

Withdrawal/Redaction Sheet

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
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001. email	Carol Rasco to Charlotte re: Early Learning Fund [partial] (1 page)	02/11/2000	b(6)
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COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Ann O'Leary
OA/Box Number: 19578

FOLDER TITLE:

Early Learning Proposals

2013-0436-S

rc1281

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1) National security classified information [(b)(1) of the FOIA]
- b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

File: Guy [signature]

April 28, 2000

United States Senate
Washington, DC 20510

Dear Senator:

We are writing to urge you to vote in favor of the amendment to be offered by Senator Dodd to S. 2, the Early Childhood Educator Professional Development program. This amendment would provide competitive grants to local partnerships that focus on two important goals for children's success in school: early literacy and violence prevention.

If children are to read at grade level, their early childhood educators must have the training to help young children develop pre-literacy skills. Research shows that children who attend early childhood education programs led by highly qualified educators are more likely to have these skills and to succeed in school. Yet, forty percent of preschool teachers have a high school diploma and just ten percent have a two-year degree from a community or junior college. Many preschool teachers receive only ten hours of training each year. By focusing on the professional development of early childhood educators, particularly in literacy, many more children will be able to succeed in school.

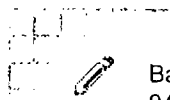
These grants also would be used to train early childhood educators in identifying and preventing behavioral problems or violent behavior. As evidenced by the recent tragedy in Michigan, violence prevention must begin with very young children. With the skills and knowledge on how to effectively help young children deal with anger and conflict without violence and identify and refer children for other needed services, early childhood educators can make a difference on this important issue.

We urge you to vote Yes on this amendment.

Sincerely,

Action Alliance for Virginia's Children and Youth
American Federation of School Administrators
American Federation of Teachers
American Psychological Association
Center for the Child Care Workforce
Children's Defense Fund
Child Welfare League of America
Council for Exceptional Children
Division for Early Childhood, CEC
Easter Seals
Fight Crime: Invest in Kids
National Association for Bilingual Education

National Association for the Education of Young Children
National Association of School Psychologists
National Association of Social Workers
National Council of Jewish Women
National Education Association
National Head Start Association
National Women's Law Center
Pennsylvania Partnerships for Children
School Social Work Association of America
YWCA of the U.S.A.



Barbara Chow
04/03/2000 11:15:12 AM

5-4689

Record Type: Record

To: Ann O'Leary/OPD/EOP@EOP, Wayne Upshaw/OMB/EOP@EOP, Jack A. Smalligan/OMB/EOP@EOP, Zoe M. Neuberger/OMB/EOP@EOP

cc: Jennifer E. McGee/OMB/EOP@EOP

Subject: Re: Andrews' letter

Jack/Wayne: Does the Andrews bill contain the same funding level for the Early Learning Fund as the POTUS budget? Is it mandatory spending? How is the universal pre-k handled?

Ann: HHS has already told me that they will be very unhappy with any letter which supports Andrews because of the HHS/ED problem. Maybe there is some graceful way of referencing this without directly challenging Andrews. If there is a budget issue we may also need some boilerplate language on "working with Congress to identify appropriate offsets".

Anyway, I'm for doing something like this, think that you have generally found the right tone but believe we may need a few more sentences to cover ourselves on some of these issues.

----- Forwarded by Barbara Chow/OMB/EOP on 04/03/2000 10:34 AM -----



Anna Richter
03/31/2000 06:47:38 PM

Record Type: Record

To: Ann O'Leary/OPD/EOP@EOP

cc: See the distribution list at the bottom of this message

Subject: Re: Andrews' letter



Andrews.0331-rev.do

This has Eric Liu's edits incorporated.

Message Copied To:

broderick johnson/who/eop@eop
barbara chow/omb/eop@eop
bethany little/opd/eop@eop
andy rotherham/opd/eop@eop
mary i. cassell/omb/eop@eop
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HR3365

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GPO's PDF version of this bill	References to this bill in the Congressional Record	Link to the Bill Summary & Status file.	Full Display - 9,355 bytes. [Help]
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To provide grants to local educational agencies to establish or expand prekindergarten programs for children who are not yet enrolled in kindergarten. (Introduced in the House)

HR 3365 IH

106th CONGRESS

1st Session

H. R. 3365

To provide grants to local educational agencies to establish or expand prekindergarten programs for children who are not yet enrolled in kindergarten.

IN THE HOUSE OF REPRESENTATIVES

November 15, 1999

Mr. ANDREWS introduced the following bill; which was referred to the Committee on Education and the Workforce

A BILL

To provide grants to local educational agencies to establish or expand prekindergarten programs for children who are not yet enrolled in kindergarten.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. PREKINDERGARTEN PROGRAM.

Title X of the Elementary and Secondary Education Act of 1965 is amended by adding at the end the following:

'PART L--PREKINDERGARTEN PROGRAMS

'SEC. 10995A. FINDINGS.

'Congress finds the following:

'(1) Countless studies have shown what every parent already knows: High-quality preschool

education programs work. They prepare children to learn when they go to school, and the programs increase the success of students throughout their lives.

`(2) Children who get a high-quality prekindergarten education are more likely to increase their overall IQ, improve their results on achievement tests, and increase their chances of graduating from high school and pursuing some form of higher education. These same children are less likely to repeat a grade level and have less need for special education instruction than those with no preschool background, thus saving local educational agencies funds that might otherwise be necessary to provide special education instruction.

`(3) Prekindergarten education makes an enormous difference in the lives of children from lower-income families. The following specific results were found for children eligible for Head Start services or child care assistance, children who belong to a single parent, 2-child families earning less than \$22,000 per year, or families of 4 earning less than \$31,000 per year--

`(A) 29 percent of the children who attended prekindergarten program were employed in jobs paying over \$2,000 by age 27, as opposed to 7 percent of those from the same income group who did not receive prekindergarten education.

`(B) Only 57 percent of the children who attended a prekindergarten program grew up to become single mothers, as opposed to 83 percent of the same income group who did not attend a prekindergarten program.

`(C) 36 percent of the children who attended a prekindergarten program grew up to own their own homes, as opposed to only 13 percent of the same income group who did not attend such a program.

`(D) Less than 13 percent of the boys in the group who attended a prekindergarten program grew up to be arrested 5 or more times, as opposed to 49 percent of the boys from the same income group who did not attend a prekindergarten program.

`SEC. 10995B. PROGRAM AUTHORIZED.

`(a) IN GENERAL- The Secretary is authorized to provide grants to local educational agencies with an approved application under section 10995C to allow such agencies to establish or expand prekindergarten early learning programs to be operated by the local education agency.

`(b) PRIORITY- The Secretary shall give priority for grants under this part to local educational agencies with the highest population of children, ages 3 to 5, not enrolled in a prekindergarten or kindergarten program.

`SEC. 10995C. APPLICATIONS.

`(a) IN GENERAL- A local educational agency that desires to receive a grant under this part shall submit an application to the Secretary at such time, in such manner, and containing such information as the Secretary may reasonably require.

