

# **NORTH CAROLINA GENERAL ASSEMBLY**



## **JOINT LEGISLATIVE OVERSIGHT COMMITTEE ON HEALTH AND HUMAN SERVICES**

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### **SUBCOMMITTEE ON STATEWIDE EARLY EDUCATION AND FAMILY SUPPORT PROGRAMS**

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**Co-chairs:**  
**Representative Josh Dobson**  
**Senator Louis Pate**

**FINAL REPORT  
TO THE  
FULL COMMITTEE**

**APRIL, 2016**

DRAFT

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## TRANSMITTAL LETTER

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April 8, 2016

To Members of the Joint Legislative Oversight Committee on Health and Human Services:

The Joint Legislative Oversight Committee on Health and Human Services, Subcommittee on Statewide Early Education and Family Support Programs, respectfully submits the following final report in accordance with S.L. 2015-241, Section 12B.8.

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Representative Josh Dobson  
Co-Chair

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Senator Louis Pate  
Co-Chair

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## SUBCOMMITTEE MEMBERSHIP

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Senate Members	House Members
Senator Louis Pate, Co-Chair	Representative Josh Dobson, Co-Chair
Senator Chad Barefoot	Representative Craig Horn
Senator Norman Sanderson	Representative Donny Lambeth
Senator Valerie Foushee	Representative Beverly Earle

Committee Staff:	
Edna Pearce, Senate Clerk	Julie Ryan, House Clerk
Deborah Landry, Fiscal Research	Susan Jacobs, Fiscal Research
Lisa Wilks, Legislative Drafting	Jennifer Mundt, Legislative Analysis
Susan Barham, Legislative Analysis	

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# COMMITTEE PROCEEDINGS

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The Joint Legislative Oversight Committee on Health and Human Services, Subcommittee on Statewide Early Education and Family Support Programs, was created pursuant to S.L. 2015-241, Section 12B.8 which directs the Joint Legislative Oversight Committee on Health and Human Services to appoint a subcommittee to study early childhood and family support programs, including the Child Care Subsidy program, NC Prekindergarten program (NC Pre-K), and the Smart Start program. S.L. 2015-241, Section 12B.8 is provided below.

**S.L. 2015-241, Section 12B.8: STATEWIDE EARLY EDUCATION AND FAMILY SUPPORT PROGRAMS**

**SECTION 12B.8.(a)** The Joint Legislative Oversight Committee on Health and Human Services shall appoint a subcommittee to study early childhood and family support programs, including the Child Care Subsidy program, NC Prekindergarten program (NC Pre-K), and the Smart Start program. In conducting the study, the subcommittee shall consider the following:

- (1) The purpose, outcomes, and effectiveness of each program.
- (2) The flexibility needed to ensure the needs of young children in counties across the State are met.
- (3) The potential for streamlined administration across the programs.
- (4) Any other relevant issues the subcommittee deems appropriate.

**SECTION 12B.8.(b)** The subcommittee may seek input from other states, stakeholders, and national experts on early child and family support programs as it deems necessary.

**SECTION 12B.8.(c)** The subcommittee shall develop a proposal for a statewide plan that addresses how to meet county or regional needs of children by county or region. The subcommittee shall submit a report on the proposed statewide plan to the Joint Legislative Oversight Committee on Health and Human Services on or before April 1, 2016, at which time the subcommittee shall terminate.

