



# Voluntary, Universal Pre-kindergarten in Durham County How Do We Get There From Here?



By:  
Durham's Community Early  
Education/Preschool  
Task Force



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Additionally, we express profound gratitude to the City of Durham, Durham County Commissioners, and Durham Public Schools for boldly setting the goal of moving Durham toward universal preschool. They recognize that Durham's future is inextricably tied to the academic and socio-emotional success of its children and youth and that to be successful Durham has to nurture their talents and gifts by starting young and providing high-quality services.

**Dr. Linda Chappel**

**Dr. Donna-Marie Winn**



# Executive Summary

There is ample evidence to support the importance of pre-K for young children’s cognitive, language, and socio-emotional development<sup>1</sup>. A review funded by the Bill & Melinda Gates Foundation of what it takes to implement high-quality pre-K confirms the positive impact of pre-K<sup>2</sup>. Most of the positive impacts have been found for language, literacy, and math outcomes, and less so for socio-emotional and health outcomes.

Hence, a number of states have begun moving toward providing universal pre-kindergarten, including Georgia, Florida, and Oklahoma. Oklahoma and Georgia pre-K participation rates for 4-year-olds will soon exceed 66% when one considers the enrollments at state pre-kindergarten, Head Start, and preschool special education programs. North Carolina funds a program entitled “NC Pre-K Program.” Unfortunately, North Carolina does not pay the full cost of a NC pre-K space, forcing communities to find matching dollars.

Even though there is accumulating evidence on the importance of high quality pre-K experiences reducing the gap between economically disadvantaged children and more advantaged peers, various researchers have noted the “fade out” of the positive impact of these early experiences<sup>3,4</sup>. Thus, while high quality pre-K programs can be an important part of preparing Durham’s children for kindergarten, policies and interventions are needed throughout children’s young lives, beginning pre-birth, to provide children, especially those who have been historically underserved, with opportunities to meet their fullest potential for the greatest positive impact on their communities.

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<sup>1</sup>Weiland, C., & Yoshikawa, H. (2013). Impacts of a pre-kindergarten program on children's mathematics, language, literacy, executive function, and emotional skills. *Child Development*, 84(6), 2112–2130. doi: 10.1111/cdev.12099; Yoshikawa, H., Weiland, C., Brooks-Gunn, J., Burchinal, M. R., Espinosa, L. M., Gormley, W. T., . . . Zaslow, M. J. (2013). Investing in our future: The evidence base on preschool education. Washington, DC: Society for Research in Child Development and Foundation for Child Development.

<sup>2</sup>Minervino, J. (2014). Lessons from research and the classroom: Implementing high-quality pre-k that makes a difference for young children. Seattle, WA: Bill & Melinda Gates Foundation.

<sup>3</sup>Barnett, W. S. (2011). Effectiveness of early educational intervention. *Science*, 333(6045), 975–978. doi: 10.1126/science.1204534.

<sup>4</sup>Yoshikawa, H., Weiland, C., Brooks-Gunn, J., Burchinal, M. R., Espinosa, L. M., Gormley, W. T., . . . Zaslow, M. J. (2013). Investing in our future: The evidence base on preschool education. Washington, DC: Society for Research in Child Development and Foundation for Child Development.

# Overall Recommendations by the Task Force

- Serve all 3- and 4-year-olds in Durham County in high-quality preschool by 2023. This plan will first serve 4-year-olds, prioritizing children in low-income families, by August 2019. We recognize that using the criteria of low-income is an imprecise way of establishing children's needs; therefore, as Durham Public Schools obtains more data about which children are likely to arrive less ready for pre-K, we recommend that it use that data to adjust its priorities.
  - Although our work in full included the study of services for both 3- and 4-year-olds, our recommendations to the elected officials in April 2017 will focus first on our plan to expand services for 4-year-olds.
  - Further study of services to 3-year-olds in Durham is needed to understand existing quality, best practices, and supports.
  - Expand services for 4-year-olds both in public sites (such as public schools and Head Start) and in private sites (such as licensed child care centers), meeting at least the existing NC Pre-K Program standards.
- Centralize administration of any new publicly funded pre-K services in the office that manages Durham's existing NC Pre-K Program services, Durham's Partnership for Children (DPFC).
  - Fund the spaces for children at Whitted, opening in August 2017, through the centralized Durham pre-K administrator, DPFC.
- Fund new services in the range of \$11,500–\$12,000 per child per 10-month service year in order to support adherence to the existing NC Pre-K Program quality standards and add more rigorous standards, including equitable pay for B–K certified teachers, more professional development for teachers (e.g., cultural competence, social emotional learning), and quality improvement activities. This rate is not inclusive of evaluation costs for the program.
  - Implement a sliding fee scale beginning at 200% of federal poverty that accommodates families whose incomes are higher than the cutoff figure (such as the scale currently adopted by Durham Public Schools).
- Conduct a thorough analysis of the demand for and supply of preschool in Durham County. Durham needs information about parents' preschool preferences and arrangements, including location. Such a study could seek to understand the value many parents place on preschool education and the needs of families who are not currently using childcare or preschool programs.
- Create a small and efficient infrastructure in Durham County for the next phase of the work in expanding high-quality pre-K access. Specifically, hire a full-time project manager and support staff to gather input on Task Force recommendations from the local stakeholders, coordinate with early childhood media campaigns, and obtain private funding for start-up and professional development costs.

## Increasing Quality

After engaging service providers and administrators, reviewing best practice models, and drawing upon numerous conversations and experiences with parents of Durham's young children, the Task Force recommends a new list of standards. This new list exceeds the basic standards of the current NC Rated License system and the high standards of the state-funded NC Pre-K Program by recommending the following:

- Establish a system-wide process to assess which curricula programs use. Increase frequency of monitoring and compliance with new standards; provide responsive technical assistance.
- Expand family support and engagement to promote two-generation and wealth-generation approaches.
- Increase shared decision-making and authentic governance.
- Expand system-wide infrastructure for online assessments with K–3 teachers to analyze progress, and build a model for continuous improvement strategies from programs.
- Expand professional development and increase the number of trained teachers entering the profession who are able to meet the needs of children from different socio-economic and racial/ethnic backgrounds.
- Provide services for more families with dual language learners in their home language, including increasing the number of teachers who speak the children's home language, translators, and materials in children's home language.
- Expand intensive mentoring and coaching to teachers and administrators.
- Create standard compensation that matches Durham Public Schools' scale for certified teachers.
- Measure teacher-child interactions that support children's holistic development, such as with the Pre-K CLASS® and other psychometrically-sound assessments.
- Build infrastructure to accommodate an expanding system, including quality assurance, data collection, and assessment.
- Evaluate the impact of the expansion of high-quality pre-K beginning with the Whitted School.



## Costs

Based on our estimated target population and per-pupil costs, the total cost for increasing quality and expanding pre-K services to all low-income 4-year-olds in 2019 is calculated as follows:

- Number of 4-year-olds in near poverty, <200% Federal Poverty level: 2,091.
- Estimated number of publicly funded slots available in 2018 (based on current availability and new slots at Whitted School): 955.
- Estimated number of low-income 4-year-olds not served in 2018: 1,136.
- Cost per student of improved quality pre-K services: \$11,500–\$12,000.
- Total estimated cost of raising quality and expanding services to all low-income 4-year-olds: \$14.5m–\$15.5m.
  - Cost of expanding high-quality pre-K services to the 1,136 low-income 4-year-olds who would not be served in 2018 under the current funding model: \$13.1m–\$13.6m.
  - Cost per student of increasing the quality of pre-K services for the 955 low-income 4-year-olds served under the current model: \$1,500–\$2,000, for an estimated total of \$1.4m–\$1.9m.

Additional expenses related to start-up costs, full program administration, and formal evaluations are not included in this estimate. Further study is required in order to approximate the costs of these budget items.

## Outreach to Community

We have outlined a strategy that creates within the community a consistent and comprehensive understanding of the value of preschool opportunities and a plan to provide venues and opportunities for community stakeholders to respond to this Task Force report. The initial plan includes creating an op-ed or an editorial for release in early May 2017 and handouts and materials that summarize this plan. Additionally, there will be two general public information sessions held before August 2017 to solicit community input. The information gathered from these two sessions will be incorporated into the recommendations of the final Task Force report. Additional details about subsequent outreach are included in the larger report.

## Evaluation

Carrying out a voluntary, universal pre-K program in Durham County undoubtedly raises the question: does the program work? This is a big, broad question, which first and foremost should be directly linked to the **primary purpose of the program**. As such, this question might be phrased as ***“does Durham’s NC pre-K program improve the school readiness of participating children before they enter kindergarten?”*** The Task Force recommends that investments be made to complete in-depth evaluations of the program from the beginning of expansion.

# Next Steps

The recommended next steps are as follows:

1. Assess the willingness of Task Force members and subcommittee members for continued involvement in supporting Durham’s expansion of high quality pre-K.
2. Fund an infrastructure (e.g., 1.0 FTE director with administrative support) to spearhead this expansion initiative. Key responsibilities would be to coordinate additional work being done by the Task Force Outreach Subcommittee, integrate outreach findings into the draft report, begin to identify external funding to support the initiative, disseminate the final report, and coordinate the use and dissemination of KEA and DPS data.
3. Assess demand for expanding high-quality preschool in Durham in specific locations.
  - a. *Poll parents for their preferences in program type, level of student skills, and quality of nearest programs.*
  - b. *Identify barriers to families’ use of expanded services.*
4. Increase public knowledge and the will to fund pre-K readiness through outreach.
  - a. *Ensure the inclusion of feedback from parents, organizations, and advocates into the final draft of the Task Force’s report.*
  - b. *Conduct targeted media campaigns to support value for pre-K across a variety of communities and with key stakeholders, businesses, and political leadership.*
5. Use the Whitted School as a pilot site for evaluation.

# Voluntary, Universal Pre-kindergarten in Durham County

## Introduction

There is ample evidence about the importance of pre-K for young children’s cognitive, language, and socio-emotional development.<sup>5</sup> Some of the most successful and cost-effective, high-quality pre-K programs include the Boston pre-K, New Jersey’s Abbott pre-K, and North Carolina’s pre-K. The impacts of these programs translate to an average of a third of a year up to a year of additional learning—above and beyond what would have occurred without pre-K. A review funded by the Bill & Melinda Gates Foundation of what it takes to implement high-quality pre-K confirms the positive impact of pre-K.<sup>6</sup> Most of the positive impacts have been found for language, literacy, and math outcomes, and less so for socio-emotional and health outcomes. In April 2017, an expert panel released a consensus statement regarding the current state of scientific knowledge on the benefits of public pre-K programs.<sup>7</sup> The findings from both studies indicate that for high-quality pre-K programs there is evidence of positive impact on kindergarten readiness and long-term educational gains. These findings are encouraging and provide a key strategy to improve achievement.

Hence, a number of states have begun moving toward providing universal pre-kindergarten, including Georgia, Florida, and Oklahoma. Oklahoma and Georgia pre-K participation rates for 4-year-olds will soon exceed 66% when one considers enrollments at state pre-kindergarten, Head Start, and preschool special education programs. North Carolina funds a program entitled NC Pre-K Program. Unfortunately, North Carolina does not pay the full cost of a pre-K space, forcing communities to find matching dollars.

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<sup>5</sup>Weiland, C., & Yoshikawa, H. (2013). Impacts of a pre-kindergarten program on children's mathematics, language, literacy, executive function, and emotional skills. *Child Development*, 84(6), 2112–2130. doi: 10.1111/cdev.12099; Yoshikawa, H., Weiland, C., Brooks-Gunn, J., Burchinal, M. R., Espinosa, L. M., Gormley, W. T., . . . Zaslow, M. J. (2013). *Investing in our future: The evidence base on preschool education*. Washington, DC: Society for Research in Child Development and Foundation for Child Development.

