The following year, OESJ produced the *2016-2022 Equity and Social Justice Strategic Plan*.<sup>66</sup> This plan was created with input from more than 700 employees and 100 local organizations. The feedback gathered from

---

<sup>60</sup> King County Office of Performance, Strategy and Budget (2015). *King County Strategic Plan*. [\[LINK\]](#)

<sup>61</sup> King County Executive's Office of Equity and Social Justice (2016). *Equity and Social Justice Strategic Plan*. [\[LINK\]](#)

<sup>62</sup> King County Executive and Health and Human Services Transformation Panel (2013). *King County Health and Human Services Transformation Plan*. [\[LINK\]](#)

<sup>63</sup> King County Youth Action Plan Task Force (2015). *King County Youth Action Plan*. [\[LINK\]](#)

<sup>64</sup> Ordinance 16948, Metropolitan King County Council (2010). [\[LINK\]](#)

<sup>65</sup> King County Office of Performance, Strategy and Budget (2015). *The Determinants of Equity: Identifying Indicators to Establish a Baseline of Equity in King County*. [\[LINK\]](#)

<sup>66</sup> King County Executive's Office of Equity and Social Justice (2016). *Equity and Social Justice Strategic Plan*. [\[LINK\]](#)

employees and the community provided a body of data, evidence, and practices that informed strategies for King County to become a more equitable employer, service provider, and regional partner.

The ESJ Strategic Plan is based on the notion that King County's future is threatened by a false sense of universal prosperity. While many people in King County are prospering and thriving, a closer look at how benefits are distributed across the region shows deeply entrenched social, economic, and environmental inequities. Equity requires that every person has access to the benefits of society regardless of race, ethnicity, gender, religion, sexual orientation, ability or other aspects of who they are. As such, King County is committed to removing barriers that limit some residents' ability to fulfill their potential.

#### *Health and Human Services Transformation Plan*

As directed by Motion 13768, King County's Department of Community and Human Services (DCHS) and Public Health-Seattle and King County, along with a community advisory group and the King County Executive's Office, collaborated to create the King County Health and Human Services Transformation Plan,<sup>67</sup> which the King County Council accepted by Motion 13943 in July 2013. The Plan seeks to improve health and wellbeing and create conditions that allow residents of King County to achieve their full potential through a focus on prevention. To this end, King County seeks to transform the way individuals/families are engaged in health and human services, focusing on two impact levels, the individual/family level and the community or system level.

In its early work, the Health and Human Services Transformation Plan highlighted an imbalance in King County investments, which historically tipped heavily toward responding to crises and emergencies rather than addressing root causes. As a result, King County committed to investing upstream. Early interventions are well-positioned to improve health and socioeconomic outcomes for vulnerable populations, especially when reinforced with other social services, and result in higher levels of high school and postsecondary attainment as well as higher income for the individuals benefiting from such interventions.<sup>68</sup>

#### *Youth Action Plan*

In 2014, the King County Council approved Ordinance 17738,<sup>69</sup> which called for the development of a Youth Action Plan<sup>70</sup> to set priorities for serving King County's young people, from infants through young adults. A task force representing a broad range of organizations with expertise and experience relevant to infants, children and youth, and reflecting King County's geographic, racial and ethnic diversity, worked together to complete the Youth Action Plan in April 2015. The plan informs the County's investments in services and programs across the full continuum of children, youth and young adults.

Recommendation areas in the Youth Action Plan stipulate that the well-being of children, families, youth, and young adults, should not be predicted by their race, ethnicity, gender, sexual orientation, ability, geography, income, or immigration status. Furthermore, policy development, services, and programming should intentionally include diverse youth voices, and voices of those people impacted by policies and services, in authentic and meaningful ways.

---

<sup>67</sup> King County Executive (n.d.). *Health and Human Services Transformation*. [\[LINK\]](#)

<sup>68</sup> Urban Institute (2015). *The Promise of Early Interventions for Improving Socioeconomic Outcomes of Black Men*. [\[LINK\]](#)

<sup>69</sup> Ordinance 17738, Metropolitan King County Council (2014). [\[LINK\]](#)

<sup>70</sup> The King County Youth Action Plan Task Force (2015). *King County Youth Action Plan*. [\[LINK\]](#)

### *Best Starts for Kids*

In November 2015, King County voters authorized a property tax levy to support King County's Best Starts for Kids initiative. Best Starts for Kids focuses on increasing positive resources and opportunities to help kids grow up healthy, happy, safe and thriving. It also aims to decrease negative factors that may prevent kids from establishing a strong foundation in life and to intervene early when kids and families need more support. Best Starts for Kids builds on the strengths of families and communities so that babies are born healthy, children thrive and establish a strong foundation for life, and young people grow into happy, healthy adults.

Through the Best Starts for Kids Levy, DCHS and Public Health - Seattle and King County invest approximately \$65 million per year to support King County families and children in four strategy areas:

- **Invest Early:** Support pregnant individuals, babies, very young children, and their parents during critical developmental years with a robust system of support services and resources that meets families where they are, home, community, and child care.
- **Sustain the Gain:** Continue progress made with school- and community-based opportunities to learn, grow and develop through childhood, adolescence and into adulthood.
- **Communities Matter:** Support communities to build safe, thriving places for children to grow up.
- **Results-Focused and Data Driven:** Use data and evaluation to know what is working for kids and communities.



## The Current Landscapes: Turning Challenges into Opportunities

The current environments of the three PSTAA investment areas (early learning facilities; college, career, and technical education; and K-12 community supports) each have unique as well as shared challenges and opportunities outlined below. The recommendations and findings of this plan seek to address these issues.

### Early Learning

Access to early learning, lack of investment in early learning facilities, and disproportionality in kindergarten readiness are significant challenges that PSTAA funds are envisioned to begin to address. In addition, the advent of the COVID-19 pandemic has further impacted an already fragile early learning system.

#### Access

Data shows that many King County children who need, and are eligible for, subsidized high-quality early learning programs<sup>71</sup> are not able to access them. Certain geographic pockets of King County have large gaps in early learning facilities. This plan defines these areas of need as child care access deserts,<sup>72</sup> clusters of zip codes<sup>73</sup> or other types of areas with statistically significant gaps in access to high quality early learning services for children eligible for subsidized services (ECEAP, Head Start, Early Head Start, and Subsidy). High quality<sup>74</sup> is a key marker for access. During public comments to the King County Council's Committee of the Whole on November 5, 2018, a representative from Child Care Resources<sup>75</sup> shared that as many as 30 percent of families in King County who are eligible for subsidized child care cannot find a spot to accommodate their children.<sup>76</sup> The Early Learning Facilities Development Proposal<sup>77</sup> estimated that more than 4,500 eligible King County children under age 5 do not have access

---

<sup>71</sup> Early learning programs are a type of child care program providing education outside the home for children up to age 5. These programs offer meaningful learning opportunities for children to learn skills, develop a sense of self, and build a foundation for lifelong learning. The education component is what distinguishes an early learning program from other types of child care such as babysitting and other forms of daycare that may be less purposeful.

<sup>72</sup> Child care access deserts parallel the federal government's use of the term "food desert," used to denote places where people do not live in close proximity to affordable and healthy food retailers. See U.S. Department of Health and Human Services, Office of Community Services, Healthy Food Financing Initiative [\[LINK\]](#). For an application of the concept to child care, see "America's Child Care Deserts," Center for American Progress (CAP) (2016) [\[LINK\]](#). CAP updated its study of this issue in 2018. [\[LINK\]](#)

<sup>73</sup> 3SI and Early Learning Facilities Stakeholder Group (2018). *Early Learning Facilities Development Proposal*, pg. 10-13 and 78-80. [\[LINK\]](#)

<sup>74</sup> The ELF workgroup uses participation the Washington State Department of Early Learning's Early Achievers program [\[LINK\]](#), or a national accreditation program, such as the National Association for the Education of Young Children [\[LINK\]](#); Montessori [\[LINK\]](#); and the National Association for Family Child Care [\[LINK\]](#), as a marker of high quality.

<sup>75</sup> Child Care Resources is an organization working to improve access to high-quality early learning experiences by engaging with families, child care providers, community organizations, and advocacy groups to advance the quality of early childhood care. [\[LINK\]](#)

<sup>76</sup> King County Council Committee of the Whole. (2018). 'Item 3. Public Comment'. In *Meeting Minutes Committee of the Whole – Monday November 5, 2018*. King County Council: Clerk of the Council. [\[LINK\]](#)

<sup>77</sup> The Early Learning Facilities Development Proposal for King County and the Puget Sound Taxpayer Accountability Account provides recommendations for how PSTAA funds can be utilized to expand access to early learning. The



to subsidized early learning.<sup>78</sup> Access gaps fluctuate based on changes in funding as well as rapidly changing demographic and contextual factors.

#### *Lack of Investment*

Research suggests that investment in high-quality early learning opportunities, especially when followed by sustained investment in K-12 education, may contribute to reducing education inequities.<sup>79</sup>

Unfortunately, while there has been public investment in subsidized early learning for children from low-income households in Washington State, public resources to provide infrastructure for early learning programs have not kept up with demand. Lack of funding for early learning facilities limits the number of children who can benefit from high-quality early learning programs. Based on feedback from early learning providers in King County, key factors limiting providers' ability to invest in facilities-related maintenance, improvement, or expansion include:

- Limited available and affordable real estate;
- Thin profit margins that limit access to financial capital;
- Lack of predictable, sustainable revenue to support operations; and
- Lack of expertise and capacity related to capital development.

#### *Disproportionality in Kindergarten Readiness*

The need for subsidized, high-quality early learning persists across Washington State. According to the Washington Office of the Superintendent for Public Instruction, fewer than half of all students are kindergarten-ready when they start, as measured by the Washington Kindergarten Inventory for Developing Skills (WaKIDS).<sup>80, 81</sup> Furthermore, a readiness gap exists between students. As *Kindergarten Readiness in King County by Race, Ethnicity, and Homelessness Status* (Figure 1) shows, the proportion of students in King County who are kindergarten-ready varies by race/ethnicity and is even lower among children experiencing homelessness. Kindergarten readiness is also shown to vary by other demographics. For example, only 31 percent of dual language learners are kindergarten ready.<sup>82</sup>

---

report provides a detailed analysis of where early learning facilities are most needed in King County. It also provides recommendations for how to set up an early learning facilities fund, which are informed by lessons learned from other efforts to address similar needs across the country. [\[LINK\]](#)

<sup>78</sup> 3SI and Early Learning Facilities Stakeholder Group (2018). *Early Learning Facilities Development Proposal*, pg. 15. [\[LINK\]](#)

<sup>79</sup> Johnson, R. and Kirabo, J. (2018). Reducing Inequality Through Dynamic Complementarity: Evidence from Head Start and Public School Spending. *The National Bureau of Economic Research*. [\[LINK\]](#)

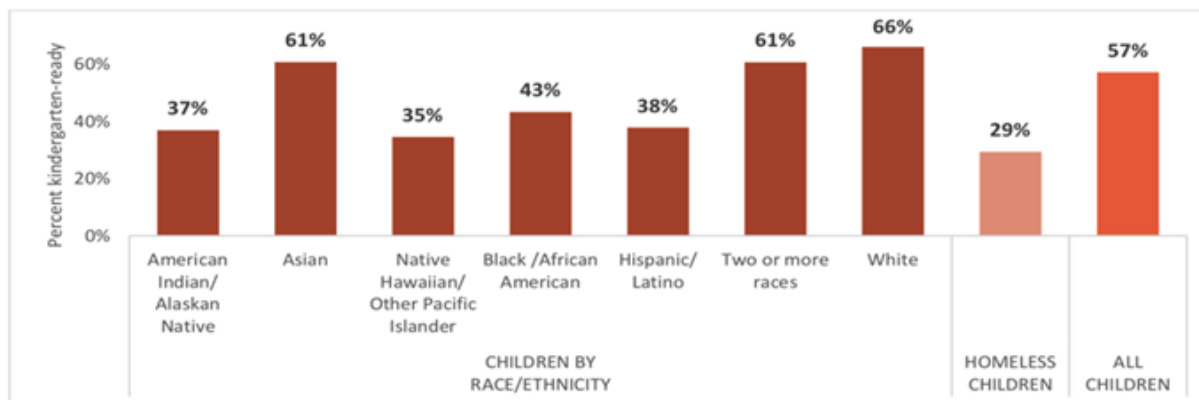
<sup>80</sup> Washington Office of Superintendent of Public Instruction Report Card (2019-2020). *Kindergarten Readiness*. [\[LINK\]](#)

<sup>81</sup> The Washington Kindergarten Inventory of Developing Skills (WaKIDS) is a transition process that helps to ensure a successful start to the K-12 experience and connect the key adults in a child's life. [\[LINK\]](#)

<sup>82</sup> Hernandez, E. (2015, January 28). Bringing High-Quality Early Learning to Kids and Families in Washington State. *Washington State Budget and Policy Center, Schmudget Blog*. [\[LINK\]](#)

Figure 1

### Kindergarten Readiness in King County by Race, Ethnicity, and Homelessness Status



Source: 3SI analysis, based on 2018 Washington Kindergarten Inventory of Developing Skills (WaKIDS) counts<sup>83</sup>

### Ongoing Impacts of COVID-19

Beginning in March 2020, the COVID-19 public health pandemic exacerbated already scarce access to child care. As of April 1, 2020, 870 child care sites across Washington State with a licensed capacity of almost 43,000 children had shut down because of the COVID-19 outbreak.<sup>83</sup> Of those providers, 578 sites were serving almost 6,000 children receiving child care subsidies through the Working Connections Child Care program.<sup>84</sup> According to Child Care Resources, as of June 15, 2020, 385 child care programs have closed in King County.<sup>85</sup> Of these, 178 are centers, 97 are family child care homes, and 110 offer school-age services only. Notably, these data points change daily.

The National Association for the Education of Young Children (NAEYC) anticipates that more than half of child care programs nationwide will permanently close, and that few of these businesses will survive closure without financial assistance.<sup>86</sup> Consequently, thousands of providers, overwhelmingly low-income women and people of color, may be out of work and unable to provide essential child care for workers when the COVID-19 crisis abates, further challenging economic recovery.

The Coronavirus Aid, Relief, and Economic Security (CARES) Act, a federal stimulus package passed in late March 2020, includes \$3.5 billion targeted toward child care. As of the writing of this proposed implementation plan, the impact of these funds on local early learning capacity is unclear. The ongoing impact of COVID-19 on the child care business model exacerbates this uncertainty, including lower student to teacher ratios, higher operating costs, uncertain attendance and revenue, and high unemployment. In light of this crisis, the preservation of child care slots has become as important as the

<sup>83</sup> Senn, T. (2020, April 1). After Major Progress on Child Care, COVID-19 Could Collapse the System. *The Seattle Times*. [\[LINK\]](#)

<sup>84</sup> Working Connections Child Care is a program of the Washington State Department of Children Youth and Families that helps families with low incomes pay for child care. When a family qualifies for child care subsidy benefits and chooses an eligible provider, the state pays a portion of the cost of child care. The parent may be responsible to pay a copayment to their provider each month. [\[LINK\]](#)

<sup>85</sup> S. Brady, personal communication, June 16, 2020. [Data collected by Child Aware of WA]

<sup>86</sup> National Association for the Education of Young Children (2020). *National Industry Organizations Call on Congress for \$50 Billion in Urgent Stimulus*. [\[LINK\]](#)

expansion of the system. New licensing requirements, such as smaller classroom sizes and lower student to teacher ratios, will likely exacerbate pre-pandemic access issues. PSTAA investments have the potential to both preserve current slots and create new ones. Facilities financing can help stabilize child care businesses by offsetting the costs of facilities maintenance, improvements, and expansion.

Many family child care homes operate on tight month-to-month budgets and struggle to remain afloat under economic pressures such as increased housing costs, increased minimum wages, competition from subsidized preschool programs in schools and centers, and stagnant reimbursement rates from the state. Family child care homes are particularly vulnerable to permanent closure in light of economic difficulties resulting from the COVID-19 pandemic. Losing these critical programs would represent a huge challenge for families in the region, who may have chosen them specifically due to their smaller class sizes, ability to provide more personalized attention, flexible hours, and cultural expertise. Additionally, family child care homes provide key supports to low-income and working-class neighborhoods where they are sometimes the only form of licensed care available.

### College, Career, and Technical Education

Nearly all jobs that yield a family wage in King County require a postsecondary credential. Young people understand this fact and want to further their education, but neither the K-12 or postsecondary education systems, in their current form, provide them with the support needed to achieve this goal. National research into the value of postsecondary credentials has consistently found positive financial returns on investment in postsecondary education. Postsecondary credentials, including short-term technical certificates; industry-recognized vocational credentials; Associate's degrees; and Bachelor's degrees, increase economic mobility and act as a shield from unemployment during economic downturns.<sup>87</sup>

### High School and Post-Secondary Attainment

The *PSTAA Needs Assessment Report* commissioned by King County Council estimated that 41 percent of all King County ninth graders earn a postsecondary credential by age 24.<sup>88</sup> Postsecondary credentials give access to family wage jobs, but too few King County students complete a program. Meanwhile, the region continues to import highly educated talent. In Seattle, for example, 80 percent of newcomers are college graduates.<sup>89</sup> A 2015 report from the Washington Roundtable projected 740,000 job openings between 2016 and 2021 in Washington State, many of which will require postsecondary credentials.<sup>90</sup> More recent research by Washington STEM<sup>91</sup> projects that by 2024, almost 90 percent of living wage jobs in King County will require some kind of postsecondary education.<sup>92</sup>

King County is the most racially and ethnically diverse county in the state. Over 40 percent of residents identify as a person of color, over 21 percent of residents were born in another country, and over 28

---

<sup>87</sup> Georgetown University Center on Education and the Workforce (2011). *College Payoff: Education, Occupations, Lifetime Earnings*. [\[LINK\]](#)

<sup>88</sup> Hairston, W.T., Thompson, K., and Rosen, B. (2018). *Puget Sound Taxpayer Accountability Account Needs Assessment Report*. [\[LINK\]](#)

<sup>89</sup> Balk, G. (2019, February 25). Seattle is Most-educated Big U.S. City. *Seattle Times*. [\[LINK\]](#)

<sup>90</sup> Washington Roundtable (2015). *Pathways to Great Jobs in Washington State*. [\[LINK\]](#)

<sup>91</sup> In an education context, STEM stands for science, technology, engineering and math.

<sup>92</sup> Washington STEM (2018). *STEM by the Numbers: King County*. [\[LINK\]](#)

percent speak a first language other than English.<sup>93</sup> This diversity is a tremendous asset, but data on educational outcomes by race/ethnicity suggest that systems must do more to support students of color. Analysis by DataUSA estimates that 41 percent of all King County ninth graders earn a postsecondary credential by age 24. However, disaggregated data for this age demographic shows that just 27 percent of Black/African American students, 23 percent of Latinx students, 16 percent of American Indian/Alaska Native students, and 14 percent of Native Hawaiian/Pacific Islander students finish college or career training by age 24.<sup>94</sup> Harnessing the full potential of the region's diversity requires that King County continues to lead the way in naming and addressing racial inequity, consistent with the countywide Equity and Social Justice Plan. Investing in the strategies recommended under the King County Promise funding category will create system-level alignments that will tackle racial disparities.

King County's vibrant economy has brought prosperity to many in the region, but opportunity is not evenly distributed, and low-income communities continue to be left behind. An estimated 48 percent of middle and upper-income ninth graders in King County earn a postsecondary credential by age 24, while just 30 percent of low-income ninth graders achieve that goal.<sup>95</sup> While these figures describe countywide outcomes by income, it is important to acknowledge that income and geography are linked, and that differences are becoming more pronounced over time. As outlined in *Low Income Students by District* ([Error! Reference source not found.](#) *Kindergarten Readiness in King County by Race, Ethnicity, and Homelessness Status*) and *Postsecondary Attainment by District* ([Figure 3](#)) below, income varies sharply by school district. These differences are correlated with postsecondary attainment outcomes. A recent survey of over 15,000 high school students in South Seattle and South King County found that 95 percent of students want to attain some college education after high school. Yet only 30 percent of students who graduate from high schools in this part of the county complete any kind of postsecondary credential by their mid-20s.<sup>96</sup> This is not a problem that is localized to South King County. Eastside Pathways, a collective impact project involving more than 60 organizations in the Bellevue area, reports that only 60 percent of graduates from Bellevue and Lake Washington school districts complete college within six years of high school graduation.<sup>97</sup> While this Eastside postsecondary completion rate is higher than that of South King County, it highlights that, across the region, systems must do more to ensure that the vast majority of students are adequately prepared for successful adulthood. The strategies proposed under the King County Promise funding category will invest in communities and school districts across King County who serve youth in the PSTAA prioritized populations described in Motion 15492, emphasizing those with a high concentration of students from low-income households and other prioritized populations.

---

<sup>93</sup> Data USA using US Census Bureau data. Accessed on April 5, 2020. [\[LINK\]](#)

<sup>94</sup> Hairston, W.T., Thompson, K., and Rosen, B. (2018). *Puget Sound Taxpayer Accountability Account Needs Assessment Report*, pg. 12. [\[LINK\]](#)

<sup>95</sup> Hairston, W.T., Thompson, K., and Rosen, B. (2018). *Puget Sound Taxpayer Accountability Account Needs Assessment Report*, pg. 12. [\[LINK\]](#)

<sup>96</sup> Road Map Project (2019). *Results Report*. [\[LINK\]](#)

<sup>97</sup> Eastside Pathways (2019). *Community Report*. [\[LINK\]](#)

Figure 2

### Low-Income Students by District<sup>98</sup>

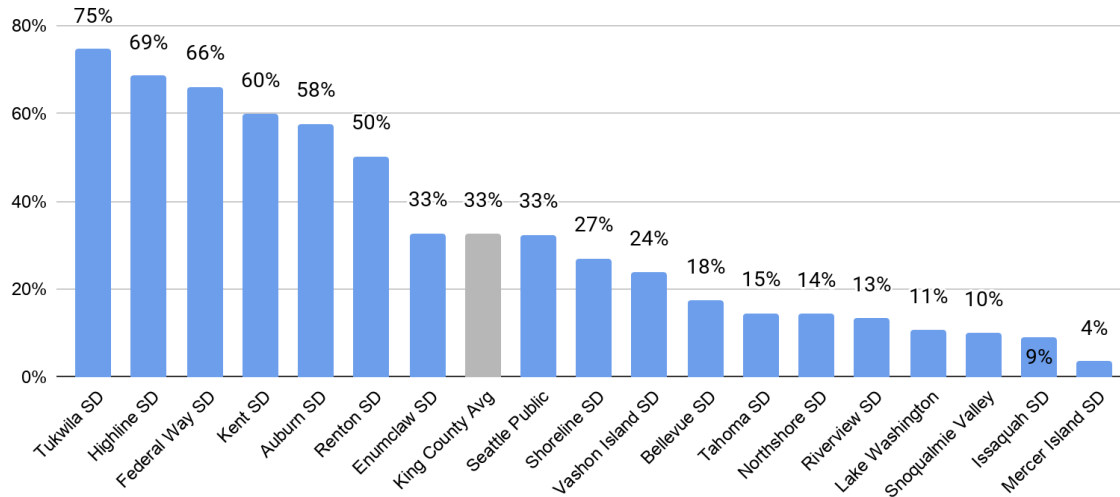


Figure 2 provides a summary of low-income student enrollment in King County school districts in the 2019-20 school year. This figure reflects the share of students who participated in the free and reduced-price lunch (FRPL) program. Data are from the Office of the Superintendent of Public Instruction's (OSPI) Washington State Report Card and can be accessed [here](#). The number of low-income students varies widely from district to district. Some districts enroll larger numbers of low-income students (Seattle: 18,134, Federal Way: 15,447) and others enroll smaller numbers of these students (Vashon Island: 360, Mercer Island: 160).