The Subcommittee met 3 times from January 28, 2016 until April 8, 2016. This section of the report provides a brief overview of the subcommittee proceedings. Detailed minutes and copies of handouts from each meeting are on file in the legislative library. Handouts from the meetings are also available at the Joint Legislative Oversight Committee on Health and Human Services website: <http://www.ncleg.net/gascripts/DocumentSites/browseDocSite.asp?nID=144>



## **Overview of Topics and Presenters**

### **January 28, 2016**

Welcome & Opening Remarks

Presenter: Representative Josh Dobson, Presiding Co-Chair

Resource Materials & Overview of the Committee's Purpose

Presenter: Jennifer Mundt, Committee Staff

Child Care Subsidy Overview & Child Care Development Fund Reauthorization

Presenter: Deborah Landry, Committee Staff

Presenter: Jennifer Johnson, Assistant Director of Programs and Educational Services, Division of Child Development and Early Education (DCDEE)

North Carolina Pre-K Overview

Presenter: Deborah Landry, Committee Staff

Smart Start Overview

Presenter: Deborah Landry, Committee Staff

Division of Child Development and Early Education Perspective

Presenter: Pam Shue, Director DCDEE

Presenter: Jennifer Johnson, Assistant Director of Programs and Educational Services, DCDEE

North Carolina Partnership for Children (NCPC) Perspective

Presenter: Cindy Watkins, President NCPC

### **February 23, 2013**

Welcome & Opening Remarks

Presenter: Senator Pate, Presiding Co-Chair

Child Care Subsidy and NC Pre-K Recommendations

Presenter: Pam Shue, Director, Division of Child Development and Early Education

Smart Start Recommendations

Presenter: Cindy Watkins, President NCPC

Programs and Services for Children with Unique Behavioral and/or Emotional Needs

Presenter: Katie Cox, MSW, LCSW, Pre-School Social Worker, Alamance Burlington School System

Presenter: Vivian James, Ph.D., NC Preschool Exceptional Children, 619  
Coordinator, Office of Early Learning (Pre-K - Grade 3), State Board of Education/  
Department of Public Instruction

#### NC Early Education System

Presenter: John Pruetto, Director, Office of Early Learning, Department of Public  
Instruction

#### Child Care Subsidy, NC Pre-K, Smart Start Local Perspective, Department of Social Services

Presenter: Susan Osborne, Director Alamance County Department of Social Services

Presenter: Phillip Hardin, Economic Services Director, Buncombe County,  
Department of Social Services

Presenter: Sheila Hoyle, Director of Southwestern Child Development

#### NC Pre-K Contract Administrators

Presenters: Tammy Cullom and Renee Harrell, NC Pre-K Contract Administrators,  
Craven County Board of Education

Presenter: Larry Vellani, Chief Executive Officer and NC Pre-K Contract  
Administrator, Smart Start of Forsyth County, Inc.

#### Child Care Agencies

Presenter: Zac Everhart, Owner, Excel Learning Center, New Bern

Presenter: Laurie Morrison, Director, Johnson Pond Learning Center, Fuquay-Varina

#### Smart Start Partnerships

Presenter: Pam Dowdy, Executive Director, Wake County Smart Start

Presenter: Henrietta Zalkind, Executive Director, Down East Partnership for  
Children (Nash and Edgecombe)

#### Effectiveness and Outcomes of Early Childhood Education and Family Support Programs

Presenter: Samuel L. Odom, Ph.D., Director, Frank Porter Graham Child  
Development Institute, University of North Carolina at Chapel Hill

Presenter: Dr. Kenneth Dodge, Director of the Center for Child and Family Policy,  
Duke University

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## FINDINGS AND RECOMMENDATIONS

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### **FINDING 1: EARLY EDUCATION AGENCIES AND PROGRAMS DO NOT COORDINATE ON AN ONGOING OR REGULAR BASIS**

The Joint Legislative Oversight Committee on Health and Human Services, Statewide Early Education and Family Support Programs Subcommittee finds that there are many programs and agencies that administer and support early education programs in North Carolina. These agencies and programs do not coordinate on an ongoing or regular basis nor is there a comprehensive plan to ensure that the early childhood system aligns with the public K-12 system.