<sup>6</sup>Minervino, J. (2014). *Lessons from research and the classroom: Implementing high-quality pre-k that makes a difference for young children*. Seattle, WA: Bill & Melinda Gates Foundation.

<sup>7</sup>[https://childandfamilypolicy.duke.edu/wp-content/uploads/2017/04/PreKStudy\\_FINAL\\_ForWeb.pdf](https://childandfamilypolicy.duke.edu/wp-content/uploads/2017/04/PreKStudy_FINAL_ForWeb.pdf).Foundation.

Head Start has long served as an intervention strategy for very poor low-income 3- and 4-year-olds. However, the income cut off is so low that many families in Durham are not eligible. The NC Pre-K Program income eligibility is higher, but sufficient funds are not available to reach every eligible child. The National Institute for Early Education Research (NIEER) reports that middle-income families are often the least likely to have their children access high-quality early childhood settings. They often are not eligible for help through Head Start, the NC Pre-K Program, or childcare scholarship programs, often relegating their children to less than quality preschool education. High-income families can afford high-quality part-day preschools. Very low-income families can receive help paying for it through targeted programs like Head Start and the NC Pre-K Program. Voluntary universal pre-K would insure that all children in Durham County would have at least one year of high-quality preschool education before school entry.

It is important to note that there have been recent studies showing that the benefit of pre-K, as a stand-alone intervention, may be oversold, with limited evidence for the long-term outcomes. The major rationale stated in these studies has been that not all pre-K programs are equal. Pre-K programs can differ widely on the credentials of teachers, quality of classroom practices, child-staff ratios, effective use of curricula, infrastructure for supporting high-quality practices, and continuous quality improvement approaches, to list a few. Hence, even though there is accumulating evidence on the importance of high-quality pre-K experiences reducing the gap between economically disadvantaged children and more advantaged peers, various researchers have noted the “fade out” of the positive impact of these early experiences.<sup>8,9</sup> Thus, while high-quality pre-K programs can be an important part of preparing Durham’s children for kindergarten, policies and interventions are needed throughout children’s young lives, beginning pre-birth, to provide children, especially those who have been historically underserved, with opportunities to meet their fullest potential for the greatest positive impact on their communities.

## Rationale

In Durham County, approximately 69% of children 0–5 years old and 76% of children 6 and older live in families where all parents are working. As a result, over 16,600 Durham children 0–5 years old and 31,000 children 0–12 need childcare. Many of these children are from low-income families and/or are at risk for difficulties in school. Approximately 25% of Durham children from birth through 5 years old live below the federal poverty line and 50% of Durham children from birth through 5 years old live in low-income families (i.e., at or below 200% of the federal poverty level).<sup>10</sup> Additionally, 22% of children in Durham County are of Latino descent and 12% of Durham households speak Spanish. During the 2015–2016 school year, there were 13,499 kindergarten through third grade students in Durham’s public and charter schools, 20% of whom were classified as having Limited English Proficiency (LEP).<sup>11</sup> About 70 % of elementary school-age children were from economically disadvantaged families with incomes below 185% of the poverty level.<sup>12</sup>

A wealth of evidence-based programs and longitudinal research studies (e.g., Carolina Abecedarian Project, Perry Preschool Project, and Chicago Child Parent Centers) document the consistent link between high-quality childcare and improved cognitive, academic, and social skills for children, with gains maintained into adulthood, and having the greatest impact on children in low-income families.

Durham County has some of the very best child care settings in the state. Durham County can become a national leader by investing in its children through a voluntary, universal pre-kindergarten program. By partnering with high-quality child care programs in the community to serve as qualified pre-K sites, children and families can receive a high-quality early education at community sites at a lower overall cost. High-quality pre-K classrooms in child care settings can achieve the outcome of children coming to school ready for success using the physical and administrative infrastructure available in the childcare community. Durham County has already taken the lead in providing Early Head Start and NC Pre-K Program services in childcare classrooms that meet the higher standards. It is time for the next step. These standards assure that classrooms will have certified teachers, approved curriculum, child assessments, and high-quality classroom environments. They also mirror the standards found in the research evidence on what components produce positive educational and social outcomes for children.

This proposal seeks to raise the quality of preschool education for all of Durham County’s 4-year-olds and to increase their access to this education. With the number of dual language learner children who live in our community, the need for a high-quality pre-kindergarten experience is even more critical. Early education is a public good equal to that of K–12 education and needs an equivalent investment of county funds to support its improvement and expansion.

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<sup>8</sup>Barnett, W. S. (2011). Effectiveness of early educational intervention. *Science*, 333(6045), 975–978. doi: 10.1126/science.1204534.

<sup>9</sup>Yoshikawa, H., Weiland, C., Brooks-Gunn, J., Burchinal, M. R., Espinosa, L. M., Gormley, W. T., . . . Zaslow, M. J. (2013). *Investing in our future: The evidence base on preschool education*. Washington, DC: Society for Research in Child Development and Foundation for Child Development.

<sup>10</sup>Tables B17006 & B17024, 2010–2014 American Community Survey, 5-year estimates, US Census Bureau.

<sup>11</sup>Durham Public Schools. 2015–16 reports.

<sup>12</sup>Durham Public Schools. Free & reduced price lunch statistics by school year 2015–16. 2016; <http://www.dpsnc.net/Page/483>. Accessed 12/12/16.



## Project Design and Implementation

The goal is to ensure that all Durham 4-year-olds in near poverty, <200% of the Federal Poverty Level, have access to preschool programs meeting the NC Pre-K Program standards by August 30, 2019. Services for 4-year-olds will be phased in over a five-year period, beginning in August 2017 with the opening of the Whitted School.

In 2015–2016, 811 4-year-olds were enrolled in sites that met the NC Pre-K Program standards. In August 2017, Durham Public Schools will add 144 slots in eight classrooms at the Whitted School, for a total of 955 available slots for high-quality, publicly funded preschool for 4-year-olds.

The Task Force proposes to add classrooms each year so that enrollment reaches 1,673 children by 2019–2020. This 1,673 figure represents roughly 80% of Durham's 4-year-olds whose families are near poverty, <200% of the Federal Poverty Level. Beyond 2019, continued expansion is desired to reach universal service. Participation will be voluntary. Classrooms that meet the NC Pre-K Program standards would be eligible to receive program funds. Eligible classrooms would receive timely reimbursement for pre-K services to children over the course of a year. Reimbursement to providers would make up the largest portion of the \$11,500–\$12,000 per child/per year cost.

Selection of classrooms would be proportional to the geographic distribution of children in the county. Durham's Partnership for Children, as the contract manager for Durham's NC Pre-K Program, will monitor those classrooms for compliance with the standards. If additional federal or state dollars become available as match funding, county costs could be reduced. Funding would be recurring. Because of the voluntary nature of this program, it is expected that 20% of 4-year-olds may not attend because their parents will want them to either attend private part-day preschools or remain at home.

## Assignment and Charge

The Task Force was created by Resolution of the Durham Public School Board in *Support of Universal Access to High-Quality Preschool for All 3- and 4-Year-Olds in Durham County* and by Resolution of the Durham County Commissioners and the City Council of Durham in *Support of Universal Access to Pre-kindergarten and Other Appropriate Strategies to Improve Early Literacy in Durham County*.

The work of the Task Force included:

- Assessing Durham's current capacity for providing high-quality preschool services.
- Reviewing processes in other communities for expanding preschool participation.
- Developing financial models for supporting universal preschool.
- Formulating methods of cooperating with private or community-based high-quality preschools.
- Conducting outreach to Durham providers and parents to gather input and feedback.
- Incorporating evidence-based practices in the development of quality standards.
- Identifying gaps in existing professional development opportunities.
- Developing an initial plan to evaluate the impact of expanding high-quality pre-K programs.
- Creating a timeline for implementation.

Based upon the charge of our elected bodies, the Task Force discussed and developed a clearly defined purpose to guide the work:

*The purpose of Durham's Community Early Education/Preschool Task Force is to develop a plan to serve all 3- and 4-year-olds in Durham County in high-quality preschool by 2023. This plan will first serve 4-year-olds, prioritizing children in low-income families, by August 2019.*

## Membership

The Task Force membership was identified by the City Manager, County Manager, and the Superintendent of Schools to represent our academic institutions, the business community, and important stakeholder groups. The Task Force was an all-volunteer group with no operating budget, save for the loan of basic administrative time from Durham Public Schools' superintendent's office.

The membership established four subcommittees: **High Quality Preschool, Finance, Outreach, and Evaluation**. Each subcommittee recruited additional content experts and stakeholder membership from outside the core Task Force membership (see **Appendix A**).

## Progress and Timeline

The Task Force first convened on June 1, 2016, and met 11 times, concluding in April 2017. The subcommittees generally met monthly between full Task Force meetings. The group members worked collaboratively on this report to identify a path forward for expansion of high-quality preschool services in our community.

## Strengths, Needs, and Challenges

The **strength** of the Task Force is defined by the membership and the clear support of the elected officials who formed it. The Task Force is filled with outstanding, committed members who bring a wealth of experience, interest, and expertise to the table. The technical advisors and subcommittee members bring additional assets to this work. The **challenges** for the Task Force resulted from an ambitious timeline, the complexities of the early education system, and lack of dedicated staff to help administer the Task Force itself. Members of the Task Force knew from efforts in other cities that the financial resources required for increasing access for Durham's children would be large and that the work going forward needs tremendous support from stakeholders to build community support for such an ambitious agenda.

# High-Quality Programming

The High Quality Program Subcommittee, consisting of 21 members, was charged by the Task Force to develop and recommend a set of quality standards for the potential expansion of locally funded preschool services. The subcommittee reviewed existing quality frameworks and accreditation systems to identify a set of standards that would increase Durham's preschool model to assure increased school readiness in all five domains of child development at kindergarten. To accomplish this, the high-quality program subcommittee engaged service providers and administrators, reviewed best practice models, and drew upon numerous conversations and experiences with parents of Durham's young children to develop a list of standards.

The High-Quality Program subcommittee began its work by creating a definition of what a high-quality program for 4-year-olds entails. The definition identifies six pillars that make up the high-quality framework. The committee focused its efforts on preschool programs for 4-year-olds in the year before the child enters kindergarten. It was acknowledged that the quality markers for a high-quality program for 3-year-olds may have similar pillars, although the standards and the indicators for that age group of children may differ.

A key assumption for the work of this subcommittee was to norm the definition, standards, and indicators at a minimum to the current state licensing system and the state-funded NC Pre-K Program standards and to rely on other foundation documents and research known to the early childhood education field. The vision of the high-quality program subcommittee exceeds these minimum standards to a smaller or larger degree, depending on the area of consideration. Those differences are noted in Pillar 1: Professional Development; in Pillar 2: Classroom Assessment Scoring System (CLASS) Observation Tool; in Pillar 3: Multilingual Capacity and Support; and in Pillar 6: Technical Assistance, Technology, and Research and Evaluation. These quality recommendations correlate to the increased cost per child that exceeds the current expenditures in the NC Pre-K Program as implemented in Durham County. A brief comparison of the standards of the existing state-funded NC Pre-K Program and those recommended by the Task Force is below (see **Table 1**).