<sup>98</sup> Washington Office of Superintendent of Public Instruction Report Card (n.d.). *Enrollment by Student Program and Characteristics*. [\[LINK\]](#)

Figure 3

### Postsecondary Attainment by District<sup>99</sup>

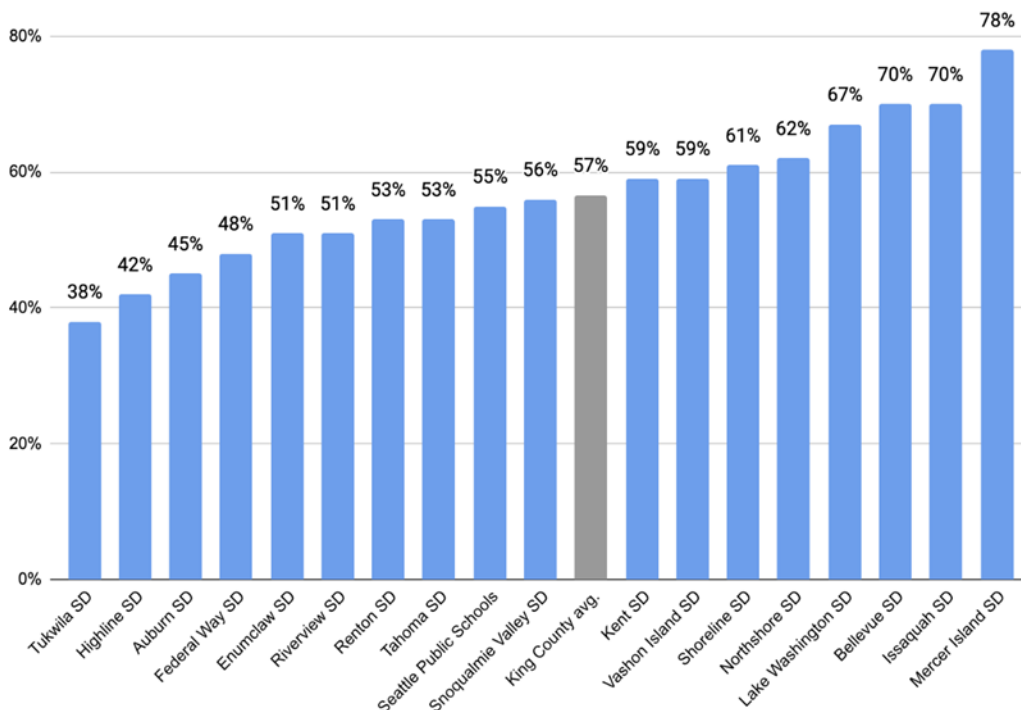


Figure 3 provides a summary of postsecondary attainment for graduates of King County high schools. This figure represents the share of students who earned any postsecondary credential (certificate, Associate's degree, Bachelor's degree or higher) within eight years of high school graduation. Data are from the Education Research and Data Center (ERDC) High School Graduate Outcomes report and can be accessed [here](#).

Washington's K-12 system follows a per-pupil general apportionment formula to determine allocations. This formula, which results in over 70 percent of all funding for local K-12 schools, is based on a district's actual full-time equivalent (FTE) enrollment numbers and does not take student need into account.<sup>100</sup> As a result, low-income students are left with resource gaps in critical areas. For example, across King County, a young person born into a family making minimum wage with median household income of around \$64,000 receives the same per pupil allocation as a peer born into a family with a median household income of \$105,000.<sup>101</sup> The general apportionment formula determines critical school resources, such as the number of teachers, and may lead to significant inequities in student services.

### Economic Impacts of COVID-19

As the community continues to face challenges related to the COVID-19 health crisis, King County investment in Promise strategies that support young adults through high school graduation and postsecondary success is more critical than ever. Unemployment data summarized by King County

<sup>99</sup> Education Research and Data Center (n.d.). *High School Graduate Outcomes Dashboard*. [\[LINK\]](#)

<sup>100</sup> Senate Ways and Means Committee (2019). *A Citizen's Guide to Washington State K-12 Finance*, pg. 9. [\[LINK\]](#)

<sup>101</sup> Washington State Senate Ways and Means Committee (2019). *The 2019 Citizen's Guide to K-12 Finance*, pg. 27. [\[LINK\]](#)

Public Health in May 2020 shows that young adults are facing significant economic impacts. Nearly one in five workers under age 18 (18 percent) and roughly 13 percent of workers 18-24 filed initial unemployment insurance claims.<sup>102</sup> The same report highlighted the importance of postsecondary training, with unemployment claims by people with a high school-level education filed at twice the rate as those by people with Bachelor's degrees. The impacts to young people of color are highest, "with nearly one-third (33 percent) of Native Hawaiian/Pacific Islander workers in King County filing initial [unemployment] claims, followed by 23 percent of Black/African American workers and 22 percent of American Indian/Alaska Native workers."<sup>103</sup> These figures, as well as the uncertainty surrounding whether many businesses will reopen, heighten the urgency for investment in King County Promise strategies that provide young people with education, career training, and support services.

### **K-12 Community Supports**

Institutionalized barriers have been built into educational systems to segregate, exclude, and oppress youth of color. The racism embedded within schools not only impacts the lives of youth of color but has suppressed economic opportunities for families and communities. Systemic racism persists into the present day, manifesting in data showing disproportionate discipline, poor graduation outcomes, and a youth mental health crisis.

Exclusionary discipline (suspensions and/or expulsions) begins in elementary school and increases as young people grow. This phenomenon results in a loss of learning time for excluded students, contributing to students failing courses, dropping out of high school, and becoming involved in the juvenile justice system.<sup>104</sup> An analysis by the Community Center for Education Results shows that, in King County, Black/African American and Native American youth are twice as likely to be suspended or expelled as their white counterparts.<sup>105</sup> Disproportionate discipline harms the health and wellbeing of youth of color and feeds the school-to-prison pipeline, a disturbing national trend where children of color are disproportionately pushed out of public schools and into criminal legal systems. King County is on a journey to eliminate this trend.<sup>106</sup>

When looking at high school graduation rates, major differences exist across racial and ethnic groups in King County.<sup>107</sup> In the Road Map Project region,<sup>108</sup> there is a higher representation of white students graduating from high school (88 percent) as compared to Latinx (79 percent), limited English proficient

---

<sup>102</sup> Public Health Seattle-King County (2020). *Unemployment Claims: Impacts of Efforts to Limit the Spread of Novel Coronavirus (COVID-19) in King County*. [\[LINK\]](#)

<sup>103</sup> Public Health Seattle-King County (2020). *Unemployment Claims in King County, WA: March to Early May 2020*. [\[LINK\]](#)

<sup>104</sup> Communities Count (n.d.). *School Suspension and Expulsion*. [\[LINK\]](#)

<sup>105</sup> Community Center for Education Results (n.d.). *Education Results Data Dashboard*. [\[LINK\]](#) Based on the percent of black, native, and white students (all grades) who experienced a suspension (long-term or short-term) or expulsion in a Road Map Project school district during the 2018-2019 school year. The Road Map Project is a collective impact initiative to boost student success from early learning to college and career in south King County.

<sup>106</sup> King County Executive Dow Constantine (2018). *The Road Map to Zero Youth Detention*. [\[LINK\]](#)

<sup>107</sup> Community Center for Education Results (n.d.). *Education Results Data Dashboard*. [\[LINK\]](#) Based on the percent of all students who graduated high school within five years from a Road Map Project school district in 2019.

<sup>108</sup> The Road Map Project region includes south Seattle and the seven southernmost King County school districts.



(74 percent), homeless (68 percent) and special education students (68 percent).<sup>109</sup> These disparities hold true in other areas of King County as well. Only 79 percent of Hispanic/Latino students graduated on time from Shoreline Schools in 2019 as compared to 91 percent of white students in that district.<sup>110</sup> Of Hispanic/Latino students attending Issaquah schools, only 78 percent graduated on time as compared to 93 percent of their white peers. In 2020, DCHS published a report based on interviews seeking to understand why Latinx youth in King County leave high school. It uncovered cases of young people being negatively targeted by their school teachers and counselors because of issues related to their racial identity.<sup>111</sup> Because of this, community-led work to help young people develop a strong sense of racial identity is recommended as an approach to promote increased educational success.

Contemporary systemic racism as well as the legacies of historical and intergenerational trauma contribute to racial inequities in mental health and educational outcomes for youth in the prioritized PSTAA populations. Based on the 2012 Washington State Healthy Youth Survey (HYS) for Grades 8, 10 and 12, relative to white youth (25 percent), a larger percentage of youth of all other racial categories reported depressive feelings, and 31 percent of youth who reported depressive feelings were failing academically.<sup>112</sup> The same survey found that Latinx (33 percent), Native Hawaiian Pacific Islander (35 percent) as well as American Indian and Alaskan Native (35 percent) youth were all at higher risk than their white peers. Mental illness impacts school performance and reduces quality of life for young people. Programs recommended for funding under this category restore youth's hope and build a positive sense of identity, especially those that are delivered in their home communities, are important in helping young people realize a brighter future.

---

<sup>109</sup> Community Center for Education Results (n.d.). *Education Results Data Dashboard*. [\[LINK\]](#) Based on the percent of white, Latinx, Limited English Proficient, homeless and special education students who graduated high school within five years from a Road Map Project school district in 2019.

<sup>110</sup> Office of the Superintendent of Public Instruction (n.d.). *Washington State Report Card: Graduation by Student Demographics*. [\[LINK\]](#)

<sup>111</sup> King County Department of Community and Human Services, Children Youth and Young Adult Division (2020). *Latinx Youth Reengagement Project Report*, pg. 7. [\[LINK\]](#)

<sup>112</sup> Washington State Department of Health (2012). *Healthy Youth Survey*. [\[LINK\]](#)



## Development of the PSTAA Implementation Plan

Consistent with Motion 15492, executive staff from DCHS developed this proposed implementation plan in consultation with King County Council staff and members of the Children and Families Strategy Task Force, community members, and stakeholders. Plan development included convening an oversight committee<sup>113</sup> including inviting representatives from each council district office to provide County stakeholders opportunities to offer input on the strategies and proposed recommendations. Additionally, DCHS intentionally engaged community stakeholders representing each of the priority educational areas identified in Motion 15492: early learning; college, career, and technical education; and culturally-based community organizations supporting youth and young adults in K-12. As described further in this section, DCHS engaged the Children and Youth Advisory Board (CYAB) and three stakeholder workgroups to develop, guide and inform the recommendations outlined throughout this PSTAA implementation plan, leveraging community efforts undertaken prior to the passage of PSTAA legislation by King County. King County's PSTAA planning work as reflected in this proposed implementation plan links and builds upon these previous efforts to improve educational outcomes for young people in the PSTAA prioritized populations.

### *The Children and Youth Advisory Board*

The Children and Youth Advisory Board (CYAB) is an oversight and advisory board comprised of 35 King County experts, researchers and community leaders, with geographically and culturally diverse perspectives.<sup>114</sup> Appointed by the Executive and confirmed by King County Council, the CYAB is charged with making recommendations and monitoring distribution of Best Starts for Kids levy proceeds. The CYAB represents community interests, providing advice and policy recommendations as well as holding leaders accountable to practices that lead to more equitable outcomes.

The CYAB provided essential collaboration and guidance to the development of this proposed plan. The CYAB established a PSTAA workgroup prior to the passage of Motion 15492, which began meeting in early 2018. Comprised of fourteen CYAB members, this group reviewed and provided feedback on the draft PSTAA implementation plan. The CYAB's PSTAA workgroup developed the recommendations pertaining to PSTAA's governance structure, which are detailed in the Governance Structure section.

### *CYAB Equity Statement and Equity Statement-Based Questions*

Reflecting that equity is at the heart of its work, the CYAB developed an equity statement (Table 5) to guide and inform its decision making. The statement, along with a set of equity-based questions (Table 6), assist the CYAB to assess programming, issues, and services supported with Best Starts for Kids funds and to support its advisory role for the Executive and Council.

---

<sup>113</sup> See Appendix D: PSTAA Oversight Committee Membership List.

<sup>114</sup> See

Table 5

CYAB Equity Statement
<ul style="list-style-type: none"><li>• Equity is an ardent journey toward well-being as defined by the affected.</li><li>• Equity demands sacrifice and redistribution of power and resources in order to dismantle systems of oppression, heal continuing wounds, and realize justice.</li><li>• To achieve equity and social justice, we must first root out deeply entrenched systems of racism.</li><li>• Equity proactively builds strong foundations of agency, is vigilant for unintended consequences, and boldly aspires to be restorative.</li><li>• Equity is disruptive and uncomfortable and not voluntary.</li><li>• Equity is fundamental to the community we want to build.</li></ul>

Table 6

CYAB Equity Statement-Based Questions
<ul style="list-style-type: none"> <li>• Has this proposal been defined by the affected?</li> <li>• In what ways will this proposal lead to a redistribution of power?</li> <li>• How does this proposal help to root out systems of racism?</li> <li>• How does this proposal proactively build strong foundations of agency?</li> <li>• How is this proposal vigilant for unintended consequences?</li> <li>• How does this proposal aspire to be restorative?</li> <li>• What systems does this proposal disrupt and how?</li> <li>• How does this proposal help build a beloved community?</li> </ul>

Throughout the development of this proposed PSTAA implementation plan, King County staff, funding category workgroup members, and the CYAB utilized the equity statement and equity questions from Table 5 and Table 6 to ensure that any recommendations proposed will advance equity and close gaps in education outcomes for the PSTAA prioritized populations.

During a regular CYAB meeting held on May 12, 2020, the group voted to endorse a draft of the proposed PSTAA implementation plan. At that meeting, the Board expressed satisfaction that the strategies discussed in each of the funding categories (discussed in Motion 15492 Required Implementation Plan Components) complement King County’s other initiatives and investments. The CYAB expressed concern about gaps in PSTAA funding for school-age children ages five through nine, as well as support for young people as they enter the workforce, which were not explicitly addressed in Motion 15492. DCHS remains committed to working in partnership with the CYAB to identify resources for these two outstanding needs.<sup>115</sup>

#### *PSTAA Oversight Committee*

DCHS staff formed a PSTAA Oversight Committee to guide and inform development of the recommendations in this proposed plan. The PSTAA Oversight Committee included representatives from King County Council offices, the King County Executive’s Office, the King County Office of Performance, Strategy and Budget (PSB), and the Children and Youth Advisory Board (CYAB).<sup>116</sup> Representatives from all of these entities received meeting invitations as well as follow up notes. Meeting participation varied. Monthly PSTAA Oversight Committee meetings included status briefings on the drafting of the implementation plan along with the work of each funding category workgroup (workgroups discussed below). The Oversight Committee reviewed information and provided feedback on materials and draft recommendations.

#### **Funding Category Workgroups**

DCHS and the PSTAA Oversight Committee utilized a workgroups structure to develop and inform the recommendations for this proposed PSTAA implementation plan. Three of the four workgroups correspond to the three funding categories specified in Motion 15492, while the fourth workgroup provided recommendations on the governance structure. The workgroups are outlined below, with membership information provided in Appendix B: Funding Category Workgroups. Through this workgroup structure, DCHS prioritized working with existing community structures that had been

<sup>115</sup> CYAB meeting materials, including meeting minutes, are posted online. [\[LINK\]](#)

<sup>116</sup> See Appendix D: PSTAA Oversight Committee Membership List.

involved in the Council PSTAA planning efforts in order to respect and leverage community-drive efforts. This includes partnerships with the existing: Early Learning Facilities workgroup, convened by Child Care Resources; King County Promise workgroup, convened by the Puget Sound College and Career Network; and the Racial Equity Coalition, supported by UWKC.

#### *Funding Category 1: Early Learning Facilities | The Early Learning Facilities Workgroup*

The Early Learning Facilities (ELF) workgroup developed the recommendations outlined in the Funding Category 1 | Early Learning Facilities Recommendations section of this proposed plan.

In existence since 2016, the ELF workgroup is a coalition of community members and early learning stakeholders. The group was convened by the non-profit Child Care Resources to address gaps between need and supply of early learning programs,<sup>117</sup> as many children who need this type of child care, including low-income children who are eligible to attend at lower, subsidized rates, are not able to access it.<sup>118</sup> Comprised of over 30 entities<sup>119</sup> that share an interest in supporting high-quality child care, the workgroup included an array of stakeholders including:

- Child care providers (including family child care homes);
- Nonprofit early learning providers;
- Representatives from the Early Support for Infants and Toddlers (ESIT)<sup>120</sup> program;
- Affordable housing organizations;
- Representatives from the Washington State Association of Head Start and ECEAP (WSA);
- Community development financial institutions;
- Property developers;
- Representatives from the Washington State Early Learning Facilities Program<sup>121</sup> and the Seattle Preschool Program Provider Facility Fund;<sup>122</sup> and,
- Education and advocacy nonprofits.

Following the passage of Motion 15492 in August 2019, the ELF workgroup reconvened to assist King County with the development of the proposed PSTAA implementation plan by reviewing and

---

<sup>117</sup> Early learning or early education programs are a type of child care program that provide education outside the home for children up to age 5 (before kindergarten). These programs offer meaningful learning opportunities for children to learn skills, develop a sense of self, and build a foundation for lifelong learning. The education component is what distinguishes an early learning program from other types of child care such as babysitting and daycare experiences that may be less purposeful.

<sup>118</sup> Child Care Resources works to improve access to high-quality early learning experiences by engaging with families, child care providers, community organizations, and advocacy groups in order to improve the quality of early childhood care. [\[LINK\]](#)

<sup>119</sup> See Appendix B: Funding Category Workgroups.

<sup>120</sup> Early Support for Infants and Toddlers (ESIT) is a program of the Washington State Department of Children, Youth, and Families that provides services to kids ages 0 to 3 who have disabilities or developmental delays. [\[LINK\]](#)

<sup>121</sup> This program aims to help Early Childhood Education and Assistance Program (ECEAP) contractors and Working Connections Child Care (WCCC) subsidy providers to expand, remodel, purchase, or construct early learning facilities and classrooms. [\[LINK\]](#)

<sup>122</sup> Through this program, the City of Seattle makes annual investments to support the improvement and expansion of early learning facilities and environments. [\[LINK\]](#)

recommending investment policies that address the development of early learning facilities to serve the PSTAA prioritized populations.

From October 2019 to April 2020, the ELF workgroup met bi-monthly to conduct its analyses and develop its recommendations for the early learning facilities funding category. They analyzed regional needs related to child care facilities and met with numerous providers and subject matter experts<sup>123</sup> to discuss the field's challenges related to the unmet demand for early learning services. Two studies, *Facilities Needs Assessment for ECEAP Expansion*<sup>124</sup> and *Expansion Opportunities for King County Early Childhood Programs: Head Start, Early Childhood Education Assistance Program, Child Care Subsidy*,<sup>125</sup> confirmed that this gap is largely due to a lack of early learning facilities. The group also researched national models to inform potential strategies, focusing on options to structure a special fund dedicated to early learning capital investments.

In addition, King County staff supporting the work of ELF consulted with members of the King County Children and Families Strategy Task Force,<sup>126</sup> established by King County Council Motion 15521.<sup>127</sup> The Task Force is a diverse group of 40 experts working to develop recommendations for addressing child care access and affordability in King County. The recommendations outlined in the ELF funding category are designed to align with the work of the Task Force.

King County contracted with a consulting firm to support the ELF workgroup to compile their findings and the ELF-related recommendations of this plan. The Funding Category 1 | Early Learning Facilities Recommendations section is the result of thousands of hours of effort by the volunteer workgroup in consultation with experts, and extensive outreach to and discussions with community stakeholders at the city, county, and state level.

#### *Funding Category 2: College, Career, and Technical Education - The King County Promise Workgroup*

The King County Promise workgroup developed the recommendations outlined in the Funding Category 2 | College, Career, and Technical Education Recommendations section of this proposed plan.

The King County Promise model development phase began in 2017, under the leadership of the Puget Sound College and Career Network (PSCCN).<sup>128</sup> In its development phase, PSCCN conducted research and sought feedback from more than 200 young people, educators, and community members with wide representation from across King County.<sup>129</sup> The process also included: interviews and listening sessions

---

<sup>123</sup> Experts included early learning providers as well as representatives from the Washington State Early Learning Facilities Program [\[LINK\]](#) and the Seattle Preschool Program Provider Facility Fund [\[LINK\]](#).

<sup>124</sup> Washington State Department of Early Learning (2016). *Facilities Needs Assessment for ECEAP Expansion*.

<sup>125</sup> Bill and Melinda Gates Foundation, King County, and Thrive Washington (2017). *Expansion Opportunities for King County Early Childhood Programs: Head Start, Early Childhood Education Assistance Program, Child Care Subsidy*.

<sup>126</sup> See

#### [Appendix C: CYAB and Children and Families Strategy Task Force Membership Lists.](#)

<sup>127</sup> Motion 15521, Metropolitan King County Council (2019). [\[LINK\]](#)

<sup>128</sup> Puget Sound College and Career Network (PSCCN) is a partnership of organizations and institutions serving youth age 5-20 with a focus on increasing equitable postsecondary readiness and completion across King and Pierce Counties. [\[LINK\]](#)

<sup>129</sup> See Appendix B: Funding Category Workgroups.

with King County youth and their parents; multiple focus groups on college campuses; discussions with the superintendents of all school districts in King County; and multiple public design sessions. The feedback collected through this outreach effort informed the preliminary design of the King County Promise model, resulting in the inclusion of King County Promise as one of three focal funding strategies for PSTAA, as outlined in Motion 15492.

In 2019, following the approval of Motion 15492, King County joined PSSCN's efforts with the purpose of refining the King County Promise model and developing recommendations for funding under PSTAA's college, career, and technical education funding priority. As part of this refinement phase, PSSCN continued to convene the King County Promise workgroup and subgroups with support from the Community Center for Education Results (CCER).<sup>130</sup> The workgroup and subgroups included over 70 representatives representing K-12 schools, community-based organizations, postsecondary institutions, and other regional groups and stakeholders. The recommendations outlined in the [Funding Category 2 | College, Career, and Technical Education Recommendations](#) section, reflect the feedback and collaborative effort of this diverse group of stakeholders.