### **RECOMMENDATION 1: STRENGTHEN THE COORDINATION OF STATE LEVEL GOVERNANCE OF EARLY EDUCATION PROGRAMS**

The Joint Legislative Oversight Committee on Health and Human Services, Statewide Early Education and Family Support Programs Subcommittee recommends that the Oversight Committee recommend the General Assembly enact legislation (2015-LUz-115 [v.3]) to strengthen the coordination of state level governance by formalizing collaboration of early education administrative leaders to do the following:

- Inventory and evaluate all state programs and services in the area of early childhood education.
- Study the transition from NC Pre-K to public kindergarten and make any recommendations to ensure the successful transition of children from NC Pre-K to public kindergarten.
- Develop a comprehensive approach to early childhood education, birth through 3rd grade, including creating cross agency accountability with a comprehensive set of data indicators to monitor and measure success of the early childhood systems.
- Require the committee to report to the Joint Legislative Oversight Committee on Health and Human Services on any issues and recommendations that are a result of this initiative.

### **FINDING 2: PAYMENT RATES FOR NC PRE-K HAVE NOT BEEN UPDATED**

The Joint Legislative Oversight Committee on Health and Human Services, Statewide Early Education and Family Support Programs Subcommittee finds that the payment rates for NC Pre-K have not been updated since 2012 while teacher pay and other costs have increased.

## **RECOMMENDATION 2: STUDY THE COSTS OF NC PRE-K**

The Joint Legislative Oversight Committee on Health and Human Services, Statewide Early Education and Family Support Programs Subcommittee recommends that the Oversight Committee recommend the General Assembly enact legislation (2015-LUz-116 [v.2]) the Department of Health and Human Services, Division of Child Development study the costs of NC Pre-K and report to the legislature the following:

- The total cost to fund a NC Pre-K slot.
- The state share needed to fund a slot by each setting, public schools, child care facilities and Head Start
- The amount needed to keep the current number of slots if the per slot cost were increased to the amount from the study.
- Recommendations on how often the NC Pre-K slot costs should be evaluated and reported to the General Assembly.

## **FINDING 3: EVALUATE CHILD CARE SUBSIDY ALLOCATION**

The Joint Legislative Oversight Committee on Health and Human Services, Statewide Early Education and Family Support Programs Subcommittee finds that the present Child Care Subsidy Allocation may not provide the highest and best utility of the monies available to eligible families. Furthermore, the Subcommittee finds that there is anecdotal evidence that when families with eligible children move from one county to another, the children are placed at the end of the new county's waiting list, in spite of their eligibility status.

## **RECOMMENDATION 3: STUDY ALLOCATION OF CHILD CARE SUBSIDIES AND THE WAITLIST**

The Joint Legislative Oversight Committee on Health and Human Services, Statewide Early Education and Family Support Programs Subcommittee recommends that the Oversight Committee recommend that the General Assembly enact legislation (2015-TAz-8 [v.3]) to direct the Division of Child Development and Early Education in the Department of Health and Human Services to study and report on the allocation of child care subsidies, and in particular, how subsidies may follow an eligible child who moves from one county to another.

## **FINDING 4: LACK OF CENTRALIZED APPLICATION AND FOR ASSISTANCE AND SERVICES ELIGIBILITY**

The Joint Legislative Oversight Committee on Health and Human Services, Statewide Early Education and Family Support Programs Subcommittee finds that numerous programs and opportunities for assistance are available for children in the communities.

However, presently, a centralized process does not exist to identify all of the programs and opportunities for which a child may be eligible upon application.

#### **RECOMMENDATION 4: STUDY ALIGNMENT OF CHILD CARE SERVICES APPLICATIONS**

The Joint Legislative Oversight Committee on Health and Human Services, Statewide Early Education and Family Support Programs Subcommittee recommends that the Oversight Committee recommend the General Assembly enact legislation (2015-TAz-9 [v.2]) to direct the Division of Child Development and Early Education to study and report on the feasibility and desirability of developing a streamlined application process by which eligible families may apply for and obtain available services and assistance.