**Table 1:**

**Comparison between existing NC Pre-K Program standards and those proposed by the Task Force**

<b>Minimal New Financial Impact</b>		
	<b>Durham’s Existing NC Pre-K Program Classrooms</b>	<b>Proposed Standard</b>
<b>Classroom environment</b>	<ul style="list-style-type: none"> <li>• Use of approved curriculum</li> <li>• Culturally and developmentally appropriate materials</li> <li>• Learning through play</li> <li>• Nutritious meals/snacks</li> <li>• Maximum class size = 18; 1:9 ratio</li> <li>• 6.5-hour day</li> <li>• 10-month program year</li> <li>• Minimum 5.0 score on the ECERS</li> </ul>	Same, with the addition of a process to assess curriculum choice system-wide.
<b>Monitoring classrooms</b>	Programs are monitored to assure compliance with program standards.	Increase frequency of site visits to ensure compliance with proposed new standards and provide responsive technical assistance.
<b>Support programs to increase family engagement</b>	Parents, caregivers, and families are engaged through group meetings, parent-teacher conferences, parent education, and activities.	Provide additional family support to increase shared decision-making and authentic governance.
<b>Child-level formative and program-level assessment</b>	Teachers and administrators complete assessments	<ul style="list-style-type: none"> <li>• Expand system-wide infrastructure for online assessments to share information with K–3 teachers to analyze progress.</li> <li>• Build model for programs to have continuous improvement strategies at program level.</li> </ul>
<b>Significant New Financial Impact</b>		
	<b>Durham’s Existing NC Pre-K Program Classrooms</b>	<b>New Standard</b>
<b>Teacher/administrator professional development</b>	<ul style="list-style-type: none"> <li>• Intentional, coordinated professional development</li> <li>• Provide at least 15 credit hours per year</li> <li>• Provide 80 credit hours over a 5-year licensure cycle</li> </ul>	Expand professional development in frequency and depth, including increasing pipeline of trained teachers coming into the system.
<b>Mentoring and coaching</b>	Provided through state consultants and local TA providers.	Expand intensive mentoring and coaching to teachers and administrators, including peer-to-peer strategies.
<b>Workforce compensation</b>	Teacher compensation falls within approved range.	Create standard compensation that matches Durham Public Schools’ scale for certified teachers, at entry and as experience grows in order to reduce turnover.
<b>Teacher-child interactions</b>	Dynamic teacher-child interactions are encouraged.	Measure teacher-child interactions using Pre-K CLASS®.
<b>Multilingual capacity</b>	Bilingual and bicultural resources are provided in the application process, within the administrative infrastructure, and encouraged at the classroom and program level.	<ul style="list-style-type: none"> <li>• Consider bilingual staffing standards to support dual language learners.</li> <li>• Provide materials and communication in child’s home language.</li> </ul>
<b>Teacher-child ratio in classes with 50% or more children with special needs</b>	1:9 (teacher: child) ratio	Consider a higher teacher to child ratio, such as 1:8, to support children with special needs in blended classrooms, and establish guidelines for the number of children with special needs included in classrooms with typically developing children.
<b>Program Infrastructure</b>	Support a unified, seamless infrastructure that coordinates access and can leverage and layer resources—Durham’s Partnership for Children performs this role.	Build infrastructure to accommodate expanded system, including quality assurance, data collection, and evaluation.

# Definition of High Quality

A high-quality early childhood program for 4-year-olds will provide a safe and nurturing learning environment that meets the needs and promotes the physical, social, emotional, and cognitive development of young children. High-quality programs will meet or exceed licensing standards and additional criteria in the areas of [Teachers and Administrators](#), [Classroom Environment](#), [Pedagogy and Classroom Practices](#), [Family Support and Community Engagement](#), [Program Assessment](#), and [System and Program Infrastructure](#).

## **Pillar 1: Teachers and Administrators**

The quality of the interaction between trained, educated teachers and administrators and children and parents, especially those from low-income households and/or those with disabilities, are a key quality indicator. Teachers and administrators must provide a safe, nurturing, and culturally responsive and inclusive learning environment that meets the needs and promotes the development of young children’s physical, social, emotional, linguistic, and cognitive development.

Teachers must be well-prepared, educated persons with an identified role as a lead teacher or assistant teacher who is responsible for planning, implementing, and assessing a high-quality learning environment for young children and their families.

Administrators must be well-prepared, educated persons with an identified role as the director or assistant director responsible for oversight of all operations, pedagogy and assessment, and internal evaluation of an early childhood program, including the guidance and supervision of lead teachers and assistant teachers, the provision of professional development, as well as the interaction with and engagement of families.

## Standards

### Lead Teachers:

- BS/BA degree in Child Development/Early Education, Child Development and Family Studies, or closely related field.
- NC B–K Standard Professional I License, NC B–K Standard Professional II License, NC B–K Lateral Entry License (provisional for three years), NC B–K Add-on License, NC Preschool/Pre-K/K Add-on Licensure, with advancement to higher education levels expected through ongoing professional development.

### Assistant Teachers:

- Associate Degree (AA or AAS) in Child Development/Early Education (preferred) or a Bachelor’s Degree in a nonrelated field with at least two years of experience and 18 hours of ECE credits.
- NC Credential I and II (minimum) and/or CDA (minimum).

### Substitute Teachers:

- NC Credential I or II (minimum) and/or CDA (minimum).

### Administrators:

- NC Administrative Credential III (required).
- NC Principal License (acceptable).
- BS/BA Degree in Child Development/Early Education, Child Development and Family Studies, or closely related field (minimum preferred).

### In-service (teachers and administrators):

- 80 credit hours/5-year B–K Standard Professional II Licensure cycle, at least 15 hours/year.
- Topics: Developmentally and Culturally Appropriate Practice (DCAP) curriculum; evidence-based approaches; social and emotional development and health of children; differentiated instruction, assessment, and evaluation (formative and summative); teacher-child interactions; teacher-family interactions; family involvement and engagement; classroom management; guiding children’s behaviors and actions; dual language learners; and instruction; etc. teacher-child interactions; teacher-family interactions; family involvement and engagement; classroom management; guiding children’s behaviors and actions; dual language learners; and instruction; etc.

***Implication: Requiring higher levels of education in the expanded pre-K system will increase the demands on community college and university systems that train teachers.***

## Professional Development

Teachers and administrators must be actively involved and engaged in ongoing learning on topics relevant to high-quality programming for young children and their families. This active engagement includes participating in the offerings of the Early Educator Support, Licensure and Professional Development (EESLPD) arm of the NC Division of Child Development and Early Education (DCDEE). It also includes participating in the locally created professional learning communities (PLCs). The current NC Pre-K Program has aligned its calendar across program sites (private child care, Durham Public Schools, and Head Start) so that teachers and administrators are available on the same work days to maximize professional development and training opportunities across providers. Professional development must also include ongoing consultation, coaching, mentoring (including peer-to-peer), and technical assistance. This is a recommendation for increased in-class mentoring and coaching, with more frequency than currently exists, and with a higher ratio of coaches/mentors to teachers than is currently available. Substitutes must be made available for teachers to be in training outside of the classroom. Demonstration classrooms may also be considered. Additionally, teachers and administrators will attend local, regional, state, national, and international conferences and institutes.

***Implications: Expanded professional development in peer-to-peer coaching and mentoring across an expanded pre-K system will require higher levels of coordination and more experienced teachers being available to serve in coaching and mentoring roles.***

## Compensation

Compensation for teachers and administrators is commensurate with salary and benefits of Durham Public Schools (state funding plus local salary supplement). Teachers and administrators are encouraged to continue to elevate education attainment yielding incremental compensation increases in the form of a bonus or a salary raise (based on state and/or local funding). Teachers and administrators are encouraged to pursue NC scholarships and supplemental wages. Teachers and administrators will be compensated for travel supporting active attendance at conferences and institutes for continued professional development. Hence, turnover will be reduced and workforce compensation will support the level of education and experience required for a high-quality program implementation.

***Implication: Raising compensation levels across the pre-K system to be commensurate with Durham Public Schools will increase the cost of services.***

## Indicators

Markers of quality relative to teachers and administrators highlight well-educated and licensed early childhood professionals, including what they know and are able to do. The following are some indicators:

- BS/BA degree for early childhood professionals;
- Standard Professional Licensed early childhood professionals;
- NC Credential early childhood professionals;
- Promote child development and learning;
- Build culturally, ethnically, and linguistically appropriate family and community relationships;
- Use developmentally effective approaches to connect with children and families; and
- Use content knowledge and skills knowledge to build meaningful curriculum for children and their families.



## **Pillar 2: Classroom Environment**

A quality classroom environment is built on the foundation of a warm, welcoming, nurturing atmosphere based on rich relationships developed among staff, children, and families. The standards that facilitate this aspect of quality relate to class size, ratios, length of day, environmental rating scales, curriculum, materials, and nutrition. The following norms match the current NC Pre-K Program standards:

- Maximum class size: 18.
- Staff to child ratio: 1:9.
- Length of day: 6.5 hours.
  - The committee acknowledges that there may be specific target groups of children and families who can benefit from and make school readiness gains within a shorter program day. Our overall recommendation, however, is that preschool be offered for a full day as the norm.
- Program year: 10 months (traditional school year).
  - The committee also acknowledges that learning loss can occur during the two months of the calendar year between the end of the preschool program and the start of the kindergarten year. Strategies for effective transition to kindergarten, as well as strategies to mitigate this loss, should be explored.
- Early Childhood Environmental Rating Scale (ECERS): Minimum score of 5.0. The ECERS is a classroom assessment tool designed to measure the quality of preschool classrooms by collecting data through classroom observations and staff member interviews. The assessment is organized into seven environmental subscales that include Space and Furnishings, Personal Care Routines, Language-Reasoning, Activities, Interactions, Program Structure, and Parents and Staff. The ECERS is part of the NC Quality Rated License process.
- Approved curriculum (see curriculum selection notes below) and NC Foundations of Early Learning and Development to create intentional, stimulating, beneficial activities.
- Pre-K CLASS<sup>®</sup> (Classroom Assessment Scoring System) is an observation instrument that assesses the quality of teacher-child interactions in center-based preschool classrooms. CLASS<sup>®</sup> includes three domains or categories of teacher-child interactions that support children's learning and development: Emotional Support, Classroom Organization, and Instructional Support. Within each domain are dimensions which capture more specific details about teachers' interactions with children. Scored on a 1–7 scale, scores of 6–7 mean that effective teacher-child interactions are consistently observed throughout the observation period. This is a recommendation that exceeds the current NC Pre-K Program model.
- Culturally and developmentally appropriate materials conducive to learning through play.
- Nutritious meals and snacks.

## **Pillar 3: Pedagogy and Classroom Practices**

Closely related to the classroom environment, pedagogy and classroom practices encompass the creation of intentional, stimulating, and developmentally appropriate activities that are culturally and linguistically responsive and inclusive and differentiated with fidelity to instruction models.

The appropriate selection and use of curriculum, materials, and multilingual capacity and support for instruction are essential. Teaching staff who speak children's home language should be available. And resources to provide for oral and written translation into families' home language should be available. ***This is a recommendation that exceeds the current NC Pre-K Program model.***

Classrooms will ideally be comprised of typically developing children and those with special needs; guidelines such as those established for Head Start classrooms are available.

The following list contains quality indicators gathered from the NC Pre-K Program; the National Institute for Early Education Research Preschool Quality Standards Checklist; pre-K programs in Michigan, West Virginia, and Washington State, as referenced by the Learning Policy Institute; Head Start; and discussions from the subcommittee members.