`(b) CONTENT- An application referred to in subsection (a), at a minimum, shall--

`(1) demonstrate a need for the establishment or expansion of a prekindergarten program;

`(2) provide an assurance that each individual hired to work with children in the prekindergarten program is a teacher or child development specialist certified by the State;

`(3) provide an assurance that the ratio of teacher or child development specialist to children

shall not exceed 10-1;

`(4) provide an assurance that the local educational agency will provide, either directly or through private contributions, non-Federal matching funds equal to not less than 50 percent of the amount of the grant award, these contributions shall include in kind contributions and parental co-payments;

`(5) provide an assurance that the local educational agency will develop a sliding fee schedule to ensure that the parents of a child who attends a prekindergarten program established under this part share in the cost of providing the prekindergarten program, but the amount of such contribution shall not exceed \$50 each week that a child attends such program;

`(6) provide a description of how funds will be used to coordinate with and build on, but not duplicate or supplant, early childhood programs that exist in the community;

`(7) describe how the agency will use a collaborative process with organizations and members of the community that have an interest and experience in early childhood development and education to establish prekindergarten programs;

`(8) describe how the agency will coordinate with and expand, but not duplicate or supplant, early childhood programs that exist in the community;

`(9) review scientifically based research on early childhood education services that focus on language, literacy, and reading development;

`(10) describe how the program will meet the diverse needs of children, ages 3 through 5, in the community who are not enrolled in kindergarten, including children who have special needs;

`(11) describe how to employ methods that ensure a smooth transition for participating students from early childhood education to kindergarten and early elementary education;

`(12) describe the results the programs are intended to achieve, and what tools to use to measure the progress in attaining those results;

`(13) describe a plan to operate the program without using funds made available under this part; and

`(14) provide an assurance that none of the funds received under this part may be used for the construction or renovation of existing or new facilities (except for minor remodeling needed to accomplish the purposes of this part);

`SEC. 10995D. USES OF FUNDS.

`(a) IN GENERAL- A local educational agency that receives a grant award under this part may use funds received to establish or expand prekindergarten programs for children, ages 3 through 5, who are not enrolled in kindergarten.

`(b) PREKINDERGARTEN PROGRAMS- Each prekindergarten program that is established pursuant to this part shall--

`(1) focus on the developmental needs of participating children, including their social, cognitive, and language-development needs, and use research-based approaches that build on competencies that lead to school success, particularly in language and literacy development and in reading; and

`(2) ensure that participating children, at a minimum--

`(A) understand and use language to communicate for various purposes;

`(B) understand and use increasingly complex and varied vocabulary;

`(C) develop and demonstrate an appreciation of books;

`(D) develop phonemic, print, and numeracy awareness; and

`(E) in the case of children with limited English proficiency, progress toward acquisition of the English language.

`SEC. 10995E. REPORTING.

`(a) LOCAL REPORTS- Each local educational agency that receives a grant award under this part shall submit to the Secretary annually a report that reviews the effectiveness of the prekindergarten program established with funds provided under this part.

`(b) REPORT TO CONGRESS- The Secretary shall submit to Congress annually a report that evaluates the prekindergarten programs established under this part.

`SEC. 10995F. AUTHORIZATION OF APPROPRIATIONS.

`There are authorized to be appropriated to carry out this part \$210,000,000 for fiscal year 2001, \$210,000,000 for fiscal year 2002, \$1,000,000,000 for fiscal year 2003, \$1,500,000,000 for fiscal year 2004, and \$2,100,000,000 for fiscal year 2005.'.

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United States' intervention as a party in the *Chavez v. Arte Publico Press, et al.* [No. 93-2881]; to the Committee on the Judiciary.

5344. A letter from the Chief, Office of Regulations and Administrative Law, USCG, Department of Transportation, transmitting the Department's final rule—Drawbridge Operation Regulations; Mystic River, CT [CCD01-99-079] (RIN: 2115-AE47) received November 4, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5345. A letter from the Program Analyst, FAA, Department of Transportation, transmitting the Department's final rule—Amendment to Class E Airspace; Mountain View, MO [Airspace Docket No. 99-ACE-46] received November 4, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5346. A letter from the Program Analyst, FAA, Department of Transportation, transmitting the Department's final rule—Airworthiness Directives; Bell Helicopter Textron Canada Model 222, 222B, and 222U Helicopters [Docket No. 98-SW-51-AD; Amendment 39-11400; AD 99-23-04] (RIN: 2120-AA64) received November 4, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5347. A letter from the Program Analyst, FAA, Department of Transportation, transmitting the Department's final rule—Airworthiness Directives; Bell Helicopter Textron Canada Model 430 Helicopters [Docket No. 98-SW-50-AD; Amendment 39-11399; AD 99-23-03] (RIN: 2120-AA64) received November 4, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5348. A letter from the Program Analyst, FAA, Department of Transportation, transmitting the Department's final rule—Airworthiness Directives; Eurocopter France Model SA-365N, SA-365N1, and AS-365N2 Helicopters [Docket No. 98-SW-60-AD; Amendment 39-11398; AD 99-23-02] (RIN: 2120-AA64) received November 4, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5349. A letter from the Program Analyst, FAA, Department of Transportation, transmitting the Department's final rule—Airworthiness Directives; Robinson Helicopter Company (Robinson) Model R44 Helicopters [Docket No. 99-SW-12-AD; Amendment 39-11397; AD 99-23-01] (RIN: 2120-AA64) received November 4, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5350. A letter from the Program Analyst, FAA, Department of Transportation, transmitting the Department's final rule—Airworthiness Directives; Saab Model SAAB SF340A and 340B Series Airplanes [Docket No. 99-NM-199-AD; Amendment 39-11395; AD 99-22-17] (RIN: 2120-AA64) received November 4, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5351. A letter from the Program Analyst, FAA, Department of Transportation, transmitting the Department's final rule—Airworthiness Directives; Dornier Model 328-100 Series Airplanes [Docket No. 99-NM-01-AD; Amendment 39-11393; AD 99-22-15] (RIN: 2120-AA64) received November 4, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5352. A letter from the Program Analyst, FAA, Department of Transportation, transmitting the Department's final rule—Airworthiness Directives; Boeing Model 737 Series Airplanes [Docket No. 99-NM-02-AD; Amendment 39-11394; AD 99-22-16] (RIN: 2120-AA64) received November 4, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5353. A letter from the Program Analyst, FAA, Department of Transportation, transmitting the Department's final rule—Airworthiness Directives; Boeing 777-200 Series Airplanes [Docket No. 99-NM-03-AD; Amendment 39-11396; AD 98-02-06 R1] (RIN: 2120-AA64) received November 4, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5354. A letter from the Program Analyst, FAA, Department of Transportation, transmitting the Department's final rule—Airworthiness Directives; Eurocopter France Model SA330F, G, J, and AS332C, L, and L1 Helicopters [Docket No. 99-SW-01-AD; Amendment 39-11403; AD 99-23-07] (RIN: 2120-AA64) received November 8, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5355. A letter from the Program Analyst, FAA, Department of Transportation, transmitting the Department's final rule—Modification of the San Juan Low Offshore Airspace Area, PR [Airspace Docket No. 99-ASO-1] (RIN: 2120-AA66) received November 8, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5356. A letter from the Program Analyst, FAA, Department of Transportation, transmitting the Department's final rule—Change Name of Using Agency for Restricted Area R-5203; Oswego, NY [Airspace Docket No. 99-AEA-12] (RIN: 2120-AA66) received November 8, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5357. A letter from the Program Analyst, FAA, Department of Transportation, transmitting the Department's final rule—Standard Instrument Approach Procedures; Miscellaneous Amendments [Docket No. 29785; Amdt. No. 1953] received October 21, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5358. A letter from the Program Analyst, FAA, Department of Transportation, transmitting the Department's final rule—Standard Instrument Approach Procedures; Miscellaneous Amendments [Docket No. 29709; Amdt. No. 1947] received September 14, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5359. A letter from the Program Analyst, FAA, Department of Transportation, transmitting the Department's final rule—Airworthiness Directives; Eurocopter Canada Ltd. Model BO 105 LS A-3 Helicopters [Docket No. 99-SW-56-AD; Amendment 39-11371; AD 99-20-13] (RIN: 2120-AA64) received October 21, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Transportation and Infrastructure.

