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# Education in Pennsylvania

.....  
FOURTH IN A SERIES OF ESSAYS ON THE FUTURE OF  
EDUCATION IN THE COMMONWEALTH OF PENNSYLVANIA

*Early Childhood Education:  
Universal Pre-K and Other Alternatives*



Speaker of the Pennsylvania House of Representatives  
John M. Perzel  
The Pennsylvania House of Representatives

*"To explore contemporary solutions  
and opinions on education  
in Pennsylvania and America, my office  
publishes essays on the future of  
education and shares them with my  
colleagues in the House and others  
interested in the future of  
education in the state. With this  
fourth volume, it is my hope  
that these scholarly works will spur  
discussion and thoughtful discourse  
on a variety of education topics, leading  
to laws that support sound and effective  
practices in the Commonwealth."*

*John M. Perzel  
Speaker of the Pennsylvania  
House of Representatives*

Spring 2006

Dear Friend of Education:

Last June I had the privilege of convening a workshop for legislators, legislative staff and other interested parties to examine "Early Childhood Education: Universal Pre-Kindergarten and Other Alternatives." The event was part of my ongoing sponsorship of studies and workshops on the future of education in Pennsylvania. This essay, *Early Childhood Education: Universal Pre-K and Other Alternatives* is an overview of the well-attended policy workshop.

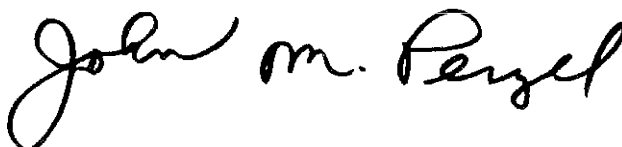
Legislators across the state and country rely on economic research, neuroscience and short and long term studies that show the effectiveness of high-quality early education. According to a March 2006 National Conference of State Legislatures' briefing paper, "gains for children are found in language, pre-reading and math skills, and in social and emotional skills that leading economists identify as critical to the future workforce."

Experts agree that early childhood education programs teach skills that lead to higher achievement, reduced special education placement and fewer children retained in a grade. Documented long-term benefits include higher graduation rates from high school, increased earnings and employment, greater participation in college, reduced incarceration and lower participation in welfare programs.

I am grateful to Dr. Michael King of the Legislative Office for Research Liaison (LORL) and Professor Marsha Weinraub of Temple University and her colleagues with the Universities Children's Policy Collaborative, for their collaboration in drafting this thoughtful document. To explore contemporary solutions and opinions on education in Pennsylvania and America, my office publishes this essay which is part of a series of essays on the future of education, and share them with my colleagues in the House of Representatives and other interested stake holders in our state.

It is my hope that this scholarly work will spur discussion and thoughtful discourse on early childhood education.

Sincerely,

A handwritten signature in black ink that reads "John M. Perzel". The signature is written in a cursive, flowing style.

John M. Perzel  
The Speaker

# Early Childhood Education:

## Universal Pre-K and Other Alternatives



*Overview from the Policy Workshop on June 14, 2005, by*

*The Speaker of the House of Representatives*

*John M. Perzel*

*with the*

*Universities Children's Policy Collaborative (UCPC)*

*and the*

*Legislative Office for Research Liaison (LORL)*

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## INTRODUCTION

During the 1970s, Pennsylvania led other states in providing educational services for young people. However, recent statistics show that more than 2 out of every 5 Pennsylvania students are below proficiency in math, and more than a third are below standard in reading. Not only is this a travesty for our children and their families, but it also bodes poorly for the economic future of Pennsylvania and our nation. A highly educated workforce is critical for the economic development of a state and this education needs to start very early in children's lives. Indeed, research suggests that public investments in early childhood care and education are likely to outperform more conventional forms of human capital investment around economic development. What should Pennsylvania do to address this critically important policy issue?

To help the legislature address this important public policy question, House Speaker John M. Perzel convened a Policy Workshop in June 2005 in the Majority Caucus Room of the Capitol Building in Harrisburg, Pennsylvania. He was joined in this effort by the Universities Children's Policy Collaborative (UCPC) and the Legislative Office for Research Liaison (LORL). In attendance at the workshop were members of the Pennsylvania legislature, teachers and child care providers, state agency personnel, and representatives from children's advocacy groups from across the state.

In this volume we showcase each of the presentations at that workshop. In the first chapter, Dr. Marsha Weinraub presents an overview of services currently available to Pennsylvania children. Her presentation provides a backdrop for legislators to view what has been accomplished in the Commonwealth. In Chapter 2, we reprint an article by Dr. William Gormley that appeared in the Phi Delta Kappan. In the article, Dr. Gormley presents the arguments for and against Universal Pre-K, and he recounts the experience of several states as they moved toward UPK. As he did in greater detail at our Policy Workshop, in this

reprinted article Dr. Gormley summarizes the findings from research concerning the effects of universal Pre-K on children. Dr. Gormley's research in the State of Oklahoma shows that quality early education can have tremendous effects on children's readiness to learn. With the recognition that enacting and implementing publicly funded Universal Pre-K is a controversial and difficult, yet not impossible process, David Lawrence recounts in Chapter 3 how the state of Florida passed their Universal PreK program in 2004. His description of what's happening with universal preschool in Florida nearly one year later is especially enlightening. In Chapter 4, Dr. Richard Fiene describes early childhood initiatives in other states that may be relevant to Pennsylvania. Finally, in Chapter 5, Drs. Anne Shlay and Marsha Weinraub sum up the discussion among the legislators and workshop attendees that followed these stimulating presentations.

## **Acknowledgements**

The Policy Workshop was presented by the Speaker of the House of Representatives John Perzel with the Universities Children's Policy Collaborative (UCPC) and the Legislative Office for Research Liaison (LORL). The Universities Children's Policy Collaborative is a collaboration among researchers from three state-related universities -- The Penn State University, the University of Pittsburgh, and Temple University. The UCPC is dedicated to contributing to the health and welfare of children, youth and families by providing nonpartisan information on public policies. Unlike advocacy organizations, the UCPC does not champion specific solutions. Emphasis is placed on reviewing documented best practices evidence, evaluation studies and empirical research to determine effective programs to address specific problems.

This policy workshop was based on the Family Impact Seminar model designed by researchers at the University of Wisconsin. UCPC's model for the Pennsylvania Child and Family Impact Seminars is to provide policymakers with nonpartisan, state-of-the-art information on

compelling family issues confronting policy makers today. Because the UCPC adaptation includes child as well as family issues, we have titled our UCPC seminars, Pennsylvania Child and Family Impact Seminars (Pennsylvania CFIS). The goal of Pennsylvania CFIS is to educate policy makers with information that will help them design and implement policies that will strengthen and support children and families. We hope that this Policy Workshop has achieved this goal.

All of UCPC core committee members worked toward developing this Child and Family Policy Seminar/Policy Workshop. Members from the University of Pittsburgh were Chris Groark, Bob McCall, Wendy Ethridge Smith, and Bob Nelkin. Pennsylvania State University members were Richard Fiene, Mark Greenberg and Daniel Perkins. And members from Temple University were Anne Shlay, Marsha Weinraub, Candace Hill and Michelle Harmon.

We thank Karen Bogenschneider (Executive Director of the Family Impact Seminar program) and Heidi Normandin from the University of Wisconsin for their training, guidance and support in conducting the Family Impact Seminars, and for providing a network for the states working together toward bringing research to policy makers through monthly conference calls. We also thank Harold Leibovitz at the Foundation for Child Development for helping us to contact our speakers and for providing funding for their expenses.

We are indebted to Dr. Michael King, Executive Director of LORL, for initiating contact with the Speaker's office, garnering support for the Workshop, and directing the administrative team and liaison between UCPC and the Speaker's office. We sincerely thank the LORL team -- Colette Fazzolari and Margaret Doebler -- for their tireless efforts in organizing the event, and Evelyn Chianelli and Barb Stone -- for their editorial assistance.

Importantly, we offer great thanks to Speaker Perzel for sponsoring the Policy Workshop, and for hosting it in the Majority Caucus Room of

the Capitol. We thank Jeanne Schmedlen, Director of Special Projects and Chief of Protocol in Speaker Perzel's Office, for enthusiastically coordinating the event with UCPC and LORL. Last, we thank the many agencies and advocates within the great state of Pennsylvania, who like Speaker Perzel, champion education for the young children of our State.

Marsha Weinraub, Laura H. Carnell Professor of Psychology at Temple University

Anne Shlay, Professor of Sociology at Temple University

Michelle Harmon, Research Associate in the Family & Child Policy Collaborative at Temple University

And members of the Universities Children's Policy Collaborative  
December 2005

# CHAPTER 1

## Overview of Services Currently Available to Pennsylvania Children

presented by

Marsha Weinraub, Laura H. Carnell Professor of Psychology, Temple University

In the 1970s, Pennsylvania was a leader among states providing educational services for our young people. But that's no longer the case. Recent statistics show that more than two out of every five Pennsylvania students are below proficiency in math, and more than a third are below standard in reading. Not only is this a travesty for our children and their families -- but it bodes poorly for the economic future of our state. As two economists from the Federal Reserve Bank of Minneapolis demonstrate in their article reprinted in the recent issue of the Pennsylvania Economy League, a highly educated workforce is critical for the economic development of a state. And research is showing that this education starts earlier than most of us ever thought possible. Research suggests that building learning skills early in life prepares children to be ready to learn when formal schooling starts. And research also suggests that public economic investments in early childhood care and education are likely to outperform traditional forms of economic development.



Certainly, the press for Early Childhood Education (ECE) programming has increased across the nation as well as in Pennsylvania. The federal requirements of No Child Left Behind raised the stakes for early education, making it increasingly important that our children be ready for learning as soon as they reach first grade.

And, educational research, such as that in the following chapter by Bill Gormley, has shown that quality early education can have tremendous effects on children's readiness to learn.