- **Early Learning Standards** – Curriculum, assessment, and instruction should be aligned with the NC Foundations for Early Learning and Development (NC FELD) and lead to differentiated instruction.
- **Differentiated Instruction** – Lesson plans should include goals and objectives based on each child's needs and development and referenced NC FELD and objectives from the developmental assessment used. Authentic, child-level formative assessment should be used regularly to guide instruction. Developmental screenings (Dial 4) and socio-emotional and behavioral screening (DECA-P2) are recommended.
- **Curriculum** – Curriculum used should be evidence-based and include an ongoing assessment. The committee recommends that a process be established for selecting curricula. Currently, Creative Curriculum is used throughout the NC Pre-K Program system. While this may be expedient, Creative Curriculum has a weak evidence base, and there are other factors and criteria that should be considered for a significant expansion effort. Criteria may include strength of evidence, state or national endorsement, practicality, and professional development opportunities. Examples of curricula that may be considered, with pros and cons, are:
  - **Creative Curriculum** –The Creative Curriculum is an early childhood curriculum that focuses on project-based investigations as a means for children to apply skills. It addresses four of the areas of development: social/emotional, physical, cognitive, and language. The curriculum is designed to foster development of the whole child through teacher-led small and large group activities centered on 11 interest areas. (What Works Clearinghouse)

- o **Bright Beginnings** –Bright Beginnings is an early childhood curriculum based in part on High/Scope and Creative Curriculum, with an additional emphasis on literacy skills. The curriculum consists of nine thematic units designed to enhance children’s cognitive, social, emotional, and physical development. Each unit includes concept maps, literacy lessons, early childhood center activities, and home activities. Special emphasis is placed on the development of early language and literacy skills. Parent involvement is a key component of the program. (What Works Clearinghouse)
- o **Curiosity Corner** –Curiosity Corner is a comprehensive early childhood curriculum designed to help children at risk of school failure because of poverty. The program offers children experiences that develop the attitudes, skills, and knowledge necessary for later school success, with special emphasis on children’s language and literacy skills. Curiosity Corner has two sets of 38 weekly thematic units, one set for 3-year-olds and one set for 4-year-olds. Each day, the program staff presents children with learning experiences through sequential daily activities. The program provides training, support, and teaching materials for teaching staff and administrators. Parents are encouraged to participate in children’s learning through activities in and out of the classroom. (What Works Clearinghouse)
- o **Tools of the Mind** –Tools of the Mind is an early childhood curriculum for preschool and kindergarten children. The curriculum is designed to foster children’s executive function, which involves developing self-regulation, working memory, and cognitive flexibility. Many activities emphasize both executive functioning and academic skills. (What Works Clearinghouse)

The above curricula were referenced by the What Works Clearing House. Others discussed for consideration include High Scope, Opening the World of Learning (OWL), and Literacy Express.

- **Formative Assessment** – Ongoing, authentic assessment that is compatible with or companion to the curriculum and provides information on all domains of development referenced in NC FELD.
- **Quality Interactions** – Classrooms required to score within high levels set for quality interactions using CLASS® or similar instrument.
- **Classroom Quality** – Classrooms required to score within high levels set for quality using ECERS-R or similar instrument.
- **Screenings/Referral and Support Services** – Screenings for vision, hearing, health, dental, and development required.
- **Training** – At least 15 clock hours per year of training.
- **Coaching** –Intensive coaching, including peer-to-peer, and mentoring for teaching staff.
- **Multilingual Capacity and Support** –All materials printed in home language for all children and families; and consider on-site bilingual staff to support children speaking a language other than English, multicultural materials and books available and consistent use of visual cues and schedules. [This is a recommendation that exceeds the current NC Pre-K Program standards.](#)

*Implications: Deepening the multilingual capacity and support for children and families served in an expanded pre-K system will impact the workforce development pipeline, necessitating more recruitment and training of teachers who are bilingual and bicultural.*

- **Classroom Composition** –Consider the number of children in any classroom with diagnosed disabilities; priority given to at-risk children such as homeless children and dual language learners. In classrooms in which the number of children with disabilities or special needs is at a higher ratio, the recommendation is to consider a higher teacher: child ratio of 1:8 (rather than the current quality standard of 1:9). [This is a recommendation that exceeds the current NC Pre-K Program model, although it has not been included in the cost analysis as it is difficult to calculate the frequency of this occurring.](#)
- **Monitoring** – Site visits used to demonstrate ongoing adherence to state program standards.

#### **Pillar 4: Family Support and Community Engagement**

There is a high correlation between intentional parent and family involvement and children’s school readiness. Long-term school success for children is ensured when parents, teachers, staff, and administrators work intentionally as partners to support children’s learning, growth, and achievement. Multiple and varied opportunities to not only engage and involve parents, family, and members of the child’s household are critical, but it is also essential to provide support for families. These strategies should include culturally competent and responsive communication in which parents and caregivers are honored as the experts about their children.

Principles of the Touchpoints™ approach are relevant for ensuring this level of engagement and support:

- Recognize what you, as a provider, bring to your interactions with your clients.
- Seek opportunities to support mastery in your clients.
- Use the behavior of children as language.
- Value disorganization in your clients.
- Value and/or understand the relationship between you and your clients.
- Discuss matters with your clients that go beyond your traditional role.
- Focus on the parent/child relationship.
- Value passion where you find it.

A second essential strategy to ensure quality in this area is to offer families, household members, caregivers, and community members the opportunity to participate authentically in program governance with shared decision-making.

### ***Pillar 5: Program Assessment***

It is essential to integrate ongoing, authentic program assessment so that there is a clearly identified process of gathering information about the learning and development of students. This will guide instruction and provide feedback on children's developmental and learning gains. Program-level assessment is also critical in order to offer feedback on the effectiveness of the program's implementation and to drive a process of continuous program improvement at the classroom and center level. A robust assessment system would observe, support, and hold teachers and directors accountable with outcomes over time, informing instruction and program planning. This is different than what an independent evaluator would do to measure the impact of a program.

Indicators include:

- Child-level formative assessment in the context of play used to guide teaching approaches.
- Program-level assessment done by teachers and administrators to provide continuous program improvement at the classroom and center level.
- Observation, support, and an accountability system for teachers and directors to measure improved outcomes over time and guide program planning.

### ***Pillar 6: System and Program Infrastructure***

School readiness goals at the child level can only be reached when a strong, comprehensive system supports program implementation. The infrastructure, provided through Durham's Partnership for Children, must have the capacity to provide:

- Recruitment and outreach to families with young children, including families of children who are dual language learners.
- A streamlined, unified, county-wide application process.
- Efficient and equitable selection and enrollment/assignment of children across program options that prioritizes family choice.
- Administration of a request for proposal process for program site selection.
- Quality assurance, program and fiscal-monitoring, and compliance.
- Fiscal management and disbursement of funds, leveraging multiple funding streams and sources.

### **The following four activities exceed the current functions of the NC pre-K Program administrator for sites, classrooms, and teachers:**

- Technical Assistance for Quality Improvement;
- Technology (including student-level database, data collection systems);
- Information Technology (IT); and
- Research and Evaluation to measure outcomes over time to inform program planning.

***Implication: An expanded system will impact the capacity of the administrator and it will necessitate additional funds in fiscal and program oversight, data collection, and research and evaluation.***

## **Funding the Durham Pre-K Initiative**

The Finance Subcommittee of the Durham Community Early Education/Preschool Task Force had the goals of identifying funding levels required to support expanded pre-K services for children residing in Durham County and proposing potential financing strategies. In accordance with Task Force recommendations, this report focuses on costs and funding strategies for expanding services for low-income 4-year-olds. We report our findings as follows: first, we provide estimates of the number of children eligible for pre-K services; second, we describe Durham's current pre-K funding model and expenditures; third, we calculate estimates of per pupil costs for high-quality pre-K; and fourth, we suggest strategies for funding enhanced and expanded services.

### ***Estimating the Number of Children to Be Served***

Using the most current population projections from the North Carolina Office of Budget and Management, in July of 2018 there will be 4,448 4-year-olds and 4,401 3-year-olds residing in Durham County (see Table 2). Of these total projected numbers, 47% are from low-income families (income below 200% of the federal poverty level). We recommend using the 200% level to define the low-income threshold for the initial pre-K expansion in Durham, since this is the threshold that is established by the Durham Public Schools for its pre-K sliding-scale fee structure. The income eligibility criteria for this recommended threshold are equivalent to the NC Pre-K Program threshold of 75% of the state median income (**see Attachments 1 and 2**).



**Table 2:**  
**Estimated target population for pre-K services in Durham**

	Projected Population	Number in Poverty <100% of the Federal Poverty Level (Durham 2015 rate=26.1%)	Number in Near Poverty <200% of the Federal Poverty Level (Durham 2015 rate=47%)
4-year-olds in Durham County, July 2018	4,448	1,161	2,091
3-year-olds in Durham county, July 2018	4,401	1,149	2,068

Source: NC Office of Budget and Management, Projected County Totals by Single Years of Age; American Community Survey, 5-year estimates.

## The Current Pre-K Funding Model

Publicly funded pre-K and child care services for 4-year-olds in Durham County are provided through an intentionally blended funding model, drawing on six basic sources: Smart Start, NC Pre-K Program, Head Start, Subsidized Child Care, Title I, and Exceptional Children, described in Table 3.

**Table 3:**  
**Publicly funded pre-K and child care services for 4-year-olds**

Program and Source	Mission	Target Population	Services	Criteria
<b>Smart Start</b> (State – NC DHHS – DCDEE)	Advance a high-quality, comprehensive, accountable system of care and education for every child beginning with a healthy birth.	Children from birth to 5 and their families.	NCPC establishes state-wide goals for increasing the health, well-being, and development of young children. Local partnerships determine how best to achieve those goals based on the needs and resources in their communities. 70% of SS funds must go to improve access to and quality of early care and education. <b>Only 4- and 5-star care, with graduated parent co-pay.</b>	Age of child, and other factors depending on the specific program; for child care scholarship, up to 75% of Durham County median income.
<b>NC Pre-K Program</b> (State – NC DHHS – DCDEE)	Provide a high-quality educational experience to enhance school readiness for eligible 4-year-olds.	Select 4-year-olds: low-income is the main criterion, with 5 other factors considered.	Pre-K classrooms in licensed 4- or 5-star sites; instruction is aligned with NC Foundations of Early Learning and Development; program components include teacher degree and credential standards, developmental screening, use of approved curricula, family engagement, and annual monitoring. <b>Only 4- and 5-star care with enhanced quality standards, without parent co-pay.</b>	Up to 75% State Median Income (SMI) and other factors.
<b>Durham Head Start</b> (Federal – ACF-OHS)	Promote school Readiness of young children from low-income families.	Low-income 3- to 5- year-olds.	Comprehensive preschool program designed to meet emotional, social, health, nutritional, and psychological needs of 3- to 5-year-olds and their families. <b>5-star care, without parent co-pay.</b>	100% Federal Poverty Level.
<b>Subsidized Child Care</b> (State – NC DHHS – DCDEE)	Ensure children from low- income families (working or in-school) attend high- quality early education programs that build a strong foundation for all future learning. Support parents' ability to work and become economically self-sufficient.	Children 0–12.	Federally and state-funded child care subsidies to eligible families that includes before- and after-school care for school-aged children. <b>3-, 4-, or 5-star care, with parent copay at 10% of gross income per child.</b>	200% Federal Poverty Level (133% FPL for children 6-12) and situational factors, including locally-set priorities.