#### *Funding Category 3: Community Based Supports | The Racial Equity Coalition*

In response to King County Council's priority to fund K-12 educational opportunities for vulnerable children and youth, the Racial Equity Coalition (REC) worked with the County to develop the recommendations outlined in the Funding Category 3 | K-12 Community-Based Supports Recommendations section of this proposed plan.

The REC was formed in 2019, inspired by a shared vision of addressing pervasive racism and a lack of equitable support services in the education system.<sup>131</sup> The coalition is comprised of 15 representatives from black, indigenous and people of color-led (BIPOC) nonprofits in King County, funded by United Way of King County (UWKC) to test a small scale, community-driven program model, Love and Liberation (L & L). Starting in July 2019, the group began to meet regularly to refine the framework for L & L and to discuss adjustments to the model for inclusion in the PSTAA implementation plan in order to test scaling the model across the region.

The REC held community listening sessions to gather feedback on possible strategies to influence lasting, system-level change that narrows gaps in education outcomes for young people of color. The feedback emphasized the importance of strategies that leverage the strengths of BIPOC-led organizations.

---

<sup>130</sup> The Community Center for Education Results (CCER) is a nonprofit that was created to serve as the backbone organization for the Road Map Project. As a collective impact initiative, the Road Map Project brings people and organizations together to work toward the same goal. The partnership works under a common agenda, uses shared measurement, fosters mutually reinforcing activities, and stays in continuous communication. [\[LINK\]](#)

<sup>131</sup> See Appendix B: Funding Category Workgroups.

## Motion 15492 Required Implementation Plan Components

This section is organized to correspond with the requirements of Motion 15492, following the structure outlined below.<sup>132</sup>

- The first subsection identifies the recommendations for each of the three funding categories. Within each funding category section, specific elements are highlighted, in alignment with the components of Motion 15492, that are unique to each particular funding category, such as funding policies, processes for allocating moneys, and strategies to ensure funded programs are culturally appropriate and trauma informed.
- The next subsection outlines operational and management recommendations for the PSTAA funds. The subsection also includes processes for allocating PSTAA moneys that are shared across all funding categories, the financial plan called for by Motion 15492, and recommendations on PSTAA governance structure.
- The third subsection includes recommendations regarding periodic evaluation of outcomes, equity, and efficacy for King County’s PSTAA investments.

### Funding Category 1 | Early Learning Facilities Recommendations

PSTAA investments in early learning facilities are intended to increase access to high-quality early learning opportunities by preserving, improving, and expanding early learning facilities King County. The ELF workgroup recommends a two-pronged approach for achieving these outcomes:

- 1) Reduce educational achievement gaps for the priority populations by ensuring that more children develop the physical, behavioral, and cognitive abilities to thrive in kindergarten; and
- 2) Expand and strengthen the early learning system in King County by providing resources to family child care homes and larger, standalone centers alike.

#### *Guiding Principles for ELF Investments*

Feedback from community groups and early learning providers, as well as guidance from King County Council, demonstrated broad consensus on the goal to invest PSTAA proceeds in early learning facilities to reduce educational inequities. This shared commitment drove stakeholders from across King County to work together to develop PSTAA ELF investment recommendations.

As part of this work, the ELF workgroup developed a set of principles to guide the ELF planning and policies contained in this document and also moving forward. These guiding principles align with Motion 15492, which specifically called for policies that “...prioritize creating increased access to inclusive and culturally appropriate early learning services where services are inadequate to meet need and utilize a lens of geographic equity.”<sup>133, 134</sup> These guiding principles can be found in [Table 7](#).

---

<sup>132</sup> See Appendix A: Full Text of Motion 15492.

<sup>133</sup> Motion 15492, pg. 9. Metropolitan King County Council (2019). [\[LINK\]](#)

<sup>134</sup> The relationship between geography and equity in the distribution of human services in King County is also discussed in the Human Services Geographic Equity Plan (2019), requested by Ordinance 18835, Section 84, Proviso P2. [\[LINK\]](#) Page 15 of the plan notes that services are “intended to reach vulnerable populations, serve



Table 7

ELF Workgroup Guiding Principles
<ul style="list-style-type: none"> <li>• Address the need for high-quality early learning in communities that historically could not access these programs, particularly for: low-income families; children of color; children who are homeless, in foster care, or involved in the child welfare system; children with disabilities or developmental delays; and otherwise vulnerable populations. These groups are the PSTAA prioritized populations as defined in Motion 15492.</li> <li>• Support diversity of the child care workforce as a means of ensuring that children will be supported in culturally responsive ways and by their communities.</li> <li>• Fund facilities to maintain buildings, improve learning environments, and increase physical accessibility, in order to preserve as well as expand access to high-quality early learning programs and services.<sup>135</sup></li> <li>• Focus on kindergarten readiness for every child, regardless of race or family income.</li> <li>• To the extent practicable, ensure geographic diversity of facilities investments, including supporting services in extreme child care access deserts, and align with Sound Transit’s subarea equity priorities, which prioritize the investment of PSTAA funds in the geographic subareas where ST3 expansion is focused.<sup>136</sup> These areas include north, east and south King County.</li> </ul>

#### Recommended ELF Investment Strategies

In recognition of the variety of early learning environments and needs across the county, the ELF workgroup, based on findings from the 2018 *Early Learning Facilities Development Proposal*<sup>137</sup> and the *Facilities Needs Assessment for ECEAP Expansion* report,<sup>138</sup> recommended three ELF investment strategies.

Based on feedback from the King County Children and Families Strategy Task Force as well as youth development advocates,<sup>139</sup> the workgroup recommends investing in early learning facilities that have multipurpose potential in order to contribute to the creation of vibrant community hubs. Multipurpose facilities could be used by the community after regular child care hours for workshops and other social services. For example, Family Friend and Neighbor (FFN)<sup>140</sup> caregivers may be able to access

places where need is greatest, and reduce disparities. This approach often results in geographic service distribution that reflects more intensive services in areas where people with fewer socioeconomic resources reside.”

<sup>135</sup> This principle reflects an intentional commitment to improving the quality of child care services across the region, rather than a singular focus on expanding access.

<sup>136</sup> Sound Transit (2017). Central Puget Sound Regional Transit Authority: Schedule of Sources and Uses of Funds by Subarea, p. 4-5. [\[LINK\]](#)

<sup>137</sup> 3SI and Early Learning Facilities Stakeholder Group (2018). Early Learning Facilities Development Proposal. [\[LINK\]](#)

<sup>138</sup> BERK Consulting, NAC Architecture, and Columbia City Consulting (2016). Facilities Needs Assessment for ECEAP Expansion. [\[LINK\]](#)

<sup>139</sup> In 2019, King County Executive Dow Constantine convened the Children and Families Strategy Task Force, bringing together a diverse group of experts to prepare a report that makes recommendations for addressing child care access and affordability in King County. [\[LINK\]](#)

<sup>140</sup> Family, friend and neighbor (FFN) caregivers are unlicensed child care providers including grandparents, aunts and uncles, elders, older siblings, friends, neighbors, and others who help families by providing child care. Both in Washington and around the nation, FFN care is the most common type of child care for infants and toddlers and for school-age children before and after school. [\[LINK\]](#)



opportunities such as Play and Learn groups. School-age children may be served through Out of School Time (OST) activities.<sup>141</sup> Emphasizing multipurpose facility development will extend the benefits of PSTAA investments to additional King County residents.

The first two ELF recommendations expand or preserve existing early learning facility capacity:

- 1) Maintain and improve existing family child care homes; and
- 2) Renovate existing (non-home based) facilities.

The third ELF recommendation category addresses the challenge of extreme child care access deserts in King County, where access to early learning facilities is severely limited:

- 3) Invest in partnerships that result in the construction of new facilities.

The first two investment types will allow providers to preserve and expand capacity at the same time. While there may be limited potential for scale with these first two investments, providers report needing help with maintenance and renovations that allow them to meet licensing and accreditation requirements rather than expand their overall capacity to serve students. Motion 15492 directs that investments made to maintain, repair or expand family child care homes do not exceed \$20,000 per facility.<sup>142</sup> However, the ELF workgroup recommends ELF investments exceed this maximum, up to \$75,000 per award, in order to sufficiently meet the needs of these facilities. The workgroup concludes that these types of investments, despite the increase, will still be the fastest and lowest cost options to help meet the needs of some of the most vulnerable child care businesses in King County.

The third type of ELF investment will involve developing funding partnerships with entities such as nonprofit property managers, affordable housing developers, school districts, community and technical colleges, or existing Public Development Authorities (PDAs) to complete commercial tenant improvements within existing school or affordable housing facilities or build new facilities. This strategy enables the county to leverage a partner's existing capacity, as well as expertise in construction; access land at little or no cost (if owned by a partner); and save on infrastructure-related costs if adding to an existing school building or affordable housing development.

#### *Recommended ELF Program Structure and Implementation Approach*

The recommended ELF program structure is divided into two distinct focus areas, with two separate funds established, to facilitate program management and fund monitoring of the PSTAA early learning facility investments. The recommended funds are:

- **General Child Care Facilities Fund (GCCFF):** This fund will support investment in early learning or early intervention programs that align with the second and third recommendations outlined in

---

<sup>141</sup> Out of School Time (OST) is a supervised program that young people regularly attend when school is not in session. This can include before- and after- school programs, specialty enrichment programs, and multipurpose programs that provide an array of activities. [\[LINK\]](#)

<sup>142</sup> Motion 15492, lines 94-97. Metropolitan King County Council (2019). [\[LINK\]](#) The ELF workgroup interviewed several family child care home providers to identify needs for renovations. They identified a broad range of needs, including repairs to meet licensing requirements (additional sinks and safety requirements estimated to cost \$20,000- \$30,000); making upgrades to meet the needs of children with disabilities (ADA requirements, quiet areas, or play grounds estimated to cost up to \$50,000). Including pre-development support, these awards are expected to vary, but may be valued at up to \$75,000.

Recommended ELF Investment Strategies. It will provide resources to renovate existing, non-home-based facilities. Additionally, it will invest in partnerships that result in the construction of new facilities. Under this fund, PSTAA dollars will be used for renovation, expansion, purchase, long-term lease, or new construction, including associated activities such as planning, feasibility and pre-design work. Funding may be issued under a grant or loan structure. Legal requirements and compliance will be structured in coordination with the King County Prosecuting Attorney's Office.

- **Family Child Care Facilities Fund (FCCFF):** This fund will support maintenance, repairs, and renovations of family child care homes, in alignment with the first ELF recommendation outlined under Recommended ELF Investment Strategies. To receive funding, a provider will need to demonstrate that the investment will enable meeting of licensure standards, especially if the provider has had maintenance or compliance issues or demonstrate that the investment will improve the quality of the learning environment. Under this fund, repairs and renovations that enable providers to attain Early Achievers<sup>143</sup> designation, or another type of national accreditation, will be allowed.

Competitive RFPs will be issued for funding under these two ELF program funds beginning in 2021. Details on the programs, processes, and policies are outlined in subsequent sections.

The ELF workgroup recommends King County DCHS' Housing, Homelessness and Community Development Division (HHCDD) oversee implementation of the ELF funding category due to the subject matter expertise and existing administrative infrastructures of the department and division. HHCDD will undertake the following duties for ELF investments:

- 1) Facilitate ELF procurement efforts;
- 2) Manage the contract development and compliance processes; and,
- 3) Coordinate with internal and external stakeholders.

Due to the level of child care facility expertise required for GCCFF projects and the likelihood that funding will need to be leveraged for larger facilities to be fully financed, HHCDD will partner with an intermediary organization such as a community development financial institution,<sup>144</sup> to manage implementation of large construction projects. The intermediary role will be structured yet flexible in order to meet the needs of providers and to allow for the deployment of private matching funds. For GCCFF projects, the intermediary organization will manage a competitive Request for Proposals (RFP) process, in coordination with HHCDD. It will also take part in other duties related to the funds, such as participating in King County-led evaluation activities. DCHS will select a qualified intermediary with the necessary financial and subject-matter expertise to manage the GCCFF projects, through an open, competitive process. The intermediary organization will play a key role in outreach, as described below.

---

<sup>143</sup> In Washington State, Early Achievers designation signals that early learning programs have been assessed as "high-quality". This assessment is based on a set of standards that have been shown to promote school readiness in children. [\[LINK\]](#)

<sup>144</sup> A community development financial institution provides credit and financial services to underserved markets and populations; it may be a community development bank, a community development credit union, a community development loan fund, a community development venture capital fund, a microenterprise development loan fund, or a community development corporation.

DCHS contracts will require GCCFF project construction activities financed by PSTAA proceeds to comply with applicable prevailing wage requirements and labor agreements. Based on the complexity, cost and timeline for GCCFF projects, King County may consider implementing a Project Labor Agreement<sup>145</sup> favoring fair, open, competitive procurements and advancing the participation of small contractor suppliers and women- and minority-owned businesses, if deemed applicable.

HHCDD will also manage FCCFF projects as well as provide technical assistance as needed. The division's existing Housing Repair Program (HRP) handles home repairs, providing loans and grants to low-income homeowners for needed repairs. The program brings King County engineers together with the homeowner to develop a project scope of work and budget, assist with bidding the work to qualified professionals, and assist with preparing legal documents to effectuate the loan or grant. With this strong structure already in place, the program plans to add minimal staff to begin working with family child care homes. HHCDD will lead outreach associated with FCCFF projects, as described below.

Outreach is a vital element of the success of ELF PSTAA investments. Both GCCFF and FCCFF projects require intentional, coordinated outreach to various potential partners, communities, and jurisdictions relevant to each area of focus.

For the GCCFF projects, success will require developing partnerships to build early learning facilities. The intermediary organization will lead outreach efforts in collaboration with DCHS. Target partnership organizations include:

- Nonprofit property management organizations;
- Affordable housing developers (for-profit and nonprofit);
- Public school districts;
- Child care center providers;
- Community and technical colleges and universities;
- Federally recognized tribes;
- Local governments; and
- Religiously affiliated entities.<sup>146</sup>

In alignment with Motion 15492, ELF investments will support early learning facilities that offer inclusive and culturally responsive programs, operated by staff and leadership that reflect the communities served. Investing in family child care homes is a key strategy for achieving this requirement. As such, FCCFF efforts will include extensive community outreach in order to ensure that a diverse and culturally competent group of family child care homes are aware of, eligible, and able to apply for funding. HHCDD will lead these outreach effort with a focus on connecting with existing provider hubs and ethnic-based early learning networks.

Coordination with state and local jurisdictions is another critical element to the success of investing ELF funds. This includes the Washington State Department of Children, Youth and Families (DCYF), with whom coordination will be necessary to ensure both compliance with licensing code and alignment with

---

<sup>145</sup> Establishing Procedures and Criteria for the Appropriate Use of a Project Labor Agreement (PLA) on Major King County Capital Construction and Alternative Delivery Projects, Executive Order PER 13-1. (2013). [\[LINK\]](#)

<sup>146</sup> As long as programs are open to all children regardless of religious affiliation.

Early Achievers or comparable quality standards during renovation and construction phases of PSTAA early learning facilities projects.<sup>147</sup>

#### *Recommended ELF Funding Policies*

To ensure alignment with Motion 15492, which prescribes that ELF funding be directed to those most in need (the PSTAA prioritized populations), DCHS will implement a competitive procurement process. An intermediary organization, in coordination with HHCCDD staff, will manage the procurement process for allocation of funding for the GCCF fund. DCHS HHCCDD staff will manage the procurement process for the allocation of the FCCF fund directly. The RFP will specify award criteria that prioritizes providers who:

- Maximize service to the prioritized populations outlined in Motion 15492;
- Are collocated with affordable housing or other public support, including multiuse facilities that target low-income households;
- Provide services through a trauma-informed lens, fostering resilience by creating environments responsive to their needs;<sup>148</sup>
- Follow ADA regulations and universal design<sup>149</sup> principles so that spaces can be accessed, understood, and used to the extent possible by all people regardless of their age, size, ability or disability;
- Are located in child care access deserts or other areas of high demonstrated need;
- Show financial and operational capacity, feasibility and diligence of the proposed project plan;
- Intend to have multiuse facilities that include other community services in addition to early learning/child care programs or Play and Learn groups; and,
- Are inclusive and culturally responsive, with staff from their community and with whom they share a common background and culture.

When making funding decisions, DCHS's Children, Youth, and Young Adults Division (CYAD) will use a framework adapted from the Substance Abuse and Mental Health Services Administration (SAMHSA)<sup>150</sup> to determine whether organizations share a commitment to culturally appropriate and trauma-informed approaches. These approaches include recognizing the prevalence of trauma as well as the presence of strength and resilience; acknowledging the direct and indirect effects of trauma on all those involved with programs, organizations and systems; recognizing the signs of trauma, and understanding that

---

<sup>147</sup> Please note that accrediting entities and programs may change throughout the lifespan of PSTAA.

<sup>148</sup> Bartlett, J.D. and Steber, K. (2019). How to Implement Trauma-Informed Care to Build Resilience to Childhood Trauma, *Child Trends*. [\[LINK\]](#)

<sup>149</sup> Mace, R.L., Hardie, G.J., and Place, J. P. (1996). Accessible environments: Toward universal design. *Raleigh: The Center for Universal Design, North Carolina State University*. [\[LINK\]](#)

<sup>150</sup> The Substance Abuse and Mental Health Services Administration (SAMHSA) is the agency within the U.S. Department of Health and Human Services that leads public health efforts to advance the behavioral health of the nation. [\[LINK\]](#)

survivors are resilient and not defined by their trauma; and putting this knowledge into practice by learning from community and promoting safety as well as cultural wellness.<sup>151</sup>

In addition, whenever possible, providers interested in receiving ELF funding will meet minimum eligibility criteria that align with the Washington State Department of Commerce Early Learning Facilities Eligible Organization Grant Guidelines.<sup>152</sup> PSTAA staff will prioritize funding for applicants who are, intend to become, or are otherwise aligned with the standards of state programs such as Working Connections Child Care, the State's child care subsidy program; Early Childhood Education and Assistance Program (ECEAP);<sup>153</sup> and Head Start as well as Early Head Start.<sup>154</sup>

Organizations applying for ELF funding under PSTAA must be, or intend to become, active participants in good standing with Early Achievers,<sup>155</sup> or a comparable accreditation program that signals compliance with high quality standards. They must also have a Washington State business license to provide early learning services. Eligible types of organizations include the following:

- Child Care Centers; both for-profit and nonprofit;
- Family child care homes;
- Providers who serve (or are eligible to serve) children in the Early Support for Infants and Toddlers (ESIT) early intervention program, early intervention-specific facilities as well as facilities that provide early intervention staff with meeting rooms, office space and equipment;
- Providers who intend to have multiuse facilities that include other community services in addition to early learning/child care programs or Play and Learn groups
- Developers of affordable housing and community facilities;
- Nonprofit property managers;
- Community and technical colleges;
- Universities;
- School districts;
- Educational service districts;
- Local governments;
- Federally recognized tribes in the state;
- Religiously affiliated entities that provide services regardless of religious affiliation.

---

<sup>151</sup> Substance Abuse and Mental Health Services Administration (SAMHSA), Trauma and Justice Strategic Initiative (2014). *SAMHSA's Concept of Trauma and Guidance for a Trauma-Informed Approach*. [\[LINK\]](#)

<sup>152</sup> Washington State Department of Commerce. Community Capital Facilities – Early Learning Program (n.d.). [\[LINK\]](#)

<sup>153</sup> ECEAP (pronounced "E-Cap") is the Early Childhood Education and Assistance Program funded by Washington State for children 3 and 4. [\[LINK\]](#)

<sup>154</sup> Head Start is funded by the federal government for children ages 3 and 4. In some locations, Early Head Start is funded to serve pregnant women and children birth to age 3. [\[LINK\]](#)

<sup>155</sup> <sup>155</sup> In Washington State, Early Achievers designation signals that early learning programs have been assessed as "high-quality". This assessment is based on a set of standards that have been shown to promote school readiness in children. [\[LINK\]](#)

Motion 15492 directs that investments made to maintain, repair or expand family child care homes do not exceed twenty thousand dollars per facility.<sup>156</sup> However, the ELF workgroup recommends that investments in family child care homes be valued up to \$75,000 per project in order to sufficiently meet the needs of these providers to improve their facilities and meet licensing requirements, accreditation standards, and to increase the number of slots available to children from the prioritized PSTAA populations.

Based on a commitment to equity that includes investing where the needs are greatest, in alignment with the Equity and Social Justice Strategic Plan, the workgroup recommends funding priority be given to providers that do not have access to many other sources of public funding for facilities including child care centers, family child care homes, and ESIT providers. The workgroup further recommends that entities building a facility on behalf of these child care providers also receive priority consideration. These entities include developers of affordable housing and community facilities, non-profit property managers, and community and technical colleges. The workgroup recommends prioritizing these entities over organizations and groups such as universities and school districts, which often have access to other sources of public funding for facilities.

The ELF workgroup recommends funding projects that serve areas of King County where children are eligible for ECEAP, Head Start, and Working Connections Child Care but cannot be served given a lack of local capacity. PSTAA's ELF funding category prioritizes investments that increase the number of high quality early learning slots in geographic areas considered child care access deserts or other types of areas with statistically significant gaps in access to high quality early learning services, as defined in the section describing challenges in Access to early learning services. The emphasis on expanding access to high quality programs that prepare young children for entry into kindergarten is key to improving educational outcomes for the PSTAA prioritized populations.

Through the ELF funding category, DCHS will seek to align PSTAA investments to serve the residents of Sound Transit District Subareas,<sup>157</sup> consistent with Motions 15029 and 15492. As such, the ELF workgroup recommends funding projects located near transit or workplace hubs in King County that serve low-income, working families, to the extent practicable.

As implementation for the ELF funding category begins, the ELF workgroup recommends that CYYAD gather and review updated data on access deserts in King County, as previous findings may be outdated due to rapid changes in the early learning landscape caused by the 2020 COVID-19 outbreak. This work should also include identification of other areas where there are statistically significant gaps in access to high quality early learning facilities.

#### *Predevelopment Support and Technical Assistance*

Motion 15492 states that technical assistance and capacity building is to be offered to small organizations, partnerships and groups funded by PSTAA. This service is defined as including, but not limited to "providing or funding legal, accounting, human resources and leadership development services and support."<sup>158</sup>

---

<sup>156</sup> Motion 15492, lines 94-97. Metropolitan King County Council (2019). [\[LINK\]](#)

<sup>157</sup> Sound Transit (2017). Central Puget Sound Regional Transit Authority: Schedule of Sources and Uses of Funds by Subarea, pg. 4-5. [\[LINK\]](#)

<sup>158</sup> Motion 15492, pg. 3-4, Metropolitan King County Council (2019). [\[LINK\]](#)

DCHS-contracted consultants will offer technical assistance to potential partners interested in funding under GCCFF to facilitate the process of applying for PSTAA funding. Technical assistance includes grant writing, budgeting, research, project design, and other types of support for work that can be burdensome or unfamiliar to early learning providers. These supports play a critical role in dismantling systemic barriers to accessing King County funds.

