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> April 6, 2010 United States Senate Committee on Health, Education, Labor, Pensions Elementary and Secondary Education Act Hearing

> "Expanding Access to Pre-Kindergarten Programs"

Good morning. I am Todd Klunk, Acting Deputy Secretary for the Office of Child Development and Early Learning of the Pennsylvania Departments of Education and Public Welfare, and co-chair of the Pennsylvania Early Learning Council.

We have heard (or will hear) from many different speakers today why an investment in early childhood education is important. To highlight a few key points:

- There is a real return on investment up to \$16 dollar return on every dollar invested in early education.
- Early education helps our economic growth tomorrow by developing productive citizens and a competitive workforce
- Early education is vital to our communities' health and infrastructure
- Investing in early education creates more economic stimulus than any other sector according to a recent study at Cornell University

To see a real return on investment in early education, a commitment at the federal, state and local levels are essential.

The positive outcomes of investing in early education are supported by decades of research and are being endorsed by business leaders and economists. In Pennsylvania, the Early Learning Investment Commission is composed of twenty-six business leaders who were appointed by Governor Rendell from across the commonwealth. The purpose of the Commission is to secure public investment in early learning programs that are educationally, economically and scientifically sound by means of increasing business, civic and public awareness of the importance of early childhood education. The support of our business leaders is flourishing as we now have six regional business coalitions working in different parts of the states.

Additionally the central bank of the United States had this to say about early childhood education: "Although education and the acquisition of skills is a lifelong process, starting early in life is crucial. Recent research – some sponsored by the Federal Reserve Bank of Minneapolis in collaboration with the University of Minnesota – has documented the high returns that early childhood programs can pay in terms of subsequent educational attainment and in lower rates of social problems, such as teenage pregnancy and welfare dependency." (Remarks by Federal Reserve Board Chairman Ben S. Bernanke, Before the Greater Omaha Chamber of Commerce, February 6, 2007)

With this high rate of return, why are not all at-risk children being served and efforts being made to serve all children in high quality early learning programs?

Pennsylvania's early learning programs have seen remarkable growth, but we still cannot reach all children who can benefit. Since 2003, Pennsylvania has moved from one of nine states to offer no publicly-funded pre-kindergarten to one of the nation's leaders in early education. We have made good progress over the last 7 years adding funding to serve 3 and 4 year olds through the Accountability Block Grant, Pennsylvania Pre-K

Counts, Head Start Supplemental and increases to basic education subsidies. Through these efforts we are serving an additional 35,000 children.

In addition, Pennsylvania is one of the first states to:

- Establish learning standards for early childhood from birth through third grade and commission an independent study to ensure alignment of all standards;
- Establish a state-funded quality pre-kindergarten system that includes both schoolbased and community-based early education programs (Pennsylvania Pre-K Counts);
- Create a cohesive Office of Child Development and Early Learning (OCDEL) that brings together the resources and expertise for early education, spanning across state agencies; and
- Develop a common set of child outcomes assessments for all state-funded early learning programs and a system to report outcomes (Early Learning Network).

As a result of these efforts to build a quality early education continuum:

- the percentage of child care centers participating in Keystone STARS has more than doubled (from 32% in 2002-2003 to 75% in 2008-2009);
- the percentage of school districts offering pre-kindergarten programs has quadrupled (from 6% in 2003-2004 to 26% in 2008-2009); and
- the percentage of Pennsylvania's three and four year olds participating in high quality early education programs has doubled (from 18% in 2002-2003 to 35% in 2008-2009).

Pennsylvania has increased its commitment to early education for several years so that approximately 36% of our young children participate in publicly-funded quality early education programs.

However, Pennsylvania has been struggling with state revenues, as are all states. Even with our high commitment to early education, the FY 2010-2011 state budget calls for cuts to some early education services to children because state funds are simply not available. Recently, Pennsylvania announced an estimated \$720 million dollar state deficit for the current fiscal year. If revenue does not begin to balance with our proposed budgets, additional reductions are imminent.