# Other Funding Streams

## Title I

Title I federal funding flows through state educational agencies (SEAs) to local educational agencies (LEAs) and public schools with high numbers or percentages of low-income children to help ensure that all children meet state academic content and student academic achievement standards. Currently, 19.71% of the school district’s Title I funds currently support 19 pre-school classrooms (330 students), including staff salaries.

## Exceptional Children

The mission of the federally funded Exceptional Children (EC) division is to ensure that students with disabilities develop intellectually, physically, emotionally, and vocationally through the provision of an appropriate individualized education program in the least restrictive environment. EC funds support 3- to 5-year-olds in the DPS preschool program. It is difficult to isolate the number of 4-year-olds from the total cohort of children served in the EC program. These children are also served in a variety of settings for varying lengths of time.

The number of Durham County children served is represented in Table 4, which does not include 4-year-olds receiving child care subsidies (through DSS), Smart Start general scholarships for child care only (through CCSA), or special education/Exceptional Children (through DPS).

**Table 4:  
Durham County children served**

Funding Stream	Number of 4-Year-Olds Served 2013–14	Number of 4-Year-Olds Served 2014–15	Number of 4-Year-Olds Served 2015–16
NC Pre-K Program	420	464	488
Head Start	254	207	174
Title I	315	315	330
<b>Total*</b>			<b>811*</b>

Total after removing overlaps. All service numbers are a “snap shot” in time.

In addition to the 811 funded slots in 2015–16, in August 2017 the Durham Public Schools will add 144 slots in eight classrooms at the Whitted School. Whitted will target 4-year-olds residing in Durham County, with a designated priority attendance zone. Slots not filled by students living in the neighborhood priority zone will be available to all 4-year-olds in Durham County. All slots (with the exception of those reserved for students with disabilities) are designated as fee-for-service slots, with each student’s fees based on the Durham Public Schools Sliding Fee Scale (see Attachment 2).

Related to the braiding of funding, it is important to note:

- Of the 488 children funded by the NC Pre-K Program in 2015–16, 83 were dually enrolled in Head Start classrooms (funded jointly with NCPK state funds and Head Start federal funds), 98 were in Durham Public Schools classrooms (funded jointly with NCPK state funds and Title I federal funds), and 307 were in private child care centers (funded jointly with NCPK state funds and Smart Start state funds).
- Of the 330 children funded by Title I in 2015–16, 98 were funded by the NC Pre-K Program in Durham Public Schools classrooms.

The best way to understand the braided funding model of the NC Pre-K Program is to consider Table 5 below, which shows the source and amount of each type of funding that makes up the total reimbursement to the provider. It also illustrates the way that the funding model is used to incentivize higher quality through a more highly educated teacher (e.g., B–K license) and a higher star rating on the state’s quality rating system (4- or 5-star care).

**Table 5:  
Durham County NC Pre-K Program approved rate structure  
(per child per month for 10-month program)**

	NC Pre-K Program State Funds	Smart Start State Funds	TOTAL MONTHLY Reimbursement to Provider Per Child	TOTAL ANNUAL (10 month) Reimbursement to Provider Per Child
5-star with B-K teacher in private child care	\$650	\$294	\$944	\$9,440
5-star without B-K teacher in private child care	\$600	\$324	\$924	\$9,240
4-star with B-K teacher in private child care	\$650	\$233	\$883	\$8,883
4-star without B-K teacher in private child care	\$600	\$273	\$873	\$8,730
DPS (all classrooms with B-K teacher)	\$320	N/A	\$320 (additional funding Title I)	\$3,200
Durham Head Start	\$300	N/A	\$300 (additional funding Head Start)	\$3,000

The median monthly fee for full-time care for a 4-year-old in the most commonly used care in child care centers in Durham is \$900/month. Seventy-three percent of preschoolers are enrolled in 4- or 5-star child care centers. Source: The State of Child Care in the Triangle, 2015, CCSA.



## Estimated Costs of Expanding High-Quality Pre-K

The current per pupil cost of the NC Pre-K Program in private child care, Head Start, and Durham Public School settings is approximately \$1,000 per child per month, or \$10,000 per year for a 10-month program, which includes some portions of the program administration cost.

The estimated per pupil cost of expanding pre-K at the recommended higher quality standards is \$11,500–\$12,000 per child for a 10-month program. This would pay for adherence to standards that exceed the current NC Pre-K Program, equitable pay for B–K licensed teachers, professional development, child assessment, parent and family engagement, and quality improvement. This rate is not inclusive of evaluation costs or full program administration and quality oversight costs for an expanded pre-K program, although efficiencies of scale are expected to occur.

The calculation of \$11,500–\$12,000 per child for a full program year over the current expenditure of approximately \$10,000 per child is based on the per child costs that are currently expended in high-quality models, such as Early Head Start, that meet higher standards than the NC Pre-K Program and that provide for some of the quality indicators recommended for an expanded pre-K program (e.g., professional development, CLASS® observation tool, multilingual capacity and support, technical assistance and technology, and data collection systems). This higher per child cost also includes some of the components of an expanded system infrastructure.

Estimates of research and evaluation costs are contingent on the scale and scope of the evaluation design, which must be driven by the research questions posed.

Based on our estimated target population and per-pupil costs, the total cost for expanding pre-K services to all low-income 4-year-olds in 2018 is calculated as follows:

- Estimated number of 4-year-olds in near poverty, <200% Federal Poverty Level: 2,091.
- Estimated number of slots available in 2018 (based on current availability and new slots at the WPCEE): 955.
- Estimated number of low-income 4-year-olds not served in 2018: 1,136.
- Cost per student of expanding pre-K services: \$11,500–\$12,000.
- Total estimated cost of raising quality and expanding services to all low-income 4-year-olds: \$14.5m–\$15.5m.
  - Cost of expanding high-quality pre-K services to the 1,136 low-income 4-year-olds who would not be served in 2018 under the current funding model: \$13.1m–\$13.6m.
  - Cost per student to raise the quality of pre-K services for the 955 low-income 4-year-olds served under the current model: \$1,500–\$2,000, for an estimated total of \$1.4m–\$1.9m.

Additional expenses related to start-up costs, program administration, and evaluations are not included in this estimate. Further study is required in order to approximate the costs of these budget items.



# Strategies for Funding Pre-K Expansion

According to the NC Early Childhood Foundation, the ideal funding approach is a public, dedicated funding stream:

- **Public** – Allocated by government.
- **Local** – Allocated at the county, city, or school district levels.
- **Dedicated** – Can only be spent on services to children, youth, and families.
- **Funding** – Specific amounts of money allocated in a budget process.

## Local Financing Options

1. **Item in Local Budgets:** Because the need for pre-K funding is large and recurring, this is not seen as an appropriate mechanism for funding.
2. **Local Sales Tax:** By state law, counties can increase their local sales tax by one-quarter of a penny provided that the public approves the increase by referendum. However, Durham has already fully exercised this option so the only available course from sales taxes would be a reallocation of the current funding from sales taxes. Approximately \$13.3m is raised annually from Durham's one-quarter cent sales tax, with about \$484,270 allocated for pre-K through Durham Public Schools.
3. **Property Tax Increases:** Property taxes could be increased to fund pre-K. A one cent increase in property taxes would result in approximately \$3.5 million in revenues at this time.
4. **Bonds:** Local governments can issue bonds to secure funding for capital projects to build new or renovate existing facilities. This option should be carefully considered once a full study has ascertained the capital costs required for expanded pre-K.
5. **Title I Funding:** Reallocation of Title I funding to increase funds for pre-K might be justified by the high return on investment of educating children and providing needed interventions earlier.
6. **Sliding Fee Scale:** Implement a fee-for-service structure for a designated proportion of pre-K slots, following the approved Durham Public Schools Sliding Fee Scale. The sliding fee scale that applies to pre-K slots currently available within DPS is based on family size and household income (see Attachment 2).

## Local Financing Options that Require State Action

1. **Occupancy Tax:** The state could set the occupancy tax rate and the purpose of early childhood education. This tax typically funds promotion of tourism.
2. **Tax on Sugar-sweetened Beverages:** Philadelphia implemented a 1.5 cents per ounce tax in January 2017, which is projected to generate \$46m per year, of which \$13m will be spent on expanding pre-K. As of March, almost 1,800 children have been added to pre-K programs city-wide. Such a tax would need approval by the North Carolina General Assembly, specifically for implementation in Durham or state-wide.
3. **Allocation of Fees:** The North Carolina General Assembly could allow Durham to collect fees for an expanded set of purposes, inclusive of early childhood education. One source of fees could be building permits.
4. **Social Impact Bonds:** According to the North Carolina Early Childhood Foundation,
  - a. "Social Impact Bonds (SIB), also known as Pay for Success, are a relatively new financing tool that enables government agencies to pay for programs that deliver results. This financing tool enables governments to set specific, measurable outcomes for a defined population, children birth through age three for example, and promise to pay an external entity, deemed an intermediary, an agreed upon amount if the desired outcomes are achieved."
  - b. The cost and appropriateness of social impact bonds for universal pre-K must be carefully considered in an in-depth feasibility study. Information on social impact bonds is included in the North Carolina Early Childhood Foundation's Toolkit for investing in early learning: <http://financingtools.buildthefoundation.org/local-funding-options/social-impact-bonds/>.

Additional expenses related to start-up costs, program administration, and evaluations are not included in this estimate. Further study is required in order to approximate the costs of these budget items.

## Private Funding Options

1. Philanthropy: Private foundations and other philanthropic sources can support universal pre-K's nonrecurring needs such as start-up, capital, and evaluation costs. However, they are neither appropriate nor available as a source of funds for ongoing operating funds. They might serve as sources of matching dollars and leadership in local efforts to demonstrate the need and support for a universal pre-K initiative.
2. In addition to existing philanthropic organizations, it may be possible to develop annual fundraising events such as races/walks with corporate sponsorship and contributions by participants.

# Evaluation

## Evaluating the Durham Pre-K Program<sup>13</sup>

Carrying out a voluntary, universal pre-k program in Durham County undoubtedly raises the question: does the program work? This is a big, broad question, which first and foremost should be directly linked to the **primary purpose of the program**. As such, this question might be phrased as **“does Durham’s Pre-K Program improve the school readiness of participating children before they enter Kindergarten?”** A long history of program evaluation research on pre-kindergarten programs has taught us which specific questions to ask and how to best collect the information needed to answer this question.

### Key Terms to Understand Evaluate—

To gather information in order to make judgments about a program, to improve its effectiveness, and/or to inform programming decisions. Conducted by a trained outsider, someone not associated with the program, in a systematic way.

### Assess—

To gather information about student learning and development. Usually conducted by teachers and students during the learning process. Information not necessarily gathered consistently across programs.

## What is evaluation?

The purpose of an evaluation is to make judgments about a program, to improve its effectiveness, and/or to inform programming decisions.<sup>14</sup> In general, **program evaluation is meant to give us information about the program as a whole**, and not about specific classrooms, teachers, or children. In contrast, a program assessment is a broad term that includes the information a program collects about individual classrooms, teachers, and children. Assessment is conducted by teachers and students during the learning process. For example, pre-K programs may engage in activities during the learning process, such as gathering screening data on how individual children are progressing in their learning skills. Another example is when programs have their own staff conduct observations to gather information about the quality of a specific classroom.