## **The Case for Action**

Business leaders, legislators, foundations, and the administration have been pressing for more state action to increase the quality of early education and care that we provide for children in our state. In 2002, Governor Schweiker commissioned the Governor's Task Force on Early Childhood Care and Education, bringing together educators, health care professionals, researchers, foundations, religious leaders, business leaders, psychologists and advocates. Said Schweiker, "No time is more important in the development of children than the years before they ever set foot in school."



Governor Schweiker understood that positive early childhood experiences are vital to both the well-being of every child as well as the economic viability of Pennsylvania. Business leaders and foundations alike pressed for action. Within its ten pages of recommendations, Governor Schweiker's 2002 Task Force report included the following recommendations:<sup>1</sup>

- Adopt and implement high quality standards;
- Build workforce capacity (through training, professional development, and compensation initiatives);
- Make full day Kindergarten (K) available;
- Make quality Pre-Kindergarten (Pre-K) available;

- Improve financial assistance to parents who cannot afford to purchase early care and education; and
- Provide leadership and vision to make school readiness a priority.

## **The Impact of Recent Changes in Pennsylvania**

In 2003, when Governor Rendell entered office, he brought sweeping proposals for substantial changes in our early education system congruent with these recommendations. And this legislature stepped forward. Together, they passed major changes in FY 2004-2005 in funding for children's educational programs, making the 2002 Task Force recommendations a growing reality. These changes have had significant impact on the education available to the children of Pennsylvania in terms of *access, quality, affordability* and *coordination*.

### **Access Initiatives**

Let's start with access and look at the kinds of services currently provided by our state to its youngest children.

But, before we do, let's talk about what Early Childhood Education means, and doesn't mean, in the state of Pennsylvania. There are many ways to provide early childhood education to young children. Schools are the first means of providing early childhood education, but communities and families also provide early childhood education. In Pennsylvania, we recognize that there are many ways to prepare children for learning, and so the approach to offering Pre-K services is a multi-faceted one. The state has allocated monies in different areas reflecting these multiple modes of accessing early childhood education.



In one initiative, legislators approved \$15 million in funds for Head Start Supplemental Assistance. This has enabled the state to add 2,500 very low income, vulnerable children to the federally-based Head Start programs across our state. In another initiative to increase access, the State allocated \$200 million in FY 2004-2005 to the Education Accountability Block Grant.

What does this mean for Pennsylvania's kids?

It means increased access to early childhood education while guaranteeing local school districts choice. Local school districts can choose to invest in a number of proven approaches to boost quality in their educational offerings. Among them are quality Pre-K, full-day K and/or reduced class size in the early grades.

So, what's happened? Two-thirds of the school districts have chosen to use these monies for full day kindergarten, and one-tenth for improving quality of Pre-K. As a result of this State funding, 2,995 children are now enrolled in Pre-K programs funded by the state. Over 50,000 children are now receiving full-day kindergarten funded by the state. This represents an expected increase from 39% of children in full-day kindergarten to 54% of children in full-day kindergarten. In addition, more (18,700) children are benefiting from reduced class sizes in K thru 3, and many (18,632) students are being tutored to catch up with their peers.<sup>2</sup>



As Harriet Dichter points out in her article in the Pennsylvania Economy League issue, “This program represents the first state-level public sector support in Pennsylvania for quality Pre-K offered through Head Start and public schools. Until recently, we were one of only nine

states with no public investment in quality Pre-K.”<sup>3</sup> Under Governor Rendell, Pennsylvania joined the nation’s mainstream.

Let’s turn now to the second of the four types of Early Childhood Education Initiatives: quality initiatives.

## Quality Initiatives

There are three programs designed to increase **quality** in Early Childhood Education (ECE) programs.

- *Development of Early Learning Standards.* In 2003-2004 PDE and DPW came together with stakeholders from around the state to develop Pennsylvania’s Early Learning standards. “Learning standards can help identify the most effective program practices and also establish high expectations for children.”<sup>4</sup>

These standards not only help identify the most effective program practices, but they also establish high expectations for our children and include a focus on parent involvement. These standards are being used to train teachers during the continuing education sessions offered each summer to early childhood teachers and administrators. In summer 2004, 2,000 early childhood practitioners were trained, a significant improvement over the previous decade.<sup>5</sup>

- *Keystone STARS.* The Keystone STARS (Standards, Training, Assistance, Resources, and Support) program is a voluntary program for providers that enables them to sign up, receive training and incentives, and to move in a progression, from 1 to 4 stars, as they improve in quality. Thus, the purpose of Keystone STARS is to:



1. Identify standards for center and home providers.
2. Provide training and site-based technical assistance to achieve standards.
3. Educate and keep qualified ECE teachers on the job through financial incentives.
4. Reward providers for meeting standards.<sup>6</sup>

Keystone STARS now has nearly 60 percent of Pennsylvania's 4,000 regulated child care centers participating, serving approximately 114,000 children. (To get the child count, you take the total number of centers and multiply by 66 children.)

- *Increased investment in TEACH.* TEACH increases teacher training and encourages more stable teachers. (This program has been linked to STARS participation.) There are now an additional 250 early childhood teachers enrolled in TEACH, providing scholarship assistance for early childhood degrees. It's estimated that these programs benefit nearly 2,500 children.

## **Affordability Initiatives**

The third area Pennsylvania is working to increase efforts in early education is **affordability**. Federal Block Grant funding has provided subsidies for low income families to access higher quality care of their own choice. The subsidies are designed to enable families to access higher quality, more expensive, care than they might otherwise be able to afford. This funding is administered through the state.

Starting in July 2005, Pennsylvania simplified the eligibility rules for these subsidies, making subsidies more family friendly and available to a wider group of low-income families.

## Coordination Initiatives

And finally, the last area of initiatives is that of **coordination**. In the areas of administration of these programs and initiation of new programs, two changes have been made:

1. Establishment of the Office of Child Development (OCD), straddling the Department of Education and the Department of Public Welfare, headed by Harriet Dichter. This office is designed to provide much-needed public leadership in support of early childhood education, and
2. The OCD has developed the Keys to Quality Initiative, which bring a regional approach to provision of services, with local leadership and accountability, with the state setting principles and benchmarks.

These two initiatives, especially taken together, ensure that the administration will be able to study and initiate new programs that increase the quantity and quality of care available to Pennsylvania's children in a timely manner. The OCD is working in a number of directions. They are working with PNC Financial Services Group, Inc. (NYSE:PNC), a financial services corporation headquartered in Pittsburgh, on partnerships for quality Pre-K. This is a \$100 million pilot program involving Head Start centers to "ensure that boys and girls not only grow up, but they grow up great,"<sup>7</sup> says James E. Rohr, Chairman and Chief Executive Officer of PNC. The OCD is also developing kindergarten standards and exploring strategies to increase further the number of children in subsidized care. On the special needs front, OCD is trying to assure that more preschool aged children with special needs are served in typical ECE settings. In order to bolster professional development, OCD is working to develop a career lattice for ECE teachers and administrators and to develop a social-emotional curriculum to augment the current intellectually based Pre-K program. Finally, OCD is working to expand the Nurse Family Partnership, a

program that provides first-time teen mothers with intensive support for their babies and toddlers.

Presented like this, it sounds like a lot of activity for the short three-year period since 2002. And it is, but there is a lot still to be done. As Harriet Dichter, Deputy Secretary in the Office of Child Development of the Pennsylvania Department of Public Welfare and the Policy Director of the Pennsylvania Department of Education, has said, “We have been taking some exciting steps forward, but ... we are a long way from assuring that all parents who need it can enroll their children in an early learning program and expect that program to be effective in preparing their child for future success.”<sup>8</sup> There’s a long path, but at least Pennsylvania is on the path. And, there is a great deal of bipartisan support in Pennsylvania for ECE initiatives. We are poised to become, once again, a state that leads the nation in the provision of ECE programming.

Whether or not that happens depends to a large extent on the coordination of activities between the administration and the legislature. The program today shows a great deal of promise in that direction.

## Endnotes

<sup>1</sup> Governor’s Task Force on Early Childhood Care and Education, *Early Care and Education: The Keystone of Pennsylvania’s Future. Report and Recommendations*, presented to Pennsylvania Governor Mark Schweiker, September 2002.

<sup>2</sup> Joan Benso, April 2005 Quarterly newsletter, [http://www.pde.state.pa.us/svcs\\_students/cwp/view.asp?a=175&q=111394](http://www.pde.state.pa.us/svcs_students/cwp/view.asp?a=175&q=111394))

<sup>3</sup> Harriet Dichter, “Challenges and Prospects,” *Greater Philadelphia Regional Review*, Pennsylvania Economy League, Winter 2005.

<sup>4</sup> Harriet Dichter, “Challenges and Prospects,” *Greater Philadelphia Regional Review*, Pennsylvania Economy League, Winter 2005.

<sup>5</sup> Harriet Dichter, “Challenges and Prospects,” *Greater Philadelphia Regional Review*, Pennsylvania Economy League, Winter 2005.

<sup>6</sup> Harriet Dichter, “Challenges and Prospects,” *Greater Philadelphia Regional Review*, Pennsylvania Economy League, Winter 2005.

<sup>7</sup> <http://www.pnc.com/aboutus/growupgreat/growupgreat.pdf>.

<sup>8</sup> Harriet Dichter, “Challenges and Prospects,” *Greater Philadelphia Regional Review*, Pennsylvania Economy League, Winter 2005.

## CHAPTER 2

### The Universal Pre-K Bandwagon

By William T. Gormley, Jr.

(Presented with permission from the PHI DELTA KAPPAN)

Is universal prekindergarten an idea whose time has come? If the experience of half a dozen states is any guide, the answer just might be yes.

A quiet revolution in our thinking about 4-year-olds has occurred. Two generations ago, we thought that they should stay at home with their mothers. Then, as women joined the work force in record numbers, we decided that 4-year-olds could spend substantial time in a day-care center without turning into bed wetters, biters, or bullies. Today many parents think that 4-year-olds ought to enroll in a prekindergarten program that helps to prepare them for school. These parents think of preschool as a public good, not a luxury or a necessary evil.