5360. A letter from the Secretary of Transportation, transmitting the Response To The Transportation Research Board National Research Council entitled, "Entry And Competition In The U.S. Airline Industry: Issues And Opportunities"; to the Committee on Transportation and Infrastructure.

5361. A letter from the Chief, Regulations Unit, Internal Revenue Service, transmitting the Service's final rule—Procedures for Interest Netting [Rev. Proc. 99-43] received November 8, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Ways and Means.

5362. A letter from the Chief, Regulations Unit, Internal Revenue Service, transmitting the Service's final rule—Acquisition of an S Corporation by a Member of a Consolidated Group [TD 8842] (RIN: 1545-AW33) received November 9, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Ways and Means.

5363. A letter from the Chief, Regulations Unit, Internal Revenue Service, transmitting

the Service's final rule—Reopenings of Treasury Securities (RIN: 1545-AX61) received November 3, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Ways and Means.

5364. A letter from the Chief, Regulations Unit, Internal Revenue Service, transmitting the Service's final rule—Tax Forms [Rev. Proc. 99-42] received November 3, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Ways and Means.

5365. A letter from the Chief, Regulations Unit, Internal Revenue Service, transmitting the Service's final rule—Partnership Returns Required on Magnetic Media [TD 8843] (RIN: 1545-AW14) received November 10, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Ways and Means.

5366. A letter from the Chief, Regulations Unit, Internal Revenue Service, transmitting the Service's final rule—Return of Partnership Income [TD 8841] (RIN: 1545-AU99) received November 10, 1999, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Ways and Means.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. YOUNG of Alaska; Committee on Resources. H.R. 2828. A bill to prohibit oil and gas drilling in Mosquito Creek Lake in Cortland, Ohio (Rept. 106-468). Referred to the Committee of the Whole House on the State of the Union.

Mr. YOUNG of Alaska; Committee on Resources. H.R. 3063. A bill to amend the Mineral Leasing Act to increase the maximum acreage of Federal leases for sodium that may be held by an entity in any one State, and for other purposes (Rept. 106-469). Referred to the Committee of the Whole House on the State of the Union.

PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XII, public bills and resolutions were introduced and severally referred, as follows:

By Mr. ANDREWS:

H.R. 3365. A bill to provide grants to local educational agencies to establish or expand prekindergarten programs for children who are not yet enrolled in kindergarten; to the Committee on Education and the Workforce.

By Mr. CASTLE:

H.R. 3366. A bill to suspend temporarily the duty on benzyl carbazate (DT-291); to the Committee on Ways and Means.

By Mr. CASTLE:

H.R. 3367. A bill to suspend temporarily the duty on tralkoxydim formulated ("Achieve"); to the Committee on Ways and Means.

By Mr. CASTLE:

H.R. 3368. A bill to suspend temporarily the duty on the chemical KN002; to the Committee on Ways and Means.

By Mr. CASTLE:

H.R. 3369. A bill to reduce temporarily the duty on the chemical KL084; to the Committee on Ways and Means.

By Mr. CASTLE:

H.R. 3370. A bill to suspend temporarily the duty on the chemical IN-N5297; to the Committee on Ways and Means.

By Mr. CASTLE:

H.R. 3371. A bill to reduce temporarily the duty on azoxystrobin formulated ("Heritage", "Abound", and "Quadris"); to the Committee on Ways and Means.

Monday, November 15, 1999

Daily Digest

Senate

Chamber Action

Senate was not in session today. It will next meet on Tuesday, November 16, 1999, at 10 a.m.

Committee Meetings

No committee meetings were held.

House of Representatives

Chamber Action

Bills Introduced: 8 public bills, H.R. 3365-3372; and 1 resolution, H. Con. Res. 228 were introduced.

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Reports Filed: Reports were filed today as follows:

H.R. 2818, to prohibit oil and gas drilling in Mosquito Creek Lake in Cortland, Ohio (H. Rept. 106-468); and

H.R. 3063, to amend the Mineral Leasing Act to increase the maximum acreage of Federal leases for sodium that may be held by an entity in any one State (H. Rept. 106-469).

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Guest Chaplain: The prayer was offered by the guest Chaplain, Father Paul Lavin of Washington, DC.

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Meeting Hour—Tuesday, November 16: Agreed that when the House adjourns today, it adjourn to meet at 10:30 a.m. on Tuesday, November 16, 1999.

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Calendar Wednesday: Agreed that the business in order under the Calendar Wednesday rule be dispensed with on Wednesday, November 17, 1999.

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Recess: The House recessed at 2:04 p.m. and reconvened at 10:46 p.m.

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Senate Messages: Messages received from the Senate appear on page H11964.

Quorum Calls—Votes: No recorded votes or quorum calls developed during the proceedings of the House today.

Adjournment: The House met at 2:00 p.m. and adjourned at 10:47 p.m.

Committee Meetings

No committee meetings were held.

COMMITTEE MEETINGS FOR TUESDAY, NOVEMBER 16, 1999

Senate

No meetings/hearings scheduled.

House

Committee on Veterans' Affairs. Subcommittee on Health and the Subcommittee on Oversight and Investigations, joint hearing on the possible health effects of the drug pyridostigmine bromide (PB) on veterans who served in the Persian Gulf War, 2 p.m., 334 Cannon.

SEC. __. EARLY LEARNING PROGRAM.

(a) FUNDING.—Section 418 of the Social Security Act (42 U.S.C. 618) is amended by adding after subsection (b) (as added by section __) the following new subsection:

“(c) APPROPRIATIONS FOR EARLY LEARNING PROGRAM.—

“(1) IN GENERAL.—There are appropriated out of any funds in the Treasury not otherwise appropriated, for carrying out activities related to early learning programs in accordance with this section and section 658T of the CCDBG Act, \$600,000,000 for each of fiscal years ~~2000~~ 2001 through ~~2004~~ 2005, which shall be allocated in accordance with this subsection.

“(2) ALLOCATION OF APPROPRIATIONS.—Amounts appropriated for each fiscal year pursuant to paragraph (1) shall be allocated as follows:

“(A) AMOUNT FOR INDIAN TRIBES.—Up to two percent of the total amount appropriated shall be allocated to Indian tribes in proportional shares equal to the shares received by such tribes for such fiscal year under section 658O(c) of that Act.

“(B) AMOUNTS FOR TERRITORIES.—An amount shall be allotted to each territory that bears the same ratio to one-half of one percent of the total amount appropriated as the amount allotted to such territory for such fiscal year under section 658O(a)(1) of that Act bears to the total amount received by all territories for such fiscal year under such section.