Whereas program self-assessment activities are conducted by program staff (e.g., teachers, administrators, or others with specialized roles), program evaluation is conducted by an **independent evaluator**. An independent evaluator is typically a team of individuals who are not program employees and have not been involved in the development of the program. These individuals typically have specialized training in program evaluation methods. They know the most effective ways to collect information to answer questions about a program and how to do so in ways that will not put a significant amount of extra burden on the children and staff participating in the program. An independent evaluator gives an objective perspective on the program. An independent evaluator can also help ensure that the information is gathered in a consistent and systematic way. That is, there are often differences in what types of information pre-K settings gather about children, teachers, and classrooms; when this information is collected; who collects it; and how it is collected. In fact, some pre-K settings collect information using certain measures, whereas others might use different measures, and some settings might collect certain types of information, whereas other settings might not collect that type of information at all. An independent evaluator makes sure that data are gathered using the same measures, at the same time, and in the same ways across settings. This will be particularly important in Durham’s Pre-K Program, which will be implemented across different types of pre-K settings and will not fall under the auspices of information-gathering procedures used in Durham Public Schools.

<sup>13</sup>Note: In this section of the report, all current and expansion pre-K services are referred to as “Durham’s Pre-K Program.”

<sup>14</sup>Patton, M.Q. (1987). *Qualitative Research Evaluation Methods*. Thousand Oaks, CA: Sage Publishers.

### *So, how does evaluation tell if the program works?*

The big question everyone wants answered is how the program benefits the participating children. **However, when a program is new or in the process of being developed, it may be too early to examine whether children's progress in school readiness skills are associated with their participation in the program.** During this time, a **formative evaluation** may be conducted. This type of evaluation is done when the program is being developed and is first being implemented. A good analogy for a formative evaluation is to think of a driving instructor sitting next to a new driver.<sup>15</sup> The driving instructor is more concerned with the driver's process of driving, rather than the specific destination. Thus, the driving instructor is concerned with gathering information on how the driver is driving, and gives feedback to the driver on how to become more skilled. Thus, formative evaluation is useful for determining how the program should be designed or improved. The same rationale applies to conducting a formative evaluation in a new pre-k program. Information is needed on how the program is being implemented before looking at the effects of the program.

In developing the Pre-K program, a recommended first step is to develop a logic model to guide both the program and the evaluation. A Durham Pre-K logic model would visually show what resources the program has, how the program is structured (e.g., teacher and director qualifications, ratios), the activities it carries out (e.g., curricula, assessment, family engagement), goals for who the program serves, and the desired short- and long-term outcomes of the program. The pre-k program's overall logic model **should serve as a guide for developing a strong evaluation.** Possible questions to be answered by a formative evaluation of the Durham Pre-K Program include the following:

- What is the process for getting the program started across program locations?
- Does it reach the target students?
- Are intended services being provided?
- Is the program successful in reaching its goals?
- Are program costs reasonable in relation to its benefits?

Answers to these questions will help program planners, leaders, and funders ensure that the initiative is effective in achieving desired results.

**Once the Durham Pre-K Program is well-established, program evaluation activities may focus on the effectiveness of the program.** This type of evaluation, called **summative evaluation**, should be completed once programs are well established. It is this type of evaluation that provides information on the extent to which the program is achieving its goals, and addresses many of the big questions that are asked about whether a program "works." Going back to the driving instruction analogy, in this type of evaluation we have confidence that the driver is no longer "working the kinks out" in his or her driving skills, and instead we can focus on whether the driver got from point A to point B. In doing a summative evaluation of Durham's Pre-K Program, we already have confidence (particularly if formative evaluation was done) that the program is stable and has smoothed out the inevitable challenges that arise with launching a new program. Summative evaluations of pre-K programs often aim to provide information on whether the outcomes observed among program participants (e.g., children's growth and development in learning, teaching and administrative practices, and classroom quality) are unique to that program. Thus, summative evaluation may address questions such as:

- What is the level of school readiness skills that participating children have when they start Durham's Pre-K Program?
- What is the level of school readiness skills that participating children have when they exit Durham's Pre-K Program?
- Do children who participated in the program gain school readiness skills at a rate greater than what would be expected for normal development?
- Do participating children enter kindergarten with greater levels of school readiness skills compared with those who do not participate in the program?
- What is the average level of classroom quality in Durham's Pre-K Program?
- Do children in higher-quality classrooms show greater levels of school readiness skills compared with children in lower quality classrooms?

Questions such as these focus on children's experiences during their time in Durham's Pre-K Program, and are closely tied to the primary purpose of the program. These types of questions should be the primary questions asked when trying to address the question "does the program work?" It may be of interest to ask additional, secondary questions examining whether participating children perform better than nonparticipating children later in their academic trajectories, such as during kindergarten or even in third grade. However, such questions are not directly tied to the primary purpose of the pre-K program and in addition must also account for the experiences children have once they have exited the pre-K program. Moreover, interpreting the results from any summative evaluation must be considered in light of which type of research design was used. That is, different research designs vary in how much they help rule out other potential explanations of children's performance or other indicators of program effectiveness (e.g., differences in children who do and do not attend the program).

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<sup>15</sup>Royse, D., Thyer, B. A., & Padgett, D. K. (2015). Program evaluation: An introduction to an evidence-based approach. Cengage Learning.

### **What might an evaluation of Durham’s Pre-K program look like?**

The scope (i.e., size, breadth, and depth) and research design of an evaluation will depend on which questions are most of interest and ultimately on the funding available to support evaluation activities. There are several aspects of the scope and design of the evaluation, all of which will affect the evaluation budget.<sup>16</sup> These include:

- **Research design** - the plan for collecting information about the program and the participants
- **Sample size** – the number of individuals and classrooms included in the evaluation. Information for an evaluation typically is gathered from a “sample” of individuals and classrooms, rather than from every child, teacher, administrator, and classroom participating in the program.
- **Outcomes measured** – the measures or tools that will be used to gather information, including how many different aspects will be collected (e.g., different types of school readiness skills, different aspects of classroom quality, other information about the children, teachers, classrooms, sites, and program).
- **Training requirements of measures** – evaluation measures have standards for training individuals to collect the information to ensure that information is collected the same way by each member of the evaluation team.
- **Length of the evaluation** – when the information will be collected, and how many times. To look at children’s progress, information must be collected at least two times with enough time in between for change to occur (e.g., at the beginning and end of the pre-k year).

Selecting a research design to use to evaluate Durham’s Pre-K initiative should be based on balancing the need for scientific rigor with the feasibility (including costs) of carrying out the evaluation, with the ultimate goal of having the research design be well-matched to the purpose of the evaluation.

**Summative evaluation questions require a research design that compares outcomes for program participants to those of individuals who did not participate in the program.** There are several different evaluation designs that have a comparison group. In a randomized controlled trial (RCT), considered a “gold standard,” individuals are randomly assigned (e.g., like pulling names out of a hat to decide who participates in the program) to participate in the program or not. This approach has the benefit of allowing the evaluator to “rule out” other factors, besides participation in the program that may be related to participant outcomes. Thus, an RCT allows an evaluator to have more confidence, if the program were found to be effective, that child outcomes were due to participation in the program, and not to other factors (note, however, that **no type of research design used in program evaluation allows for definite “proof” that a program causes particular outcomes**). However, RCT studies may not be feasible for a number of reasons. In a pre-k evaluation, there needs to be enough children to fill existing program slots, and a similar number of eligible children who would not receive the program. Yet, a pre-k program may be serving most of the eligible children in a neighborhood, resulting in few children not receiving the program so that random assignment is not possible. In addition, even if there were enough children to have a participant group and a non-participant group, families not randomly assigned to the program may enroll their children in other early childhood programs, making it difficult to find a “true” non-participant group. These are two reasons why RCTs are not typically used to evaluate pre-k programs.

There are other research designs that can be explored (e.g., regression discontinuity designs), once the purpose of the program and the most pressing evaluation questions have been identified. A common approach to pre-k evaluation has been a pre/post research design, where data are collected on participating children at the beginning of the school year (baseline, or “pre-test”) and at the end of the school year (“post-test”). Additional data could be collected beyond the pre-k year for a longitudinal study. This approach could be used to answer the question of whether children in Durham’s Pre-K Initiative are making gains over the course of their participation in the program, and whether their scores are comparable to other samples of children. However, without a control group, this design would not allow for making claims that those gains are due to participation in the program.

### **What measures are used to collect information in program evaluation?**

An evaluation of Durham’s Pre-K Program should consider including measures of program operations (e.g., budgets, leadership), staff (e.g., background, professional development and supervision, turnover), classroom quality (e.g., teacher-child interactions, language interactions, domain-specific measures, global quality), families (e.g., demographics, parent engagement), and children’s outcomes (e.g., language, literacy, math, executive function, social-emotional skills development). If possible, children who are dual language learners should be assessed in their native languages as well as in English. The evaluation measures selected should have sound psychometric properties (i.e., measure what they say they measure, and do so consistently), should minimize burden to staff and families, and should have a record of use in other studies to allow for comparisons to other samples.

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<sup>16</sup>The Corporation for National and Community Service examined data gathered from a federal competitive grant program on 48 evaluations. These data showed that the average ratio of evaluation to program budget ranged from 15% for evaluations that would produce a preliminary level of evidence (meaning nonexperimental evaluations without a control group or a comparison group) to 28% for evaluations that would produce a strong level of evidence (randomized control trials). Retrieved from <https://www.nationalservice.gov/sites/default/files/resource/Budgeting%20for%20Evaluation%20Description%20of%20video.pdf>.



### *What factors are associated with how children do in pre-K programs?*

Overall, evaluation research has found that **high-quality** early education experiences promote children’s cognitive and social development.<sup>17</sup> However, other factors must be considered when looking at child outcomes, including levels of quality, features of the pre-k environments, and the amount of participation (i.e., dosage, usually measured by things like attendance). The following findings from analyses of large samples drawn from Head Start, state pre-k, and other early childhood education studies should be considered in both the design and the evaluation of the Durham Pre-K program:

- Increases in quality of instruction are associated with larger gains in language and literacy outcomes, **but only in higher quality classrooms.**
- There are stronger links between quality and child outcomes in classrooms where **quality is high.**
- More **specific measures of quality** (e.g., teacher-child interactions, domain-specific) are better predictors of child outcomes.
- Children who spent **2 years in their program** (e.g., Head Start) vs. 1 year had stronger language and literacy skills after exiting Head Start and at the end of kindergarten.
- **Fewer child absences** and **more time spent on instruction** were related to stronger gains in literacy and math.
- In classrooms with higher overall quality, more time spent on instruction was important to the development of math skills.

These considerations are offered to guide thoughts on program development and to highlight that evaluation results will follow from the quality of the program, how well it is implemented, and how much of the pre-k program (i.e., the intervention) children receive.

## *Outreach to Community*

The Pre-K Task Force Outreach Subcommittee, comprised of eight people, was charged with outlining a strategy that creates within the community a consistent and comprehensive understanding of the value of preschool opportunities and developing a plan to provide venues and opportunities for community stakeholders to respond to the draft plan (**see Appendix A**).

*“The first step in building this support is to create an advocacy campaign centered on a broad message that demonstrates how universal pre-K will provide benefits to the entire community. The advocacy campaign should include targeted messages for businesses, education, and community leaders, as well as for parents and the general public, that all connect to the overarching message.”*

— Forsyth County Universal Pre-K Initiative

The Task Force recommends some immediate steps to begin developing a consistent and comprehensive community understanding of the value of preschool.