Preschool is not a new idea, at least not for disadvantaged children. The Head Start program, which originated in 1965, sought to give poor preschool-aged children the skills they would need to succeed in school. Head Start currently reaches half of eligible 4-year-olds and a smaller number of younger children. What is new is the emergence of state-funded Pre-K programs for all children, irrespective of income. Six states have now committed themselves to UPK (universal prekindergarten), and more are on the way.

Ten years ago no state had a universal Pre-K program. Then in 1995, Georgia established one, followed by New York in 1997 and Oklahoma in 1998. After a brief hiatus that coincided roughly with the states' acute fiscal problems, the march toward UPK resumed. In 2002, West Virginia agreed to phase in UPK over a 10-year period. Later that year, Florida voters approved an initiative that mandated the establishment of a UPK program in the fall of 2005. In 2004, Massachusetts agreed to phase in UPK over a 10-year period. The UPK bandwagon is moving forward.

How did our thinking change? Like most education reforms, UPK owes a lot to public dissatisfaction with our public schools. If our public schools were doing a better job, UPK would be far less popular than it is today. UPK is on the agenda because huge numbers of children are not performing at grade level, huge numbers of disadvantaged children lack basic skills, and huge numbers of advantaged children lack motivation.

Yet UPK is an optimistic kind of reform. Unlike charter schools and vouchers, UPK does not give up on our public schools. Rather, it assumes that public schools can succeed, if only they are given a fair chance. The key is that children need to arrive at the schoolhouse door ready to learn. If they do, then public school teachers can shape today's youths into the citizens and workers of tomorrow.

## **Nervous about Neurons**

In the 1990s, the popularization of research into early brain development helped to build public support for the notion that the seeds for a child's success or failure have already been sown well before the first day of school. A Carnegie Corporation report, *Starting Points*, highlighted the "critical importance" of brain development during the earliest years of life.<sup>1</sup> A *Newsweek* cover story, "Your Child's Brain," explained that different regions of the brain mature at different points in time, suggesting that there are "windows of opportunity" for early

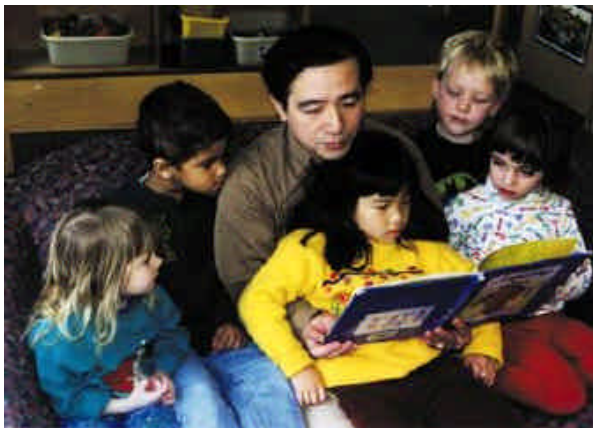
learning. “If you miss the window,” *Newsweek* warned, “you’re playing with a handicap.”<sup>2</sup>

Beyond brain research, scholarly studies showed that Pre-K programs actually work. Often attention focused on truly superior early-intervention programs, such as the Perry Preschool Project and the Abecedarian Project, which yielded dramatic long-term gains but which were not directly comparable to garden-variety Pre-K programs. Later, scholars examined state-funded Pre-K programs and found that they produced less dramatic but nevertheless substantial cognitive improvements.<sup>3</sup>

Armed with some evidence and motivated by similar ideas, UPK advocates pursued different strategies in different states. Public officials were pivotal in some states, advocacy groups and voters in others. The funding stream was specified early in some states, left for future debate in others. Each story is unique, but three basic patterns emerge.

## Politicians for Preschool

A classic *political leadership* strategy proved effective in Georgia and New York. In these states, prominent politicians pushed hard for UPK and engineered swift legislative approval. The key actors were



elected state officials, including the governor and members of the state legislature. Interest groups also played a role, especially in New York.

In Georgia, Zell Miller, from rural Georgia, made education the central theme of his gubernatorial campaign in 1990. He proposed a state lottery, whose proceeds would be allocated to a higher education scholarship program (Hope) and early childhood education (UPK).

After his election, Miller won voter approval for a constitutional amendment to establish the state lottery. Later he pushed the education package through the state legislature, and it promptly became his administration's signature program. The existence of a dedicated funding stream proved an enormous advantage. Thanks to the lottery, Georgia was able to finance a strong Pre-K program.

In New York, General Assembly Speaker Sheldon Silver, from lower Manhattan, included UPK in a broader education reform bill, following a legislative breakfast with early childhood advocates. In a classic display of old-fashioned horse-trading, Gov. George Pataki supported Silver's education bill (including UPK) when Silver agreed to support Pataki's property tax reform bill. After a brief honeymoon period, UPK faced an uncertain future. As New York's fiscal crisis worsened, Pataki proposed eliminating UPK altogether. In 2003, early childhood advocates mobilized legislative and public support for UPK and restored the governor's budget cuts. When Pataki vetoed the bill, the state legislature overrode the veto and restored UPK, the first override of a gubernatorial veto in a generation.

### **Reduced Enrollments, Increased Opportunities**

A *technical fix* strategy yielded policy change in Oklahoma and West Virginia. In these states, legislators who specialized in education policy saw an opportunity to solve two problems at once – unmet demand for Pre-K education and declining enrollments in the public schools, which meant unemployed teachers and vacant buildings. UPK was adopted after minimal public debate.

In Oklahoma, a loophole in state law enabled local school districts to place 4-year-olds in kindergarten classrooms. As this phenomenon grew, state legislators asked whether it wouldn't be better to establish separate Pre-K classrooms in those school districts that wanted them. Because school enrollments were declining, it would be possible to do this without a substantial increase in cost. In 1998, Joe Eddins, a state

representative from rural Oklahoma, rewrote the state education law to provide for UPK. A selling point was strong parental support. As Eddins recalls, “We found that parents worked very hard to get their children into a 4-year-old program. People would break a leg to get their child into a high-quality program.” Although Oklahoma’s law did not require school districts or parents to participate, the overwhelming majority of both did so. Today 73% of Oklahoma’s 4-year-olds are participating in state-funded Pre-K or Head Start, the highest in the nation.<sup>4</sup>



In West Virginia, also facing declining enrollments, school districts began placing 4-year-olds in public school classrooms without legal approval. This worked for counties with declining enrollments, but not for counties with rising enrollments, because the state school aid formula allocated funds based on the previous year’s enrollments. If you lost 100 elementary school children and added 100 4-year-olds, you could afford to pay for them; if you lost no children and added 100 4-year-olds, you faced a deficit. To remedy the problem, and to help all West Virginians obtain free Pre-K services, Lloyd Jackson, a state senator, proposed UPK in 2002. A key factor for Jackson was his own family’s experience: “I live in a rural, low-income area of the state. We had no access to any early childhood program except Head Start. I have two boys, and my wife drove them an hour each way to a high-quality preschool in Huntington, West Virginia. It was unfair for people like me to put their children in high-quality preschool programs while other couldn’t.”<sup>5</sup> Jackson, then chair of the Senate Education Committee, secured legislative approval for his UPK proposal on the final day of the legislative session.

## **An Alternative to Barney**

In contrast, early childhood advocates pursued a *grassroots mobilization* strategy in Florida and Massachusetts. In these states, politicians and leaders of public interest groups expanded the scope of conflict, encouraged mass media coverage, and enlisted public support. In both states, UPK became a reality before a mechanism to fund it could be found.

In Florida, early childhood advocates turned to the initiative process after the state legislature refused to enact UPK in 2001. David Lawrence, former publisher of the *Miami Herald*, and Alex Penelas, Miami-Dade County mayor, spearheaded a petition drive that yielded over 700,000 signatures. Lawrence, long active on early childhood issues, had been impressed by the French model of strong government support for preschool education. Closer to home, Penelas saw his own two boys benefit from a high-quality preschool. “Yet my neighbors’ children cannot go, and they’re stuck all day watching Barney videos,” he complained. “We’re throwing away what really is the most precious year of a human being’s life.”<sup>6</sup> Following a vigorous campaign, voters endorsed the UPK initiative by a margin of 60 to 40 in November 2002. Gov. Jeb Bush signed a UPK implementation bill in 2004, and the program was implemented in the fall of 2005. Relatively weak quality standards and uncertain funding have raised questions about the ultimate success of the Florida program.

In Massachusetts, advocates decided to generate broad public support before taking an early childhood proposal to the state legislature. Strategies for Children, a nonprofit organization led by Margaret Blood, conducted public opinion surveys and focus groups to better understand public sentiment. The organization discovered broader support for early education programs and policies that help 4- and 5-year-olds than for childcare programs and policies that help younger children. With these factors in mind, Strategies for Children organized a campaign, “Early Education for All,” that supported UPK. With helpful support from the

*Boston Globe* and other newspapers, the group forged a broad-based coalition that included business leaders, religious leaders, child-care providers, Head Start teachers, and public school teachers. In early 2004, state legislative leaders, including House Speaker Tom Finnerman and Senate Majority Leader Frederick Berry, strongly endorsed UPK. Although Governor Mitt Romney was not an early supporter, he did sign a bill creating a Board of Early Education and Care, which will phase in UPK over the next 10 years.