To ensure that a diverse and culturally competent group of family child care providers can participate in FCCFF facilities expansion projects, HHCDD staff will offer technical assistance to family-based providers during the application process for PSTAA funding. This support may include writing assistance, language services, financial planning, and project design. The intent is to even the playing field for family-based providers who may not possess experience in these areas.

In addition to technical assistance, HHCDD will offer professional and technical support to providers interested in applying for early learning facility funding under PSTAA. This assistance will be offered during the pre-development and financing phases of their projects, when technical expertise in design, planning, and financing are anticipated to be most helpful in order to get projects into development. Such support will be provided by the intermediary organization selected to partner with King County for the implementation of strategies related to the ELF funding category. It may include assistance related to meeting licensing requirements as well as support identifying professional services, such as architects or contractors. In addition to this consultative assistance, the workgroup recommends making resources available, in the form of pre-development awards, to enable early learning providers to complete important pre-development steps. HHCDD will hold an open, competitive process to award these grants.

The pre-development stage of the development/construction process involves planning, scoping, and feasibility activities. These activities must be completed prior to financing and require dedicated resources. Investment in pre-development planning reduces the risk that infeasible projects move forward to the development and construction phases. The *Early Learning Facilities Development Proposal*<sup>159</sup> outlined financial recommendations based on research and stakeholders' experience with community development. This included a recommendation that the ELF award process begin with pre-development planning grants that range from \$5,000 to \$90,000. These grants will work to determine project feasibility. The size of pre-development awards will depend on the project scope. Pre-development assistance will also involve substantial additional investment in the form of DCHS staff time coordinating activities and developing partnerships. Because the outcome of pre-development grants will be approval to proceed with construction projects or not, some projects that receive PSTAA pre-development funds may not receive a capital investment.

In the context of GCCFF investments, pre-development support is expected to focus on early learning classroom design, new facilities development, financing, and/or licensing requirements.<sup>160</sup> For FCCFF investments, pre-development activities are expected to require special attention given the diverse needs of providers. Language access services, business planning, education around state licensing and Early Achievers requirements, outreach support, and culturally mindful project design are services that

---

<sup>159</sup> 3SI and Early Learning Facilities Stakeholder Group (2018). Early Learning Facilities Development Proposal, pg. iv. [\[LINK\]](#)

<sup>160</sup> 3SI and Early Learning Facilities Stakeholder Group (2018). Early Learning Facilities Development Proposal. [\[LINK\]](#)



may fall under this category. ELF workgroup members identified universal design as an area where all providers need support, as the need for programs that can accommodate children with disabilities is high and providers' familiarity with ADA regulations and inclusive design is limited.

In order to maximize the impact of PSTAA funds, King County may be able to secure lower cost support options from firms that specialize in small-scale, early learning-specific improvements. Any construction activities financed using PSTAA proceeds will be required to comply with applicable prevailing wage requirements and labor agreements.

#### *ELF Payer Mix, Subsidies and Enrollment Targets*

PSTAA funding will lower provider costs related to facility maintenance, improvement, or expansion, allowing providers to sustainably maximize their capacity to serve children from the PSTAA prioritized populations. As such, the ELF workgroup recommends that PSTAA staff develop policies that require providers receiving early learning facilities funding from PSTAA to enroll a minimum number of children from the prioritized populations and those who receive child care subsidies from the state.

For most early learning providers, a mix of subsidized and private-pay slots ensures the long-term viability of the business model. Given this, each of the three ELF funding strategies provides for spaces in ELF-funded facilities to be available for children from moderate-income households as well as full tuition families, in addition to children who receive child care subsidies. This approach allows a wider range of families to benefit from PSTAA ELF funded investments by providing high-quality early learning to families whose incomes are too high to qualify for subsidy funding, but too low to afford high-quality early learning in King County,<sup>161</sup> as research shows mixed-income classrooms improve child outcomes.<sup>162</sup>

Due to the impact of COVID-19 on the child care landscape, the workgroup did not arrive at recommendations addressing target enrollment figures based on income level, local cost of living, and payment mix, as called for by Motion 15492. Information regarding the supply and demand sides of the child care system equation remains unclear at the time of the writing of this proposed implementation plan, as many child care centers have closed indefinitely and a significant number of families have been forced to keep children home. Further, it is expected that providers may have new class size restrictions and requirements imposed by the Washington Department of Health, particularly if COVID-19 outbreaks continue over the next months. When the child care field moves into sustained recovery mode and can maintain licensed capacity, DCHS will engage child care providers and the ELF workgroup to explore establishing enrollment targets.

#### **Funding Category 2 | College, Career, and Technical Education Recommendations**

The recommendations in this section of the proposed PSTAA implementation plan were developed by the Promise workgroup in consultation with experts and researchers, as detailed in the Funding Category Workgroups section above.

---

<sup>161</sup> Income levels vary by subsidy, but in general, annual household income needs to be less than \$50,200 for a family of four to qualify for subsidized early learning. For some subsidies, such as Head Start and ECEAP, annual household income needs to be \$32,630 or less. A single parent with two children working a full-time job at \$15 per hour (minimum wage in Seattle) makes too much to qualify for ECEAP.

<sup>162</sup> Bagby, J.H., Rudd, L.C., and Woods, M. (2005). The Effects of Socioeconomic Diversity on the Language, Cognitive and Social-emotional Development of Children from Low-income Backgrounds, *Early Child Development and Care*, 175(5), pg. 395-405. [\[LINK\]](#)



### *Guiding Principles for King County Promise*

The recommendations proposed as part of the King County Promise funding category resulted from a community-led design process involving hundreds of stakeholders. All the recommendations are grounded in seven key principles adopted by the workgroup to guide this component of the PSTAA investment in an effort to ensure compliance with direction from Motion 15492 while delivering equity and systemic change. These principles can be found in Table 8.

*Table 8*

<b>King County Promise Workgroup Guiding Principles</b>
<ul style="list-style-type: none"><li>• Center racial equity and student needs in the building of support systems that provide relevant services in schools and communities.</li><li>• Develop targeted strategies based on targeted universalism or “how different groups are situated within structures, culture, and across geographies to obtain the universal goal [of increasing postsecondary attainment and ensuring that education systems work cohesively]”.<sup>163</sup></li><li>• Share ownership with and solicit regular feedback from students, families, and communities emphasizing data, student experiences, and community knowledge.</li><li>• Relationships are key to the work. They must be deep and authentic, and providers need to reflect the background and values of the young people they serve.</li><li>• Build a system based on intentional connections across institutions and communities to achieve goals.</li><li>• Include common program elements to support cohesive, high quality implementation across funded partners.</li><li>• Foster sustainability by focusing on making systematic changes to how the K-12 and postsecondary systems support students.</li></ul>

### *Recommended Investment Strategy for College, Career, and Technical Education*

While Promise-funded partners will be encouraged to include the variety of eligible program elements that meet the needs of their specific student population, the workgroup recommends that King County Promise approaches follow a common set of basic design elements to ensure consistent, high-quality services for all participating students, including high school and college students as well as opportunity youth. These common elements will be developed as part of the process to design the request for proposal (RFP) described in the [Recommended King County Promise Program Structure and Implementation Approach](#) section.

Based on the Promise elements outlined above, the student experience will be characterized by:

- Receiving consistent, strong support to choose, pursue, and succeed in achieving their postsecondary path;
- Being engaged early, meaningfully, and consistently as active participants in a co-design process with their service providers and school support staff to ensure that their needs are met;
- Receiving in-school support from knowledgeable adults who help them explore and choose a postsecondary path and complete required applications and financial aid forms;

---

<sup>163</sup> University of California- Berkeley, Othering and Belonging Institute (2019). Targeted Universalism: A Primer. [\[LINK\]](#)

- Experiencing fewer barriers and receiving high-quality support as they transition from high school to postsecondary; and
- Connecting with reliable advising and support to navigate academic and life barriers so they can complete their credential and transition to family wage careers.

The workgroup established two overall goals for these investments:

- Student-Level Goal: Increase postsecondary attainment of PSTAA served youth to 70 percent, with no gap in attainment rates between young people in the PSTAA prioritized populations and their peers.
- System-Level Goal: Create a cohesive, equity-focused educational system through supporting collaboration between K-12 districts, postsecondary institutions, and community-based organizations.

These goals are aspirational in nature and were set by community stakeholders during the process to develop the recommendations outlined in this section. They were born out of a concern that postsecondary credentials are essential for anyone who wants a job that offers a good salary and advancement opportunities in Washington. Despite this need, the state does not have a strong system or pipeline in place to support postsecondary success for all students.

At the student level, Promise investments are intended to result in increased postsecondary attainment to 70 percent for students receiving services, with no gap in attainment rates between young people in the PSTAA prioritized populations and their peers.<sup>164</sup> This target mirrors statewide goals set by the Washington Roundtable<sup>165</sup> and the Washington Student Achievement Council (WSAC)<sup>166</sup> as well as the goals set by the state legislature for Washington’s adult population (ages 25-44).<sup>167</sup> The Washington Roundtable estimates that only 40 percent of the members of Washington’s high school graduation class of 2015 will attain a postsecondary credential by age 26.<sup>168</sup>

The system-level goal developed by the workgroup reflects feedback provided by young people from the prioritized populations.<sup>169</sup> It promotes K-12 districts, postsecondary institutions, and community-based organizations in King County collaborating to become a cohesive, equity-focused educational system, the much-needed pipeline that supports postsecondary success for young people. Specific system-level indicators related to this goal will be co-developed with funded partners once they are selected via

---

<sup>164</sup> These goals will be based on measures of postsecondary credential attainment by age 26.

<sup>165</sup> The Washington Roundtable board is comprised of senior executives representing major private sector employers in Washington state. They work together to effect positive change on some of the most important public policy issues impacting opportunity and economic vitality. [\[LINK\]](#)

<sup>166</sup> By statute, the Council provides strategic planning, oversight, advocacy, and program administration to support increased student success and higher levels of educational attainment in Washington. [\[LINK\]](#)

<sup>167</sup> Washington State Achievement Council (2014). Statewide Attainment Goals Set the Course. [\[LINK\]](#)

<sup>168</sup> Washington Roundtable (2020), The Partnership for Learning, and Kinetic West, The Path to 70% Credential Attainment: Catalyzing Dramatic Increases in Postsecondary Enrollment and Completion. [\[LINK\]](#)

<sup>169</sup> Views from young people in King County were incorporated via focus groups and interviews conducted by the Puget Sound Educational Service District. Additional student perspective from Let Us Succeed (CCER, 2019) [\[LINK\]](#) and from Creating Paths for Change: Understanding Student Disengagement and Reengagement (CCER, 2020). [\[LINK\]](#)

competitive RFP process. These indicators are expected to focus on changes in policies, practices, resource flows, relationships, power dynamics and mental models.<sup>170</sup>

#### *Recommended King County Promise Program Structure and Implementation Approach*

The Promise workgroup recommends CYYAD oversee implementation of the strategies proposed under the King County Promise funding category due to subject matter expertise and existing administrative infrastructures of the department and division. CYYAD will undertake the following duties for Promise investments:

- 1) Facilitate Promise procurement efforts;
- 2) Manage the contract development and compliance processes; and,
- 3) Coordinate with internal and external stakeholders.

As directed by Motion 15492,<sup>171</sup> PSTAA funding prioritized for college, career, and technical education will be directed for investment as follows:

- Forty-five percent “focused on K-12 aged children and youth” to support systems-level improvements as well as high school, college and career advising.”
- Forty-five percent “focused on postsecondary education through the King County Promise... [including] systems-level improvements and college advising and navigation.”
- Ten percent dedicated to “programming provided by community-based organization that provide college access and/or postsecondary navigation services and are integrated with the K-12 and/or postsecondary systems.”

Based on the funding ratios listed above, the workgroup recommends investment in a comprehensive King County Promise strategy, where funding flows into two types of structures: Promise partnerships (involving educational institutions and community-based organizations) and a system supporting organization. These investment structures are described below.

**Promise Partnerships:** In order to implement the strategies proposed under the King County Promise funding category, the workgroup recommends investing in K-12 districts, community and technical colleges, and community-based organizations joining together to form Promise partnerships, where partners co-design a strategy and submit a joint proposal in response to a King County RFP. Organizations will be required to collaborate in their planning efforts to foster project intentionality and cohesiveness. Promise partnerships that include educational institutions and organizations that reflect the communities they serve will be prioritized for funding.

Promise partnerships will be required to agree to a set of commitments designed to ensure that the investment successfully increases educational outcomes for young people in the PSTAA prioritized populations, specifically high school completion, postsecondary enrollment, and postsecondary completion.

---

<sup>170</sup> Kania, J., Kramer, M., and Senge, P. (2018). The Water of Systems Change. [\[LINK\]](#)

<sup>171</sup> Motion 15492, pg. 6-7. Metropolitan King County Council (2019). [\[LINK\]](#)

**System Supporting Organization:** Motion 15492 directs that investments under the King County Promise funding category include a focus on systems-level improvements and alignment that will result in improved success in educational outcomes for youth in the PSTAA prioritized populations. Based on this directive, the workgroup recommends investment in a system supporting organization to work in partnership with King County, to co-develop and oversee implementation of Promise related PSTAA investments and to raise and disseminate private funds in tandem with PSTAA investments.

The system supporting organization will provide direct services to organizations receiving Promise funding, working closely with funded organizations and King County to develop system-building efforts that lead to long-term, sustained change. These system-building efforts will include fostering collaboration between school districts, colleges, and community organizations to create a much-needed pipeline of support for young adults through postsecondary completion. The organization will also provide Promise-related professional learning, training, and resources; promote a culture of continuous improvement; and lead fundraising and sustainability planning efforts, as outlined below. The workgroup recommends that CYYAD conduct an open competitive process to select a system supporting organization as soon as possible to facilitate the successful implementation of the strategies proposed under this funding category.<sup>172</sup> The initial contract length for the system supporting organization will be five years, consistent with reporting requirements outlined in Motion 15492 as well as CYYAD procurement practices.

- **Promise-Related Professional Learning, Training, and Resources:** The King County Promise workgroup recommends the system supporting organization deliver professional learning or trainings for partner organizations funded to provide direct services. Learning opportunities will include topics such as the effects of economic status and institutional racism; adverse childhood experiences; cultural competency; and, the use of restorative justice and healing practices in schools. The system supporting organization may also assist partners with hiring efforts to ensure that the staff hired to work in funded programs reflect the racial and cultural diversity of students in the PSTAA prioritized populations.

In an effort to improve the quality and coherence of college readiness services provided to high school students, the system supporting organization will provide curriculum resources as well as training for the staff hired by funded organizations to deliver such material. The system supporting organization will also facilitate streamlined implementation of academic assessment and course placement in King County community and technical colleges, and broker partnerships between K-12 and postsecondary education system players and community-based organizations.

- **Support for Continuous Improvement:** The workgroup recommends the system supporting organization assume responsibility for facilitating shared learning and continuous improvement among funded partners, with a focus on improving and increasing data access and use. It will

---

<sup>172</sup> Pending acceptance of this proposed implementation plan by King County Council, the system supporting organization will be selected in the first quarter of 2021.

provide practitioner-led cycles of inquiry and improvement and use insights to improve practices and refine common design elements.

- **Fundraising and Sustainability Planning:** The workgroup recommends the system supporting organization lead fundraising efforts required to generate matching funds from private sources and leverage other available government funding sources. Strategies related to matching funds, which are required for the implementation of this funding category can be found in the Matching Funds section below.

In addition, the system supporting organization will work in partnership with CYAD staff with the development of RFPs and contracts for programs to be funded under the King County Promise funding category as well as ensuring that partnerships are meet commitments, adhering to the Promise common design elements, and serving youth in culturally responsive and trauma-informed ways.

While the primary focus of the system supporting organization will be to work with the Promise partnerships that are selected for funding, as much as possible, King County Promise system-building and improvement efforts will be available to all school districts, postsecondary institutions, and youth-serving community-based organizations in King County.

Prior to initial Promise partnership investments, CYAD staff and the system supporting organization will review, edit and incorporate system and program commitments, drawing upon initial commitments created by the Promise workgroup. These commitments will include items such as:

- Committing to equity and closing achievement gaps for students in the PSTAA prioritized populations;
- Adherence to common King County Promise design elements;
- Participation in system-level professional learning and continuous improvement activities;
- Providing navigation support for students to select and access “best fit” institutions, public and private four-year colleges; community or technical colleges; or apprenticeship programs, rather than simply recruiting to a community or technical college;
- Establishing and maintaining a local youth and community advisory body to help shape implementation efforts;
- Securing a match composed of privately raised and public dollars to support Promise activities;
- Meeting all data sharing and evaluation obligations; and
- Working in collaboration with the King County DCHS evaluation team to establish baseline measures and set annual targets for increasing support to and improving outcomes for all young people in one or more PSTAA prioritized populations.

### *Anticipated Timeline for Implementation of Promise-Related Investments*

The workgroup recommends that CYYAD initiate the investment process by developing an open, competitive RFP process for eligible entities interested in receiving funding as a Promise partnership. Over the first five years of the investment, funding will be made available in two phases, which are described below. CYYAD will release funding in alignment with the 45/45/10 funding ratios<sup>173</sup> discussed above and will consider the scope of the services proposed as well as number of students from the PSTAA prioritized populations that each partnership would serve in order to determine contract amounts.<sup>174</sup>

**Phase One Investments:** Initial investment in Promise partnerships is estimated to happen between quarter one 2021 and quarter four 2022. Once this funding opportunity is announced, CYYAD staff will work in close partnership with the system supporting organization to offer technical assistance to applicants consistent with King County solicitation processes. The process for making phase one investments will consist of two steps. First, CYYAD will solicit proposals via an open RFP process and review the proposals against a set of proposal criteria. Up to four Promise partnerships (eight to twelve organizations, schools, and colleges) will be funded in phase one using this RFP process. After making award decisions, CYYAD will issue and manage performance-based contracts for an initial two-year term.

King County will issue contracts to each individual organization that makes up a Promise partnership. Initial contracts will be for a two-year term. This will be an initial contract with the expectation that organizations begin generating student outcomes, while also testing and refining the King County Promise model. This testing is an important component of phase one and will be needed before expanding services to more students and including additional partners. These partnerships will be expected to begin taking actions to make immediate improvements in the lives of young people from the PSTAA prioritized populations. At the same time, partnerships will incubate practices that may require testing and refinement before being implemented with additional partners/students.

**Phase Two Investments:** In phase two, CYYAD will invite phase one partnerships to submit proposals to scale their work and also make new investments to support additional partnerships. CYYAD staff expect to release the phase two RFP in the first half of 2023. CYYAD staff will work with the system supporting organization to offer technical assistance to applicants consistent with King County solicitation processes. Up to eight Promise partnerships (16-24 organizations, schools, and colleges) will be funded in this phase. It is estimated up to four new Promise partnerships will be selected for funding via competitive RFP process. CYYAD staff will issue individual contracts to agencies that make up the selected Promise partnerships to provide services for a three-year term through 2025. CYYAD will oversee these investments consistent with King County DCHS protocols for contract monitoring.

These initial investment phases are designed to promote learning that guides decision-making throughout the lifespan of PSTAA. Phase one and phase two investments will be completed in five years, at which point the PSTAA project will evaluate the investment, as required by Motion 15492 and outlined in the Evaluation of Outcomes, Equity, and Efficacy section. This effort will enable DCHS to

---

<sup>173</sup> Motion 15492, pg. 6. Metropolitan King County Council (2019). [\[LINK\]](#)

<sup>174</sup> The King County Promise workgroup recommends the use of public high school enrollment rather than overall Promise partnership enrollment (high school plus community and technical college enrollment). Enrollment at the high school level is more geographically stable than enrollment at community and technical colleges, which often enroll students from other locations.

measure the performance of the system supporting organization and direct services provided by Promise partnerships. CYYAD will summarize the findings in the five-year PSTAA report. Based on this analysis and the lessons learned from the early stages of implementation as well as feedback from stakeholders, CYYAD will work in partnership with the CYAB to make necessary adjustments to the King County Promise model before releasing the next round of competitive RFPs.

#### *King County Promise Recommended Funding Policies*

The King County Promise workgroup recommends investing PSTAA resources in partnerships involving school districts that lack access to private funding sources to meet the needs of students in the prioritized populations.<sup>175</sup> All Promise partnerships supported by PSTAA will be required to identify matching funds. These funds could be government funds from other sources as well as private funds. However, the system supporting organization will lead private fundraising efforts in support of the PSTAA-funded Promise partnerships as well as other system-strengthening innovations.

The Promise workgroup recommends that PSTAA resources be invested in communities and school districts across King County who serve youth in the prioritized populations described in Motion 15492, emphasizing those with a high concentration of students from low-income households. To address equity gaps in high school completion and postsecondary success, Promise partnerships will also serve students who fall into one or more of the following criteria:

- Current King County residents regardless of citizenship status;
- Age 26 and under with a focus on students in King County public high schools with high levels of poverty, students in community and technical colleges, and opportunity youth ages 16-26 including those who:
  - Are enrolled in a King County public high school (with a focus on grades 10-12);
  - Are enrolled in a King County community and technical college;
  - Exited the K-12 system without a secondary credential (high school diploma or equivalent); and/or
  - Exited the K-12 system with a secondary credential but not employed in a family wage job or in enrolled in a postsecondary institution.

To ensure that investments enhance college access and success services currently available throughout King County, the workgroup recommends that Promise partnerships include at least two of the following:

- One or more public community or technical college;
- One or more public K-12 district; and/or
- One or more youth-serving community-based organization.

---

<sup>175</sup> The state's new High Poverty LAP program does take student need into account, but this program, which is funded at \$200 million in the 2017-19 biennium budget (pg. 14), represents less than 1 percent of the state's overall K-12 education funding. [\[LINK\]](#)



Moving students through the education pipeline necessitates a system of organizations working in alignment to support their success.<sup>176</sup> As such, community-based organizations will play a key role in Promise partnerships, along with school districts and community colleges. Partnerships with members representing all three types of entities listed above will be strongly encouraged to apply for PSTAA funding; however, proposals from partnerships that include only two of the three possible types of entities will also be accepted.

#### *Matching Funds*

As indicated in Motion 15492, K-12 and postsecondary activities supported under King County Promise “require matching funds from other philanthropic organizations, institutions or governments.” The King County Promise Recommended Funding Policies section above outlines requirements for King County Promise partnerships, including securing matching funds. This match is anticipated to come through two sources: private dollars and public dollars.

King County is fortunate to have a diverse economy with an abundance of private foundations and a business community that understands the importance of investing in education, although at the time of the writing of this proposed plan, the COVID-19 pandemic has deeply affected the country and region’s economies with unknown impact to philanthropy. Most K-12 districts and community and technical colleges in King County have some fundraising capacity in the form of foundations (such as the Bellevue College Foundation). Structuring the County’s PSTAA investment as a match to other investments provides a fundraising incentive to these entities and fully leverages pre-existing networks and resource development strategies.