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## LEGISLATIVE PROPOSALS

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**GENERAL ASSEMBLY OF NORTH CAROLINA  
SESSION 2015**

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**BILL DRAFT 2015-LUz-115 [v.3] (03/18)**

**(THIS IS A DRAFT AND IS NOT READY FOR INTRODUCTION)  
3/18/2016 2:31:56 PM**

Short Title: Collaboration of State Agencies/Early Educ.

(Public)

Sponsors:

Referred to:

**A BILL TO BE ENTITLED**

**AN ACT TO DIRECT CERTAIN STATE AGENCIES TO COLLABORATE ON AN ONGOING BASIS IN AN INITIATIVE TO DEVELOP AND IMPLEMENT A STATEWIDE VISION FOR EARLY CHILDHOOD EDUCATION, AS RECOMMENDED BY THE EARLY EDUCATION AND FAMILY SUPPORT PROGRAMS SUBCOMMITTEE OF THE JOINT LEGISLATIVE OVERSIGHT COMMITTEE ON HEALTH AND HUMAN SERVICES.**

The General Assembly of North Carolina enacts:

**SECTION 1.** The General Assembly directs the Department of Health and Human Services, the Department of Public Instruction, and any other agencies that administer and support early education programs in this State, within resources currently available, to collaborate on an ongoing basis in an initiative to develop and implement a statewide vision for early childhood education. In collaborating in this effort, the agencies shall, at a minimum, do the following:

- (1) Inventory and evaluate all State programs and services in the area of early childhood education.
- (2) Study the transition from NC Pre-K to public kindergarten and make any recommendations to ensure the successful transition of children from NC Pre-K to public kindergarten.
- (3) Develop a comprehensive approach to early childhood education, birth through 3<sup>rd</sup> grade, including creating cross agency accountability with a comprehensive set of data indicators to monitor and measure success of the early childhood systems.
- (4) Require the collaborating agencies to report on any issues and recommendations, including any legislative proposals, resulting from this initiative. The agencies shall make an initial report to the chairs of the House Appropriations Committee on Health and Human Services and the Senate Appropriations Committee on Health and Human Services and the Fiscal Research Division on or before February 1, 2017. The agencies shall make a follow up report to the Joint

1 Legislative Oversight Committee on Health and Human Services on or  
2 before February 1, 2018. Any subsequent reports shall be made as  
3 needed.  
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**SECTION 2.** This act is effective when it becomes law.

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**GENERAL ASSEMBLY OF NORTH CAROLINA  
SESSION 2015**

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**BILL DRAFT 2015-LUz-116 [v.2] (03/18)**

**(THIS IS A DRAFT AND IS NOT READY FOR INTRODUCTION)  
3/18/2016 12:54:00 PM**

Short Title: Study Costs Associated With NC Pre-K Slots. (Public)

Sponsors:

Referred to:

A BILL TO BE ENTITLED  
AN ACT TO DIRECT THE DIVISION OF CHILD DEVELOPMENT AND EARLY  
EDUCATION WITHIN THE DEPARTMENT OF HEALTH AND HUMAN  
SERVICES TO STUDY AND REPORT ON THE COSTS ASSOCIATED WITH  
SLOTS FOR THE NC PRE-K PROGRAM, AS RECOMMENDED BY THE  
EARLY EDUCATION AND FAMILY SUPPORT PROGRAMS  
SUBCOMMITTEE OF THE JOINT LEGISLATIVE OVERSIGHT COMMITTEE  
ON HEALTH AND HUMAN SERVICES.

The General Assembly of North Carolina enacts:

**SECTION 1.** The Department of Health and Human Services, Division of Child Development and Early Education, shall study the costs associated with funding slots for the NC Pre-K program. In conducting the study, the Division shall review and determine the following:

- (1) The total cost to fund a NC Pre-K slot.
- (2) The State share needed to fund a NC Pre-K slot by each setting, including public schools, child care facilities, and Head Start.
- (3) The amount of funds needed to maintain the current number of NC Pre-K slots if the per slot cost were increased to the amount recommended by the study.
- (4) Recommendations on how often the NC Pre-K slot costs should be evaluated and reported to the General Assembly.
- (5) Any other relevant issues the Division deems appropriate.