## **UPK Works**

Should other states get on the UPK bandwagon? California, Illinois, New Mexico, and other states are actively considering doing so, and with good reason: the program works! In Georgia, research shows that children who attended Pre-K made statistically significant gains on four tests of cognitive development, reaching or exceeding national norms on three. Although children attending a private Pre-K program generally scored higher than children attending the UPK program, the gap between the two groups narrowed over time.<sup>7</sup> A direct comparison of Pre-K and Head Start found that Pre-K students experienced larger gains in cognitive development, possibly because their teachers are better educated.<sup>8</sup>



Results from Oklahoma are even more impressive. All racial and ethnic groups and children from all socioeconomic brackets benefit from UPK. Hispanic children, who customarily have lagged behind other children in school, experience the greatest gains. All types of children improve their pre-reading, prewriting, and pre-math skills. In

comparison to others, children who attended a Pre-K program experienced test score gains of seven months for a letter/word identification test, six months for a spelling test, and four months for an applied problems test.<sup>9</sup> The strong results may reflect the fact that all UPK teachers in Oklahoma must have a college degree, must be early-childhood certified, and must be paid at public school wage levels.

## **Public Policy Debates**

The program works, but is it good public policy? One argument against UPK is that it focuses exclusively on 4-year-olds, when evidence shows that even younger children can benefit from early care and education. If heroic measures aimed at teenagers are too late, is UPK also too late? Children's brain development occurs quite rapidly during the early years. Investments in 3-year-olds (and even younger children) are worthwhile, as are prenatal interventions. But UPK need not threaten such investments; it may even facilitate them. For example, if UPK covers a growing number of 4-year-olds, Head Start may be able to shift its coverage from 4-year-olds to 3-year-olds or even younger children. And research on UPK, Pre-K, and Head Start makes it clear that programs for 4-year-olds can have a strong positive impact.

Another argument against UPK is that it disperses resources to non-needy children, when disadvantaged children need these resources the most. In theory, this argument is indisputable; in practice, it is not compelling. First, disadvantaged children enrolled in UPK benefit more from UPK than advantaged children enrolled in UPK. Children from diverse socioeconomic strata benefit, but the poorest children benefit the most. Second, disadvantaged children may benefit from the presence of advantaged children in the classroom. Certainly, studies of older children show that peer effects matter. Third, universal programs are less vulnerable to budget cutbacks than means-tested programs.<sup>10</sup> UPK has demonstrated its popularity with parents in Georgia, Oklahoma, and elsewhere. Politically, a universal approach will be easier to sustain over time.

Of course, UPK is also more expensive than a targeted program. That is a factor to consider. On the other hand, the incremental cost to state government can be surprisingly modest. Georgia shells out an additional \$3,412 annually per child for a full-day program (6.5 hours



per day). Oklahoma spends an additional \$3,437 per child for a full-day program (6.5 hours per day) and \$1,743 per child for a half-day program (3.5 hours per day). Moreover, it is important to stress that UPK seldom involves a shift in coverage from 0% to 100% of 4-year-olds. A more typical shift is

from 10% to 60%, building on a targeted program and recognizing that a voluntary program will never reach all 4-year-olds. These expenditures are often feasible, even in hard times. In 20 states, public school enrollments are expected to decline over the next decade. In some of these states, a UPK program may even be possible without a net increase in costs.

## **Conclusion**

If designed properly and funded adequately, a UPK program can produce impressive learning gains. Children enrolled in a state-funded Pre-K program acquire vital cognitive skills early enough to do well in school. In the long run, this result will benefit the children themselves and society as a whole. As Nobel laureate James Heckman has noted, early childhood education programs do a better job of fostering human capital than job-training programs, tax incentives, and other programs that focus on adults.<sup>11</sup>

Successful UPK programs, such as the Oklahoma and Georgia programs, promote several important goals at once – availability (publicly funded Pre-K in almost every community), affordability (free

of charge), quality (well-educated teachers, low child/staff ratios), and parental choice (voluntary). As illustrated by the diverse cross section of ‘red’ and ‘blue’ states to adopt UPK, these programs are neither liberal nor conservative. Rather, they are child-friendly programs likely to enhance the educational and life prospects of large numbers of children.

Undoubtedly, we need to do more to help disadvantaged children in particular. They still require special attention and support, through Title I, Head Start, and other programs that focus on poor children.<sup>12</sup> But all children, regardless of their economic situation, deserve support. The beauty of UPK is that it benefits everyone, while helping disadvantaged children the most.

### **Endnotes**

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<sup>4</sup> *Prekindergarten: Four Selected States Expanded Access by Relying on Schools and Existing Providers of Early Education and Care to Provide Services* (Washington, D.C.: U.S. Government Accountability Office, GAO-04-852, September 2004).

<sup>5</sup> Telephone interview with Lloyd Jackson, 14 September 2004.

<sup>6</sup> Brendan Farrington, “Ballot Initiative Would Make Preschool Available for All 4-Year-Olds,” *Associated Press*, 15 February 2002.

<sup>7</sup> Gary Henry et al., *Report of the Findings from the Early Childhood Study: 2001-02* (Atlanta: Andrew Young School of Policy Studies, Georgia State University, August 2003).

<sup>8</sup> Gary Henry, Craig Gordon, and Dana Rickman, “Comparing Universal and Targeted Policies: The Quality and Outcomes of Alternative Early Education Policies,” paper presented at the annual meeting of the Association for Public Policy Analysis and Management, Atlanta, 29 October 2004.

<sup>9</sup> William Gormley and Ted Gayer, “Promoting School Readiness in Oklahoma: An Evaluation of Tulsa’s Pre-K Program,” *Journal of Human Resources*, Summer 2005, pp. 533-58; and William Gormley et al., “The Effects of Universal Pre-K on Cognitive Development,” *Developmental Psychology*, November 2005.

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<sup>11</sup> James Heckman, “Policies to Foster Human Capital,” *Research in Economics*, vol. 54, 2000, pp. 3-56.

<sup>12</sup> Susan Neuman, “From Rhetoric to Reality: The Case for High-Quality Compensatory Prekindergarten Programs,” *Phi Delta Kappan*, December 2003, pp. 284-91.

## CHAPTER 3

### How Did Florida Pass Their Universal Pre-K Program?

presented by

David Lawrence, Jr., President, The Early Childhood Initiative Foundation

I come from a state not well known for educational achievement (though, to be fair, there are indicators now heading in the right direction). Here is the real world of children and Florida:

- 21 percent of our children, birth to age 5, live in the full federal definition of poverty.
- Only 22 percent of adult Floridians have at least a four-year college degree.
- More than a third of Florida's high school students drop out.
- Up to a third of Florida's children entering first grade are way behind, and then most of them get further behind.
- In reading, 40 percent of Florida's children are less than "proficient" on their fifth grade scores.

Now, you might say to yourself: We're a more progressive state. So I did a little checking and found out you shouldn't be bragging yet. For instance:



- 15 percent of your children, birth to age 5, live in the full federal definition of poverty.

- Only 22 percent of adult Pennsylvanians have at least a four-year college degree. (Both of us fall short of the national average by a full 5 percentage points.)
- Almost a fifth of Pennsylvania’s high school students drop out.
- Like Florida, up to a third of Pennsylvania’s children entering first grade are way behind. (And I remind you of a national study that told us if you have a hundred students leaving first grade as poor readers, 88 of those will still be poor readers after the fourth grade.)
- In reading, almost 40 percent of your fifth graders fall below basic proficiency.

We have our work cut out for us. We live in big states – Nos. 4 and 6 in population – and we both face big challenges. Your commonwealth of almost 13 million people and our state of more than 17 million are led by people who would like to be known – sincerely so – as the “education governor,” the “education speaker,” the “education president.” It is worth noting, of course, that the 210,000 babies born each year in Florida, and the 143,000 born in Pennsylvania really do not care whether



Republicans or Democrats are in charge. They can only hope that their leaders, their elders, embrace every child.

Yours is a quite extraordinary state. While our recorded history goes back further than yours – 1565 vis-à-vis 1643 – I note the depth of your history and heritage going back to 1681 and William Penn...up through your front-and-center role in the American Revolution, the writing of our nation’s basic documents of liberty and law, the Industrial Revolution, through Gettysburg and the Civil War and, indeed, so many of the significant moments that define America. Moreover, any state that can produce the likes of Rachel Carson, Mary Cassatt, Bill Cosby, Robert Fulton, Lee Iacocca, Tom

Mix, Man Ray, Betsy Ross and Ethel Waters has much to build upon for the future.

These are, in some ways, difficult times in which to progress. We live in ideological times, polarized by culture wars. When I started down



the path toward “universal Pre-Kindergarten” six years ago, I was met all too often by the argument that I was advocating the creation of another "entitlement." My God, I respond, are not our children, all our children,

entitled to high-quality basics in this great country? Is it not so very "American" that all children have a real chance to succeed? And is this not a most practical investment in the future of our children and our states?

I want to make three basic points about approach, and then proceed to the specifics of how we achieved what we did in Florida:

- No. 1: While high-quality Pre-Kindergarten for 4 year olds is an important contribution to success for children, it is not first in my mind. Indeed, I spend most of my energies prenatal to age 3 – working on such issues as high-quality child care – because children can be so far behind by age 4.
- No. 2: Building on that point, and realizing that the simply crucial years for language and other development are between birth and age 3, it seems to me crucial that state oversight focus not just on Pre-K but all aspects of "school readiness."
- No. 3: We will never build a real movement for “school readiness” unless we do so for everyone’s child -- poor, rich and in-between. It is not about children in that neighborhood over there. Rather, it

is about all children. This is not the way most people do it. Instead they focus on one corner of the community, or another...and then the rest of the community says, “Oh, I understand it is about those children.” The decency and civility of America ought not to be “means-tested.” High-quality basics ought to be affordable and available to all.

Understanding the principles of the foregoing is fundamental to understanding how we have progressed in Florida. The approach is “universal” – that is, embracing all 210,000 children born each year in our state...all the while realizing, of course, that some children --- particularly but not always those who come from disadvantaged families – are going to need more.

So how did Florida’s UPK come to pass?

A half-dozen years ago, I went to people on both sides of the legislative aisle to introduce bills to achieve this. Those bills went nowhere because here is how power works in Florida, and I suppose in Pennsylvania, too: When the governor and/or the House speaker and/or the Senate president don't want bills heard, they simply never move out of committee. But in our state, and 23 others (not including Pennsylvania), the people have a right to petition and referendum. So I went to Miami-Dade Mayor Alex Penelas, convinced him this was something important to do, and he then raised the dollars for the constitutional amendment campaign and contributed his own considerable leadership energies.