These reductions to early childhood programs are coming at a time when families impacted by the economic recession do not have sufficient funds to place their children in a quality pre-kindergarten program and state programs are faced with waiting lists. At the beginning of this school year, there were 7,800 eligible children who applied for PA Pre-K Counts who could not be enrolled because of a lack of resources. This is a twice the number of children on waiting lists at the start of the 2008-09 school year. Considering that PA Pre-K Counts classrooms are targeted to serve areas with the highest percent of children in low-income families, there are many other areas with eligible lowincome children that are not included in the wait list count.

New federal funding is needed to help close the national gap between children who are at-risk of school failure and not in quality early learning programs. Such an effort would

show a serious commitment by the federal government to early childhood education and a better balance of public investment –lessening the demand on state revenues.

The Elementary and Secondary Education Act provides an opportunity for an appropriate public funding base for early education. As the nation works to reform education to improve student achievement so that all students are college- and career-ready, now is the time. Early education, supported by research, will meet many of the President's Blueprint Goals for the ESEA. We know that children who participate in quality early education programs are more likely to do well in school and graduate high school and attend college. Quality early education is the most effective and cost-efficient way to prepare all children for school – especially those at risk of school failure. For children enrolled in PA Pre-K Counts last year, for example, progress was made in closing achievement gaps for English Language Learners and children with developmental delays or disabilities. For instance, Spanish-speaking children were three times more likely than English-speaking children to begin the year without age-expected language and literacy skills. By the end of the year, Spanish-speaking children participating in Pre-K Counts had closed the gap – ending the year with less than 2% of children still without ageexpected skills. It is more costly and less effective to wait and try to remediate problems later.

The ESEA could afford states an opportunity to strategically restructure their entire birth to 5 continuum of services. The ESEA should provide a dedicated early childhood education funding stream directly to states with flexibility to allow all states an opportunity for systemic changes across the birth – 5 continuum. By providing a dedicated early education funding stream to the states – not directly to the local education agencies- states could work with their state advisory committees and other early education stakeholders to determine how best to move their early childhood continuum to the next level. The ESEA could allow states to implement or expand pre-kindergarten opportunities, continuous quality improvement systems, infant and toddler initiatives, home visiting models, and/or build better infrastructures such as information technology solutions to improve accountability, monitoring and instruction.

Serious education reform must include early education. As the nation begins reauthorization, we need to remember the research studies that document more than 85% of the foundation for communications, critical thinking, problem solving and teamwork is developed by age five. With just this fact alone, the ESEA could be a change vehicle that improves the lives of young children across the nation and prepares them for school and life success.

I thank you for this opportunity.

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Appendix 1 PA Office of Child Development & Early Learning Selected Programs

Child Care Certification- certification and inspection of approximately 9,000 regulated child care programs serving 350,000 children.

Child Care Works-tuition assistance for 130,000 children (monthly average) of lowincome working families.

Children's Trust Fund-initiatives to prevent child abuse as determined by the Trust Fund board, a mixed group of legislators and gubernatorial appointees, and staffed by OCDEL.

Community Engagement-local groups to work on community education on early childhood education and to focus on the transition between community early childhood education programs and school district k-12 programs.

Early Childhood Mental Health Initiative-early childhood mental health specialists who consult with Keystone STARS programs about program and child needs and interventions when behavioral issues with children arise.

Early Learning Network- To use technology to collect indicators of child outcomes so that the analysis of this information can be used to better manage state investments for early learning programs. Pennsylvania's goal is to use the information to manage its finances more effectively by targeting resources to those programs and services that bring about good progress while considering individual circumstances and demographics that also may affect results. This information will also be available to local teachers and administrators and provide them with real time data so that they may continuously improve their performance to better meet the needs of the children they serve. The objectives are:

- 1. To know if Pennsylvania's early education programs are making a difference,
- 2. To understand how financial resource levels relate to child outcomes,
- 3. To meet state and federal reporting requirements related to child progress,
- 4. To compare programs serving similar types of children on ability to enhance child progress,
- 5. To tailor professional development and technical assistance to address most pressing early learning needs, and
- 6. To understand how program factors work together to impact children.

Full Day Kindergarten (through Accountability Block Grant)-dedicated resources for school districts to implement research-based interventions that improve student performance, with nearly 2/3 of the money invested in Full Day Kindergarten now serving 65% of PA children and with OCDEL providing on-site observations and professional development for teachers and administrators.