“(C) SECRETARY’S ACTIVITIES.—~~\$6,000,000~~ \$x,xxx,xxx is reserved to the Secretary and shall be available to conduct a national evaluation of the effect of State, local, and tribal early learning programs carried out under section 658T on cognitive development and educational achievement early childhood development and school readiness, including child development and educational outcomes measures specified in section 658T(b)(2)(E), \$xxx,xxx of which may be used for costs of providing technical assistance to, ~~and conducting national~~

~~evaluations of~~, State, local, and tribal early learning programs under such section 658T.

“(D) AMOUNTS FOR STATES.—From the total amount appropriated remaining after application of subparagraphs (A), (B), and (C), an amount shall be allocated among the States based on the formula used for determining the amount of Federal payments to the State under section 658O of the CCDBG Act.

“(3) MATCHING PAYMENTS TO STATES AND TERRITORIES.—

“(A) FEDERAL PAYMENTS.—The Secretary shall pay to each State and territory for a fiscal year an amount equal to the lesser of its allotment under paragraph (2) or 80 percent of expenditures by the State or territory for an early learning program under a plan approved under section 658T of the CCDBG Act.

“(B) REDISTRIBUTION.—The Secretary shall, to the extent necessary, determine the need for redistribution of, and redistribute, amounts allotted under this subsection to States, in accordance with the procedures and formula set forth in subsection (a)(2)(D).

“(4) PAYMENTS TO INDIAN TRIBES.—The Secretary shall pay to each Indian tribe for a fiscal year an amount equal to the lesser of its allotment under paragraph (2)(A) or the total amount of expenditures by the tribe for an early learning program under section 658T of the CCDBG Act.”.

(b) ESTABLISHMENT OF EARLY LEARNING PROGRAM.—

(1) STATE PLAN REQUIREMENT.—Section 658E(c) of the Child Care and Development Block Grant Act of 1990 (42 U.S.C. 9858c(c)) is amended by adding at the end the following new paragraph:

“(6) EARLY LEARNING PROGRAM PLAN REQUIREMENTS.—In the case of a State electing to implement an early learning program under section 658T, the State plan shall meet the requirements specified in section 658T(b)(2).”.

(2) EARLY LEARNING PROGRAM.—That Act is amended by adding at the end

the following new section:

“SEC. 658T. EARLY LEARNING PROGRAM.

“(a) PROGRAM PURPOSE.—The purpose of the program under this section is to enable States, through grants to communities, to support activities that—

“(1) promote children’s healthy cognitive, social, behavioral and physical development during the earliest years of life;

“(2) improve ~~child care and other~~ early childhood education and development programs ~~the quality of child care~~ for children aged five and under, including those with disabilities and those with limited English proficiency; and

“(3) encourage and facilitate emerging literacy, ~~and~~ language development, numeracy, and school readiness; and

~~“(4) enhance programs designed to achieve these goals.~~

“(b) REQUIREMENTS FOR STATE PARTICIPATION.—

“(1) IN GENERAL.—In order to be eligible for Federal matching funds under section 418(c) of the Social Security Act, the State shall have in effect under its plan under section 658E an early learning program plan meeting the requirements specified in paragraph (2).

“(2) EARLY LEARNING PROGRAM PLAN REQUIREMENTS.—The early learning program plan shall meet the following requirements:

“(A) LEAD AGENCY.—The plan shall provide that the program will be administered by the lead agency designated under 658D.

“(B) COMMUNITY GRANT PROCEDURES.—The plan shall describe the standards and procedures to be applied in the review and approval of community applications, and in setting amounts, terms, and conditions of community grants, including the methods to be used to ensure that no less than 70 percent of grant funds are awarded to low-income communities, funded programs are designed to promote the child development and educational outcomes

specified in section subsection (b)(2)(E)(i), and funded programs reflect scientifically based research findings on emerging literacy, language development, numeracy, and school readiness of children birth to 5 years of age.

“(C) COMMUNITY PARTICIPATION IN PLANNING AND MONITORING.—The plan shall describe the methods to be used to ensure participation, in planning and monitoring activities under the community plan, of representatives of concerned elements of the community, including parents of young children, child care providers, child development and mental health professionals, early intervention specialists, health care providers, public school representatives, local interagency coordinating councils for children with disabilities, local government, and business leaders.

“(D) PROGRAM ACTIVITIES.—The plan shall specify which of the allowable activities enumerated in subsection (c) may be carried out under community grants under the plan.

“(E) PERFORMANCE GOALS AND MEASURES.—~~Children participating in~~ States participating in early learning programs funded under section 658T of the CCDBG Act will be held accountable for increasing the availability of high quality early learning programs that expected to progress toward, at a minimum, understanding and using language to communicate for various purposes; understanding and using use of increasingly complex and varied vocabulary; developing and demonstrating an appreciation of books; developing phonemic, print, and numeracy awareness; and in the case of children with limited English proficiency, acquiring the English language. provide an environment that supports the young child’s emerging communication, literacy, and numeracy skills; and social, emotional, and physical development through activities and materials appropriate to the ages and developmental levels of the infants, toddlers, or preschool children enrolled.

Children participating in early learning programs funded under section 658T of the CCDBG Act will be expected to progress toward, at a minimum, understanding and using language to communicate for various purposes; understanding and using increasingly complex and varied vocabulary; developing and demonstrating an appreciation of books; developing phonemic, print, and numeracy awareness; and in the case of children with limited English proficiency, acquiring the English language.

The Secretary, in collaboration with the Secretary of Education and in consultation with the States, shall develop performance goals and indicators for States participating in early learning programs funded under section 658T of the CCDBG Act will be expected to make progress with regard to quality factors associated with improved developmental outcomes for young children. Such quality factors shall include, including parent education, enhanced child care provider training (particularly in language and literacy development as described in the previous paragraph), increased ratios of child care staff to children, retention of child care providers, support for family child care providers, licensing and accreditation of child care providers and programs, and strengthened standards enforcement.

States will be held accountable for progress toward performance goals and indicators. The Secretary, in consultation with the Secretary of Education and the States, shall provide guidance, developed in conjunction with the Secretary of Education and the states, to the States regarding the specific performance goals and performance indicators, and acceptable methodologies for assessing the progress of States in meeting such goals and indicators. progress, and states will be held accountable for progress toward performance indicators. The plan shall specify

(i) how the State will make progress toward the performance goals

and indicators provided in guidance by the Secretary;

(ii) the methodology the State will use to assess progress toward the performance goals and indicators provided in guidance by the Secretary; and

~~(i) performance goals to be achieved and the interim and long term performance measures and timetables, as appropriate, to be used to assess progress toward each goal under the plan, which —~~

~~(I) shall be developed pursuant to guidance provided by the Secretary and in consultation with local government authorities in accordance with section 658D(b)(2); and~~

~~(II) shall be designed to improve child development through coordination with health care and mental health services; enhanced early learning environments, especially those that promote language skills and literacy growth of children; quality of infant and toddler care; parental involvement; consumer education; reduced staff turnover; and increased rates of accreditation by nationally recognized accreditation organizations;~~

~~(# iii)~~ the steps to be taken by the State or grantees in accordance with guidance provided by the Secretary if the specified performance indicators ~~benchmarks~~ are not achieved.