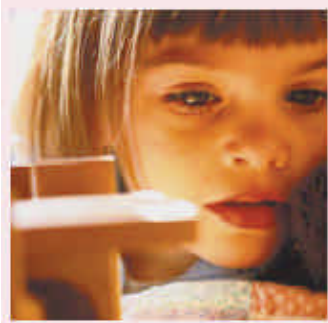
The constitutional amendment says quite clearly that every parent of a 4 year old in Florida will be entitled to a “high-quality

prekindergarten learning opportunity” (that) “shall be voluntary, high quality, free and delivered according to professionally accepted standards.” I believe strongly that parents of 4 year olds (a) deserve to decide for themselves whether -- and where -- they want to take advantage of this, and (b) ought to be able to choose from a variety of high-quality providers. It would be simply unrealistic to find the dollars to make this only a public school model. That would mean spending billions more for classroom space in states as large as yours and my own.



Anyhow, in a state neither noted for educational achievement, nor for spending enough on high-quality education, we went out and won the election -- 59 to 41 percent. That tells me three things: That the people do care...that they are willing to invest the necessary dollars...that they are sometimes ahead of their elected leaders.

After passage, Florida’s lieutenant governor, Toni Jennings, superbly led a 20-member panel – of which I was a member – that met for months, arriving at recommendations for quality embracing such areas as: What credentials do teachers need? What’s the right student-teacher ratio? How many hours a day? What early literacy curricula should be used? And so forth.



Next, the State Board of Education took those recommendations and approved just about all of them. Progress then stalled. Fourteen months ago Florida’s Legislature approved an inadequate set of standards, and Gov. Bush quite rightly vetoed the bill.

Much went wrong in the legislative process, beginning with the reality that most legislators came to the session knowing precious little about the imperative of investment in the early childhood years. That a

dollar spent on quality in the early years has a payoff of at least seven dollars later on that won't be needed for police, prosecution, prison and remediation. That the greatest favor we could do for public education "reform" in this country – and public education is the real world for 86 percent of your children, and 90 percent of Florida's – would be to deliver the children in far better shape (cognitively, socially, emotionally) to formal school than so many arrive now.

Meantime, not a few legislators were deep into such ideological strawmen as "nanny state" threats, which is as far from the truth as it could possibly be. Indeed, voluntary universal prekindergarten is as "family friendly" a measure as I can contemplate; this is, in fact, all about families having high-quality, accessible choices. Florida's legislators also were receiving a daily boatload of e mails from some in the faith and private school communities expressing terrifying prognostications – in the full spirit of "Chicken Little" -- about the impending invasion from the state Department of Education out to have something to do with such matters as curricula. Can you imagine?! Horrors!

The governor's veto led to a special session this past December where decent first steps were agreed upon, the most crucial victory being student-teacher ratios of 1-10 (far better than the 1-18 first proposed). That was followed by the struggle in the regular legislative session that ended last month with a significant and extra 5 percent for local administration costs (beyond the \$2,500 "voucher" for a core three-hour program in early literacy). Neither the amount nor the hours will ultimately be enough.

I would not want to mislead you in any way. The "shining city on the hill" for voluntary UPK has not been achieved in Florida. Far from it.

Meanwhile, Florida's plan gives parents a choice of qualified, quality providers that are public, private and faith-based. But there is a

real chance that the Florida Supreme Court will rule faith-based providers ineligible. It will then be the state's constitutional obligation to ensure enough other quality providers – public and private.

Whatever happens in court, there are crucially important things to be fixed and enhanced to achieve the “high quality” the constitutional amendment demands. That includes the proper use of screening tools and assessments, which will be taken up by the State Board of Education in August. It includes arriving at mandated goals to ensure that we have professionally prepared teachers who understand how young children learn and how to implement developmentally appropriate learning experiences that promote thinking, creativity, problem-solving and social-emotional growth. While it clearly would be best for every child to have a teacher with a bachelor's degree certified in early childhood education, we couldn't do that tomorrow, or next year, even if we would like. We're a state that needs to hire at least 160,000 new teachers over the next 10 years, and we only have 150,000 now. We're going to need



to “grow” a highly professional early childhood teacher corps. That means legislatively mandated targets must be set – and the incentives to get there.

When people speak of “UPK” in this country, they most often cite three states: Georgia, with half the population of Florida, which started in 1995 with just 8,712 four year olds (compared to Florida that will start with up to 150,000 four year olds)...Oklahoma, one-fifth the size of Florida, and with only a public program...and your neighbor, New Jersey, which by a court order has made a very high-quality program available to only the most disadvantaged children -- just a quarter of the 4 year olds in a state also half the size of Florida.

I tell you up front: We have not yet done enough in Florida to suit me. And I know that only high quality leads to real outcomes. This is not

perfect legislation – not even close, I’d tell you. (But I am aware of no legislation – Head Start, among many other examples – that approached perfection at first glance. The best legislation, it seems to me, is about vision that leads to a foundation strong enough to give you and me hope and reason that we can eventually achieve what is genuinely necessary.) “Rome” can not be built in one session of the Florida Legislature or Pennsylvania’s General Assembly. But we now have a base upon which to build.

For all my own heartache about Florida, and what is not yet achieved, I give you this headline: Beginning this August, my state has authorized spending an extra \$387.6 million on voluntary UPK; no state in the Union is making anywhere close to that additional commitment on UPK. (While that is a lot of money, in context it’s just 0.6 percent of our overall state budget of \$63 billion.)

The glass is half-full in Florida. We are a long way from resting on our achievements, and cannot do so until we are assured that we have the highest quality and the best chance at outstanding outcomes for children. Progress takes not only vision, but pushing and shoving. That is the eternal lesson of history.

I have lived an optimistic life, thinking and believing I could accomplish more that way. My personal blend of idealism, naivete and pragmatism has stood me in good stead. It is in that spirit that I share with you an email message from one of Florida’s key Republican legislators. Dudley Goodlette wrote this to me shortly after the end of the session: “I know that there is much more to do in order to achieve top quality in the VUPK program, and I am hopeful – and frankly optimistic – that working together we will be able to do so in the near timeframe.” I count on that, ladies and gentlemen.

And so we shall see.

It has been clear for so many years what we need to do, what we simply must do, but now the consequences seem even more real. “Perhaps in the past,” wrote the education historian Diane Ravitch, “it was possible to under-educate a significant portion of the population without causing serious harm to the nation.” But no longer. “The society,” she tells us, “that allows large numbers of citizens to remain uneducated, ignorant or semiliterate squanders its greatest asset, the intelligence of its people.”



Or perhaps I should simply quote a New York Times editorial late in the 19<sup>th</sup> century: “Given one generation of children properly born and wisely trained...what a vast proportion of human ills would disappear from the face of the earth!”

But I will close with a Pennsylvanian, the anthropologist Margaret Mead, who wrote decades ago: “Never doubt that a small group of thoughtful, committed citizens can change the world. Indeed,” she reminded us, “it is the only thing that ever has.”

## CHAPTER 4

### Early Childhood Initiatives in Other States

presented by

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In this chapter, I provide a national context for understanding current Pennsylvania initiatives, highlighting programs other states have developed that Pennsylvania may want to consider. In some cases these programs are based upon empirical evidence, in others they are legislative initiatives that are of interest. With many of these programs and initiatives, it is too early to determine their relative effectiveness because not enough time has passed to evaluate them. Many of these programs and initiatives are being tried out in Pennsylvania already in one form or another, so Pennsylvania is not starting from scratch in this pursuit of other promising programs from other states.



In my comments, I highlight eight different programs/initiatives. These are:

- Programs to transition children from pre K to public school entry
- Infant toddler initiatives
- Universal adoption of early care and education guidelines
- Consolidation of all early care and education programs within a statewide Early Childhood Office

- Development of a comprehensive data system for early care and education
- Parent education/mentoring programs
- Use of sin taxes or lottery funds to fund Early Care and Education initiatives
- Requiring all lead teachers to hold BA/ECE degrees

### **Programs to Transition Children from Pre-K to Public School Entry**

Pre-K transition programs to public school entry have become increasingly popular because of the tremendous growth in Pre-K programs nationwide. Because of this demographic change, many children are coming to kindergarten much better prepared than in earlier years. Public schools need to take this into consideration and adjust their curriculum planning accordingly. These programs offer an opportunity to systematically prepare preschoolers for the transitions ahead.

Ed Zigler, Sterling Professor of Psychology and Emeritus Director of Yale's Center in Child Development and Social Policy, sees the issue of transitions to public school entry as being especially important. Traditionally, there has been a divide between K-12 education and children's programs from birth to school entry. Now educators are beginning to see that to be successful in the K-12 period, they must begin their work during the preschool period before the child enters formal schooling.

As states consider full day kindergarten and Pre-Kindergarten as combination efforts or as a sequence of reforms, many states -- Arizona, Maryland, Michigan and New Mexico -- have begun to make the connections between pre K and K-12. Indeed, efforts to connect early education with K-12 are included in the federal initiative. Good Start and Grow Smart encourage the development of early learning guidelines that are aligned with standards in K-12. Although States are not

required to develop these guidelines, many are doing so. By identifying what children should know and be able to do at specific age levels, they ensure that the transition to kindergarten for the child, the teacher and the family will be a smooth one.

Arizona and Maryland have found that their respective Pre-K Transition programs to public school entry are successful because they give public school teachers key information about children prior to kindergarten entry. Teachers use this information in planning, enabling



them to design a more individualized curriculum for children as they begin their public school experience. Having developmental and health information gives teachers key indicators of how the children were developing in preschool and can alert teachers to particular areas of need.