Early Intervention Birth to Five- Infant/Toddler and Preschool Early Intervention (under IDEA) for approximately 80,000 children with developmental delays and disabilities.

Early Intervention Technical Assistance-professional development and technical assistance for sound implementation of Early Intervention services, including new communications certification.

Head Start State Supplemental Assistance Program- state resources to enroll over 4,000 more children in Head Start.

Keystone Babies – Keystone Babies is a voluntary, center-based program offered to Pennsylvania Keystone STAR 3 or 4 programs applying for a classroom of infants and toddlers who are enrolled in the Child Care Works program. Pilot to serve approximately 200 children in 2010-2011.

Keystone STARS- a quality rating and improvement system serving over 170,000 children enrolled in thousands of child care programs with a combination of standards, financial and professional supports, and third party monitoring on accountability.

Nurse Family Partnership-evidence-based nurse based home visiting model for very high risk first time mothers and their young children.

Parent Child Home Literacy Program-evidence-based play and literacy based home visiting program for at-risk young children with a focus on toddlers.

PA Early Learning Keys to Quality-regionalized approach to improved professional development of early education teachers, aides and administrators, offering a career lattice with resources to obtain early childhood degrees and credentials, and technical assistance to support program quality improvement. Statewide, support for the T.E.A.C.H. educational scholarship program, a voucher program for practitioners in Keystone STARS and PA Pre-K Counts earning college credits, an articulation project with the Pennsylvania State System of Higher Education to bring two and four year colleges together to assure program to program articulation and transfer in early childhood education; an oversight system for certifying instructors and technical assistance staff to deliver professional development; support for PA certification programs in early childhood, including director's credential and school-age credential. Additional statewide and regional supports are also in place, all linked to the programs engaged in quality through STARS, EI, Pre-K Counts, etc.

PA Pre-K Counts-preschool program of 2.5 or 5 hours a day, 180 days a year, for at-risk 3 and 4 year olds, with high standards, offered by a diverse array of school district, Keystone STARS, Head Start, and licensed nursery school programs.

PA's Promise for Children-public information resources to inform and educate parents, business leaders and others in the general community about early childhood education.

Public-Private Partnerships-These are partnerships with foundations and the research community and include Pennsylvania's participation in the national BUILD initiative, a

financial investment by foundations in the Early Learning Network, the Early Learning Investment Commission, community engagement, and continued development of the capacity of higher education to assist community-based teachers earn early childhood teacher certification by responding to their unique needs.

Appendix 2 Children Served Over Time

FY 10-11 ¹	FY 09-10 ¹	FY 02-03	Program	FY 10-11 ¹	FY 09-10 ¹	FY 02-03	Program
			Head Start	16,705 ²	16,705 ²	Did not exist	Class Size Reduction (K- 3rd Grade)
35,311	35,311 ²	30,986	Total Head Start in PA				Child Care Works
5,626	5,743 ²		Head Start Supplemental Assistance Program	27.042	24 7 4 2	22.020	TANF
5,020	5,743	Did not exist	Keystone STARS	37,012 32,746	34,743 33,223	33,939 20,000	Former TANF
177,530	177,530	45,745	Estimated Children in Keystone STARS	64,614	59,825	45,908	
4,464	4,464	898	Number of Providers in Keystone STARS	134,372	127,791	99,847	TOTAL (monthly average)
4,247	4,247	3,092	Nurse-Family Partnership				Early Intervention
			Pre-K	34,384	33,212	22,020	Birth to 3 Program
14,675	9,256	2,684	School Based Pre-K and K4	47,312	46,052	33,726	3 to 5 Program
11,732	11,800	Did not exist	PA Pre-K Counts	80,454	80,454	42,015	Full Day Kindergarten
_	,	,		80,454	80,454	42,015	-

Appendix 3 Pennsylvania 2008-2009 Reach and Risk Executive Summary http://www.pakeys.org/pages/get.aspx?page=EarlyLearning_Reach

One of the most important ways to help children reach their potential and succeed is through quality early education. Quality early education opportunities are especially important for children affected by conditions that make them at risk to fail in school. When children affected by risk factors such as living in low income families or low education level of the mother have access to quality early education before age five, these children can often make up for setbacks in their development, enabling them to enter kindergarten on par with their peers.