~~"(F) COORDINATION WITH ACTIVITIES TO IMPROVE THE QUALITY OF CHILD CARE.—~~The State plan shall specify the methods to be used to coordinate activities under this section and section 658G(a), including

coordination of planning and of performance goals and measures, in order to maximize the effectiveness of both programs and coordination with local educational agencies to ensure a smooth transition from child care programs receiving early learning program funds under section 658T to kindergarten and early elementary education. Funds provided for early learning programs under section 658T shall be used to supplement rather than supplant existing programs.

“(c) ALLOWABLE ACTIVITIES.—An early learning program under a State plan under this section may provide for any or all of the following activities to promote cognitive, social, emotional, and physical development in order to enhance emerging literacy and language development, and school readiness:

“(1) PARENTING EDUCATION TO PROMOTE LEARNING AT HOME INFORMATION AND RESOURCES.—

~~“(A) PARENTING EDUCATION.~~—Provision of parenting education, including use of or collaboration with Even Start or similar programs, for parents of young children by means including use of community-based resource centers, family literacy programs with parenting education components, collaboration with early intervention and preschool providers of services for children, public elementary schools, centers that serve children with special health care needs or disabilities and their families, and home visiting programs.

~~“(B) INFORMATION AND REFERRAL.~~—Initiatives to develop or increase the availability of consumer education information and referral services and other resources to assist parents to locate and assess the quality of available child care services.

~~“(C) FAMILY CHILD CARE NETWORKS.~~—Development of support networks, information and referral services, and other supportive services addressing needs of family child care providers for access to such resources as education, training, and community support services.”.

"(2) ACTIVITIES TO PROMOTE QUALITY TEACHING IN CHILD CARE SETTINGS QUALITY AND AVAILABILITY.—

"(A) PROVIDER TRAINING.—Training of child care personnel, which may include training in early childhood development, early literacy, ~~health,~~ ~~nutrition, hygiene, first aid and safety,~~ best practices for serving children with disabilities ~~in child care~~ and those with limited English proficiency, health and safety, and other appropriate matters.

"(B) IMPROVED STAFFING RATIOS.—Initiatives to increase ratios of child care staff to children in care and to reduce child care group sizes.

"(C) SALARY AND BENEFIT ENHANCEMENT.—Assistance to child care programs to increase the quality and continuity of care by attracting or retaining highly qualified child care staff working directly with children through enhanced compensation.

"(D) FAMILY CHILD CARE NETWORKS.—Development of support networks, information and referral services, and other supportive services addressing needs of family child care providers for access to such resources as education, training, and community support services."

"(3) ACTIVITIES TO PROMOTE QUALITY CHILD CARE—

"(E A) LICENSING AND ACCREDITATION ASSISTANCE.—Assistance to entities and individuals in meeting applicable child care accreditation and licensing requirements and in obtaining licensing or accreditation.

~~"(D B)~~ STANDARDS ENFORCEMENT.—Initiatives to increase the numbers of qualified child care licensing and standards enforcement staff and activities to increase monitoring and enforcement of State and local health and safety standards.

"(C) INFORMATION AND REFERRAL.—Initiatives to develop or

increase the availability of consumer education information and referral services and other resources to assist parents to locate and assess the quality of available child care services.

"(E D) HEALTH SERVICES.—Improving coordination of child care with appropriate health services including health and mental health consultations, hearing and vision testing, and immunizations, by methods such as co-location of health and child care services, referrals of children in child care to health care providers or screening services, and transfer of child health records to public school at school entry. Services under this subparagraph shall not include direct provision of or payment for health care services.

"(F E) CARE FOR CHILDREN WITH SPECIAL NEEDS.—Increasing the availability and quality of child care for young children with special health care needs, developmental delays, and disabilities and those with limited English proficiency; and coordinating with early intervention and preschool special education services.

~~"(G) SALARY AND BENEFIT ENHANCEMENT.—Assistance to child care programs to increase the quality and continuity of care by attracting or retaining highly qualified child care staff working directly with children through enhanced compensation.~~

"(H F) MONITORING AND TECHNICAL ASSISTANCE.—Technical assistance to grantees, and monitoring of programs, assisted under this section. State expenditures under this subparagraph shall not exceed a percentage of total State expenditures for the program under this section equal to 10 percent for each of fiscal years ~~2000~~ 2001 through ~~2002~~ 2003, and 5 percent for fiscal year ~~2003~~ 2004 and each succeeding fiscal year.”.

(c) ANNUAL REPORT.—Section 658K(a)(2) of the Act (42 U.S.C. 9858i(a)(2)) is amended—

- (1) by striking "and" at the end of subparagraph (D);
- (2) by striking the period at the end of subparagraph (E) and inserting a semicolon; and
- (3) by inserting after and below subparagraph (E) the following new subparagraphs:

"(F) the early learning program under section 658T, including—

"(i) the number and average dollar amount of grants awarded;

"(ii) the number, average dollar amount, and percentage of the total State award of such grants made to low-income communities;

"(iii) the number of early learning programs;

"(iv) the number of children served with special health care needs, disabilities or developmental delays, and those with limited English proficiency;

"(v) the number of early learning programs that assist children with special needs;

"(vi) progress toward the educational outcomes and quality enhancements specified in section 658T(b)(2)(E), including specific and quantifiable measures of achievement of progress toward each performance goal and indicator provided in guidance by the Secretary, for each specific, quantifiable and measurable objective;

"(vii) expenditures for each allowable activity listed in section 658T(c), total expenditures and, to the extent feasible, the volume or frequency of such activity and the average expenditure per unit of such activity; and

"(viii) with respect to any allowable activity listed in section 658T(c) for which expenditures are made by the State both under section 658G(a) and under section 658T, the amount expended under each such

section; and

“(ix) such other data as the Secretary may require.



Mary I. Cassell

12/10/99 10:05:58 AM

Record Type: Record

To: Ann O'Leary/OPD/EOP@EOP

cc:

Subject: draft of universal pre-K

FYI...

----- Forwarded by Mary I. Cassell/OMB/EOP on 12/10/99 10:07 AM -----



Anil Kakani

12/09/99 09:02:21 PM

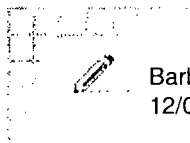
Record Type: Record

To: Jack A. Smalligan/OMB/EOP@EOP, Zoe M. Neuberger/OMB/EOP@EOP, Mary I. Cassell/OMB/EOP@EOP, Naomi Barry/OMB/EOP@EOP

cc: Larry R. Matlack/OMB/EOP@EOP, Kathryn B. Stack/OMB/EOP@EOP

Subject: draft of universal pre-K

----- Forwarded by Anil Kakani/OMB/EOP on 12/09/99 08:02 PM -----



Barbara Chow

12/09/99 08:56:22 PM

Record Type: Record

To: Gene B. Sperling/OPD/EOP@EOP, William G. Dauster/OPD/EOP@EOP, Jason Furman/OPD/EOP@EOP

cc: Melissa G. Green/OPD/EOP@EOP, Nicole R. Rabner/WHO/EOP@EOP, Anil Kakani/OMB/EOP@EOP, Jennifer E. McGee/OMB/EOP@EOP

Subject: draft of universal pre-K

Below is a **quick** analysis prepared by OMB staff describing three alternative means of providing pre-kindergarten to all low-income 4 year olds. We could expand this analysis to three and four year olds but wanted to get a handle on the costs of a narrower proposal first.