Individual community-based organizations will not be expected to raise private matching funds. Rather, the system supporting organization will lead regional fundraising to complement fundraising from K-12 districts and colleges, whose foundations are better-positioned for successful private fundraising. Regional fundraising is expected to help address uneven capacity at the local level and create an inroad with private philanthropy and business partners who have an interest in supporting King County Promise as a regional enterprise.

Motion 15492 allows for the possibility that, in addition to private philanthropy, matching funds could be raised from other government sources. The Promise workgroup recommends that wherever flexibility in funding decisions can occur, K-12 districts participating in a Promise partnership will be expected to provide dollars to support King County Promise activities in alignment with the common design elements. This could apply to a district's per pupil state apportionment or to current or future categorical programs that align with the equity goals of King County Promise. As one example, many high schools in King County currently receive funding in the form of the High Poverty Learning Assistance Program (LAP).<sup>177</sup> Included in OSPI’s “menu of best practices” for High Poverty LAP are activities with clear connections to King County Promise: graduation services, tutoring during the school day,

---

<sup>176</sup> Dougherty V. and Lempa M. (n.d.). Conducting a Scan of Your College Access and Success System. *The OMG Center for Collaborative Learning*. [\[LINK\]](#)

<sup>177</sup> Washington Office of Superintendent of Public Instruction (n.d.). 2020-21 National Board High Poverty Schools List. School Appointment Online Library. [\[LINK\]](#)



professional learning that is “explicitly tied” to the needs of diverse student populations, mentoring/community partnerships and family engagement.<sup>178</sup>

Similarly, community and technical colleges submitting proposals as part of a Promise partnership will be expected to identify matching funds to support PSTAA activities, such as private grants, donations, or public dollars. Public funds could include per pupil apportionment or categorical funding or the newly launched Guided Pathways effort that received an influx of state support through the 2019 Workforce Education Investment Act (HB 2158).<sup>179</sup> Like High Poverty LAP, Guided Pathways is aligned with the goals of King County Promise. The effort seeks to, “increase and diversify the students and communities accessing and earning high value community college credentials.” The principles guiding the effort make clear that Guided Pathways, “requires urgent, radical, equity-minded, transformational organization change” and a “culturally responsive commitment to racial and social equity by dismantling systemic policies and practices that perpetuate inequities.”<sup>180</sup>

### **Funding Category 3 | K-12 Community-Based Supports Recommendations**

The recommendations for this funding category were developed by the Racial Equity Coalition (REC), the workgroup for the K-12 Community-Based Supports funding category.

#### *Guiding Principles for Love and Liberation Funding Category*

Love and Liberation (L & L) was born in 2019 out of the concern that institutional racism is leading to persistent educational achievement and opportunity gaps interfere with young people’s ability to thrive and feeds the school to prison pipeline, a concern shared by King County Council in Motion 15492.<sup>181</sup> L & L is a partnership-based, innovative, racial justice initiative focused on youth self-liberation and system change to help close educational achievement gaps and increase high school completion. The REC developed L & L using a set of guiding principles that are aligned with the guiding principles that informed Best Starts for Kids as well as King County’s *Road Map to Zero Youth Detention*.<sup>182</sup> These guiding principles are listed in Table 9.

---

<sup>178</sup> Washington Office of Superintendent of Public Instruction (2018). Learning Assistance Program Questions and Answers, pg. 10. [\[LINK\]](#)

<sup>179</sup> Estimated state investment of \$30.1 million in FY 2020-21.

<sup>180</sup> Washington State Board for Community and Technical Colleges (n.d.). Guided Pathways. [\[LINK\]](#)

<sup>181</sup> Motion 15492, pg. 8, Metropolitan King County Council (2019). [\[LINK\]](#)

<sup>182</sup> Office of King County Executive Dow Constantine (2018). The Road Map to Zero Youth Detention. [\[LINK\]](#)

Table 9

Love and Liberation Guiding Principles
<ul style="list-style-type: none"> <li>Centering young people and uplifting youth voice in order to develop leadership skills and to improve outcomes for school involvement, increase motivation to finish high school and attend college, and develop physical/mental well-being.<sup>183</sup></li> <li>Partnering with community organizations experienced in providing culturally integrative services and advocating for systems change.</li> <li>Providing culturally relevant services that cultivate positive ethnic identity, helping youth learn about their own racial/ethnic heritage, history, language use, cultural customs and traditions.<sup>184</sup></li> </ul>

#### *Recommended Investment Strategy for K-12 Community Based Supports*

As with the other two funding categories, where stakeholders presented the Council with proposals, the REC presented L & L during King County Council PSTAA deliberations. In response to King County Council's intent in Motion 15492 to fund community-based programming for K-12 children and youth with a focus on serving young people of color and reducing racial achievement gaps, CYAD staff collaborated with the REC to further develop the recommendations in this section, including the recommendation to establish a three-year pilot project for this funding category. The L & L pilot will support youth and young adults by focusing on positive cultural identity transmission through ethnic-centered programming.<sup>185</sup> The pilot project will expand the existing L & L community effort.

This proposed plan recommends the 15 black, indigenous, and people of color led (BIPOC) nonprofit organizations that make up the REC comprise the funded partners for an initial three-year pilot. These partners will deliver services to the PSTAA prioritized populations that focus on positive racial/ethnic identity development and will be implemented in the youths' home communities. Since July 2019, the United Way of King County (UWKC) provided funding and group facilitation support to the L & L project.

As directed by Motion 15492, L & L partners will provide "out-of-school time or expanded learning opportunities, access to physical education, mentoring, case management and culturally integrative programming."<sup>186</sup> L & L programs in existence since 2019 will be expanded to serve more young people from the PSTAA prioritized populations. All program activities will be implemented using a culturally integrative, trauma-informed approach. As a result, middle and high school youth from the prioritized populations who participate in L & L programs will be universally equipped with the knowledge and tools to successfully bridge their home culture and the white-centered culture encountered at school.

<sup>183</sup> Funders Collaborative on Youth Organizing (2018). Transforming Young People and Communities: New Findings on the Impacts of Youth Organizing. [\[LINK\]](#)

<sup>184</sup> Findings shared in 2014's *Feeling Good, Happy and Proud: A Meta-Analysis of Positive Ethnic-Racial Affect and Adjustment* assert that programs that help youth develop positive ethnic identity lead to increased self-esteem and well-being, lessened anxiety, more positive attitudes towards school, and increased social connectedness with peers. These factors are linked to lower risk of violence, alcohol and drug use, truancy, suspension or expulsion, and criminal activity. [\[LINK\]](#)

<sup>185</sup> Ethnic-centered programming involves activities that are adapted to include the values and traditions of different ethnic/cultural groups. Using this approach, young people's experiences, interests, and strengths are integrated into all activities in order to build positive self-esteem and create a positive sense of identity.

<sup>186</sup> Motion 15492, pg. 7, Metropolitan King County Council (2019). [\[LINK\]](#)

In addition to expanding program activities to increase student-level outcomes, L & L's implementation under PSTAA will involve transforming the local youth development system and understanding the impact that this community-designed, youth-centered, racial/ethnic identity development-focused approach can have on educational outcomes for the prioritized populations. A key aspect of this pilot project is the recommendation to utilize participatory grantmaking,<sup>187</sup> empowering REC members to decide how to invest PSTAA resources across their organizations to achieve documented outcomes for the prioritized populations. (Participatory grantmaking is described further in Love and Liberation Program Structure and Implementation Approach.) Consistent with Motion 15492, these innovations present unique opportunities to dismantle racist institutional practices that have led to persistent opportunity gaps.

The L & L pilot will follow a learning collaborative structure with an initial PSTAA funding period of three years. As the project enters its third year, DCHS staff will collaborate with the REC to conduct an evaluation of preliminary outcomes and, in consultation with CYAB, review these results to determine an investment strategy for the subsequent years of the PSTAA fund. Should the project approach prove successful, a scaled-up version of L & L will be developed. At this time, additional organizations not currently belonging to the REC will be included for funding.

#### *Love and Liberation Program Structure and Implementation Approach*

CYYAD will provide oversight to the implementation of all activities related to L & L. This recommendation is based on the subject matter expertise and existing administrative infrastructures of the department and division, as well as the CYYAD's familiarity with work of UWKC and of several of the organizations that make up the REC. CYYAD's duties for L & L investments will include monitoring the investments' compliance with this proposed plan as well as the requirements of Motion 15492; attending meetings and contributing expertise; documenting learnings that emerge from the participatory grant-making process; providing technical assistance as needed; developing and overseeing evaluation and reporting efforts related to L & L; and distilling applicable learning for the future.

Motion 15492 emphasizes the need for PSTAA funds to support children, youth and families of color by partnering with organizations whose staff and leadership have relevant lived experience or expertise and who reflect the communities to be served. CYYAD believes strongly that communities of color-based organizations, such as those that make up the REC's membership, are uniquely equipped to design and implement culturally relevant services, intentionally address systemic racism, and equip youth with a sense of positive ethnic identity. As such, this plan recommends that REC member organizations receive PSTAA funding to expand L & L as a three-year pilot project. These organizations are rooted in community trust, serving as a bridge between families, youth, and the schools that serve them. Based in communities of color, these organizations will connect youth with role models that look like them and have first-hand knowledge of their needs.

Organizations operating the L & L pilot would perform direct work with youth including out-of-school time or expanded learning opportunities, access to physical education, mentoring, and case management, in accordance with Motion 15492. PSTAA funds will expand existing L & L services, including services offered to more youth throughout King County. L & L providers will focus on

---

<sup>187</sup> Gibson, C. (2018). Deciding Together: Shifting Power and Resources Through Participatory Grantmaking. IssueLab by Candid. [\[LINK\]](#)

geographic areas with high numbers of youth and young adults from the PSTAA prioritized populations. This emphasis will enable the project to impact educational achievement and opportunity gaps, as well as to align with and supplement other county priorities and investments, such as Best Starts for Kids and Zero Youth Detention. Geographic focus areas will be periodically monitored for relevant demographic changes.

As mentioned in the Guiding Principles for Love and Liberation Funding Category section, a key aspect of the expanded L & L project supported by PSTAA will be the use of a participatory grantmaking approach. An emerging best practice locally, nationally and internationally, participatory grantmaking explicitly and intentionally brings communities impacted by funding decisions together with funders to shift traditional power dynamics in funding decisions.<sup>188</sup> The REC recommends the use of this ground-breaking approach to funding community work in this funding category, as the conventional, top-down approach typically employed by governments and philanthropic organizations does not allow for the systemic changes necessary to empower communities and create lasting change. Participatory grantmaking is a model that has the potential to positively impact the education and human services systems in King County. By testing how participatory grantmaking changes the way nonprofit organizations work together to improve outcomes for young people under L & L, King County will have an opportunity to learn about this framework and to potentially replicate its success with future investments.

Within the context of L & L, the REC will build on best practices that are emerging from participatory grantmaking processes at the national and international level<sup>189</sup> as well as the learnings that have resulted locally from UWKC prior investments. One such project involved seven grassroots, communities of color-based organizations<sup>190</sup> whom UWKC convened to collaborate as both “grantees” and decision-makers in an effort to determine how to use and distribute over \$900,000 in funding over the course of four years. During this project, partner engagement and empowerment resulted from the nonprofit agencies and UWKC setting a common agenda to effect community change with the nonprofits taking the lead on making funding decisions. The organizations involved in this project went on to form the Emerging Alliance of Communities of Color (EACC). This group continues to work collectively in support of one another and to provide culturally responsive services.

REC members recommend that UWKC serve as the administrator of the L & L pilot. This recommendation is based on UWKC’s experience and commitment to the participatory grantmaking process as well as its ongoing technical assistance efforts to strengthen REC member organizations. In this role, UWKC will provide support to the L & L pilot, including facilitating monthly program leadership meetings, preparing materials, guiding the evaluation process, and providing necessary training and/or technical assistance. Notably, UWKC has committed to fundraising \$1.2 million in 2021 to accelerate the implementation of L & L under PSTAA’s K-12 Community-Based Supports funding category. UWKC will serve as the fiscal sponsor for the project.

---

<sup>188</sup> Gibson, C. (2018). Deciding Together: Shifting Power and Resources Through Participatory Grantmaking. *IssueLab by Candid*. [\[LINK\]](#)

<sup>189</sup> Gibson, C. (2018). Participatory Grantmaking: Has Its Time Come? The Ford Foundation, pg. 14-16. [\[LINK\]](#)

<sup>190</sup> These organizations included the Congolese Integration Network, Horn of Africa Services, InterCultural Children and Family Services, Iraqi Community Center of Washington, Southeast Youth and Family Services, Voices of Tomorrow, and West African Community Council.

PSTAA funding will be awarded via a sole source procurement<sup>191</sup> to UWKC, based on its current role as the community-selected facilitator of the L & L project. UWKC will be responsible for issuing contracts for program implementation according to the collective decisions made by all REC members related to the distribution of PSTAA funds. This approach is consistent with the principles of participatory grantmaking and represents an opportunity to strengthen trust and credibility with the community by acknowledging and shifting power. With support from CYYAD and UWKC, the REC will document and thoroughly evaluate L & L activities that contribute to systemic changes, with the vision of scaling the effort beyond the current REC organizations.

Over the first three years of implementation for this funding category, PSTAA proceeds will be invested in the 15 BIPOC organizations that make up REC's membership.<sup>192</sup> These organizations will provide direct services to young people in the prioritized populations, ages 10-19. PSTAA funds will cover direct costs and some administrative overhead for REC members, including management capacity and evaluation support. While each funded organization will implement programming from its own racial and ethnic lens, the approach will be coordinated. The key elements of the program structure are highlighted below.

- **Lead with Racial and Ethnic Identity:** Regardless of the programmatic content (e.g. youth sports, academic skills, violence prevention), the underlying frame of all services within this investment will be the transmission of a strong, positive cultural identity and the ability to successfully navigate the mainstream while preserving and integrating strengths and pride from their home culture. Because of persistent institutional racism that has caused educational and opportunity gaps, it is vital that the “recipients of this funding will have strong, practice-based experience in serving the [PSTAA] prioritized populations” as outlined by Motion 15492.<sup>193</sup>
- **Focus on Youth and Community:** Community-building will be an important aspect of the project. Community members, BIPOC nonprofit providers, and youth will be involved in co-designing all aspects of the project. For the purpose of effective, youth-centered collaboration, funded programs under L & L will incorporate leadership development and community organizing components. These skills will prepare youth to share their voice on issues that directly affect their education and to challenge institutional and structural racism when they encounter it. Funded programs under L & L are also expected to include parent education and youth-led projects and events.
- **Evidence-Based Practices:** Racial/ethnic identity development is associated with positive behaviors, academic success, resilience and decreased problem behaviors, depressive symptoms and stress.<sup>194</sup> This approach supports academic adjustment and general wellbeing as well as

---

<sup>191</sup> A sole source procurement is a contract that is entered into without a competitive process, based on a justification that only one known source exists or that only one single supplier can fulfill the requirements. In order to skip the competitive procurement process, departments must submit a waiver request in accordance with [KCC 2.93](#) and [RCW 39.04.280](#).

<sup>192</sup> See Appendix B: Funding Category Workgroups.

<sup>193</sup> Motion 15492, pg. 8. Metropolitan King County Council (2019). [\[LINK\]](#)

<sup>194</sup> Rivas-Drake, D., Syed, M., Umaña-Taylor, A., Markstrom, C., French, S., Schwartz, S.J., and Lee, R. (2014). Feeling Good, Happy and Proud: A Meta-Analysis of Positive Ethnic-Racial Affect and Adjustment. *Child Development*, 85(1), pg. 77-102. [\[LINK\]](#)

resilience and ability of youth of color to thrive. By focusing on practices related to racial/ethnic identity development and documenting the results achieved, L & L will develop a strong set of evidence to support the expansion of these practices.

#### *Matching Funds*

In UWKC's fiscal year 2019 (2019/20), UWKC provided the REC with \$1.2 million in seed funding to begin testing the L & L model. In fiscal year 2020 (2020/21), UWKC has committed to investing another \$1.2 million into the L & L pilot project to accelerate its expansion, with the expectation that funds will be made available at that level in fiscal year 2021 (2021/22), pending budget approval. UWKC intends to continue supporting L & L and the REC through the end of the three-year pilot, at which point DCHS and the CYAB will evaluate the project's progress to determine an investment strategy for the subsequent years of the PSTAA fund, as described in the [Guiding Principles for Love and Liberation Funding Category](#) section above. CYAD staff is directed to develop an interim plan to address any gaps between the end of the three-year L&L pilot and the time at which it is replaced by another program.

#### Governance Structure

As previously noted, Motion 15492 calls for this implementation plan to recommend a governance structure for PSTAA, including an advisory group. This section describes the recommended PSTAA governance structure.

#### *PSTAA Advisory Group Recommendation*

The CYAB recommends a standing CYAB subcommittee be established as the advisory group for PSTAA. This standing subcommittee will be called the PSTAA Subcommittee.

#### *CYAB PSTAA Subcommittee Responsibilities*

The PSTAA Subcommittee will provide guidance to the King County Council and the Executive on the educational needs of King County youth. It will promote alignment between PSTAA investments and other key initiatives and programs for children and youth in King County. It will monitor the progress of PSTAA implementation in King County and make recommendations on proposed implementation actions and/or revisions. Subcommittee members will provide regular updates to the CYAB.

The PSTAA Subcommittee will function as a regular subcommittee of the CYAB and as such, will be required to follow all CYAB subcommittee protocols.<sup>195</sup> Subcommittee meetings are expected to take place at least one per quarter, throughout the life of the account.

#### *CYAB PSTAA Subcommittee Composition and Leadership*

CYAB recommends that the PSTAA Subcommittee be comprised of not more than 15 individuals, with a majority (at least half plus one) serving as active CYAB members. Members will have either lived experience related to or expertise in the prioritized populations or both.<sup>196</sup> As outlined in Motion 15492, the Subcommittee will also have expertise in race, ethnicity, systemic racism, multicultural curriculum,

---

<sup>195</sup> King County Children and Youth Advisory Board (2013). Subcommittee Procedures. [\[LINK\]](#)

<sup>196</sup> PSTAA prioritized populations in Motion 15492 include children and youth of color; children and youth from families at or below 200 percent of the federal poverty level; children and youth who are homeless, in the foster care system, in the child welfare system or are at risk of being involved or involved in the juvenile justice system; children and youth with disabilities; children and youth who identify as LGBTQ; or otherwise vulnerable children and youth. [\[LINK\]](#)



childhood trauma, and best practices in corrective action and restorative justice. The CYAB also recommends including Subcommittee members with expertise in community development, affordable housing, facilities and real estate development for early learning, and universal design.<sup>197</sup> At least three youth representatives (ages 16-24), not including youth currently appointed to the CYAB, will serve as members of the Subcommittee. Youth members will have lived experience as a member of one or more of the PSTAA prioritized populations outlined in Motion 15492.

The CYAB protocol for members to join a subcommittee involves CYAB members indicating their interest and having their assignment approved by one of the CYAB co-chairs. When assigning current CYAB members to the PSTAA Subcommittee, the same process will be followed.

At-large members may be recruited to the PSTAA Subcommittee in order to fill any gaps in experience or representation as outlined in Motion 15492. Individuals interested in joining the PSTAA Subcommittee as at-large members will be required to apply. The CYAB co-chairs and DCHS staff will review all applications. Neither current CYAB members nor at-large applicants will be subject to executive nomination and council approval to serve on the PSTAA Subcommittee. This is because the Subcommittee derives from CYAB, which is a Council-approved board. At-large members serving on the Subcommittee will be limited in scope to the work of the Subcommittee. They will not be voting members of the CYAB.

The PSTAA Subcommittee will have a designated co-leads, who will sit on the CYAB Executive Committee. The Subcommittee co-leads will be CYAB members who are assigned to the PSTAA Subcommittee. They will be selected based on nomination by PSTAA Subcommittee members and approved by the CYAB co-chairs.

#### *CYAB PSTAA Subcommittee Member Terms*

CYAB members will serve on the PSTAA Advisory Subcommittee for a one-year period. CYAB members in good standing, who continue to be interested in serving in the Subcommittee, may be reappointed annually for the duration of their CYAB term.

At-large members of the Subcommittee will commit to one two-year term. These members will be able to serve a maximum of two consecutive terms. At the end of their first term, those in good standing will be able to submit a request to serve for a second term.

All Subcommittee members will be required to comply with the Code of Conduct for King County Boards and Commissions<sup>198</sup> and the Bylaws of the Children and Youth Advisory Board.<sup>199</sup> They will also complete a subcommittee member orientation as well as training related to the Open Public Meetings Act.<sup>200</sup>

---

<sup>197</sup> Mace, R.L., Hardie, G.J., and Place, J. P. (1996). Accessible environments: Toward universal design. Raleigh: The Center for Universal Design, North Carolina State University. [\[LINK\]](#)

<sup>198</sup> Office of the King County Executive (n.d.). King County Board or Commission Member Code of Conduct. [\[LINK\]](#)

<sup>199</sup> King County Children and Youth Advisory Board (2018). Bylaws of King County Children and Youth Advisory Board. [\[LINK\]](#)

<sup>200</sup> CYAB meetings, including subcommittee meetings, are open and accessible to the public per the Open Public Meetings Act ([RCW 42.30](#)).

## Financial Plan and Fund Oversight

This section addresses the financial plan requirements of motion 15492.

### Estimated Funding Levels

Sound Transit estimates King County will receive \$318 million in PSTAA funding between 2019 and 2035.<sup>201</sup> Funding amounts are based on tax revenues generated from the construction of Sound Transit 3 projects. The anticipated construction schedule results in uneven distribution of funds over the period.

Based on revenue projections provided by Sound Transit on April 24, 2020, Table 10 below provides a summary of estimated revenues that King County will receive over the 15-year lifespan of PSTAA. The table also outlines percentages for each of the investment categories that Motion 15492 identified for PSTAA, and estimated funding levels for each category.

Table 10

Summary of PSTAA Allocations		
PSTAA Allocations per Motion 15492	Percentage of PSTAA Proceeds	Estimated Funding <sup>202</sup>
Evaluation and Administration	7%	\$22,263,500
Technical Assistance and Capacity-Building	10% of Evaluation/Admin.	\$2,229,000
Program Investments	93%	\$295,786,500
Early Learning Facilities	52% of Program Investments	\$153,811,000
Family Child Care Homes Dedication	7.5% of Early Learning Facilities	\$11,537,000
King County Promise	38% of Program Investments	\$112,400,000
K-12 Dedication	45% of King County Promise	\$50,579,000
Postsecondary Dedication	45% of King County Promise	\$50,579,000
Community-based Organization Dedication	10% of King County Promise	\$11,239,000
Community-Based Organizations Supports for K-12 <sup>203</sup>	10% of Program Investments	\$29,579,000
Total	100%	\$318,050,000

PSTAA revenue is distributed from Washington State to King County on a quarterly basis. The spending plan assumes a three-month lag in receipts. DCHS expects PSTAA investments in facilities and programs to fluctuate. In some years, increased construction activity is projected to result in more available funds. To help smooth this variation, annual fund balances resulting from any underspending will be reallocated to years when funding decreases. This will be particularly important starting in 2030, when Sound Transit 3 activities begin to wind down. A complete breakdown of estimated annual revenues and expenditures across the 15-year life of PSTAA can be found in Appendix E: Financial Tables.