Children who are encouraged and supported through quality early childhood education demonstrate significant progress in acquiring early learning skills and may save schools money for special education and remediation costs. These children are more likely to graduate from high school, to attend college or quality job training programs, and be valuable members of the workforce. The benefits of quality early education to children and families translate into a more competitive workforce and greater tax base, while reducing public expenses in special education costs, public assistance, crime control and lost taxes.

It is in Pennsylvania's best interest to invest in quality early education because will provide our communities with benefits for years to come, but it is important that these investments are strategically made to provide the greatest return possible for the commonwealth with our limited resources.

In order to support sound programmatic and investment decisions regarding the distribution of early education services, the Pennsylvania Office of Child Development and Early Learning (OCDEL) annually compiles the Program Reach and Risk Report. This report provides county- as well as city-specific information on the level of risk for school failure for children (based on seven risk factors) and the availability, or reach, of most OCDEL programs to children in each county and in the 27 largest cities in Pennsylvania. This is the third year of the report.

To enhance the Reach and Risk report, OCDEL includes a breakdown of reach of programs by infant/toddlers (birth – two years); preschool (ages three and four; and all children under age five served.

OCDEL's Program Reach and Risk Assessment for fiscal year 2008-2009 shows that Pennsylvania continues to make progress serving young children, but still experiences gaps in serving children who could benefit the most from a quality early education experience, especially serving infants and toddlers.

Risk

• Children are at risk of school failure throughout the commonwealth. Of the 67 counties, children in 51 (76%) counties are at moderate-high or high risk of

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school failure; of the 27 largest cities, children in 24 (89%) are at moderate-high or high risk of school failure. Every community has children affected by risk factors for school failure. For example, approximately one-third of children in Pennsylvania (37%) under age five are living in low-income families; each county has at least 15% of its children under age five living in low-income families. In 20 of our 27 largest cities, more than half of the children under age five live in low income families.

Reach

- Approximately one-third (36%) of children under age five participate in state and/or federally funded quality early childhood education programs. In the commonwealth's 27 largest cities, more than half (56%) of children under age five participate in state and/or federally funded quality early childhood programs. Quality programs are defined as: Nurse-Family Partnership, Parent Child Home Program, Head Start State and Federal, Pennsylvania Pre-K Counts, PA Pact for Pre-K, School Based Pre-K, Early Intervention, and Keystone STARS.
- Reach by county is greatest for Keystone STARS (15%), Early Intervention (11%) and Head Start (5%), These programs are the only direct impact programs for children under the age of five to reach children in all 67 counties.
- **Reach is greatest across the commonwealth for Keystone STARS.** Of all the state investments, most children were reached through the Keystone STARS program, which provides service to 15% of children from birth to age five. Three percent of children under age five in Pennsylvania were served in STAR 3 and 4 programs. As of May 2009, there were 4,282 child care providers within the Keystone STARS system, covering all counties and reaching an estimated 107,546 children under age five.
- Less than one-fifth (19%) of Pennsylvania's infants and toddlers participate in quality early education programs. Among children under age three statewide, approximately 10% are served by Keystone STARS, 0.5% are served by Early Head Start, and 7% are served by Early Intervention.
- Approximately half (55%) of Pennsylvania's preschoolers (three and four year olds) are served in state and/or federally funded quality early childhood programs. Twenty-two percent of three and four year olds are served by Keystone STARS, 11% are served by state and federal Head Start, and 10% are served by Early Intervention.

Investment in quality early childhood education

• **Pennsylvania's investment per child served under the age of five is \$3,033 annually.** Children receiving service in these state and federally funded early

Testimony of Todd Klunk, Acting Deputy Secretary, Pennsylvania Office of Child Development & 10 Early Learning, April 6, 2010, U.S. Senate childhood programs are funded at the rate of approximately \$3,033 per child served, an amount which is significantly less than the cost of providing a quality early education experience that produces positive outcomes for children, families and communities. In general, the national cost for a five hour day at 180 days a year for a pre-kindergarten program is \$8,700 per child. This represents a gap in our public investment to achieve the most positive results for children.