1. The first approach is based upon an expansion of Title I dollars to fund preschool programs. It would be very costly when fully phased in if offered in all Title I schools to all 4 year olds (many of whom would not be very low-income).
2. The second approach provides sufficient funding to either offer Head Start slots to 1 million children in 2001 or achieve both the 1 million child goal **and** offer every low income 4 year a Head Start slot .
3. The third proposal relies upon upgrading child care slots to meet pre-K type standards and expanding child care slots.

Another option would be to allow states to choose among any of these options (or others) and provide a block grant (\$1.7 B) for this purpose. Characteristics of such a block grant could include the following:

1. Distributed on the basis of low-income (100% of poverty) young children in a state.
2. Meaningful maintenance of effort or supplement not supplant requirement
3. Stringent academic and performance standards (could use ESEA standards)
4. Requirement to align with existing Title I, Head Start, childcare programs.

----- Forwarded by Barbara Chow/OMB/EOP on 12/09/99 08:38 PM -----



Anil Kakani

12/09/99 08:30:09 PM

Record Type: Record

To: Barbara Chow/OMB/EOP@EOP

cc: Jack A. Smalligan/OMB/EOP@EOP, Larry R. Matlack/OMB/EOP@EOP, Zoe M. Neuberger/OMB/EOP@EOP, Naomi Barry/OMB/EOP@EOP

Subject: draft of universal pre-K



universal preschool options.wpx

Presented below are three mutually exclusive options to universally reach low-income 4 year-olds through pre-kindergarten programs. These options could be combined to complement each other.

The Census Bureau projects there will be 3.85 million four year old children in the year 2001. Assuming the 1998 poverty rate of 20.3 percent for 4-year olds to hold steady over the next few years, we can expect some 782,000 in this age cohort to be below the poverty line in 2001. In 1998, the Head Start program reached 484,000 4-year children, slightly over 60 percent of all 4-year olds in that year. Given funding increases in the program, we project slightly over 500,000 4-year olds to be in Head Start in FY00. Note, however, that Head Start allows for and assumes that approximately 10 percent of slots go to children above poverty.

School-based Option: Expand Title I Preschool Programs

A school-based approach would help focus preschool on academics and ensure links to kindergarten so that participating children build the literacy and numeracy skills they need to enter school ready to learn. One school-based option for universal preschool is to create a set-aside in Title I (Education for the Disadvantaged). The most targeted of all the Federal elementary and secondary education programs, Title I provides funds to low-income school districts to help low-achieving students catch up with their peers. School districts may use Title I funds for preschool programs, however it is estimated that no more than 3 percent of this \$8 billion program is used for that purpose. Nonetheless, some infrastructure exists for preschool programs in high poverty schools. Over 60 percent of the highest poverty elementary schools (75+% poverty rate) have preschool programs, and 35 percent of all Title I elementary schools have them. However, these programs serve only about one-quarter to one-third of the four-year-olds in their school attendance area.

Since the Title I funding formula is based on poverty levels, a Title I-based program would automatically be targeted on children who are likely to be in poverty. In addition, the program could be expanded or contracted to serve all low-income districts, or only the highest poverty districts depending on available funds. Below are preliminary and very rough estimates of the cost to serve children not currently in preschool for both all Title I schools and for the highest poverty schools, and for half-day preschool as well as full-day for all four-year-olds in the targeted districts. We also provide costs net of the children who are already served under Head Start. We assume that a school-based program would cover only the academic school year and not include summer school.

Options A, B and C below would provide funds to Title I schools to provide preschool to all the children in their school district, including those with incomes above the poverty line. Option A would provide the broadest program. Option B would narrow the proposal to the poorest Title I schools. Option C revises option A to assume that children funded through Head Start would not participate in this program. Option D would offer all Title I schools sufficient funds to provide preschool to those children under the poverty line in their school districts. Schools would be expected to identify State or local resources or create sliding scale fees to provide services to children above the poverty line. Cost estimates for option D assume resources would be

provided to cover the costs of all poor 4 year olds not provided services though Head Start. The following are annual costs when the program is at full capacity. The program could be ramped up over several years, therefore first year costs could be much lower.

	# of 4-year-olds	Half Day	Full Day
Option A. All Title I Schools	2,749,000	\$11.0 - 13.7 billion	\$16.0 - 19.2 billion
Option B. 75+% Poverty Schools	587,000	\$2.3 - 2.9 billion	\$3.5 - 4.1 billion
Option C. All Title I school 4-year-olds minus Head Start 4-year-olds	2,264,000	\$9.1 - 11.3 billion	\$13.6 - \$15.7 billion
Option D. Provide funds only for children below poverty not served by Head Start	270,000		\$1.6 billion

Assumptions for Options A, B, and C: Average cost per pupil is \$4,000-\$5,000 for half-day and \$6,000-\$7,000 for full day. 65% of Title I schools do not provide preschool, and in those that do, 70% of the eligible students are not being served. 40% of high poverty schools do not offer preschool and, in those that do, 60% of the eligible students are not served. There are 40,652 Title I elementary schools and 10,349 high poverty Title I elementary schools.

Head Start Option: Expand Head Start

The analysis below assumes all children in Head Start are below poverty. Funding is provided under Option C pay for poor 4 year olds crowded out by the 10 percent of Head Start children assumed to be above poverty.

	Number of children	Cost Estimate (millions)	Increase over FY00 (dollars)	Increase over FY00 (slots)
FY00 enacted	880,000	\$ 5,267	--	--
Head Start Option A: FY01 Passback	920,000	\$	\$	40,000
FY01 HHS Appeal	940,000	5,90\$	63\$	60,000
Head Start Option B: FY01 funding necessary to reach 1 million goal in FY01	1,000,000	6,15\$	88\$	120,000
		6,835	1,568	
Head Start Option C: FY01 funding necessary to reach 1 million goal in FY01 and allow for full participation for 4 year olds*	1,110,000	\$ 7,541	\$ 2,274	230,000

* Assumes 80 percent take-up rate if sufficient funds were provided for all eligibles to participate. Also, funding for the additional 4 year olds above the 1 million slot level does not assume funding for the quality, Early Head Start and T&TA set-asides.

Withdrawal/Redaction Marker

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
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001. email	Carol Rasco to Charlotte re: Early Learning Fund [partial] (1 page)	02/11/2000	b(6)
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COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Ann O'Leary
OA/Box Number: 19578

FOLDER TITLE:

Early Learning Proposals

2013-0436-S

rc1281

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1) National security classified information [(b)(1) of the FOIA]
- b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]



"Rasco, Carol" <Carol_Rasco@ed.gov>

02/11/2000 12:29:37 PM

Record Type: Record

To: "cbrantley@acf.dhhs.gov" <cbrantley@acf.dhhs.gov>

cc: See the distribution list at the bottom of this message

Subject: Early Learning Fund

Charlotte: I apologize for the delay which is my fault;

(b)(6)

[001]

(b)(6)

I have both pasted and attached our comments below. Please do not hesitate to call or email us if we need to discuss this further!

> <<Rascomemo.doc>>

February 11, 2000

To : Charlotte Brantley

From : Carol Rasco

Subject: ED comments on proposed changes to the Early Learning Fund authorization language

Thank you very much for sharing your edits to the Early Learning Fund proposal. The following are the Department of Education's (ED) comments on the revisions you are recommending in the draft Early Learning Fund authorization language:

* In general, it appears that the changes increase the emphasis on factors other than cognitive development.