Members of the Outreach Subcommittee, with support from Duke University’s Office of Durham and Regional Affairs, will lead the development of:

1. An op-ed piece or an editorial in the Herald-Sun soon after the Task Force makes its report to the Durham City Council, Durham County Commissioners, and Durham Public Schools Board. The op-ed or editorial would include a summary update on the work of the Task Force, a broad message on the value and benefits of expanded pre-K services, and information regarding the general community sessions that will be scheduled after adoption of the Phase I report.
2. Handouts and other materials that summarize the findings and recommendations of the Task Force report. These materials will be used to increase understanding about the results of the Task Force report and facilitate community discussions.
3. Two information sessions that will be open to the general public. Content knowledge experts and subcommittee representatives from the Task Force will be present to answer questions during these sessions. Specific outreach efforts will be made to invite key stakeholders, providers, and members of the general public. These sessions would provide the first opportunity for questions from the stakeholders and the general public and will be conducted before August 2017. The information gathered from these two sessions will be incorporated into the recommendations of the final Task Force report.

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<sup>17</sup>Burchinal, M., Zaslow, M., & Tarullo, L. (2016). Quality thresholds, features, and dosage in early care and education: Secondary data analyses of child outcomes. *Monographs of the Society for Research in Child Development*, 18(2), 1–126.

Clearly, there is a need for a longer-term outreach plan and members of the Outreach Subcommittee have volunteered to continue efforts in implementing a longer-term plan. This outreach plan will need to be closely aligned with and be under the coordination of the entity responsible for implementing Task Force recommendations going forward. Task Force and subcommittee members' commitments end in April 2017 and their further involvement in supporting Durham's expansion of high-quality pre-K should be gauged on a case-by-case basis.

Key features of a longer-term outreach plan include:

1. Continue efforts to gather community input by creating spaces and opportunities for community conversations. Focus on engaging all segments of the community, including those segments that have provided little input during the initial phase of Task Force outreach.
  - a. Focus on gathering family input about needs and obstacles to accessing high-quality care, about effective strategies for supporting their children's success, and about ways to utilize their expertise the high-quality expansion process.
  - b. Gather input from businesses and local philanthropists to ascertain their level of support for the initiative and how they can help with identifying additional support.
2. Develop a targeted messaging and outreach plan to effectively mobilize community, business, and political leadership to support an expanded pre-K initiative.
  - a. Investigate whether Bull City Reads, the Durham component of The Campaign for Grade Level Reading, can serve as the umbrella campaign for Durham's pre-K expansion advocacy campaign. If not, then align the Task Force's outreach campaign with Bull City Reads' advocacy campaign to avoid duplication and leverage impacts.
  - b. Conduct specific outreach efforts to identify and engage key stakeholders as leaders in disseminating information to other agencies, organizations, providers, and families within their networks. The subcommittee has identified a core group of stakeholders in the early childhood arena whose expertise and audience will prove integral to the success of engaging the Durham Community (**see Appendix B**).
  - c. Initiate ongoing efforts to identify the areas where 3- and 4-year-olds currently live and develop an outreach strategy to engage the parents/guardians of these children. The "Durham Grown" Birth to Age 8 Continuum, completed by Duke's Office of Durham and Regional Affairs, recommends engaging parents continually from birth to third grade in order to achieve optimal educational outcomes for 3- and 4-year-olds (**see Appendix C**).

## Next Steps

The Task Force has worked diligently for eight months **assessing** Durham's current capacity for providing high-quality preschool services; **researching** what other communities have done, potential funding sources, and what works; and **developing** higher standards for quality and evaluating progress. However, there is still much work to be done to expand high-quality pre-K and increase student success.

Key milestones are as follows:

1. Task Force and subcommittee members initially committed to work six to eight months to develop this report. As such, their further involvement in supporting Durham's expansion of high-quality pre-K should be gauged on a case-by-case basis.
2. Fund an infrastructure, with paid personnel, to spearhead the next phase of this initiative. Key responsibilities would be to coordinate additional work being done by the Task Force Outreach Subcommittee, integrate outreach findings into the draft report, begin to identify external funding to support the initiative, disseminate the final report, assess demand for and locations of expanded services, and coordinate the use and dissemination of KEA and DPS data.
3. Assess demand for expanding high-quality preschool in Durham.
  - a. Study geographic locations of current programs to identify gaps in pre-K services.
  - b. Poll parents.
  - c. Estimate costs of priority expansion areas.
  - d. Identify barriers to families' use of expanded services.
4. Increase public knowledge and will to fund activities that support kindergarten readiness across a variety of communities and with key stakeholders, business and political leadership.
  - a. Conduct targeted outreach.
  - b. Ensure the inclusion of parent input.
  - c. Conduct targeted media campaigns to support value for pre-K.
5. Consider using the expansion of services for 144 children at the Whitted School as a pilot site for evaluation.

# Attachment 1: Income Eligibility Crosswalk

## Comparison of Common Guidelines for Subsidized Early Care

Family Size	A	B	C	D	E	F	G	H
	Early Head Start/ Head Start	Early Head Start/ Head Start- "Near Poor" Allowance*	DSS Child Care Subsidy Voucher Program for 6-12 Year Olds	DSS Child Care Subsidy Voucher Program for 0-5 Year Olds	NCPrek	Durham Smart Start TANF-eligible Subsidy	CCSA Durham Scholarship & Durham Smart Start non-TANF-eligible Subsidy	Durham HUD Income Limits- Low Income Category
	100% Federal Poverty Level	130% Federal Poverty Level	133% Federal Poverty Level	200% Federal Poverty Level	75% State Median Income	85% State Median Income	Approximation of 85% Durham County Median Income	Approximation of 80% of Durham/ Orange/Chatham Area Median Income
<b>One</b>	\$12,060	\$15,678	\$16,040	\$24,120	\$26,069	\$30,936	\$33,720	\$39,600
<b>Two</b>	\$16,240	\$21,112	\$21,599	\$32,480	\$34,090	\$40,464	\$44,106	\$45,250
<b>Three</b>	\$20,420	\$26,546	\$27,159	\$40,840	\$42,112	\$49,980	\$54,478	\$50,900
<b>Four</b>	\$24,600	\$31,980	\$32,718	\$49,200	\$50,133	\$59,496	\$64,851	\$56,550
<b>Five</b>	\$28,780	\$37,414	\$38,277	\$57,560	\$58,154	\$69,024	\$75,236	\$61,100
<b>Six</b>	\$32,960	\$42,848	\$43,837	\$65,920	\$66,176	\$78,540	\$85,609	\$65,600
	Eff. Jan. 2017	Eff. Jan. 2017	Eff. April 1 2017	Eff. April 2017	Eff. August 2015	Eff. April 2017	Eff. April 2017	Eff. 2016

A) Guidelines provided by US Dept. of Health and Human Services and updated annually, in January (see <https://aspe.hhs.gov/poverty-guidelines>)

B) Derived from DHHS FPL figures (see above); Up to 35% of children participating in a Head Start program may be from families with income between 100% and 130% of the poverty line, as long as the program prioritizes children meeting the poverty level income eligibility requirements.

C) Derived from DHHS FPL figures; issued by DCDEE for statewide implementation; timing of distribution and implementation varies (see DCDEE memo, SCCA DCDL 2017-#01, 3/10/2017)

D) Derived from DHHS FPL figures; issued by DCDEE for statewide implementation; timing of distribution and implementation varies (see DCDEE memo, SCCA DCDL 2017-#01, 3/10/2017)

E) Guidelines provided by DCDEE in NCPrek program manual; updated annually (see [http://ncchildcare.nc.gov/PDF\\_forms/NCPre-K\\_Program\\_Requirements\\_Guidance.pdf](http://ncchildcare.nc.gov/PDF_forms/NCPre-K_Program_Requirements_Guidance.pdf))

F) Guidelines provided by DCDEE; timing of distribution and implementation varies (see DCDEE memo, SCCA DCDL 2017-#01, 3/10/2017)

G) Derived by CCSA from DCDEE guidelines for 85% SMI and most recent Census data on County median income; based on differential between NC state median income and Durham County median income; updated concurrent with DCDEE updates

H) [https://www.huduser.gov/portal/datasets/il/1/2016/2016ILCalc3080.odn?inputname=Durham%2520County&area\\_id=METRO20500M20500&fips=3706399999&type=county&year=2016&xy=16&stname=North%2520Carolina&statefp=37&areaname=Durham%2520County&ACS\\_Survey=%24ACS\\_Survey%24&State\\_Count=%24State\\_Count%24&stusps=NC&level=80](https://www.huduser.gov/portal/datasets/il/1/2016/2016ILCalc3080.odn?inputname=Durham%2520County&area_id=METRO20500M20500&fips=3706399999&type=county&year=2016&xy=16&stname=North%2520Carolina&statefp=37&areaname=Durham%2520County&ACS_Survey=%24ACS_Survey%24&State_Count=%24State_Count%24&stusps=NC&level=80)

## Median Family Income in the Past 12 Months (in 2015 Inflation-adjusted Dollars) by Family Size

*2011–2015 American Community Survey 5-Year Estimates, Table B19119*

	North Carolina	Durham County
Total	\$57,856	\$67,880
2-person families	\$53,464	\$67,683
3-person families	\$59,485	\$64,553
4-person families	\$70,319	\$80,568
5-person families	\$62,165	\$62,550
6-person families	\$55,886	\$54,545
7>-person families	\$53,777	\$40,023

# Attachment 2:

## Durham Public Schools Pre-K Sliding Fee Scale, 2017

		Durham Public Schools						
		Pre-K Sliding Scale						
		Amount Paid Annually						
	Household Size							
	2	3	4	5	6	7	8	
Household Income	\$ 0-31,999	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
	\$ 32,000	\$ 320	\$ 280	\$ 240	\$ 200	\$ 160	\$ 120	\$ 80
	\$ 37,000	\$ 370	\$ 324	\$ 278	\$ 231	\$ 185	\$ 139	\$ 93
	\$ 42,000	\$ 420	\$ 368	\$ 315	\$ 263	\$ 210	\$ 158	\$ 105
	\$ 47,000	\$ 470	\$ 411	\$ 353	\$ 294	\$ 235	\$ 176	\$ 118
	\$ 52,000	\$ 1,040	\$ 910	\$ 780	\$ 650	\$ 520	\$ 390	\$ 260
	\$ 57,000	\$ 1,140	\$ 998	\$ 855	\$ 713	\$ 570	\$ 428	\$ 285
	\$ 62,000	\$ 1,240	\$ 1,085	\$ 930	\$ 775	\$ 620	\$ 465	\$ 310
	\$ 67,000	\$ 2,010	\$ 1,759	\$ 1,508	\$ 1,256	\$ 1,005	\$ 754	\$ 503
	\$ 72,000	\$ 2,160	\$ 1,890	\$ 1,620	\$ 1,350	\$ 1,080	\$ 810	\$ 540
	\$ 77,000	\$ 2,310	\$ 2,021	\$ 1,733	\$ 1,444	\$ 1,155	\$ 866	\$ 578
	\$ 82,000	\$ 3,280	\$ 2,870	\$ 2,460	\$ 2,050	\$ 1,640	\$ 1,230	\$ 820
	\$ 87,000	\$ 3,480	\$ 3,045	\$ 2,610	\$ 2,175	\$ 1,740	\$ 1,305	\$ 870
	\$ 92,000	\$ 3,680	\$ 3,220	\$ 2,760	\$ 2,300	\$ 1,840	\$ 1,380	\$ 920
	\$ 97,000	\$ 3,880	\$ 3,395	\$ 2,910	\$ 2,425	\$ 1,940	\$ 1,455	\$ 970
	\$ 102,000	\$ 4,080	\$ 3,570	\$ 3,060	\$ 2,550	\$ 2,040	\$ 1,530	\$ 1,020
	\$ 107,000	\$ 4,280	\$ 3,745	\$ 3,210	\$ 2,675	\$ 2,140	\$ 1,605	\$ 1,070
	\$ 112,000	\$ 4,480	\$ 3,920	\$ 3,360	\$ 2,800	\$ 2,240	\$ 1,680	\$ 1,120
	\$ 117,000	\$ 4,680	\$ 4,095	\$ 3,510	\$ 2,925	\$ 2,340	\$ 1,755	\$ 1,170
	\$ 122,000	\$ 4,880	\$ 4,270	\$ 3,660	\$ 3,050	\$ 2,440	\$ 1,830	\$ 1,220
\$ 127,000	\$ 5,080	\$ 4,445	\$ 3,810	\$ 3,175	\$ 2,540	\$ 1,905	\$ 1,270	
\$ 132,000	\$ 5,280	\$ 4,620	\$ 3,960	\$ 3,300	\$ 2,640	\$ 1,980	\$ 1,320	
\$ 137,000	\$ 5,480	\$ 4,795	\$ 4,110	\$ 3,425	\$ 2,740	\$ 2,055	\$ 1,370	
\$ 142,000	\$ 5,680	\$ 4,970	\$ 4,260	\$ 3,550	\$ 2,840	\$ 2,130	\$ 1,420	
\$ 147,000	\$ 5,880	\$ 5,145	\$ 4,410	\$ 3,675	\$ 2,940	\$ 2,205	\$ 1,470	
\$ 152,000	\$ 6,080	\$ 5,320	\$ 4,560	\$ 3,800	\$ 3,040	\$ 2,280	\$ 1,520	
\$ 157,000	\$ 6,280	\$ 5,495	\$ 4,710	\$ 3,925	\$ 3,140	\$ 2,355	\$ 1,570	
\$ 162,000	\$ 6,480	\$ 5,670	\$ 4,860	\$ 4,050	\$ 3,240	\$ 2,430	\$ 1,620	
\$ 167,000	\$ 6,680	\$ 5,845	\$ 5,010	\$ 4,175	\$ 3,340	\$ 2,505	\$ 1,670	
\$ 172,000	\$ 6,880	\$ 6,020	\$ 5,160	\$ 4,300	\$ 3,440	\$ 2,580	\$ 1,720	
\$ 177,000	\$ 7,080	\$ 6,195	\$ 5,310	\$ 4,425	\$ 3,540	\$ 2,655	\$ 1,770	
\$ 182,000	\$ 7,280	\$ 6,370	\$ 5,460	\$ 4,550	\$ 3,640	\$ 2,730	\$ 1,820	