<sup>201</sup> Based on April 2020 forecast report by Sound Transit. See [Appendix E: Financial Tables](#) for details. PSTAA revenues could change as a result of COVID-19 impacts on Sound Transit construction.

<sup>202</sup> Totals may not equal 100% due to rounding to the nearest 1,000.

<sup>203</sup> This allocation will support the Love and Liberation strategy described in the Funding Category 3 | K-12 Community-Based Supports Recommendations section of this plan.



DCHS will oversee the PSTAA fund. Based on the investment priorities outlined by Council, the PSTAA fund is expected to include four cost centers: (1) Evaluation and Administration; (2) Early Learning Facilities; (3) King County Promise; and (4) Love and Liberation. Over the 15-year life of PSTAA, proceeds will be invested based on the allocations established by the King County Council in Motion 15492,<sup>204</sup> as follows:

- Up to seven percent of the total PSTAA proceeds will be dedicated to evaluating “funded strategies and to provide for administrative costs incurred by the county over the life of the account.” Despite anticipated variations in revenue over the life of PSTAA, this proposed plan includes a consistent funding level for evaluation, administration, technical assistance, and capacity building, with planned amounts increasing incrementally each year to reflect anticipated increases in cost of living. This approach supports effective stewardship of PSTAA funds by maintaining infrastructure, providing steady support to community-based partners, and ensuring financial responsibility. With this approach, the percentage for evaluation and administration will vary from year to year but will be maintained at seven percent over the life of the fund, without a need for any formal future revision.
- Additionally, “up to ten percent of each year's evaluation and administration moneys will be used to provide for technical assistance and capacity building for small organizations, partnerships and groups to provide services to include, but not be limited to, providing or funding legal, accounting, human resources and leadership development services and support.” This includes translating materials into the most commonly read non-English languages in King County.
- Operating funds necessary by intermediary or system supporting organizations who partner with King County are considered part of the program and facilities’ investment and not allowable expenses under the administration and evaluation dedication.
- After evaluation and administration, 93 percent of proceeds from the PSTAA fund will remain for investment in facilities and programs that improve educational outcomes for the prioritized populations. This remainder will be allocated into three strategies for investment:
  - [Early Learning Facilities](#)  
Fifty-two percent of the remainder for facilities and programs will be dedicated to “investments for facilities that support early learning and early interventions for children in King County.” Furthermore, consistent with Motion 15492, up to seven- and one-half percent of the Early Learning Facilities investment will be dedicated to “capital investments that support facilities for licensed family day care providers, as defined in RCW 43.216.010, and serve the prioritized populations.”
  - [King County Promise](#)  
Consistent with Motion 15492, 38 percent of the remainder will be dedicated to “helping students from the prioritized populations... complete high school, gain acceptance to a

---

<sup>204</sup> Motion 15492, pg. 3-7. Metropolitan King County Council (2019). [\[LINK\]](#)

postsecondary program and complete a postsecondary credential through King County Promise activities, such as high school advising, college advising and system navigation.” Forty-five percent of this King County Promise investment will “be focused on K-12 aged children and youth” and will support systems-level improvements as well as high school, college and career advising. An additional 45 percent of this King County Promise investment will “be focused on postsecondary education through the King County Promise... [including] systems-level improvements and college advising and navigation.” Lastly, 10 percent of the King County Promise investment will be dedicated to “programming provided by community-based organizations that provide college access and/or postsecondary navigation services and are integrated with the K-12 and/or postsecondary systems.” Consistent with Motion 15492, this last dedicated portion may be used to help opportunity youth reengage in education.

- [Love and Liberation](#)

The remaining 10 percent of the funds for facilities and programs will be invested in “programming for K-12 students to help close educational achievement gaps.” These investments will be led by community-based organizations to help close educational achievement gaps and increase high school completion for the prioritized populations.

#### [Matching Funds](#)

Per Motion 15492, K-12 and postsecondary-focused programs and system-building efforts funded under the King County Promise funding category will be expected to secure “matching funding from other philanthropic organizations, institutions or governments.”<sup>205</sup> Consistent with this expectation, the King County Promise funding category outlines a set of commitments that K-12 and postsecondary providers will be required to meet in order to become eligible to receive PSTAA funding. One of those requirements is to secure a match composed of privately raised and/or public dollars to support their activities.<sup>206</sup>

While Motion 15492 does not specify that matching funds should be provided for the early learning facilities or K-12 community-based supports priorities, both of the corresponding funding categories are designed to provide infrastructure to support potential opportunities for matching funds that will supplement King County’s investment.<sup>207</sup>

#### [Strategies to Ensure Funded Programs are Culturally Appropriate and Trauma-Informed](#)

Motion 15492 indicates King County Council’s direction to support programs that are culturally responsive and operated with staff and leadership that reflect the communities served. Much literature exists on the benefits of using trauma informed and culturally responsive approaches in youth development. PSTAA funded programs will utilize a framework adapted from the Substance Abuse and Mental Health Services Administration (SAMHSA)<sup>208</sup> to articulate PSTAA’s commitment to these approaches:

---

<sup>205</sup> Motion 15492, pg. 6-7, Metropolitan King County Council (2019). [\[LINK\]](#)

<sup>206</sup> See Funding Category 2 | College, Career, and Technical Education Recommendations.

<sup>207</sup> See Funding Category 1 | Early Learning Facilities Recommendations and Funding Category 3 | K-12 Community-Based Supports Recommendations.

<sup>208</sup> Substance Abuse and Mental Health Services Administration (SAMHSA), Trauma and Justice Strategic Initiative (2014). *SAMHSA’s Concept of Trauma and Guidance for a Trauma-Informed Approach*. [\[LINK\]](#)

- Realizing the prevalence of trauma as well as the presence of strength and resilience in individuals, families, groups, communities and organizations as well as acknowledging the direct and indirect effects of trauma on all those involved with programs, organizations and systems.
- Recognizing the signs of trauma, knowing that the effects of trauma are both direct and indirect, and understanding that survivors are resilient and not defined by their trauma.
- Responding by putting this knowledge into practice by learning from community and promoting safety as well as cultural wellness.
- Resisting re-traumatization by drawing from cultural resiliency, traditional healing tools and collective wisdom.

Each workgroup used this framework, along with the guiding principles<sup>209</sup> to develop program and policy recommendations for each funding category. PSTAA staff will prioritize applicant organizations that articulate their demonstrated ability to apply trauma informed principles under a culturally specific lens, in line with this framework. Through that effort, PSTAA proceeds will fund culturally integrative programming and facilities that improve the educational outcomes for prioritized populations.

#### **Evaluation of Outcomes, Equity, and Efficacy**

Motion 15492 specifies that this proposed implementation plan should detail a plan for periodic evaluation of the outcomes, equity, and efficacy of PSTAA investments, including a review of overall strategies five years after the first grant is awarded. As specified in the Motion, DCHS will evaluate funded strategies based on reducing educational achievement gaps for the prioritized populations, as measured by the following educational outcomes: kindergarten readiness; high school graduation rates; postsecondary program acceptance rates; and postsecondary degree or certification completion.

This section of the proposed implementation plan presents the overarching principles, framing questions and approaches that will guide the evaluation and performance measurement for PSTAA.

#### *Purpose*

The primary purpose of the evaluation of PSTAA's outcomes, equity, and efficacy will be to use data to inform ongoing work and investments, understand which strategies are effective and why, and support shared responsibility for a program's success. Thus, DCHS will use PSTAA evaluation and performance measurement activities to inform strategic learning and accountability. Strategic learning relies on data to inform ongoing work and to understand which strategies are effective and why. Accountability refers to holding entities responsible for the activities they were funded to carry out and to determine if a credible, data-supported case can be made that the PSTAA funded activities contributed to PSTAA results.

This plan recommends that DCHS Performance Measurement and Evaluation team lead PSTAA-related evaluation work. The PSTAA evaluation team will seek to answer one overarching question:

---

<sup>209</sup> Under Motion 15492 Required Implementation Plan Components, each funding category lists the guiding principles used to develop program and policy recommendations.

*To what extent and in what ways has the PSTAA initiative improved educational outcomes for students in King County, especially youth from the prioritized populations?*

#### *Evaluation Approaches*

PSTAA's three funding categories<sup>210</sup> offer a multifaceted approach to reducing educational achievement gaps for the prioritized populations. The PSTAA evaluation effort will align population-level<sup>211</sup> indicators and performance measures across related King County initiatives, including Best Starts for Kids<sup>212</sup> and Youth Action Plan strategies, to facilitate comparisons across similar types of programs and services. Coordinating across initiatives through shared indicators provides a holistic view of the impact resulting from a portfolio of related King County investments. This alignment will also allow stakeholders to see how each King County funded initiative works to best serve the community. The effort will also seek to identify learning opportunities and unexpected impacts of PSTAA activities.

The overarching approaches for the PSTAA evaluation of outcomes will include:

- Measuring the performance of projects and evaluating the effects of PSTAA is important to produce the best results, learn and innovate based on experience, and ensure the most effective use of public funds.
- Including performance measurement and evaluation approaches that (1) encompass a range of evaluation and measurement techniques; (2) prioritize evaluation resources to have the largest impact; and (3) leverage other resources and evidence when possible.
- Partnering with many similar initiatives that could impact educational outcomes of children, youth and young adults in King County, as PSTAA will not be operating in a vacuum.
- Adhering to the highest professional standards of the evaluation and scientific fields. DCHS Performance Measurement and Evaluation unit has strong internal capacity and good relationships with outside evaluators and experts.
- Ensuring timely and clear communication of results to increase PSTAA's accountability and build and sustain public trust. Engaging community partners and providing them with transparent evaluation and performance measurement information represent powerful innovations that can lead to continuous quality improvement and improved results.

---

<sup>210</sup> PSTAA's three funding categories include: Early Learning Facilities (ELF), King County Promise, and Love and Liberation. These strategies are detailed in Motion 15492 Required Implementation Plan Components.

<sup>211</sup> Government programs are evaluated in terms of their effect on the general public. The term "population-based" refers to a geographic region, such as the catchment area for a project, provided the data are drawn from a representative sample of the population.

<sup>212</sup> King County Department of Community and Human Services (2018). Best Starts for Kids Evaluation and Performance Measurement Plan, pg., 11. [\[LINK\]](#)

### Results Based Accountability

In accordance with the framework implemented across DCHS's evaluation work, PSTAA evaluation efforts will rely on Results-Based Accountability (RBA) principles.<sup>213</sup> RBA is a national model and provides a disciplined, data-driven, decision-making process to help communities and organizations take action to solve problems. It is a simple, common sense framework that starts with ends and works backward, step by step, towards means. For communities, the ends are conditions of well-being for children, families and the community as a whole. RBA makes a distinction between population accountability through population or headline indicators that assess well-being of a whole population, and performance accountability through performance measures that assess well-being of the individuals directly served by programs. These concepts are detailed below.

- **Population Accountability:** PSTAA-funded activities will strive to contribute to population-level change. As such, programs will need to be aligned with headline and secondary indicators (shown on Table 11 and Table 12 below) and the overarching results. Population or headline indicators can be used to observe baseline levels and as a benchmark to explore progress toward for the performance of strategy areas and program level outcomes. RFPs will require organizations to align with the headline and secondary indicators.
- **Performance Measurement and Accountability:** Performance measurement refers to the ongoing monitoring and reporting of program accomplishments, particularly progress toward pre-established goals. Performance measures are collected routinely and are used to summarize how a program is being implemented. They are also responsive and adaptive as the program evolves. Tracking performance measures will allow King County to measure what the PSTAA-funded programs accomplish and how they impact the children, youth, families and communities who are directly served. Performance accountability will be conducted through tracking of performance measures, which will be co-developed by DCHS staff and PSTAA-funded partners.

Performance measures will vary across programs by population served, duration of services, type of activity, and duration of funding. They may be quantitative or qualitative. Performance measures will be reported by funded partners on a quarterly basis and as appropriate to meet the needs of the program.

While draft performance measures may be included in RFPs, program performance measures will be finalized in partnership with funded organizations. This approach will further King County's partnerships with funder organizations and support the collection of data to help tell stories. By taking this approach, the evaluation team will also capture both successes and opportunities for improvement of PSTAA programs.

The RBA framework groups performance measures into three categories:

- **How much was done?**  
Quantity of the service provided, such as number of clients served, number of units built, or number of activities by activity type.

---

<sup>213</sup> What is Results Based Accountability? *Clear Impact*. (n.d.) [\[LINK\]](#)

- How well was it done?  
Quality of the service provided, such as timeliness of services, satisfaction with services, or whether a program was implemented as intended.
- Is anyone better off?  
Quantity of clients that are better off and how they are better off, such as percent of clients with improved well-being or with increased skills or knowledge.

### *Evaluation Methods*

The PSTAA evaluation approach, as recommended, encompasses techniques at the population, funding category, and program level, and will draw from both qualitative and quantitative methods. These techniques are described below. As appropriate, the evaluation may include case study, longitudinal cohorts, cross-sectional, pre-post and/or quasi-experimental designs. Using a participatory approach, DCHS staff will collaborate with funded partners to optimize performance monitoring and evaluation.

### *Population-Level Evaluation*

The PSTAA evaluation team will collect data based on population-level indicators over time and disaggregate them by demographic characteristics (for example, by race, ethnicity, place, socioeconomic status, ability, gender and sexual orientation, where data are available). These population-level data will be used as a baseline to compare with outcomes made at the funding category and program level.

Baseline measures will be set using data from population-based surveys and sources including, but not limited to, the Office of the Superintendent of Public Instruction; the Washington State Department of Children, Youth and Families; the Washington Kindergarten Inventory of Developing Skills (WaKIDS);<sup>214</sup> the Washington State Healthy Youth Survey;<sup>215</sup> and the Best Starts for Kids Health Survey.<sup>216</sup>

- **Metrics and Impact Questions:** Population-level indicators are drawn from a representative sample of the population (for example, on-time high school graduation rates for all young adults in King County). These measures will be collected and used as a baseline to compare to PSTAA funding category and program-level outcomes. PSTAA, although aiming to contribute to population-level change, is accountable for performance of PSTAA strategies (e.g., measures of how much, how well, is anyone better off).

The evaluation team will use impact questions to evaluate population-level outcomes. A sampling of such questions is listed below in Table 11.

---

<sup>214</sup> Washington Office of the Superintendent of Public Instruction (n.d.). *Washington Kindergarten Inventory of Developing Skills (WaKIDS)*. [\[LINK\]](#)

<sup>215</sup> Washington State Department of Health (2018). *Healthy Youth Survey*. [\[LINK\]](#)

<sup>216</sup> King County Department of Community and Human Services (n.d.). *Best Starts for Kids Health Survey*. [\[LINK\]](#)

Table 11

Sample Population-Level Impact Questions
<ul style="list-style-type: none"> <li>• How do PSTAA investments compare to population-level education indicators?</li> <li>• To what improvements to coalition building did PSTAA investments contribute?</li> <li>• Looking across the PSTAA portfolio, what lessons were learned about barriers and contributors to success?</li> </ul>

- **Headline and Secondary Indicators:** Headline and secondary indicators are subsets of population indicators. Headline indicators are aspirational, long-term indicators. To compare to changes at a population level, the PSTAA evaluation team will track headline indicators for Early Learning Facilities, King County Promise, and K-12 Community-Based Supports. Data on headline indicators will be collected at multiple levels, as appropriate, to facilitate comparison of population (such as King County overall) to PSTAA’s funding category and program level outcomes. In this way, system level outcomes can be used as an anchor or comparison for trends and outcomes found for PSTAA-funded facilities and programs as well as individual young people participating in those programs. Recommended headline indicators for each of these three funding strategies are detailed in Table 12 below.

Secondary indicators are supporting indicators that describe the status of children, youth, and young adults in King County. Secondary indicators are population-level indicators that the science suggests are intermediate steps toward achieving the headline indicators, aligned with PSTAA programmatic approaches. Secondary indicators are detailed in Table 13.

Table 12

Headline Indicators for PSTAA Funding Categories		
Early Learning Facilities	King County Promise	K-12 Community-Based Supports
<p>Children who are kindergarten ready:</p> <ul style="list-style-type: none"> <li>Percentage of entering kindergartners that meet expectations at the start of kindergarten in all six domains of social/emotional, physical, language, cognitive, literacy and mathematics.</li> </ul>	<p>High school graduation or equivalency:</p> <ul style="list-style-type: none"> <li>Percentage of young people who graduate from high school within the extended timeframe (currently within 5 years from start of 9th grade as defined by OSPI).</li> <li>Percent of Opportunity Youth who complete a GED or Associate's level college degree.</li> </ul> <p>Postsecondary readiness:</p> <ul style="list-style-type: none"> <li>Percentage of young people who are ready for postsecondary education after completing their secondary credential.</li> <li>Percentage of young people who enroll in a postsecondary institution. <ul style="list-style-type: none"> <li>Direct enrollment (within one year of completing a secondary credential)</li> <li>Enrollment within six years of earning secondary credential</li> </ul> </li> </ul> <p>High school graduates who earn a postsecondary credential:</p> <ul style="list-style-type: none"> <li>Percentage of young people who attain a college or career credential by age 26</li> </ul>	<p>High school graduation or equivalency:</p> <ul style="list-style-type: none"> <li>Percentage of young people who graduate from high school within the extended timeframe (currently within 5 years from start of 9th grade as defined by OSPI)</li> <li>Percent of Opportunity Youth who complete a GED or Associate's level college degree</li> </ul> <p>Postsecondary readiness:</p> <ul style="list-style-type: none"> <li>Percentage of young people who are ready for postsecondary education after completing their secondary credential</li> <li>Percentage of young people who enroll in a postsecondary institution <ul style="list-style-type: none"> <li>Direct enrollment (within one year of completing a secondary credential)</li> <li>Enrollment within six years of earning secondary credential</li> </ul> </li> </ul>



Table 13

Secondary Indicators for PSTAA Funding Categories		
Early Learning Facilities	King County Promise	K-12 Community-Based Supports
<p>Young children with access to high-quality early childhood education:</p> <ul style="list-style-type: none"> <li>• Number of high-quality child care slots preserved or expanded</li> <li>• Percentage of children served who are low-income or from prioritized populations</li> <li>• Percentage of facilities colocated with affordable housing developments</li> </ul>	<p>Young people who are either in school or working:</p> <ul style="list-style-type: none"> <li>• Percentage of youth and young adults ages 16-24 who are in school or working</li> <li>• Youth and young adults who are academically on track.</li> </ul>	<p>Young people who develop a positive connection to their racial and social identity:</p> <ul style="list-style-type: none"> <li>• Percentage of young people who express increased connection to: <ul style="list-style-type: none"> <li>○ Family</li> <li>○ Peers</li> <li>○ Culture</li> <li>○ School or work</li> <li>○ Community</li> </ul> </li> <li>• Percentage of youth who demonstrate self-advocacy skills</li> </ul>

#### *Funding Category and Program-Level Evaluation*

Each funding category and program area will identify performance measures for each funding category and program area, following the RBA framework. The PSTAA evaluation team may also complete quantitative or qualitative evaluations across funding categories in order to learn what impact individuals experienced. Depending on their interest and capacity, contractors or other PSTAA partners may lead these types of evaluations. Qualitative evaluation methods will be used to incorporate youth and family feedback on PSTAA supported services and to provide complementary information to help gain in-depth understanding of impacts and results on specific communities where reliable statistical estimates are not available because of small sample size.

- **Metrics and Impact Questions:** DCHS staff expects to embed individualized metrics in the contracts of all funded partners to track progress toward implementation milestones. Example implementation milestones include opening new early learning facilities; training high school staff to support student advising and navigation; and establishing and coordinating practitioner or community networks to support program iteration and replication.

Evaluators will use impact questions to evaluate outcomes. Different questions will be used to measure impact at the funding category and the program level. A sampling of such questions is listed below in

Table .

Table 14

Sample Impact Questions	
Funding Category Level	Program Level
<ul style="list-style-type: none"> <li>• What improvements in educational outcomes were experienced by relevant populations or individuals served within a funding category?</li> <li>• How do these compare to population-level outcomes?</li> <li>• What improvements were made in relevant services, systems and environments?</li> </ul>	<ul style="list-style-type: none"> <li>• What improvements in educational outcomes did individuals experience?</li> <li>• How do these compare to population-level outcomes?</li> <li>• What improvements were made in how well and how many youth and families were served?</li> </ul>

- **Measuring Policy, Systems and Environmental Change:** A process evaluation will describe the broader context in which PSTAA occurs. Where feasible, the reach and magnitude of each policy, system or environmental change will be described, in order to estimate impact at community and county levels. Evaluation of the cumulative effect of multiple PSTAA interventions may be challenging. The PSTAA evaluation team may investigate the degree to which PSTAA interventions are coordinated and mutually reinforcing, producing an effect beyond the impact of each individual strategy. The extent to which PSTAA investments lead to coalition building across King County may also be measured. The evaluation may include interviews of key informants about the degree to which PSTAA interventions positively impacted their work to capture synergies and their impressions of changes at the community level.
- **Challenges to Performance Measurement and Evaluation:** Systemic change is not linear, predictable or controllable.<sup>217</sup> Evaluating an initiative such as PSTAA poses unique challenges given its multifaceted approach and the continually changing environments present in communities. PSTAA does not operate in a vacuum, nor can PSTAA alone change the conditions of children, youth, families and communities in King County. Population-level changes will be influenced by many factors including PSTAA investments, other investments by local, state and national partners, as well as external events. For example, changes in policies by local school boards, the State's Office of the Superintendent of Public Instruction, Washington State Board of Education, the Department of Early Learning, the Department of Licensing and accrediting agencies can greatly impact availability of services and the number and demographics of people accessing services. The evaluation team will work with each funding category to identify external factors beyond the control of PSTAA to understand how they may have affected findings.

It is important to note that evaluation approaches may need to be tailored depending on type of funded activity, funding amount and duration and stage of program implementation. For example, performance measurement may be a good area of focus for a well-established program with a strong evidence base, but it will not be an appropriate way to establish an evidence base for a pilot project. New and

<sup>217</sup> Preskill, H., Gopel, S., Mack, K., and Cook, J. (2018). *Evaluating Complexity: Propositions for Improving Practice*. [\[LINK\]](#)

innovative programs will also require time to reach full implementation before they become good candidates for outcome evaluation. The PSTAA evaluation team will work to foster partnerships with local colleges and universities and potentially use those partners' evaluation resources to explore the implementation and impact of innovative programs. In assessing the combined efforts of PSTAA, evaluators will be mindful of the wide variation in programs and strategies.