* The most significant change appears to be in the first paragraph of Section 658T(b)(2)(E) -Performance Measure and Goals--where the requirement that children participating in early learning programs must progress toward specific literacy readiness goals is replaced with a more general requirement that early learning programs must support pre-literacy skill and other factors. It is also not clear if this language would require literacy-based performance measures or outcomes for programs or children. A possible alternative might be to revise the provision to read something like-

"States participating in early learning programs funded under section 658T of the CCDBG Act will be held accountable for increasing the availability of high quality early learning programs that provide an environment that supports young children's emerging communications, literacy, and numeracy skills and social, emotional and physical development

through activities and materials appropriate to the ages and developmental needs of the children enrolled.

"The Secretary, in collaboration with the Secretary of Education and in consultation with the States, shall develop performance goals and indicators for quality factors associated with improved developmental outcomes for children. Such quality factors shall include parent education, enhanced provider training (particularly in language and literacy development as described in XXXX), increased ratios of child care staff to children, retention of child care providers, licensing and accreditation of child care providers and programs, and strengthened standards enforcement.

"The Secretary, in consultation with the Secretary of Education and the States, shall provide guidance to the States on the specific performance goals and indicators and acceptable methodologies for assessing the progress of States in meeting such goals and indicators.

Page 2

The Plan shall specify . . . (pick up existing language)

XXXX-Quality factors for enhanced provider training in language and literacy development shall include developmentally appropriate activities that promote understanding and using language to communicate for various purposes; understanding and the use of increasingly complex and varied vocabulary; developing and demonstrating an appreciation of books; developing phonemic, print and numeracy awareness; and in the case of children with limited English proficiency, acquiring the English language.

With
our progress
plan moves

* A third issue is the relationship between The Early Learning Fund and the Department of Education's Early Childhood Educator Professional Development proposal. The basic difference between the two proposals are

(1) that the Professional Development proposal provides seed money to provide professional development opportunities for early childhood educators, particularly in developing language and literacy skills;

(2) while the Early Learning Fund provides resources to improve the quality of early childhood programs generally. Early Learning Funds could be used for professional development in literacy, but it is not likely that it would be used for that purpose to as great an extent given the competing uses of the funds.

One way to further differentiate the two proposals might be to have the early learning fund target exclusively child care providers since the majority of the allowable uses of funds refer specifically to child care.

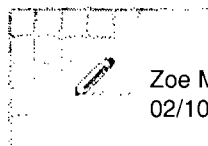
|| *



- Rascomemo.doc

Message Copied To:

Barbara Chow/OMB/EOP
Ann O'Leary/OPD/EOP
"eparker@acf.dhhs.gov" <eparker@acf.dhhs.gov>
"Wilhelm, Susan" <Susan_Wilhelm@ed.gov>
"Bradley, Bridget" <Bridget_Bradley@ed.gov>



Zoe M. Neuberger
02/10/2000 12:04:22 PM

Record Type: Record

To: See the distribution list at the bottom of this message
cc: Barbara Chow/OMB/EOP@EOP
Subject: Modifications to Early Learning Fund mark-up

HHS just sent their response to our draft legislative language (as promised at our February 4 meeting). As noted, although Ed has seen these revisions, the version below does not include Ed's response. We'll be in touch regarding next steps.

----- Forwarded by Zoe M. Neuberger/OMB/EOP on 02/10/2000 11:54 AM -----



Emil Parker <eparker@acf.dhhs.gov>
02/10/2000 11:27:15 AM

Please respond to eparker@acf.dhhs.gov

Record Type: Record

To: Barbara Chow/OMB/EOP, Zoe M. Neuberger/OMB/EOP
cc: See the distribution list at the bottom of this message
Subject: Modifications to your ELF mark-up

Attached, as discussed, are our modifications to your mark-up of the Early Learning Fund legislative language. The changes are relatively modest and consistent with the goal of enhancing the focus on education for children zero to 5 -- infants as well as pre-schoolers. We shared the modifications with DoEd, but since Susan and Carol were out beginning Wednesday they had only a day or so to review them. It is possible that they will provide additional comments next week.

Your changes are in black underlined/strikeout type; ours are in red underlined/strikeout. Please let me know if you are unable to open the attachment.

Comments can be sent to me. Thanks.

NOTE: If the ELF proposal is not structured as an amendment to CCDBG/CCDF, additional language might be needed regarding the administering entity, coordination with the State lead child care agency (if not that entity), the allocation formula to States, etc.

The following was included as an attachment. Please use UUDECODE to retrieve it. The original file name was 'REVISED ELF-3 FY01.DOC'.



- REVISED ELF-3 FY01.DOC

Message Copied To:

Audrey Smolkin <"Audrey=Smolkin%ASMB.BUDG%OS.DC"@acf.dhhs.gov>
Charlotte Brantley <cbrantley@acf.dhhs.gov>
Mary Bourdette <"Mary=Bourdette%ASL%OS.DC"@acf.dhhs.gov>
Mary Cohen <macohen@acf.dhhs.gov>
Olivia Golden <ogolden@acf.dhhs.gov>

Message Sent To:

Jack A. Smalligan/OMB/EOP@EOP
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SEC. __. EARLY LEARNING PROGRAM.

(a) FUNDING.—Section 418 of the Social Security Act (42 U.S.C. 618) is amended by adding after subsection (b) (as added by section __) the following new subsection:

“(c) APPROPRIATIONS FOR EARLY LEARNING PROGRAM.—

“(1) IN GENERAL.—There are appropriated out of any funds in the Treasury not otherwise appropriated, for carrying out activities related to early learning programs in accordance with this section and section 658T of the CCDBG Act, \$600,000,000 for each of fiscal years ~~2000~~ 2001 through ~~2004~~ 2005, which shall be allocated in accordance with this subsection.

“(2) ALLOCATION OF APPROPRIATIONS.—Amounts appropriated for each fiscal year pursuant to paragraph (1) shall be allocated as follows:

“(A) AMOUNT FOR INDIAN TRIBES.—Up to two percent of the total amount appropriated shall be allocated to Indian tribes in proportional shares equal to the shares received by such tribes for such fiscal year under section 658O(c) of that Act.

“(B) AMOUNTS FOR TERRITORIES.—An amount shall be allotted to each territory that bears the same ratio to one-half of one percent of the total amount appropriated as the amount allotted to such territory for such fiscal year under section 658O(a)(1) of that Act bears to the total amount received by all territories for such fiscal year under such section.

“(C) SECRETARY’S ACTIVITIES.—\$~~6,000,000~~ \$x,xxx,xxx is reserved to the Secretary and shall be available to conduct a national evaluation of the effect of State, local, and tribal early learning programs carried out under section

OK
-

658T on cognitive development and educational achievement early childhood development and school readiness, including child development and educational outcomes measures specified in section 658T(b)(2)(E), \$xxx,xxx of which may be used for costs of providing technical assistance to, and conducting national evaluations of, State, local, and tribal early learning programs under such section 658T.

“(D) AMOUNTS FOR STATES.—From the total amount appropriated remaining after application of subparagraphs (A), (B), and (C), an amount shall be allocated among the States based on the formula used for determining the amount of Federal payments to the State under section 658O of the CCDBG Act.

“(3) MATCHING PAYMENTS TO STATES AND TERRITORIES.—

“(A) FEDERAL PAYMENTS.—The Secretary shall pay to each State and territory for a fiscal year an amount equal to the lesser of its allotment under paragraph (2) or 80 percent of expenditures by the State or territory for an early learning program under a plan approved under section 658T of the CCDBG Act.