**SECTION 2.** The Division shall report its findings and recommendations, including any legislative proposals, to the chairs of the House Appropriations Committee on Health and Human Services and the Senate Appropriations Committee on Health and Human Services and the Fiscal Research Division on or before February 1, 2017.

**SECTION 3.** This act is effective when it becomes law.

**GENERAL ASSEMBLY OF NORTH CAROLINA  
SESSION 2015**

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**BILL DRAFT 2015-TAz-8 [v.3] (03/16)**

**(THIS IS A DRAFT AND IS NOT READY FOR INTRODUCTION)  
03/18/2016 11:51:14 AM**

Short Title: Study Allocation of CC Subsidies/Waitlist. (Public)

Sponsors:

Referred to:

A BILL TO BE ENTITLED  
AN ACT TO DIRECT THE DIVISION OF CHILD DEVELOPMENT AND EARLY  
EDUCATION WITHIN THE DEPARTMENT OF HEALTH AND HUMAN  
SERVICES TO STUDY AND REPORT ON THE ALLOCATION OF CHILD  
CARE SUBSIDIES, AS RECOMMENDED BY THE EARLY EDUCATION AND  
FAMILY SUPPORT PROGRAMS SUBCOMMITTEE OF THE JOINT  
LEGISLATIVE OVERSIGHT COMMITTEE ON HEALTH AND HUMAN  
SERVICES.

The General Assembly of North Carolina enacts:

**SECTION 1.** The Department of Health and Human Services, Division of  
Child Development and Early Education, shall study the allocation of child care  
subsidies, in particular for families that move from one county to another. In the  
conduct of its study, the Division shall evaluate and make recommendations on the  
following:

- (1) A statewide approach to the funding allocation for the subsidized child care program.
- (2) The impact of a statewide funding approach to funding on children who are on the waiting list.
- (3) Mechanisms by which funding may follow an eligible child who moves from one county to another such that the child has uninterrupted child care and is not relegated to the bottom of the new county's child care subsidy waiting list.
- (4) Provisions to protect the funding for eligible children who receive child care subsidies in counties in which new eligible children move, as described in subdivision (3) of this section.
- (5) Any other relevant issues the Division deems appropriate.

1           **SECTION 2.** The Division shall report its findings and recommendations,  
2 including any legislative proposals, to the Joint Legislative Oversight Committee on  
3 Health and Human Services on or before December 1, 2016.

4           **SECTION 3.** This act is effective when it becomes law.  
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**GENERAL ASSEMBLY OF NORTH CAROLINA  
SESSION 2015**

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**BILL DRAFT 2015-TAz-9 [v.2] (03/15)**

**(THIS IS A DRAFT AND IS NOT READY FOR INTRODUCTION)  
03/16/2016 05:19:33 PM**

Short Title: Study Alignment of CC Services Applications.

(Public)

Sponsors:

Referred to:

**A BILL TO BE ENTITLED**

**AN ACT TO DIRECT THE DIVISION OF CHILD DEVELOPMENT AND EARLY EDUCATION IN THE DEPARTMENT OF HEALTH AND HUMAN SERVICES TO STUDY AND REPORT ON THE FEASIBILITY AND DESIRABILITY OF DEVELOPING A STATEWIDE STREAMLINED APPLICATION PROCESS BY WHICH ELIGIBLE FAMILIES MAY APPLY FOR AND OBTAIN AVAILABLE SERVICES, AS RECOMMENDED BY THE EARLY EDUCATION AND FAMILY SUPPORT PROGRAMS SUBCOMMITTEE OF THE JOINT LEGISLATIVE OVERSIGHT COMMITTEE ON HEALTH AND HUMAN SERVICES.**

The General Assembly of North Carolina enacts:

**SECTION 1.** The Division of Child Development and Early Education in the Department of Health and Human Services, in consultation with stakeholders, shall study the efficacy and desirability of developing a statewide streamlined application process by which eligible families may apply for and obtain available child care, early education, and health support services at one time. In the conduct of its study, the Division shall evaluate and make recommendations on a statewide streamlined application process and technology that improves the ability of agencies to match families and children to programs and services, and supports:

- (1) NC Pre-K.
- (2) Title I.
- (3) Child Care Subsidy.
- (4) Head Start.
- (5) Management of waiting lists for the programs identified in subdivisions (1) through (4) of this section.
- (6) Any other relevant programs or services the Division and stakeholders deem appropriate.