#### *Evaluation Targets*

Per Motion 15492, DCHS will set outcome targets for improving kindergarten readiness, increasing high school graduation rates, increasing postsecondary acceptance rates, and increasing postsecondary completion. The evaluation team plans to set initial outcome targets in collaboration with funded partners and PSTAA staff. For each of the funding categories, once contracts have been signed and community partners have begun implementation, the evaluation team will work with funded partners to collect data for a 12-month period. These data will be used to identify a baseline for measurement. Initial outcome targets will be set collaboratively thereafter.

The evaluation team will conduct periodic review of targets and make updates if substantive changes to program models or environmental conditions make such updates appropriate. Updated target setting will happen in collaboration with funded partners and PSTAA staff. The evaluation team will provide ongoing measurement of targets and actuals to PSTAA staff and funded partners to be used for continuous quality improvement. Evaluation staff will also provide measurement of targets and actuals as part of standard reporting.

#### *Evaluation Timeline and Reporting*

PSTAA strategies will operate on different schedules based on their unique designs. Data points may be readily available or may require system upgrades prior to access. Thus, evaluation timelines for PSTAA's various programs will accommodate considerations related to program implementation timing, data collection and availability, and contract requirements. In light of this variation, information about PSTAA program progress and outcomes will be made available in a variety of ways over time.

*Table 15*

Evaluation Timeline			
	Overall Review of Strategies	Program Evaluation	Continuous Improvement Evaluation
Early Learning Facilities	Five years after first grant is awarded, then annual	After five years, then annual	Ongoing
King County Promise		After five years, then annual	Ongoing
K-12 Community-Based Supports		Year three	Ongoing

#### *Progress Briefings for Communities and Decision Makers*

DCHS staff will provide mid-term progress briefings to interested community members, PSTAA Advisory Subcommittee members, King County staff, and Councilmembers as needed or required. These briefings

will provide PSTAA staff an opportunity to update interested communities and decision makers about program progress. Feedback gathered during these briefings will inform any necessary mid-course strategy or program modifications. Topics of progress briefings may include how funds are being allocated, the status of strategy and program implementation, design or policy changes, and implementation challenges.

#### *Dashboards and Other Dissemination Methods*

The evaluation team anticipates creating various products, including online dashboards, to share information about PSTAA-funded activities. These dashboards will likely be web-based and accessible to decision-makers, stakeholders, and the public. Dashboards will communicate results quickly and visually and likely reflect key indicators of population results. The evaluation team will collaborate with DCHS communications staff and community partners to develop these and other meaningful communications products for dissemination to stakeholders. Such products will likely include success stories to describe the strategy, stakeholders' roles, reach, impact, critical incidents, key decision points and lessons learned. Ad hoc products such as infographics and materials needed for stakeholder presentations may also be developed. For these various products, the evaluation team will disaggregate indicators by age, race, ethnicity, place, socioeconomic status, gender identity and other key demographic characteristics, where data are available.

#### *Annual PSTAA Performance Measurement and Evaluation Reports*

Based on reporting requirements set by Motion 15492, the evaluation team will also prepare PSTAA Annual Performance and Evaluation Reports (PSTAA Annual Reports), with the first report complete no later than August 1, 2026, using data from calendar years 2021-2025. This evaluation will be based on five years of implementation data to support reporting long-term results for PSTAA program participants in the outcome areas Motion 15492 identifies. DCHS staff expects reports will be produced on an annual basis thereafter and will include data from the previous calendar year (e.g., PSTAA Annual Report submitted August 1, 2027 will include data from calendar year 2026). These PSTAA Annual Reports will provide data on the performance of PSTAA-funded activities, including progress toward meeting overall goals and strategies, headline and secondary indicator measurements, performance metrics, lessons learned and strategies for continuous improvement. PSTAA Annual Reports will be developed in consultation with, and respective components reviewed by, CYAB, DCHS leadership, Executive Office staff, and workgroup members for each of the funding strategies before finalization.

PSTAA Annual Reports will include updated performance targets and performance measures for the following year of PSTAA programs, with information on the reason for substantive changes. They will also include funding category evaluation requirements and recommendations on program and/or process changes to funded programs or strategies based on measurement and evaluation data or other reasons for substantive changes. Reports will include information on awards to date since the last reporting cycle, including the name of each award recipient, the amount of the award, and a description of the work for which the award was granted.

All PSTAA reports and evaluation-related materials will be published online. Briefings on these reports will be available to decision-makers, stakeholders, and the public upon request.

## Conclusion

This proposed PSTAA implementation plan is the result of exceptional collaboration between communities, providers, and King County. It reflects King County's commitment to making a welcoming community where every person can thrive. It sets the stage for unprecedented actions by King County to dismantle persistent institutional racism practices and center decision making with communities impacted by decisions, consistent with the King County Equity and Social Justice Plan.

The program and policy recommendations presented in these pages are the result of five years of collaborative work by King County communities and organizations through participation in focus groups, interviews, design sessions, and workgroups. The feedback gathered provided a road map to how King County could partner with communities, supporting and building on existing work to reduce educational and opportunity gaps for the PSTAA prioritized populations: children and youth of color; children and youth from families at or below 200 percent of the federal poverty level; children and youth who are homeless, in the foster care system, in the child welfare system or are at risk of being involved or involved in the juvenile justice system; children and youth with disabilities; children and youth who identify as LGBTQ; or otherwise vulnerable children and youth.

The program and policy recommendations outlined in the proposed PSTAA implementation plan are consistent with King County Council direction set forth in Motion 15492. These include processes for allocating the expected \$318 million as prescribed by Council; a governance structure led by the CYAB; a financial plan and policies addressing matching funds; strategies to ensure that programs are culturally appropriate and trauma-informed; and plans for evaluation of outcomes, equity, and efficiency. The proposed plan includes policy and program recommendations for investing in early learning facilities, services for students aged K-12, and services for students pursuing postsecondary educational opportunities.

Guided by Motion 15492, the funding, program, and policy recommendations outlined in this proposed plan demonstrate King County's commitment to solving complex community challenges through innovative solutions co-created with community. These innovations are designed to complement current investments and countywide strategic priorities, such as the King County Strategic Plan, the Health and Human Services Transformation Plan, the Youth Action Plan, Best Starts for Kids, and Zero Youth Detention, maximizing the impact on an entire generation of young people as well as their communities.

While this plan sets a course for PSTAA investments and identifies outcomes for the prioritized populations, some areas may need further attention. For example, the CYAB expressed concerns about gaps in PSTAA funding for school-age children ages five through nine, as well as supports for young people as they enter the workforce, which were not addressed in Motion 15492. DCHS remains committed to working alongside CYAB to identify opportunities to address these areas.<sup>218</sup>

The COVID-19 public health emergency, as well as the related economic and political crises that are unfolding, underscore the need to invest in communities, particularly communities that are inequitably impacted by COVID-19 and the associated economic downturn. Even before the COVID-19 pandemic,

---

<sup>218</sup> CYAB meeting materials, including meeting minutes, are posted online. [\[LINK\]](#)

access to quality educational opportunities was already deeply inequitable. The COVID-19 closures of early learning centers, schools, colleges, and community programs have caused unprecedented setbacks in the education of children and young adults, widening the educational access gap even further. The long-term impacts of this gap are still unknown but are likely to be most profound for children and youth from the PSTAA prioritized populations, who may lack the resources or support to adequately participate in remote learning opportunities. In light of this crisis, it is imperative that King County act swiftly to approve this PSTAA implementation plan, making equity for vulnerable communities its foremost goal, so that resources may begin to flow to organizations and efforts that support positive educational outcomes for young people.



## Appendices

### Appendix A: Full Text of Motion 15492



1200 King County Courthouse  
516 Third Avenue  
Seattle, WA 98104

## KING COUNTY Signature Report

### Motion 15492

**Proposed No.** 2019-0245.3

**Sponsors** McDermott, Kohl-Welles and  
Dembowski

1           A MOTION relating to identifying the future allocations of  
2           Puget Sound Taxpayers Accountability Account proceeds  
3           to priority educational areas and requesting the executive to  
4           develop plans to allocate proceeds within the priority  
5           educational areas.

6           WHEREAS, the Washington state Legislature amended chapter 81.112 RCW via  
7           Chapter 44, Laws of Washington 2015 3rd Special Session, to create the Puget Sound  
8           Taxpayer Accountability Account, and

9           WHEREAS, the Puget Sound Taxpayer Accountability Account is to be funded  
10          by a sales and use tax offset fee of three and twenty-five one-hundredths percent of the  
11          total payments made by a regional transit authority to construction contractors on

12 construction projects that are:

13 1. For new projects identified in the system plan funded by any proposition

14 approved by voters after January 1, 2015; and

15 2. Excluded from the definition of retail sales under RCW 82.04.050(10), and

16 WHEREAS, between 2018 and 2035, King County is projected to receive

17 approximately three hundred fifteen million dollars from the account, and

18 WHEREAS, the King County council adopted Motion 15029, which identified

19 three priority areas to invest Puget Sound Taxpayer Accountability Account proceeds,

20 which included:

21 1. Early learning;

22 2. K-12 education for vulnerable and underserved children and youth; and

23 3. College, career, and technical education, and

24 WHEREAS, Motion 15029 also included goals and principles to guide investment

25 of Puget Sound Taxpayer Accountability Account proceeds, and

26 WHEREAS, Motion 15029 also directed council staff to work with a consultant,

27 executive staff and stakeholders to develop an implementation plan for Puget Sound

28 Taxpayer Accountability Account proceeds and to explore the educational needs for

29 students in King County and the impacts of different strategies to meet those educational

30 needs as well as a financial analysis of those strategies, and

31 WHEREAS, the educational needs assessment and impact assessment of nine

32 different strategies were completed on November 5, 2018, and the financial analysis was

33 completed on May 20, 2019, and

34 WHEREAS, council staff conducted further community engagement work with

35 executive staff and a consultant by conducting fourteen subject matter expert interviews

36 and facilitating twenty-one community listening sessions throughout King County from  
37 March 14, 2019, to May 17, 2019, and

38 WHEREAS, it is estimated by Sound Transit that nearly ten million dollars in  
39 Puget Sound Taxpayer Accountability Account proceeds will be available to King  
40 County during the 2020 calendar year, and

41 WHEREAS, the state Legislature clarified during the 2019 legislative session that  
42 the Puget Sound Taxpayer Accountability Account could be used for investments in  
43 facilities, and

44 WHEREAS, state law requires that, to the greatest extent practicable, the  
45 expenditures of the counties must follow the requirements of any transportation subarea  
46 equity element used by the regional transit authority;

47 NOW, THEREFORE, BE IT MOVED by the Council of King County:

48 A. It is the intent of the council to equitably invest Puget Sound Taxpayer  
49 Accountability Account proceeds as described in this motion in programs and facilities  
50 designed to improve educational outcomes for students in vulnerable and underserved  
51 populations, including: children and youth of color; children and youth from families at  
52 or below two hundred percent of the federal poverty level; children and youth who are  
53 homeless, in the foster care system, in the child welfare system or are at risk of being  
54 involved or involved in the juvenile justice system; children and youth with disabilities;  
55 children and youth who identify as LGBTQ; or otherwise vulnerable children and youth.

56 B. To ensure the long-term efficacy and accountability of future investments of  
57 Puget Sound Taxpayer Accountability Account proceeds, it is the intent of the council to  
58 direct up to seven percent of Puget Sound Taxpayer Accountability Account proceeds to  
59 evaluate funded strategies and to provide for administrative costs incurred by the county  
60 over the life of the account. Funded strategies will be evaluated based on reducing

61 educational achievement gaps for the prioritized populations identified in section A. of  
62 this motion as measured by the following educational outcomes: kindergarten readiness;  
63 high school graduation rates; postsecondary program acceptance rates; and postsecondary  
64 degree or certification completion. Up to ten percent of each year's evaluation and  
65 administration moneys will be used to provide for technical assistance and capacity  
66 building for small organizations, partnerships and groups to provide services to include,  
67 but not be limited to, providing or funding legal, accounting, human resources and  
68 leadership development services and support. The percentage of funding dedicated in this  
69 section will be reevaluated in three years after the effective date of this motion.

70 C. It is the intent of the council to direct the remaining Puget Sound Taxpayer  
71 Accountability Account proceeds as follows:

72 1.a. Fifty-two percent of Puget Sound Taxpayer Accountability Account  
73 proceeds over the estimated fifteen-year life of the account should be dedicated to  
74 investments for facilities that support early learning and early interventions for children  
75 in King County. To the greatest extent possible, proceeds invested in early learning and  
76 early intervention facilities will go to facilities where the children served are from the  
77 prioritized populations defined in section A of this motion.

78 b. The investments will focus on increasing geographic or financial access to  
79 early education and early intervention programs in areas where the services are  
80 inadequate to meet need and will include investments that support facilities that offer  
81 programs that are inclusive and culturally responsive and that are operated with staff and  
82 leadership that reflect the community served. The investments should be used for  
83 renovation, expansion, purchase, long-term lease or construction of early learning  
84 facilities or early intervention facilities, including associated activities such as planning,

85 feasibility and predesign work.

86 c. Proposals that support multiuse facilities and facilities that collocate early  
87 learning and early intervention programs with affordable housing will be more  
88 competitive.

89 d. Proposals that maximize early learning programming for children in the  
90 prioritized populations defined in Section A. of this motion will be more competitive.

91 e. Up to seven and one half percent of the proceeds identified in section C.1.a.  
92 of this motion will be spent on capital investments that support facilities for licensed  
93 family day care providers, as defined in RCW 43.216.010, and that serve the vulnerable  
94 populations identified in section A. of this motion. These investments will be in the form  
95 of grants not to exceed twenty thousand dollars per facility and must adhere to provisions  
96 similar to those that govern the Washington State Department of Commerce Early  
97 Learning Facilities Eligible Organization Grant Guidelines; and

98 2.a. Thirty-eight percent of Puget Sound Taxpayer Accountability Account  
99 proceeds over the estimated fifteen-year life of the account should be invested in helping  
100 students from the prioritized populations identified in section A. of this motion complete  
101 high school, gain acceptance to a postsecondary program and complete a postsecondary  
102 credential through King County Promise activities, such as high school advising, college  
103 advising and system navigation. The proceeds will be spent to improve support services  
104 at high schools, local community and technical colleges and equity focused community  
105 based organizations that provide college access or postsecondary navigation services for  
106 the prioritized populations identified in section A. of this motion.

107 b.(1) Forty-five percent of the funding identified in section C.2.a. of this  
108 motion will be focused on K-12 aged children and youth through the King County

109 Promise, including:

110 (a) systems-level improvements that will result in greater student success in  
111 educational outcomes, specifically for those prioritized populations listed in section A. of  
112 this motion. The efforts should improve alignment across systems that affect the  
113 educational outcomes identified in section B. of this motion, enhance student supports,  
114 and make systems-level improvements to ensure that K-12 systems address barriers to  
115 high school completion and acceptance to postsecondary programs experienced by  
116 students who are part of the prioritized populations identified in section A. of this motion.  
117 The investments may include training educators on the effects of economic status and  
118 institutional racism, adverse childhood experiences, cultural competency, and the use of  
119 restorative justice practices in schools; and

120 (b) high school, college admissions and career advising, including through  
121 trade and apprenticeship programs, and navigation to help students from the prioritized  
122 populations identified in section A. complete high school and gain acceptance to  
123 postsecondary.

124 (2) Programs funded to meet the requirements of section C.2.b.(1)(a) and (b)  
125 of this motion will require matching funding from other philanthropic organizations,  
126 institutions or governments.

127 c.(1) Forty-five percent of the funding identified in section C.2.a. of this  
128 motion will be focused on postsecondary education through the King County Promise,  
129 including:

130 (a) systems-level improvements that will result in more equitable access to  
131 opportunities and increased postsecondary completion rates, specifically for those  
132 populations identified in section A. of this motion. The efforts should improve alignment

133 across systems that affect educational outcomes, enhance student supports, and make  
134 systems-level improvements to reduce barriers to postsecondary completion for  
135 prioritized populations identified in section A. of this motion; and  
136 (b) college advising and navigation, including through trade and  
137 apprenticeship programs, to support students from the populations identified in section A.  
138 of this motion to attain a postsecondary credential.

139 (2) Programs funded to meet the requirements of section C.2.c.(1)(a) and (b) of  
140 this motion will require matching funding from other philanthropic organizations,  
141 institutions or governments.

142 d.(1) Ten percent of the proceeds identified in section C.2.a. of this motion will  
143 be spent on programming provided by community-based organizations that provide  
144 college access and/or postsecondary navigation services and are integrated with the K-12  
145 and/or postsecondary systems to help close the high school completion and  
146 postsecondary acceptance and completion gap for the prioritized populations identified in  
147 section A. of this motion and to help opportunity youth reenter school and earn a  
148 postsecondary credential. Community-based organizations may partner with school  
149 districts, local governments and other organizations to provide these services.

150 3. Ten percent of Puget Sound Taxpayer Accountability Account proceeds over  
151 the estimated fifteen-year life of the account should be invested in programming for K-12  
152 students to help close educational achievement gaps and increase high school completion  
153 for the prioritized populations identified in section A. of this motion. Proceeds will be  
154 spent on services such as quality out-of-school time or expanded learning opportunities,  
155 access to physical education, mentoring, case management and culturally integrative  
156 programming, that improve the educational outcomes identified in section B. of this



157 motion. Programs that align with and supplement county priorities and investments, such  
158 as the youth action plan, best starts for kids and zero youth detention, for the populations  
159 identified in section A. of this motion will be more competitive for funding. Community  
160 based organizations may partner with school districts, local governments and other  
161 organizations to provide these services. Recipients of funding will have strong, practice  
162 based experience in serving the prioritized populations identified in section A. of this  
163 motion. Because of institutional racism leading to persistent educational achievement and  
164 opportunity gaps and to combat the school to prison pipeline, particular emphasis should  
165 be placed on supporting children, youth and families of color by organizations with staff  
166 and leadership that have relevant lived experience or expertise in this area, and reflect the  
167 communities to be served for the purpose of improving educational outcomes as  
168 identified in section B. of this motion, and reducing severe racial achievement gaps  
169 throughout the K-12 system as identified in the November 2018 educational needs  
170 assessment.

171 D. In order to ensure predictability, accountability and transparency for future  
172 distribution of Puget Sound Taxpayer Accountability Account proceeds, executive staff  
173 will work in consultation with council staff, a representative from each council district  
174 office, service providers and stakeholders representing each of the priority educational  
175 areas and the community to 'develop a draft implementation plan for investment of Puget  
176 Sound Taxpayer Accountability Account proceeds as identified in this motion. The  
177 executive will consult with the King County children and families strategy task force  
178 while developing sections of the draft implementation plan that are related to early  
179 learning facilities. The draft implementation plan will reflect the priorities identified in

180 this motion and should include recommendations for:

- 181 1. A governance structure to include, but not be limited to, identifying an  
182 182 advisory group, led by the King County children and youth advisory board, with  
183 expertise in early learning, K-12 education and postsecondary education to inform the  
184 council on ongoing and changing educational needs in King County throughout the life of  
185 the Puget Sound Taxpayer Accountability Account. The advisory group shall have  
186 particular expertise in areas including race, ethnicity, systemic racism, multicultural  
187 curriculum, childhood trauma and best practices in corrective action/restorative justice;
- 188 2. Processes for allocating moneys, including criteria and duration of grant  
189 awards;
- 190 3. Strategies to ensure funded programs are culturally appropriate and trauma  
191 informed;
- 192 4. A financial plan based on the most recent revenue estimates from Sound  
193 Transit for the life of the account and that identifies opportunities for matching or  
194 supplemental funding from public, private or philanthropic sources;
- 195 5. Policies for funding early learning facilities, early intervention facilities and  
196 mixed-use facilities where services are provided that prioritize creating increased access  
197 to inclusive and culturally appropriate early learning services where the services are  
198 inadequate to meet need, and that utilize a lens of geographic equity. The policies will  
199 also include guidance for funding home based care facilities, standalone facilities, mixed  
200 use facilities and facilities collocated with affordable housing, set appropriate target  
201 enrollment figures based on income level, local cost of living and payment mix and  
202 strategies to sustainably maximize services to children identified in section A. of this

203 motion, The policies will also include strategies to ensure facilities are built with project  
204 labor agreements or other labor friendly practices;

205 6. Policies for funding services for students aged K-12 that enhance and  
206 supplement county priorities and investments such as reducing youth involvement justice  
207 system and that provide for greater systems alignment, student supports and reduction of  
208 barriers to high-school completion and acceptance to a postsecondary program. Because  
209 of institutional racism leading to persistent educational achievement and opportunity gaps  
210 and to combat the school to prison pipeline, particular emphasis should be placed on  
211 supporting children, youth and families of color by organizations with staff and  
212 leadership that have relevant lived experience or expertise in this area, and reflect the  
213 communities to be served for the purpose of improving educational outcomes as  
214 identified in section B. of this motion, and reducing severe racial achievement gaps  
215 throughout the K- 12 system as identified in the November 2018 educational needs  
216 assessment;

217 7. Policies for funding services for students pursuing postsecondary educational  
218 opportunities that include higher education and careers in the trades and apprenticeships,  
219 and that provide for greater system alignment, student supports and reduction in barriers  
220 to completing a postsecondary degree or credential, and identify strategies and  
221 opportunities to leverage relevant local, state and federal moneys; and

222 8. Periodic evaluation of outcomes, equity and efficacy of Puget Sound  
223 Taxpayer Accountability Account proceed investments, including a review of overall  
224 strategies funded five years after the first grant is awarded. The executive will set  
225 outcome targets for improving kindergarten readiness, increasing high school graduation  
226 rates, increasing postsecondary acceptance rates, and increasing postsecondary degree or

227 certification completion to eliminate or dramatically reduce achievement gaps for  
228 prioritized populations. The periodic reviews will evaluate each funded strategy's ability  
229 to reach those outcome targets.

230 E. The draft implementation plan requested by this motion should be transmitted  
231 by the executive to the council no later than eight months after the effective date of this  
232 motion. The draft implementation plan should be filed in the form of a paper original and  
233 an electronic copy with the clerk of the council, who shall retain the original and provide  
234 an electronic copy to all councilmembers, the council chief of staff and the lead staff to  
235 committee of the whole, or its successor. The council will consider the draft  
236 implementation and approve a final implementation plan by motion.

237

Motion 15492 was introduced on 6/12/2019 and passed as amended by the Metropolitan King County Council on 8/28/2019, by the following vote:

Yes: 7 - Mr. von Reichbauer, Mr. Gossett, Mr. McDermott, Mr. Dembowski,  
Mr. Upthegrove, Ms. Kohl-Welles and Ms. Balducci

No: 1 - Ms. Lambert

--- Excused: 1 - Mr. Dunn



KING COUNTY COUNCIL

KING COUNTY, WASHINGTON

Rod Dembowski, Chair

ATTEST:

Melani Pedroza, Clerk of the Council

## Appendix B: Funding Category Workgroups

### *Early Learning Facilities (ELF) Workgroup*

This is a list of individuals who participated in the ELF workgroup discussions and meetings. Their insights informed the recommendations listed in the Early Learning Facilities funding category.