1.00% Pay 1% of income	Household Size 2 = one adult one child 3 = one adult and two children or two adults one child
2.00% Pay 2% of income	
3.00% Pay 3% of income	
4.00% Pay 4% of income	

Annual income rounded down to the closest household income	12.5% reduction in household size annual expense per household member
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# Appendix A: Task Force Membership

## **Task Force**

### **Co-Chairs:**

Dr. Linda Chappel, Sr. Vice President, Triangle Area Child Care Resource and Referral Services, Child Care Services Association  
Dr. Donna-Marie Winn, Sr. Research Associate, Kenan Institute of Private Enterprise, The University of North Carolina at Chapel Hill

Michael Becketts, Director, Durham County Social Services  
Laura Benson, Executive Director, Durham's Partnership for Children  
Thomas Bonfield, City Manager, Durham  
Leigh Bordley, Executive Director, Latino Educational Achievement Partnership (LEAP)  
Terry David, Project Director, Durham Head Start  
Wendell Davis, County Manager, Durham  
Dr. Kenneth Dodge, William McDougall Professor of Public Policy, Duke University  
Michael Goodmon, Vice President of Real Estate, Capitol Broadcasting Company  
Dionne Hines, Assistant to the County Manager, Durham County  
Dr. James H. Johnson, Distinguished Professor of Strategy & Entrepreneurship, UNC-Chapel Hill  
Jennifer Lacewell, Director, White Rock Baptist Church Child Development Center  
Dr. Doré LaForett, Advanced Research Scientist, Frank Porter Graham Child Development Institute, UNC-CH  
Dr. Bert L'Homme, Superintendent, Durham Public Schools  
Dr. Debra Parker, Dean, School of Behavioral and Social Sciences, North Carolina Central University  
Pilar Rocha-Goldberg, President and CEO, El Centro Hispano, Inc.  
Kara Turner, Owner/Director, Primary Colors Early Learning Centers  
Dr. Stacey Wilson-Norman, Deputy Superintendent for Academic Services, Durham Public Schools  
Dr. Phail Wynn Jr., Vice President-Durham & Regional Affairs, Duke University  
Dr. Noreen Yazejian, Sr. Research Scientist, Frank Porter Graham Child Development Institute, UNC-CH

### **Technical Advisors**

Dr. Iheoma Iruka, Director of Research & Evaluation, Buffett Early Childhood Institute, University of Nebraska, Omaha, Nebraska  
Dr. Valerie Jarvis McMillan, Associate Professor, Child Development, Early Education and Family Studies, North Carolina A&T State University, Greensboro  
Dr. Clara Muschkin, Associate Research Professor of Public Policy, Sanford School of Public Policy, Director, North Carolina Education Research Data Center, Center for Child and Family Policy, Duke University  
Dr. Carol Willis, Assistant Professor-Early Childhood Education, University of Mount Olive, Research Triangle Park  
Dr. Stacey Wilson-Norman, Deputy Superintendent for Academic Services, Durham Public Schools

### **Finance Subcommittee**

#### **Co-Chairs:**

Dr. Kenneth Dodge, William McDougall Professor of Public Policy, Duke University  
Dr. Clara Muschkin, Associate Research Professor of Public Policy, Director, North Carolina Education Research Data Center, Duke University

Laura Benson, Executive Director, Durham's Partnership for Children  
Michael Becketts, Director, Durham County Social Services  
Dr. Linda Chappel, Senior Vice President, Triangle Area Child Care Resource and Referral Services, Child Care Services Association  
Terry David, Project Director, Durham Head Start  
Michael Goodmon, Vice President of Real Estate, Capitol Broadcasting Company  
Peter Sanders, Public Allies AmeriCorps Member, Durham County Manager's Office  
Bonnie Wright, Senior Fellow, MDC  
Sue Cotterman, Pre-K Director, Office of Early Education, Durham Public Schools

# Appendix A: Task Force Membership

## **High Quality Subcommittee**

### **Chair:**

Laura Benson, Executive Director, Durham's Partnership for Children

Leigh Bordley, Executive Director, Latino Educational Achievement Partnership (LEAP)

Leah Catotti, Fellow, AJ Fletcher Foundation (through August 2016)

Cathy Collie-Robinson, Director, Early Education Program, Durham Technical Community College

Sue Cotterman, Pre-K Director, Office of Early Education, Durham Public Schools

Dr. Iheoma Iruka, Director of Research and Evaluation, Buffett Early Childhood Institute, University of Nebraska (with deep Durham connections, formerly at FPG)

Dr. Valerie Jarvis McMillan, Associate Professor, Child Development, Early Education and Family Studies, North Carolina A&T State University

Danielle Johnson, Director of Early Childhood Systems, Durham's Partnership for Children

Jennifer Lacewell, Director, White Rock Baptist Church Child Development Center

Dr. Doré LaForett, Advanced Research Scientist, Frank Porter Graham Child Development Institute, UNC-CH

Melanie Middleton, Kindergarten Teacher (EK Powe) and Chair, Pre-K Committee, Durham CAN

Dr. Debra Parker, Dean, School of Behavioral and Social Sciences, North Carolina Central University

Chitara Purefoy, Parent, Durham Head Start intern and former Head Start Policy Council Member

Katharine Smith, Director, First Presbyterian Day School

Kate Thegen, Early Childhood Consultant, Red Broom

Kara Turner, Owner/Director, Primary Colors Early Learning Centers

Dr. Brenda Williamson, Education Consultant, NC Department of Public Instruction (DPI)

Dr. Carol Willis, Assistant Professor, Early Childhood Education, University of Mount Olive, RTP

Dr. Stacey Wilson-Norman, Deputy Superintendent for Academic Services, Durham Public Schools

Dr. Noreen Yazejian, Sr. Research Scientist, Frank Porter Graham Child Development Institute, UNC-CH

Leigh Zaleon, Education Manager, Durham Head Start

## **Evaluation Subcommittee**

### **Co-Chairs:**

Dr. Doré LaForett, Advanced Research Scientist, Frank Porter Graham Child Development Institute, UNC-CH

Dr. Noreen Yazejian, Senior Research Scientist, Frank Porter Graham Child Development Institute, UNC-CH

Michael Becketts, Director, Durham County Social Services

Dionne Hines, Assistant to the County Manager, Durham County

Dr. Valerie Jarvis McMillan, Associate Professor, Child Development, Early Education and Family Studies, North Carolina A&T State University

## **Outreach Subcommittee**

### **Co-Chairs:**

Pilar Rocha-Goldberg, President and CEO, El Centro Hispano, Inc.

Dr. Phail Wynn Jr., Vice President-Durham and Regional Affairs, Duke University

Dr. Linda Chappel, Senior Vice President, Triangle Area Child Care Resource and Referral Services, Child Care Services Association

Tana Hoffman, Education Program Director, El Centro Hispano

Eliza Mathew, Program Coordinator, Durham and Regional Affairs, Duke University

Ivan Parra, Lead Organizer, Durham Congregations Associations & Neighborhoods

Steve Toler, Managing Principal, Steve Toler LLC

Dr. Carol Willis, Assistant Professor-Early Childhood Education, University of Mount Olive, Research Triangle Park

# Appendix B: Partial List of Organizations for Outreach Efforts

Community organizations can play an invaluable role in the advancement of the Phase I report recommendations. The list below identifies a core group of stakeholders in the early childhood arena whose expertise and audience can be essential to the success of engaging the Durham Community. The Task Force recommends targeted outreach efforts to engage these organizations as partners in disseminating information to other agencies, organizations, providers, and families within their networks. This list is not comprehensive and we fully support the addition of other stakeholder organizations throughout the process.

- Book Harvest
- Capitol Broadcasting Company
- Center for Child & Family Health
- Child Care Services Association
- Communities in Schools in Durham
- Diaper Bank
- Duke Center for Child and Family Policy
- Duke Pediatrics
- Durham CAN
- Durham Committee on the Affairs of Black People
- Durham Congregations in Action
- Durham Connects
- Durham Connects Advisory Board
- Durham County Department of Public Health
- Durham County Department of Social Services
- Durham County Library
- Durham Head Start and Durham Early Head Start
- Durham Housing Authority
- Durham Literacy Center
- Durham Parks and Recreation
- Durham Public Schools
- Durham Public Schools PTA Council
- Durham's Early Childhood Mental Health Task Force
- Durham's Partnership for Children
- Early Childhood Mental Health Task Force (through DPFC)
- East Durham Children's Initiative (EDCI)
- El Centro Hispano
- El Futuro
- Emily K Center
- Exchange Family Center
- Families Moving Forward
- Greater Durham Chamber of Commerce
- InterNeighborhood Council of Durham – Neighborhoods
- Junior League of Durham and Orange Counties
- Lincoln Community Health Center
- Local Civitan Clubs
- Mom's Rising
- NC Early Childhood Foundation
- News and Observer
- Partnership for a Healthy Durham
- People's Alliance
- Rotary Club of Durham
- The Herald Sun
- The Salvation Army
- Triangle Community Foundation
- United Way of the Greater Triangle
- Village of Wisdom
- Welcome Baby
- YMCA of the Triangle



# Appendix C: Durham Grown Birth to Age 8 Continuum