**SECTION 2.** The Division shall report its findings and recommendations, including any legislative proposals, to the Joint Legislative Oversight Committee on Health and Human Services on or before December 1, 2016.

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**SECTION 3.** This act is effective when it becomes law.

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GENERAL ASSEMBLY OF NORTH CAROLINA  
SESSION 2015

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BILL DRAFT 2015-TAz-10 [v.3] (03/15)

(THIS IS A DRAFT AND IS NOT READY FOR INTRODUCTION)  
3/16/2016 5:01:34 PM

Short Title: NC-PreK Conforming Change.

(Public)

Sponsors:

Referred to:

1 A BILL TO BE ENTITLED  
2 AN ACT TO MAKE CONFORMING CHANGES BY REMOVING OBSOLETE  
3 REFERENCES TO THE MORE-AT-FOUR PROGRAM IN THE GENERAL  
4 STATUTES, AS RECOMMENDED BY THE EARLY EDUCATION AND  
5 FAMILY SUPPORT PROGRAMS SUBCOMMITTEE OF THE JOINT  
6 LEGISLATIVE OVERSIGHT COMMITTEE ON HEALTH AND HUMAN  
7 SERVICES.

8 The General Assembly of North Carolina enacts:

9 **SECTION 1.** G.S. 115C-242 reads as rewritten:

10 **"§ 115C-242. Use and operation of school buses.**

11 Public school buses may be used for the following purposes only, and it shall be the  
12 duty of the superintendent of the school of each local school administrative unit to  
13 supervise the use of all school buses operated by such local school administrative unit  
14 so as to assure and require compliance with this section:

- 15 (1) A school bus may be used for the transportation of pupils enrolled in  
16 and employees in the operation of the school to which such bus is  
17 assigned by the superintendent of the local school administrative unit.  
18 Except as otherwise herein provided, such transportation shall be  
19 limited to transportation to and from such school for the regularly  
20 organized school day, and from and to the points designated by the  
21 principal of the school to which such bus is assigned, for the receiving  
22 and discharging of passengers. No pupil or employee shall be so  
23 transported upon any bus other than the bus to which such pupil or  
24 employee has been assigned pursuant to the provisions of this Article:  
25 Provided, that children enrolled in a Headstart program or any ~~More-at~~  
26 ~~Four~~ NC Pre-K program may be transported on public school buses,  
27 and any additional costs associated with such contractual arrangements  
28 shall be incurred by the benefitting Head Start or ~~More-at Four~~ NC

1           Pre-K program: Provided further, that children with disabilities may be  
2 transported to and from the nearest appropriate private school having a  
3 special education program approved by the State Board of Education if  
4 the children to be transported are or have been placed in that program  
5 by a local school administrative unit as a result of the State or the unit's  
6 duty to provide such children with a free appropriate public education.

7           ...."

8           **SECTION 2.** G.S. 143B-168.12 reads as rewritten:

9  
10       **"§ 143B-168.12. North Carolina Partnership for Children, Inc.; conditions.**

11       (a) In order to receive State funds, the following conditions shall be met:

12       (1) The North Carolina Partnership shall have a Board of Directors  
13 consisting of the following 26 members:

14       ...

15       n. The Director of the ~~More at Four Pre Kindergarten~~NC Pre-K  
16 Program, or the Director's designee.

17       ...."

18       **SECTION 3.** This act is effective when it becomes law.