Pennsylvania is well positioned to establish a formalized program similar to those in Arizona and Maryland. Pennsylvania has strategically developed a very interesting infrastructure with the new Office of Child Development and the Pennsylvania Department of Education. The Deputy Secretary for the Office of Child Development is also the Policy Director for the Pennsylvania Department of Education. This assures the kind of coordination between the Departments of Public Welfare and Education that can work toward a successful preK transition initiative.

## **Infant and Toddler Initiatives**

With the emerging importance of brain development in the first three years of life, many states are taking a closer look at the quality of care provided for infants and toddlers. These states are finding that the

level of quality in their infant toddler child care programs is low, and they are making improvements in these programs in order to enhance the care that infants and toddlers are receiving. At the national level, Zero to Three is spearheading an infant toddler initiative for the Federal Administration on Children, Youth and Families.

Two states that have been innovative in early learning guidelines for infants and toddlers are Minnesota and Arkansas. The Minnesota initiative has developed early learning guidelines aligned with their preschool standards. The guidelines specify various domains of learning and age groupings. The indicators that are tied to the early learning guidelines are embedded within a context of teaching strategies. The guidelines clearly delineate between curriculum and assessment as they relate to the guidelines.

In Arkansas, the framework revolves around the key elements of quality infant and toddler care, such as relationships, environment, health and safety, experiences, and diversity. Arkansas's early learning guidelines have developmental strands: self-concept development—helping children learn about themselves; emotional development—helping children learn about their feelings; social development—helping children learn about other people; language development—helping children learn to communicate; physical development—helping children learn to move and do; and cognitive development—helping children learn to think.

Several key issues have driven the process in Arkansas. The state department for early care and education in Arkansas wanted to make sure that they reached out to families, caregivers, and the community; that they embedded training in existing infant/toddler credentials and certificate programs; that mentoring would be a critical component of the system; and that state accreditation and quality ratings would be part of the systems as well.

Arkansas is building an evaluation of their overall professional development system which could be extended to include their infant toddler initiative. Both Arkansas and Minnesota are on the cutting edge of how to develop and implement an effective infant toddler initiative.

In Pennsylvania, a well developed infant toddler initiative is in the process of formulating recommendations for this age group. This initiative has involved all the key stakeholders throughout Pennsylvania who have key roles to play with this group of children. Previous studies (Iutovich, Fiene, Johnson, Koppel, & Langan, 2001; Fiene, Greenberg, Bergsten, Carl, Fegley, & Gibbons, 2002) demonstrated the need for improving the quality of infant/toddler child care in Pennsylvania, and this new initiative is a statewide response to this need. Although a local initiative that involved the mentoring of infant toddler caregivers by seasoned early childhood professionals was begun in 2000 (Fiene, 2002), it is clear that a statewide approach is what is needed to fully address this issue.



## **Universal Adoption of Early Care and Education Guidelines**

Many states are developing standards for their newly developing pre-K programs. Because these standards appear to be successful at improving the quality of care available to pre-K program, many states are thinking about making the guidelines universally pertinent to all early care and education programs. This would be a major step forward in leveling the playing field in helping parents to find high quality early care and education programs.

States that lead the nation in Pre-Kindergarten for all 4 year-olds include Georgia, New York and Oklahoma. In 2004, Florida passed

legislation to establish voluntary Pre-Kindergarten for all 4 year-olds in order to implement a state ballot measure that was to go into effect in 2005. Massachusetts set in motion a phase-in toward the same goal when they created a statewide board that will work with local communities in developing and implementing these standards. A number of states—Arkansas, Illinois, New Jersey, New York, Maryland, North Carolina, Tennessee and West Virginia—are phasing in investments with the goal of serving all preschool-age children. Standards that are developed as part of these programs have a long reach in impacting all early care and education standards and guidelines in child care and preschool programs.

All of the above states have found that taking a universal approach is in the best interests of all children. Only by taking this particular approach can we assure that children do not fall through the cracks and don't miss out on getting the services that they need.

Through its Office of Child Development, Pennsylvania spearheaded this approach. The Office of Child Development developed standards for preschool and has been applying them to all early care and education programs, regardless of setting. The development of these guidelines was a well thought out process in which the major stakeholders from the public school, child care and higher education communities were invited to participate. The initial set of pre K standards is now being expanded downward to include infants and toddlers.

### **Consolidation of all Early Care and Education Programs within a Statewide Early Childhood Office**

As child care programs have expanded because of the Federal Child Care Development Fund and respective state funding, it has become increasingly necessary to coordinate all the various funding sources in the hopes of providing enhanced services for our youngest citizens. Several states -- Massachusetts and Georgia-- have developed

or enacted laws to establish new entities, such as early childhood offices, child development offices, or boards of early education and care. By doing so, they can consolidate all early care and education programs in these new offices. This is a much more effective way to plan thoughtfully for the needs related to early childhood.



Massachusetts created a Department of Early Education and Care with its own board. The board helped consolidate early education and early childhood programs into a single agency. This new agency works very closely with local communities in supporting the coordination of local efforts for the care and education of young children. Pennsylvania's Regional Key system is similar to the Massachusetts model in incorporating local engagement groups that will meet with the Regional Key to formulate a regional plan.

In Georgia, a Department of Early Care and Learning replaced the Office of School Readiness and established a new commissioner of early learning. This change has made early care and education much more visible in Georgia. The focus is on the developmental needs of young children and all early care and education efforts are coordinated through this new office.

Like Georgia, Pennsylvania established the Office of Child Development in 2004 to consolidate all early care and education programs. This new office has taken a major leadership role in coordinating all early care and education activities in Pennsylvania. Many of the programs and initiatives described in this chapter have in one way or another been on the agenda of the Office of Child

Development. This coordination has made for a more effective and efficient delivery system for early care and education. Another new approach, the Pennsylvania Key and Regional Key, has helped to consolidate a very disparate system into one that is much more organized for the provider and parent. Having the Deputy Secretary for the Office of Child Development also serve as the Policy Director for the Department of Education has greatly increased the communication between the Departments of Education and Public Welfare as it relates to all children's programs.

### **Development of a Comprehensive Data System for Early Care and Education**

A few states have begun the development of comprehensive data systems for early care and education. This new development assists states in having up to date information for planning and decision-making. It also helps states track services that are being provided to determine if needs of parents and children are being met.

In some states such as Oklahoma and New Mexico, a key issue is how to measure the effectiveness of these newly developed state Pre-Kindergarten programs. States continue to develop and implement ways to measure children's progress and to evaluate quality. Although assessment of children's progress is controversial because of concerns about accuracy in capturing children's skills and the reliability of current tools and methods, many states are moving ahead with screenings and assessments to measure children's progress. Some states also have included program evaluation as a component of legislation.

Pennsylvania has started a similar process of measurement and evaluation with its Keystone Stars program quality initiative. Tracking child care programs within Keystone Stars helps to assure that the programs are receiving the services they need. This data system needs to be expanded so that it can be fully integrated into the state's child care management information system that is maintained on a local level by

the Child Care Information Services. This system should be expanded to include the tracking of children's developmental levels. Learning from the efforts in Oklahoma and New Mexico to assess and track children's developmental progress can guide Pennsylvania's future efforts in developing a comprehensive early care and education data system.

## **Parent Education/Mentoring Programs**

As states (Arkansas, Minnesota) begin to intervene and build programs for younger and younger children, research shows that we need to engage families and parents more in the care and education of their young children. This is particularly critical for infants. States such as Arkansas and Minnesota have found that in order to build effective early care and education programs for children involving the family is critical. Utilizing parent education and mentoring programs are perfect fits for rounding out a program that is sensitive to meeting the needs of infants.

Many examples of mentoring programs exist at the national level. Big Brothers/Big Sisters of America, for example, provides quality volunteer and professional services to help children and youth become responsible men and women. It is a national, youth-serving organization based on the concept of a one-to-one relationship between an adult volunteer and an at-risk child, usually from a one-parent family. Made up of more than 495 agencies located across the country, Big Brothers/Big Sisters of America provides children and youth with adult role models and mentors who help enrich the children's lives, as well as their own, through weekly interaction. Volunteers go through a screening process



before acceptance. Professional case workers provide assistance, support, and on-going supervision of all matches.

Another mentoring program at the national level is Help One Student to Succeed. It is a nationwide, structured mentoring program in language arts that combines community mentors, a computerized database, and a management system to improve student achievement. The program can be purchased and administered by school districts for use in grades K-12. It is now being utilized in over 500 schools in the country and has won numerous awards. Almost 40,000 students are involved.

Still a third program is One Hundred Black Men, Inc. Established in 1963, One Hundred Black Men, Inc. is a nonprofit organization of men in business, industry, public affairs, government, and the professions throughout New York State and other areas who share a common goal: to improve the quality of life for blacks and other minorities. One component of the organization is the mentoring program that provides a support network and positive role models for young black males, elementary through high school. It is principally an internal mentoring program in which members are paired one-to-one with students. Similarly, The National One-to-One Mentoring Partnership, formed in 1989 between business and the volunteer sector, is a mentoring initiative involving dual strategies. It brings together leaders of diverse sectors and encourages them to mobilize people within their networks to recruit mentors, support existing mentoring programs, and begin new mentoring initiatives. Local leadership councils engage leaders, community by community, with support from the local United Way, in a coordinated effort to develop local strategies to increase and support mentoring initiatives.

Pennsylvania has made progress with parent education programs and in particular with mentoring programs. Mentoring programs have been developed throughout the state. The most well evaluated and documented program is run by the Capital Area Early Childhood

Training Institute (Fiene, 2002). This program demonstrated through the use of random clinical trails how effective infant caregiver mentoring can be as an intervention strategy for improving the overall quality of infant child care.

## **Use of Sin Taxes or Lottery Funds to Fund Early Care and Education Initiatives**

States have become increasingly creative in finding ways to fund early care and education initiatives in recent years. Two states, California and Arkansas, have proposed to use taxes on beer and cigarettes to help finance early care and education in their respective states.