ELF Workgroup Member Full Name	Organization
Alison Morton	Kinderling
Alissa Rupp	Imagine Institute
Amanda Cuthbert	Washington Childcare Centers Association (WCCA)
Ana Bonilla	Enterprise Community Partners
Cameron Clark	City of Seattle (DEEL)
Chris Strausz-Clark	Third Sector Intelligence (3SI)
Cynthia Turrieta	Open Arms
David Sarju	Rainier Scholars
Deeann Puffert	Child Care Resources
Diane Kroll	Imagine Institute
Emily Adams	Sound Child Care Solutions
Genevieve Stokes	Washington Department of Children Youth and Families (DCYF)
Gloria Hodge	Hoa Mai
Gregory Davis	Rainier Beach Action Coalition
Hodan Mohamed	Open Doors for Multicultural Families
Jaclyn Moynahan	King County Department of Community and Human Services (DCHS)
Jennifer Ajumogobia	Kinderling
Jessica Cafferty	King County Department of Community and Human Services (DCHS)
Jenny Choi	City of Seattle (DEEL)
John Bancroft	Consultant and Family, Friends and Neighbors (FFN) caregiver
Judy Summerfield	Sound Child Solutions
Katie Renschler	Bainum Family Foundation
Katy Warren	Washington State Association of Head Start and ECEAP
Kris Lambright	YWCA
Laurie Lippold	Partners for Our Children
Leslie Dozono	Elty Consulting
Lois Martin	Washington Childcare Centers Association (WCCA)
MA Leonard	Enterprise Community Partners
Mahnaz Eshetu	ReWA
Marcy Miller	Public Health Seattle-King County
Paula Steinke	SOAR
Ross Gilliland	Third Sector Intelligence (3SI)
Ruth Kagi	ABC Group
Ryan Quigtar	Renton Innovation Zone
Sally Knodell	Environmental Works
Sandra Nelson	Primm
Sarah Brady	Child Care Resources

ELF Workgroup Member Full Name	Organization
Sarah Reyneveld	Women's Advisory Board
Stephen Norman	King County Housing Authority
Genevieve Stokes	Washington Department of Children Youth and Families (DCYF)
Susan Yang	Denise Louie Education Center
Suzanne Dale Estey	Ballmer Group
Sanda Taylor	Seattle Preschool, FFC
Tammy Morales	Seattle City Council
Tim Burgess	ABC Group
Tim Locke	Dash Housing
Tony To	Homesight

#### *King County Promise*

This is a combined list of workgroup and subgroup members who informed the recommendations listed in the King County Promise funding category.

King County Promise Workgroup Member Full Name	Organization
Alejandra Pérez	Community Center for Education Results (CCER)
Alexis Sullivan	Community Center for Education Results (CCER)
Allison Warner	Green River College
Amelia Moore	The Washington Student Achievement Council
Amy Wasser	Washington Bus
Angelica Alvarez	Puget Sound Educational Service District (PSESD)
Anna Wade	Puget Sound Educational Service District (PSESD)
Anne Marie Littleton	Highline School District
Barbara "b.g." Nabors-Glass	Seattle Goodwill
Bonnie Chia Chi Wang	WAPI Community Services
Brad Brown	Puget Sound Educational Service District (PSESD)
Charlotte Gavell	United Way of King County
Christan Granlund	Puget Sound Educational Service District (PSESD)
Christine Torres-Clara	College Success Foundation
Danette Knudson	College Success Foundation
Danielle K. Slota	Highline College
Danika Martinez	Seattle Education Access
Deborah Casey	Green River College
Dinda Davis	Puget Sound Educational Service District (PSESD)
Eric Lopez	University of Washington
Fred Maiocco	Renton School District
George Frasier	Green River College
Ginger Kwan	Open Doors for Multicultural Families
Glenn Jackson	Bellevue College
Janet Blanford	Highline Public Schools
Jeff Corey	Seattle Education Access

King County Promise Workgroup Member Full Name	Organization
Jeffrey Baker	Tukwila School District
Jennifer Pritchard	Seattle Goodwill
Jenny Walden	United Way of King County
Jessica Veliz	Auburn School District
Josh Gerstman	Highline College
Juliette Schindler Kelly	College Success Foundation
Kanza Hamidani	Seattle Education Access
Karen Howell-Clark	United Way of King County
Kate Davis	Highline Public Schools
Kate Krieg	Seattle Central College
Kate O'Brien	Renton School District
Keith Stier-Van Essen	College Success Foundation
Kerry Howell	Seattle Colleges
Kevin McCarthy	Renton Technical College
Kim Brodie	Puget Sound Educational Service District (PSESD)
Kyla Lackie	Puget Sound Educational Service District (PSESD)
Kyle Darling	Seattle Central College
LaBasha Alexander	Green River College
Lakesha Knatt	College Success Foundation
Larissa Reza	Community Center for Education Results (CCER)
Laura DiZazzo	Seattle Education Access
Linda Faaren	Highline College
Lindsey Morris	Green River College
Louis Guiden Jr.	Good Shepherd Youth Outreach (GSYO)
Mary Fertakis	M Fertakis Consulting
Mary Jean Ryan	Community Center for Education Results (CCER)
Molly Ward	South Seattle College
Monique Edwards	Seattle Goodwill
Nichola Fulmer	Renton School District
Nicole Yohalem	Community Center for Education Results (CCER)
Rachel Clements	College Spark
Reehana Nisha	Open Doors for Multicultural Families
Ro (Roshan) Selden	Dream Project, University of Washington, King County
Rosannette Rimando-Chareunsap	South Seattle College
Roslyn Kagy	University of Washington
Ruby Hayden	Lake Washington Institute of Technology
Safio Abdi	Open Doors for Multicultural Families
Sativah Jones	Highline Public Schools
Sharonne Navas	Equity in Education Coalition
Stephanie Gardner	SOVA
Steve Leahy	Seattle Colleges
Teresa Buchmann	Green River College
Therese Williams	Summer Search Seattle



King County Promise Workgroup Member Full Name	Organization
Thomas McDermott	Auburn School District
Vanessa Calonzo	South Seattle College
Wendy Amour	Puget Sound Educational Service District (PSED)

#### *Racial Equity Coalition (REC)*

This is a list of black, indigenous, and people of color-led organizations that make up the REC, plus their geographic service area. Staff from these organizations informed the recommendations listed in the K-12 Community-Based Supports funding category.

Racial Equity Coalition (REC) Member Organization	Geographic Service Area
4C Coalition	King County
All Girl Everything Ultimate Program (AGE UP)	Seattle
Asian Counseling and Referral Services (ACRS)	Greater Seattle, King County
Community Passageways	King County
Education with Purpose Foundation for Pacific Islanders	King County, Pierce County
El Centro de la Raza	South Seattle, Federal Way
Falis Community Services	Kent, South Seattle, West Seattle
FEEST	South Seattle, South King County
Federal Way Youth Action Team (FWYAT)	Auburn, Federal Way
Filipino Community of Seattle	King County
Glover Empower Mentoring (GEM)	South King County
Open Doors for Multicultural Families (ODMF)	King County, Pierce County, Thurston County
Para los Niños	Burien, Highline, Sea-Tac and South King County
Powerful Voices	Seattle, South King County
Red Eagle Soaring	East, North, South King County, Seattle
United Way of King County (UWKC)	King County

## Appendix C: CYAB and Children and Families Strategy Task Force Membership Lists

### *Children and Youth Advisory Board*

This is a list of individuals who were appointed by the Executive and approved by King County council to serve on the CYAB. This list was updated on March 20, 2020.

CYAB Member Name
Abigail Echo Hawk
Angela Griffin
Ben Danielson
Beth Larsen
Bobbe Bridge
Brian Saelens (Co-Chair)
Brianna Maria Holden
Corbin Muck
Debbie Peterson
Ed Marcuse
Harlan Gallinger
Helena Stephens
Hikma Sherka
Hye-Kyung Kang
Jaimée Marsh
Jessica Werner (Co-chair)
Kevin Schilling
Karen Hart
Karen Howe
Lois Martin
Mutende Katambo
Meeka Ghebrai
Mohamed Abdi
Nancy Woodland
Nathan Buck
Nebiyu Yassin
Rita Alcantara
Robyn Mulenga
Rochelle Clayton Strunk
Sophie Theriault
Suzette Espinoza Cruz
Tanya Kim
Thien-Di Do
Thomas Bales
Tobey Close

### *Children and Families Strategy Task Force*

In 2019, King County Executive Dow Constantine convened the Children and Families Strategy Task Force, bringing together the experts listed below to prepare a report that makes recommendations for addressing child care access and affordability in King County.

Children and Families Strategy Task Force Member Full Name	Organization
Allison Krutsinger	Washington State Department of Children, Youth and Families (DCYF)
Bilan Aden	African Community Housing and Development
Calli Knight	Office of King County Executive Dow Constantine
Casey Osborn-Hinman	MomsRising
Dr. Debra Sullivan	Black Child Development Institute
Denise Pruitt	King County Department of Human Resources
Genevieve Stokes	Washington State Department of Children, Youth and Families (DCYF)
James Madden	Enterprise Community Partners
Jessica Cafferty	King County Department of Community and Human Services (DCHS)
John Bancroft	Family, Friend, and Neighbor Caregiver
Karen Hart	SEIU 925
Kathy Brash	Women's Advisory Board
Laura Kneidler	Northwest Center
Lauren Vlas	Office of Councilmember Jeanne Kohl-Welles
Leilani de la Cruz	City of Seattle Department of Education and Early Learning (DEEL)
Lois A. Martin	Community Day Center for Children
Lucia Lopez	Home Visitor/Parent
Maki Park	Consultant/ MomsRising
Miriam Zmiewski-Angelova	United Indians of All Tribes
Nancy Ashley	Heliotrope
Natalie Lente	Child Care Resources
Nela Cumming	Encompass
Omana Imani	School's Out Washington
Patti Bailey	Panda Care Center
Paula Steinke	SOAR
Ruth KAgI	Children's Champion Consulting
Ryan Quigtar	Renton Innovation Zone Partnership
Sarah Reyneveld	Women's Advisory Board
Susan Yang	Denise Louie Education Center
Tania Hino	North Seattle College/Parent
Theresa Lenear	Goddard College
Ti'esh Harper	City Year Seattle/Parent
Wendy Harris	King county Department of Community and Human Services
ZamZam Mohamed	Voices of Tomorrow

#### Appendix D: PSTAA Oversight Committee Membership List

The list below shows the individuals who were invited to participate in meetings of the PSTAA Oversight Committee. Actual meeting attendance varied but was based on participants from this list.

Oversight Committee Member Full Name	Office or Board Represented
Barbara Rosen	N/A; Consultant
Brock Grubb	N/A; Consultant
Charlene Jose	Department of Community and Human Services
Diana Phibbs	Office of Councilmember Dave Upthegrove
Dylan Brown	Office of Councilmember Kathy Lambert
Emlyn Foxen	Office of Councilmember Dave Upthegrove
Hannelore Ferber Makhani	Department of Community and Human Services
Harlan Gallinger	King County Children and Youth Advisory Board
Helena Stephens	King County Children and Youth Advisory Board
Jason Escareno	Office of Performance Strategy and Budget
Jeff Muhm	Office of Councilmember Claudia Balducci
Jennifer Hill	Department of Community and Human Services
Jennifer Tanaka	Department of Community and Human Services
Jessica Cafferty	Department of Community and Human Services
Jonathan Fowler	Office of Councilmember Jeanne Kohl-Welles
Karan Gill	King County Executive's Office
Kelly Rider	Department of Community and Human Services
Kristina Logsdon	Office of Councilmember Rod Dembowski
Lan Nguyen	Office of Councilmember Joe McDermott
Lane Covington	Office of Councilmember Kathy Lambert
Madeline Cavazos	Office of Councilmember Claudia Balducci
Marcy Miller	Public Health Seattle-King County
Rhonda Lewis	Office of Councilmember Girmay Zahilay
Sara Smith	Office of Councilmember Pete von Reichbauer
Shannon Braddock	King County Executive's Office
Sheila Capestany	Department of Community and Human Services
Tessa Rath	Office of Councilmember Reagan Dunn
Tino Salud	Department of Community and Human Services
Tyler Pichette	Office of Councilmember Pete von Reichbauer
Yvonne Roberts	Department of Community and Human Services

## Appendix E: Financial Tables

### Financial Plan Through 2024

This plan below was last updated on June 23, 2020 and reflects the PSTAA fund's actual expenses for the 2019-20 biennium, the proposed budget (draft) for the 2021-22 biennium, and the projected biennial budget for the out years (2023-24).

Financial Plan (As of June 23, 2020)  
PSTAA Fund | 000001490

Category	2019/2020 Adopted Budget	2019/2020 Current Budget <sup>1</sup>	2019/2020 Biennial-to-Date Actuals <sup>2</sup>	2019/2020 Estimated <sup>3</sup>	2021/2022 Draft Proposed Budget <sup>4</sup>	2023/2024 Projected <sup>4</sup>
<b>Beginning Fund Balance</b>	-	-	-	-	3,296,650	3,297,505
<b>Revenues</b>						
Local	-	6,916,000	2,456,305	5,490,000	28,450,000	30,640,000
Other	-	-	-	-	-	-
<b>Total Revenues</b>	-	6,916,000	2,456,305	5,490,000	28,450,000	30,640,000
<b>Expenditures</b>						
Salaries, Wages & Benefits	-	(163,350)	(39,329)	(163,350)	(1,441,647)	(1,538,237)
Supplies and Other	-	(30,000)	(3,139)	(30,000)	(25,000)	(26,375)
Contracted Services	-	(2,595,000)	(27,075)	(750,000)	(12,592,000)	(13,616,000)
Intragovernmental Services	-	(956,650)	-	(500,000)	(609,000)	(642,495)
Interfund Transfers	-	(3,171,000)	-	(750,000)	(13,781,498)	(14,909,413)
<b>Total Expenditures</b>	-	(6,916,000)	(69,543)	(2,193,350)	(28,449,145)	(30,732,521)
<b>Estimated Underexpenditures</b>						
<b>Other Fund Transactions</b>						
<b>Total Other Fund Transactions</b>	-	-	-	-	-	-
<b>Ending Fund Balance</b>	-	-	2,386,762	3,296,650	3,297,505	3,204,984
<b>Reserves</b>						
Reserve for Committed Projects <sup>5</sup>	-	-	(2,206,487)	(3,116,375)	(959,219)	(679,024)
Expenditure Reserve(s)	-	-	-	-	-	-
Rainy Day Reserve (60 days) <sup>6</sup>	-	-	(180,275)	(180,275)	(2,338,286)	(2,525,961)
<b>Total Reserves</b>	-	-	(2,386,762)	(3,296,650)	(3,297,505)	(3,204,985)
Reserve Shortfall	-	-	0	0	-	0
<b>Ending Undesignated Fund Balance</b>	-	-	-	-	-	-

#### Financial Plan Notes:

<sup>1</sup> 2019/2020 Current Budget reflects Council Revised budget including Ordinance 19022, establishing PSTAA 2020 Budget on 11/20/2019

<sup>2</sup> 2019/2020 Actuals reflects actual revenue and expenditures as of 5/31/2020, using BI Report GL10.

<sup>3</sup> 2019/2020 Estimated Budget reflects updated revenue and expenditure budget estimates as of 6/23/2020.

<sup>4</sup> 2021/2022 Draft Proposed Budget and Outyear projections are based on updated revenue forecasts from Sound Transit as of 4/24/2020 and draft PSTAA Implementation Plan as of June 23, 2020

<sup>5</sup> The Reserve for committed projects reflects amounts that have or will be awarded to contracts to align with proposed implementation plan and will be carried forward to the next Biennium budget.

<sup>6</sup> The Rainy Day reserve represents 60 days of estimated expenditures.

### 15-Year Revenue Projections

The table below was updated on June 23, 2020 based on the most recent PSTAA revenue forecast report from Sound Transit (provided on April 24, 2020). It shows an estimated flow of resources across the 15-year lifespan of the account, based on the directives outlined in Motion 15492.<sup>219</sup>

### Estimated Allocations of PSTAA Funding

Last Updated: June 23, 2020

Rounding Factor: 1,000

	Percent	2019	2020	2021	2022	2023	2024	2025	2026
<b>Total</b>		<b>\$0</b>	<b>\$5,490,000</b>	<b>\$11,830,000</b>	<b>\$16,620,000</b>	<b>\$15,030,000</b>	<b>\$15,610,000</b>	<b>\$15,930,000</b>	<b>\$21,630,000</b>
<b>Administration and Evaluation</b>	<b>7.0%</b>	-	<b>\$500,000</b>	<b>\$1,400,000</b>	<b>\$1,400,000</b>	<b>\$1,425,000</b>	<b>\$1,450,000</b>	<b>\$1,475,000</b>	<b>\$1,500,000</b>
Portion for TA and capacity building for CBOs (annually)	10.0%	-	50,000	140,000	140,000	143,000	145,000	148,000	150,000
<b>Amount Remaining for Distribution</b>		<b>\$0</b>	<b>\$4,990,000</b>	<b>\$10,430,000</b>	<b>\$15,220,000</b>	<b>\$13,605,000</b>	<b>\$14,160,000</b>	<b>\$14,455,000</b>	<b>\$20,130,000</b>
<b>Early learning and early intervention facilities</b>	<b>52.0%</b>	<b>\$0</b>	<b>\$2,595,000</b>	<b>5,424,000</b>	<b>7,914,000</b>	<b>\$7,075,000</b>	<b>\$7,363,000</b>	<b>\$7,517,000</b>	<b>\$10,468,000</b>
In home care provider dedication	7.5%	-	195,000	407,000	594,000	531,000	552,000	564,000	785,000
<b>King County Promise</b>	<b>38.0%</b>	<b>\$0</b>	<b>\$1,896,000</b>	<b>\$3,963,000</b>	<b>\$5,784,000</b>	<b>\$5,170,000</b>	<b>\$5,381,000</b>	<b>\$5,493,000</b>	<b>\$7,649,000</b>
Portion for K-12	45.0%	-	853,000	1,783,000	2,603,000	2,327,000	2,421,000	2,472,000	3,442,000
Portion for higher education	45.0%	-	853,000	1,783,000	2,603,000	2,327,000	2,421,000	2,472,000	3,442,000
Portion for CBOs for work with K-12 and higher ed.	10.0%	-	190,000	396,000	578,000	517,000	538,000	549,000	765,000
<b>K-12 Community Based Organizations Remainder</b>	<b>10.0%</b>	-	<b>499,000</b>	<b>1,043,000</b>	<b>1,522,000</b>	<b>1,361,000</b>	<b>1,416,000</b>	<b>1,446,000</b>	<b>2,013,000</b>

Notes: This forecast report is based on April 24, 2020 estimates from Sound Transit.

2019 revenue in amount of \$2,456,305 was received March 31, 2020. Revenue is distributed quarterly by State to King County. Assume 3 month lag.

<sup>219</sup> PSTAA revenues could change as a result of COVID-19 impacts on Sound Transit construction.

(Page 2)

## Estimated Allocations of PSTAA Funding

Last Updated: June 23, 2020

Rounding Factor: 1,000

	Percent	2027	2028	2029	2030	2031	2032	2033	2034	Total
<b>Total</b>		<b>\$30,030,000</b>	<b>\$39,630,000</b>	<b>\$38,890,000</b>	<b>\$31,030,000</b>	<b>\$24,670,000</b>	<b>\$26,550,000</b>	<b>\$20,560,000</b>	<b>\$4,550,000</b>	<b>\$318,050,000</b>
<b>Administration and Evaluation</b>	<b>7.0%</b>	<b>\$1,550,000</b>	<b>\$1,575,000</b>	<b>\$1,625,000</b>	<b>\$1,675,000</b>	<b>\$1,700,000</b>	<b>\$1,725,000</b>	<b>\$1,760,000</b>	<b>\$1,503,500</b>	<b>22,263,500</b>
Portion for TA and capacity building for CBOs (annually)	10.0%	155,000	158,000	163,000	168,000	170,000	173,000	176,000	150,000	2,229,000
<b>Amount Remaining for Distribution</b>		<b>\$28,480,000</b>	<b>\$38,055,000</b>	<b>\$37,265,000</b>	<b>\$29,355,000</b>	<b>\$22,970,000</b>	<b>\$24,825,000</b>	<b>\$18,800,000</b>	<b>\$3,046,500</b>	<b>\$295,786,500</b>
<b>Early learning and early intervention facilities</b>	<b>52.0%</b>	<b>\$14,810,000</b>	<b>\$19,789,000</b>	<b>\$19,378,000</b>	<b>\$15,265,000</b>	<b>\$11,944,000</b>	<b>\$12,909,000</b>	<b>\$9,776,000</b>	<b>\$1,584,000</b>	<b>153,811,000</b>
In home care provider dedication	7.5%	1,111,000	1,484,000	1,453,000	1,145,000	896,000	968,000	733,000	119,000	11,537,000
<b>King County Promise</b>	<b>38.0%</b>	<b>\$10,822,000</b>	<b>\$14,461,000</b>	<b>\$14,161,000</b>	<b>\$11,155,000</b>	<b>\$8,729,000</b>	<b>\$9,434,000</b>	<b>\$7,144,000</b>	<b>\$1,158,000</b>	<b>112,400,000</b>
Portion for K-12	45.0%	4,870,000	6,507,000	6,372,000	5,020,000	3,928,000	4,245,000	3,215,000	521,000	50,579,000
Portion for higher education	45.0%	4,870,000	6,507,000	6,372,000	5,020,000	3,928,000	4,245,000	3,215,000	521,000	50,579,000
Portion for CBOs for work with K-12 and higher ed.	10.0%	1,082,000	1,446,000	1,416,000	1,116,000	873,000	943,000	714,000	116,000	11,239,000
<b>K-12 Community Based Organizations Remainder</b>	<b>10.0%</b>	<b>2,848,000</b>	<b>3,806,000</b>	<b>3,727,000</b>	<b>2,936,000</b>	<b>2,297,000</b>	<b>2,483,000</b>	<b>1,880,000</b>	<b>305,000</b>	<b>29,579,000</b>

Notes: This forecast report is based on April 24, 2020 estimates from Sound Transit.

2019 revenue in amount of \$2,456,305 was received March 31, 2020. Revenue is distributed quarterly by State to King County. Assume 3 month lag.



#### Appendix F: Full Text of Ordinance 19022, Section 1, Proviso P1, as amended

Of this appropriation, \$4,466,000 may not be expended or encumbered until the executive transmits: 1) the implementation plan requested by Motion 15492 that identifies strategies to be funded and outcomes to be achieved with King County Puget Sound Taxpayer Accountability Account proceeds; provided, however the transmittal date set forth by Motion 15492 for the implementation plan is superseded by this proviso; and 2) a motion that should approve an implementation plan and reference the subject matter, the proviso's ordinance, ordinance section and proviso number in both the title and body of the motion, and a motion approving the implementation plan is passed by the council.