The quality of a child's early education affects their learning for life. By understanding the needs of our young children across the commonwealth and the reach of our early childhood programs, Pennsylvania can make smarter investments in a brighter future.

Appendix 4 Highlights

1. Excerpt from OCDEL Annual Report 08-09

2. Highlights of PA's Framework- High Level Points of Progress Made Over Time and Work in Progress Now

1. 2008-09 Excerpt from OCDEL Annual Report:

In 2008-2009 OCDEL focused on creating more quality early learning opportunities for children, assuring strong implementation and coordination among programs, building accountability into the system, and beginning development of a system to document positive outcomes for children. Here are some highlights from the year:

Strive for higher quality and reach all children and families that can benefit

- Pennsylvania revised its child care regulations for the first time in 16 years.
- OCDEL completed a nine-part series of training videos on the Learning Standards for Early Childhood to help early learning directors, teachers and staff make the most of this resource. New parent companion guides to the learning standards were also released, including *Learning Is Everywhere*, a birth-five activity guide that provides activities for families to do together in various learning locations and *Kindergarten, Here I Am*, a 15-month activity guide that supports skill-building activities before, during and after kindergarten.
- OCDEL published its second Program Reach and Risk Assessment Report, including information on risk and reach for each county and Pennsylvania's 27 largest cities.
- OCDEL published its English Language Learner Toolkit to help early education providers increase their cultural competence and provide higher quality experiences to English Language Learners and their families.
- OCDEL's Braiding Preschool Funding Task Force provided tools and professional development to early education programs for making most efficient use of the various state and federal funding streams available for pre-kindergarten.
- OCDEL and Early Intervention Technical Assistance piloted a new professional development series that results in a credential in Early Intervention Language Special Instruction.
- In 2008, Pennsylvania was one of seven states invited to develop a plan to integrate the Strengthening Families approach into its programs.

RESULTS:

- Overall, the alignment study of Pennsylvania's Learning Standards for Early Childhood found the standards and assessments are strong and show good alignment across grade levels.
- Nearly one-third (32%) of Keystone STARS programs moved up at least one STAR level in 2008-2009. There was a 30% increase in the number of STAR 3 and 4 programs between 2007-2008 and 2008-2009.

- Environment Rating Scale scores have increased among Keystone STARS programs for 2008-2009. The overall average score for STAR 3 sites was 5.23 in 2008-2009, which is an increase from 2007-2008 when the average score was 5.06. STAR 4 sites scored an overall average of 5.48 in 2008-2009, which is an increase from 2007-2008 when the average score was 5.31.
- More families accessing Child Care Works subsidy are using regulated care than ever before, with 70% of TANF children receiving child care assistance are using regulated child care in 2008-2009, a 38% increase since Child Care Information Services (CCIS) agencies began providing child care services to TANF families in 2006-2007.
- Nearly all (95%) children in Pennsylvania Pre-K Counts classrooms were affected by at least one risk factor for academic failure, such as living in low income families, learning English as a second language, or having disabilities or developmental delays. Most (77%) were affected by two or more risk factors, making them more likely to struggle in school.
- 60% more bachelor's degree scholarships were awarded through T.E.A.C.H. than in 2007-2008.
- There was a 76% increase in the number of Director's Credentials awarded between 2007-2008 and 2008-2009.
- Over the past two years, OCDEL has observed a nearly 15% increase in the number of children receiving Early Intervention services included in typical early childhood programs, resulting in a total of 63% of all children in preschool Early Intervention receiving their services in these settings (e.g. child care, Head Start, preschool) in 2008-2009.

Refine accountability and document positive outcomes for children

- In 2008 2009 Pennsylvania developed the Keystone STARS Technical Assistance Quality Assurance and Accountability System to support consistency and quality in technical assistance across the commonwealth.
- OCDEL continued development of Pennsylvania's Enterprise to Link Information for Children Across Networks (PELICAN) In 2008-2009, PELICAN Pennsylvania Pre-K Counts entered phase two. PELICAN Infant/Toddler Early Intervention was piloted in four counties and preparation began for development of PELICAN Preschool Early Intervention.
- The next phase of Pennsylvania's Early Learning Network began with Early Intervention programs and Pennsylvania Pre-K Counts programs reporting child outcomes online through the Ounce and Work Sampling online reporting tools.