California has been charging tax on cigarettes and other tobacco products since 1998. Passed in 1998, California's Proposition 10 levies taxes of 50 cents per pack; \$1.00 per box on cigars/tobacco. The funds go to the Children and Families Trust Fund. Revenues are split: 20% to the state



Children and Families Commission, 80% to the county commissions. The state commission uses funds to support media engagement, education, technical assistance, training, accreditation, and research. County commissions create plans for fund distribution. Several have supported wage initiatives.

Arkansas established an excise tax of 3% on all retail receipts derived from the sale of beer. Twenty percent of funds are used for subsidized child care for low income families; 80% is used to support the Arkansas Better Chance Pre-Kindergarten program.

Pennsylvania has not implemented sin taxes to fund early education and care efforts. At this particular point, there does not appear to be political support for such an approach. It will be interesting to watch the progress made in Arkansas and California to see how effective these programs are.

### **Requiring that all Lead Teachers have BA/ECE Degrees**

Research has demonstrated that one of the most effective ways to improve quality is by increasing the educational requirements of teachers. Teacher quality (the level of training and degree requirements for early childhood education teachers) has been a significant issue for states. States such as Arkansas, Illinois, Maryland, New Jersey, North Carolina, Oklahoma, South Carolina and Vermont require teachers to have bachelor's degrees with a specialized early childhood certificate or license.

In states such as California, Florida, and Massachusetts, concerns have been raised about what standards to require, how to ensure the infrastructure is in place to meet those standards, and how to make the transition to higher standards. The training and degree requirements for preschool teachers are a significant factor in whether a program is high quality, yet states face significantly increased costs in requiring greater education and compensation levels.

Pennsylvania does have a requirement in its preschool/nursery school programs that lead teachers have a bachelor's degree in early childhood. However, this is not a requirement within the child care system. Pennsylvania may want to consider adopting this requirement for all early care and education teachers.

This chapter described various program alternatives and initiatives that other states are considering or have tried. Pennsylvania is working on similar types of initiatives or programs. The purpose here was to

provide additional guidance and examples of what could be accomplished building upon the work that has been started. Obviously, Pennsylvania is not starting from a clean slate, much work has been accomplished already and the new Office of Child Development is providing the leadership in moving many of these initiatives and programs forward.



It will be interesting to follow the continued development of the early care and education program in Pennsylvania over the next several years and to compare its progress with those other states that have taken a leadership role in the field. Pennsylvania is catching up very quickly because of its new programs/initiatives over the past 3-4 years. The question becomes: Will these initial successes be sustained over time?

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## **CHAPTER 5**

### **Conclusion**

presented by

Anne Shlay, Professor, Temple University  
Marsh Weinraub, Professor, Temple University

The Policy Workshop was sponsored by the Speaker of the House of Representatives John Perzel with the Universities Children's Policy Collaborative (UCPC) and the Legislative Office for Research Liaison (LORL). This policy workshop was based on the Family Impact Seminar model designed by researchers at the University of Wisconsin. UCPC's model for the Pennsylvania Child and Family Impact Seminars is to provide policymakers with nonpartisan, state-of-the-art information on compelling child and family issues confronting policy makers today.

The presentations contained information about the nature of Universal Pre-K, the effectiveness of early education, and early child care and education initiatives in other states. All of this information was helpful, especially as presented in the context of what the Commonwealth of Pennsylvania is currently doing. Although David Lawrence was clearly partial to Universal PreK, he acknowledged difficulties that Florida has had in adopting this approach.

During the discussion that followed the presentations, many individuals asked questions about the nature of the Oklahoma intervention, in the details of the research, or the specifics of the programs. One well-spoken legislator who was very moved by the session summed up the session most powerfully. Surprisingly to us, he did not address the strong research presented by Bill Gormley, nor the many strides that Pennsylvania and other states have already taken toward improving the quality and availability of early child care and education. Instead, the distinguished legislator was most impressed with the passion and dedication to the issue of early education in general

voiced by former newspaper publisher David Lawrence. The legislator was impressed that such a busy and successful business person such as David Lawrence would speak with such passion about the critical importance of early education and early child care. Said the legislator, if other business people could speak out in support of early child care and education, more legislators would listen and might see the importance of this issue to the economic health of our nation.

A silence permeated the room as listeners absorbed the political wisdom of this legislator's comments.

Certainly, many advocates have worked tirelessly for almost three decades to persuade legislators of the importance of early care and education. Yet, it was the personal story of a man who came to the field of education after his successful career in journalism and business that swayed the day for this legislator and perhaps for others like him. Why was David Lawrence's voice heard so clearly above others? Why was this man so persuasive?

A key element is the characteristic of the messenger. Power listens to power, and people are swayed by the opinions of others who resemble themselves or the people they aspire to be. And so, it becomes critical for those who care about early education to get this message out, not to legislators directly, but to the kinds of people that legislators listen to. Often, as in David Lawrence's case, these people did not toil in the fields of advocacy, but were successful in other fields. Yet, these individuals can be early education's most effective champions.

Another key element is that David Lawrence's advocacy placed the child care and early education issue in a universalistic context. The constituency for early care and education is not only poor mothers and their children or even women more generally. Rather, early education is one tool in an arsenal of tools available to create and maintain a high functioning, educated and competitive labor force. As the economy continues to globalize, future labor market participants will have to be

sharper than ever. Which tools will the legislature select to prepare that educated labor force?

Speaker Perzel did not begin his career as an early childhood advocate or educator. But through his experiences, his closeness to family members, and the citizens of his district he has come to understand the importance of early care and early education. Perhaps as he and others like him speak out in support of early education for the children of Pennsylvania, Pennsylvania will once again be a leader in education for young children and a model for the nation.

The legislature needs to explore these different models of early education more carefully, weighing the pros and cons of each. If improving early education over what we now have is made an increased priority, what specific changes in Pennsylvania's plan will be implemented? Budget is a primary issue; until increased funds are made available, choices will be limited.

Should legislators have additional questions or need additional information, the UCPC is available to provide further information.



## PANELISTS AND SPONSORS

We were fortunate to have several illustrious members on the panel.

**Rep. John Perzel** is the Majority Leader and Speaker of the House of Representatives. In his leadership role, Speaker Perzel has placed pre K-12 education as a top priority in the state legislature. One of his first actions when he became Speaker was to create the House Scholarship program. This program raised hundreds of thousands of dollars for student scholars, established the Educational Improvement Tax Program, and developed a student internship program in his office. His office supported the establishment of the Educational Improvement Tax Program, the Sage Schools Initiative, and new and innovative funding streams for education, including additional funding for “Read to Succeed”, “Link to Learn” and “Classroom Plus” programs, Pennsylvania Charter Schools and Cyberschools.

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Marsha Weinraub is a Laura H. Carnell Professor of Psychology at Temple University, Director of the Developmental Graduate Training Program, and Director of the Personality and Social Development Research Laboratory at Temple University.

A nationally recognized expert on personality and social development in infants and young children, and a frequent consultant on early development to national and local media, Dr. Weinraub has published widely in the areas of infant attachment, gender role development, and family interactions. She is most noted for her studies on the effects of early child care, single parenting and maternal employment on parent-child relationships and child development. Dr.

Weinraub is the author or co-author of more than 120 scholarly articles, book chapters and presentations. She has served on the editorial boards of *Child Development* and *Psychology of Women* and has reviewed for numerous other professional journals and funding agencies. A national leader in child care research, in 1997, Dr. Weinraub testified before the U.S. Congress concerning the effects of early child care.

From its inception, Dr. Weinraub was a Principal Investigator on the NICHD Study of Early Child Care and Youth Development, a national longitudinal project investigating variations in early child care in infants and toddlers and the effect of these variations on children's social, emotional, and intellectual development. In 2005, as the children in the study became teenagers, Dr. Weinraub became co-investigator.

With Anne Shlay, Dr. Weinraub is co-investigator on a two-year project funded by the William Penn Foundation to study the effects of child care subsidies on parental employment, child and family outcomes in low income families with different ethnic backgrounds.

Dr. Weinraub was educated at Brandeis University where she was elected to Phi Beta Kappa and was graduated magna cum laude in 1970, and at the University of Michigan, where she received her Ph.D. in Psychology in 1975. She is a Fellow of the American Psychological Association, a Charter Member and Fellow of the American Psychological Society, and an elected member of Sigma Xi, a national scientific research society. In 1985, Dr. Weinraub received the Temple University's Lindback Award for Distinguished Teaching, and in 2005, Dr. Weinraub was awarded Temple University's Great Teacher Award. In recognition of her success in obtaining research funding, Dr. Weinraub is a Member of the Temple University Million Dollar Club.

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Anne B. Shlay is Professor of Sociology and Geography and Urban Studies at Temple University. She is Principal Investigator of *Research for Democracy*, a joint project between Temple University and the Eastern Pennsylvania Organizing Project and *Welfare Reform and Child Care Subsidies*, a study of the role of child care subsidies in impeding child care and employment opportunities for people leaving the welfare rolls. Her work is funded by the Jesse Ball Dupont Fund, the William Penn Foundation, other foundations, and local, state and federal government agencies. In recognition of her success in obtaining research funding, she is a Member of the Temple University Million Dollar Club.

With Dr. Marsha Weinraub, Henry Tran and Michelle Harmon, Dr. Shlay recently completed a study of child care preferences using the factorial survey technique in a paper called "How Parents Evaluate Child Care: A Factorial Survey Analysis of Perceptions of Child Care Quality, Fair Market Price and Willingness to Pay by Low-Income, African American Mothers." She has recently initiated a study of the effects of low income homeownership and is the author of "Low Income Homeownership: American Dream or Delusion." With Gordon Whitman and Jenna Allen, she has recently released a report called *Uneven Development: Recent Trends in Metropolitan Philadelphia*. Professor Shlay is Chair Elect of the Community and Urban Sociology Section of the American Sociological Association.

Dr. Shlay is on the editorial boards of the *Journal of Urban Affairs* and *Housing Policy Debate* and is Book Review Editor for *City and Community*. She received her Ph.D. from the University of Massachusetts/Amherst and has held positions at Cornell University and the Johns Hopkins University.

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William Gormley, Jr. grew up in Pittsburgh, PA, the home of Mister Rogers, Mario Lemieux, and "Slash" Stewart. As a youth, he attended speeches by prominent politicians and participated in political campaigns. After attending the University of Pittsburgh, he decided to become a Political Scientist. He received his Ph.D. from the University of North Carolina at Chapel Hill, where he studied public policy and cheered the Tar Heels to victory over the dreaded Blue Devils. While in graduate school, he also worked part-time as a Reporter for the Raleigh News & Observer, sometimes known as the "Nuisance and Disturber."

After leaving Chapel Hill, Gormley taught at the State University of New York. During one memorable year in Buffalo, he experienced a record-setting 200 inches of snow. The following year, at Stony Brook, he experienced an ice storm. Seeking protection from the elements, he then spent two years in Washington, D.C., directing a NSF-sponsored study of the effects of citizen participation on state public utility commission decisions. That study resulted in a book, *The Politics of Public Utility Regulation*, and several articles.

From 1980 to 1990, Gormley taught at the University of Wisconsin-Madison, where he served for three years as Associate Director of the Robert La Follette Institute of Public Affairs. In Madison, Gormley worked on a variety of projects involving energy policy, communications policy, environmental policy, and bureaucratic politics. His book, *Taming the Bureaucracy: Muscles, Prayers, and Other Strategies*, published in 1989, received the Louis Brownlow Book Award for the best book of the year from the National Academy of Public Administration.

After one year as a visitor, Gormley joined the Georgetown Faculty as Professor of Government and Public Policy in 1991. During the first part of the decade, he worked especially on child care issues, which culminated in *Everybody's Children: Child Care as a Public Problem*, published in 1995. He also served as a member of the

university committee that created Georgetown's first day care center, known as Hoya Kids. Later, he turned his attention to performance measurement. With David Weimer, he wrote *Organizational Report Cards*, which analyzes efforts to measure the performance of hospitals, HMOs, public schools, colleges and universities, and other organizations that deliver vital public services. His current research focuses on the changing relationship between the federal government and the states in education policy, environmental policy, and health policy.

Several common threads run through Gormley's published work: An interest in government reform and its consequences, an interest in functional and dysfunctional bureaucratic control mechanisms, and an interest in developing and applying analytical frameworks to improve our understanding of public policy choices. Gormley routinely teaches courses in the Policymaking Process, Federalism and Intergovernmental Relations, and Bureaucratic Politics. He also occasionally teaches more specialized courses that deal with environmental policy and children's policy.

Gormley is married to Rosemarie Zagarri, a history professor at George Mason University who specializes in early American history. Their household includes a son from Ms. Zagarri's previous marriage, Anthony, and a daughter, Angela, who was born in January, 2001.

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David Lawrence, Jr. retired in 1999, as publisher of The Miami Herald to work in the area of early childhood development and readiness. He is President of The Early Childhood Initiative Foundation and "University Scholar for Early Childhood Development and Readiness" at the University of Florida. In 2002, he led the successful campaign for The Children's Trust, a dedicated source of early intervention and prevention funding for children in Miami-Dade; he now is its Chair. Named by Gov. Jeb Bush to the Florida Partnership for School Readiness, he chaired that oversight board for two terms. He is a Board Member of the Foundation for Child Development in New York and the High/Scope Educational Research Foundation in Ypsilanti, Mich. In 2002-03, he chaired the Governor's Blue Ribbon Panel on Child Protection. In 2002, he was a key figure in passage of the statewide constitutional amendment that will provide high-quality Pre-K availability for all 4 year olds beginning in the School Year 2005, and served on the UPK Advisory Council that made recommendations in 2003, to the State Board of Education and the Legislature. In 2004, he served as the Governor's "Special Assistant for UPK Implementation" to help get a high-quality program established in Florida. He is a Board Member and former Chair of what is now known as the Early Learning Coalition of Miami-Dade and Monroe.

Before coming to Miami in 1989, he was Publisher and Executive Editor of the Detroit Free Press. He came to the Free Press in 1978, from the Charlotte Observer where he was Editor. He joined then Knight Newspapers (now Knight Ridder) in 1971. (During his tenure as Publisher of The Miami Herald, the paper won five Pulitzer Prizes.)

He is a graduate of the University of Florida and named "Outstanding Journalism Graduate." He graduated from the Advanced

Management Program at the Harvard Business School in 1983. In 1988, he was honored with Knight-Ridder's top award, the John S. Knight Gold Medal. He has 12 honorary doctorates, including from his alma mater, the University of Florida. His national honors include the Ida B. Wells Award "for exemplary leadership in providing minorities employment opportunities" and the National Association of Minority Media Executives award for "lifetime achievement in diversity." His writing awards include the First Amendment Award from the Scripps Howard Foundation and the Inter American Press Association Commentary Award. He served twice as Chair of the national Task Force on Minorities in the Newspaper Business, was the 1991-92 President of the American Society of Newspaper Editors and the 1995-96 President of the Inter American Press Association.

His board activity: The Miami Art Museum and United Way (each formerly as Chair), the New World School of the Arts (where he is now the Chair), NCCJ and the University of Florida Foundation. As a Member of the Governor's Commission on Education, he chaired the Readiness Committee. He was the local convening Co-chair of the 1994 Summit of the Americas. And he co-founded a non-profit vocational-technical school in Port-au-Prince, Haiti.

He and Roberta, a master's graduate in social work from Barry, live in Coral Gables and have three daughters and two sons. His honors include: "Family of the Year" from Family Counseling Services, "Father of the Year" by the South Florida Father's Day Council, the Lawton and Rhea Chiles Advocacy Award, the Public Policy Award of the Early Childhood Association of Florida. In 2003, he was honored with Barry University's "Hope for the Children" Award and the Florida Children's Forum President's Award, and in 2004, with the Parent to Parent "Community Leadership" Award. Nationally, he has been honored with the American Public Health Association Award of Excellence and the Lewis Hine Award for Children and Youth.

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Dr. Richard Fiene is the Director of the Capital Area Early Childhood Institute, Associate Professor of Human Development and Family Studies, Senior Research Associate, Prevention Research Center; and Faculty Affiliate, Center for Human Development and Family Research in Diverse Contexts, in the College of Health and Human Development at The Pennsylvania State University.

Dr. Fiene, a Research Psychologist, has spent his professional career conducting research on child care quality and community based research. His research at the national and state levels has centered on child care licensing, early childhood program accreditation and child care/early childhood development training systems and their impact on child care quality.

Dr. Fiene also was the Director of the Division of Licensing Systems & Research in the Office of Licensing and Regulatory Management, Pennsylvania Department of Public Welfare. Dr. Fiene has been a Special Assistant to the Deputy Secretary, Pennsylvania Office of Children Youth and Families, Co-Chaired the Cross Systems Licensing Project in the Pennsylvania Departments of Public Welfare, Aging, and Health, and was the Training Director for the Child Care/Early Childhood Development Training System. Dr. Fiene is a Member of the American Psychological Society, Society for Research in Child Development, and Fellow of the Pennsylvania Psychological Association.

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Robert Nelkin is the Director of *Policy Initiatives*, University of Pittsburgh Office of Child Development. His work is focused on numerous policies intended to bring about better outcomes for very young children. Issues include: Health care, early literacy, juvenile justice, youth development, infant mental health, parenting, maternal smoking, early childhood education, public education and behavioral health. Robert Nelkin's career has been focused on advocacy for people with disabilities and for children and youth. Throughout, positive change occurred by informing public policy makers and introducing new public policy approaches based on research or best practices. Mr. Nelkin's public policy work was undertaken both from inside and outside of government. Within government, he worked on local, state and federal levels and with executive, judicial and legislative branches. Formerly, Robert Nelkin was Director of Human Services for Allegheny County. He administered the county human services, with more than a \$400 million dollar annual budget, developed a new model of county human services - based on prevention, led multi-department and public-private partnerships, and generated department by department change agendas.

Accomplishments include: Founding Healthy Start to reduce infant mortality, family support centers to promote responsible parenthood, the Volunteer Support Network for Seniors to reach out to frail homebound elderly citizens living alone, and advocacy, which exposed inhuman conditions in Pennsylvania's institutions and led ultimately to closing of substandard facilities, statewide reform, and the development of quality community services and education for people with mental retardation.

**Michelle Harmon** is a Research Associate on the Family & Child Policy Collaborative at Temple University. She has been project coordinator on several large research projects, and she coordinated arrangements for the Policy Workshop on behalf of UCPC. Educated at Temple University, Michelle also worked as Team Head on the Child Care Data collection team for the NICHD Study of Early Child Care and Youth Development project at Temple University. Michelle Harmon, along with Candace Hill, Wendy Ethridge Smith, and Daniel Perkins represented UCPC at the training for Family Impact Seminars in Wisconsin.

**Michael R. King, Ph.D.** Executive Director of the Legislative Office for Research Liaison. Before coming to LORL, Mike served on the political science faculty at the Pennsylvania State University, University Park Campus from 1968 to 1994. His research and teaching specialties were state legislatures, American state politics, public policy, research methodology, and computer applications in social science research. Mike holds Bachelor of Science (1964) and Doctor of Philosophy (1970) degrees in political science from the University of Oregon.

All of the Universities Children's Policy Collaborative (UCPC) core committee members worked toward developing this Child and Family Policy Seminar/Policy Workshop. Members from the University of Pittsburgh were Chris Groark, Bob McCall, Wendy Ethridge Smith, and Bob Nelkin. Pennsylvania State University members were Richard Fiene, Mark Greenberg and Daniel Perkins. And members from Temple University were Anne Shlay, Marsha Weinraub, Candace Hill and Michelle Harmon.