RESULTS:

- In 2008-2009, ERS assessors conducted approximately 1680 classroom assessments, a 75% increase from 2007-2008.
- Nearly every child (99 percent) showed age-appropriate or emerging ageappropriate proficiency in literacy, numeracy, and social skills after attending the Pennsylvania Pre-K Counts program.

- 57% of the preschool children who entered Early Intervention after July 1, 2008 and exited Early Intervention prior to June 30, 2009 actually function within age expectations.
- 75% of children receiving Early Childhood Mental Health Consultation services demonstrated that their original issues had ceased or had significantly decreased or that had been successfully referred to other support services.

Build leadership in our communities and among state decisionmakers to champion quality early education as a priority for Pennsylvania

- Governor Rendell created by Executive Order the Pennsylvania Early Learning Council and Early Learning Investment Commission as avenues to include the early education and business communities in policy development and outreach.
- Expanded Pennsylvania's Promise for Children campaign with upgraded Pennsylvania's Promise for Children website to include "Early Education in My County" and Tell Your Story sections.
- Community Engagement Groups reported that over 1.6 million children, parents and community members throughout the commonwealth were involved in events such as recognition events, legislative meetings, Week of the Young Child events, or community fairs.

RESULTS:

- Between July 2008 June 2009, the number of PA Promise declarations more than doubled from 4,303 to 9,887 declarations.
- Between July 2008-June 2009, the number of Build News subscribers more than doubled from 3,403 to 8,045 subscribers.

Vision for tomorrow

Building a quality early education continuum is a marathon, not a sprint. Each year Pennsylvania has refined a system through continuous quality improvement and serving more children.

In 2009-2010, Pennsylvania will continue its work to create a more seamless pathway of professional development for early childhood educators at all levels; increase accountability and documenting positive outcomes; align the early education system with the full education continuum; and build leadership at all levels.

2. Using the OCDEL Framework, a high level overview of progress to date and work in progress:

Planning Monitoring and Accountability

- Have:
 - O Quantitative and qualitative measures to assess program quality and performance
 - O Standards and support to help people and programs meet standards & expectations

- O Ranking of each community of risk to children and reach of OCDEL programs for all children
- Working on:
 - O Creating the Early Learning Network
 - O One reporting system for assessment of children in ALL of our programs
 - O Comprehensive data system taking into account child's background and public investment in the program

Standards & Assistance to Meet Them

- Have:
 - O Early Learning standards birth 2nd grade that have been refined to fully mesh with 3rd grade standards in response to the alignment study we commissioned
 - O Program quality standards
 - O Early childhood professional standards
 - O Early childhood career lattice
 - O Professional development, technical assistance, and higher education assistance for building staff and program capacity
- Working on:
 - O Smooth transfer of college credit for practitioners from two to four year institutions, and across four year institutions of higher learning
 - O Strengthening Families/Preventing Child Abuse implementation
 - O Practices to support administrators and teachers in responding to the diverse needs of young learners
 - O Integrating early childhood education into Pennsylvania's K-12 Standards Aligned System

Financing

- Have:
 - O New funding streams to fill some gaps in building ECE system
 - O Strong connections between financing, standards and accountability
 - O Help for providers to combine funds from different funding streams
- Working on:
 - O Help to address additional "gaps" in financing to reach children and to provide sufficient resources

Parents: Engagement and Outreach

- Have:
 - O Counseling: face to face, phone, computer search
 - O Parent Advisory Council for input and advice
 - O OCDEL wide parent survey for parents in all OCDEL programs on satisfaction and ideas for improvement

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- O "Tip sheets"
- O Advocacy training for parents
- Working on:
 - O On-line search for all early childhood programs
 - O More parent engagement in public policy and outreach

Partnerships: Engagement and Outreach

- Strong commitment to leadership at all levels
 - O Governor's Early Learning Council
 - O Governor's Early Learning Investment Commission (CEO group)
 - O Public awareness campaign on value of quality early education
 - O Engaging leaders and communities to become children's champions
- Strong partnerships with foundations/philanthropy
- Research and data to inform public policy and outreach
- Unified messaging and framework for all to use