“(B) REDISTRIBUTION.—The Secretary shall, to the extent necessary, determine the need for redistribution of, and redistribute, amounts allotted under this subsection to States, in accordance with the procedures and formula set forth in subsection (a)(2)(D).

“(4) PAYMENTS TO INDIAN TRIBES.—The Secretary shall pay to each Indian tribe for a fiscal year an amount equal to the lesser of its allotment under paragraph (2)(A) or the total amount of expenditures by the tribe for an early learning program under section 658T of the CCDBG Act.”.

(b) ESTABLISHMENT OF EARLY LEARNING PROGRAM.—

(1) STATE PLAN REQUIREMENT.—Section 658E(c) of the Child Care and Development Block Grant Act of 1990 (42 U.S.C. 9858c(c)) is amended by adding at the end the following new paragraph:

“(6) EARLY LEARNING PROGRAM PLAN REQUIREMENTS.—In the case of a State electing to implement an early learning program under section 658T, the State plan shall meet the requirements specified in section 658T(b)(2).”.

(2) EARLY LEARNING PROGRAM.—That Act is amended by adding at the end the following new section:

“SEC. 658T. EARLY LEARNING PROGRAM.

“(a) PROGRAM PURPOSE.—The purpose of the program under this section is to enable States, through grants to communities, to support activities that—

“(1) promote children's healthy cognitive, social, behavioral ~~and physical~~ development during the earliest years of life;

“(2) ^{regularly} improve child care and other early childhood education programs ~~the quality of child care~~ for children aged five and under, including those with disabilities and those with limited English proficiency; and

“(3) encourage and facilitate emerging literacy, ~~and~~ language development, numeracy, and school readiness; ~~and~~

“(4) ~~enhance programs designed to achieve these goals.~~

“(b) REQUIREMENTS FOR STATE PARTICIPATION.—

“(1) IN GENERAL.—In order to be eligible for Federal matching funds under section 418(c) of the Social Security Act, the State shall have in effect under its plan

“(D) PROGRAM ACTIVITIES.—The plan shall specify which of the allowable activities enumerated in subsection (c) may be carried out under community grants under the plan.

“(E) PERFORMANCE GOALS AND MEASURES.—Children participating in early learning programs funded under section 658T of the CCDBG Act will be expected to progress toward, at a minimum, understanding and using language to communicate for various purposes; understanding and using use of increasingly complex and varied vocabulary; developing and demonstrating an appreciation of books; developing phonemic, print, and numeracy awareness; and in the case of children with limited English proficiency, acquiring the English language. provide an environment that supports the young child’s emerging communication, literacy, and numeracy skills; and social, emotional and physical development through activities and materials appropriate to the ages and developmental levels of the infants, toddlers or preschool children enrolled.

States participating in early learning programs funded under section 658T of the CCDBG Act will be expected to make progress with regard to quality factors associated with improved developmental outcomes for young children, including parent education, enhanced provider training, increased ratios of child care staff to children, retention of child care providers, support for family child care providers, licensing and accreditation of child care providers and programs, and strengthened standards enforcement. The Secretary shall provide guidance, developed in conjunction with the Secretary of Education and the states, regarding

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specific performance goals, performance indicators, and acceptable methodologies for assessing progress, and states will be held accountable for progress toward performance indicators. The plan shall specify

(i) how the State will make progress toward the performance goals and indicators provided in guidance by the Secretary;

(ii) the methodology the State will use to assess progress toward the performance goals and indicators provided in guidance by the Secretary; and

~~(i) performance goals to be achieved and the interim and long term performance measures and timetables, as appropriate, to be used to assess progress toward each goal under the plan, which—~~

~~(I) shall be developed pursuant to guidance provided by the Secretary and in consultation with local government authorities in accordance with section 658D(b)(2); and~~

~~(II) shall be designed to improve child development~~

~~through coordination with health care and mental health services; enhanced early learning environments, especially those that promote language skills and literacy growth of children; quality of infant and toddler care; parental involvement; consumer education; reduced staff turnover; and increased rates of accreditation by nationally~~

recognized accreditation organizations;

(~~ii~~ iii) the steps to be taken by the State or grantees in accordance with guidance provided by the Secretary if the specified performance indicators ~~benchmarks~~ are not achieved.

 "(F) ~~COORDINATION WITH ACTIVITIES TO IMPROVE THE QUALITY OF CHILD CARE.~~—The State plan shall specify the methods to be used to coordinate activities under this section and section 658G(a), including coordination of planning and of performance goals and measures, ~~in order to maximize the effectiveness of both programs~~ and coordination with local educational agencies to ensure a smooth transition from child care programs receiving early learning program funds under section 658T to kindergarten and early elementary education. Funds provided for early learning programs under section 658T shall be used to supplement rather than supplant existing programs.

"(c) ALLOWABLE ACTIVITIES.—An early learning program under a State plan under this section may provide for any or all of the following activities to promote cognitive, social, emotional, and physical development in order to enhance emerging literacy and language development, and school readiness:

"(1) PARENTING EDUCATION TO PROMOTE LEARNING AT HOME INFORMATION AND RESOURCES.—

"(A) ~~PARENTING EDUCATION.~~—Provision of parenting education, including use of or collaboration with Even Start or similar programs, for parents of young children by means including use of community-based resource centers,

family literacy programs with parenting education components, collaboration with early intervention and preschool providers of services for children, public elementary schools, centers that serve children with special health care needs or disabilities and their families, and home visiting programs.

~~"(B) INFORMATION AND REFERRAL.—Initiatives to develop or increase the availability of consumer education information and referral services and other resources to assist parents to locate and assess the quality of available child care services.~~

~~"(C) FAMILY CHILD CARE NETWORKS.—Development of support networks, information and referral services, and other supportive services addressing needs of family child care providers for access to such resources as education, training, and community support services."~~

"(2) ACTIVITIES TO PROMOTE QUALITY TEACHING IN CHILD CARE SETTINGS QUALITY AND AVAILABILITY.—

 ~~"(A) PROVIDER TRAINING.—Training of child care personnel, which may include training in early childhood development, early literacy, health, nutrition, hygiene, first aid and safety, best practices for serving children with disabilities in child care and those with limited English proficiency, health and safety,~~ and other appropriate matters.

~~"(B) IMPROVED STAFFING RATIOS.—Initiatives to increase ratios of child care staff to children in care and to reduce child care group sizes.~~

~~"(C) SALARY AND BENEFIT ENHANCEMENT.—Assistance to child care programs to increase the quality and continuity of care by attracting or~~

retaining highly qualified child care staff working directly with children through enhanced compensation.

"(D) FAMILY CHILD CARE NETWORKS.—Development of support networks, information and referral services, and other supportive services addressing needs of family child care providers for access to such resources as education, training, and community support services."

"(3) ACTIVITIES TO PROMOTE QUALITY CHILD CARE—

"(C A) LICENSING AND ACCREDITATION ASSISTANCE.—

Assistance to entities and individuals in meeting applicable child care accreditation and licensing requirements and in obtaining licensing or accreditation.

"(D B) STANDARDS ENFORCEMENT.—Initiatives to increase the numbers of qualified child care licensing and standards enforcement staff and activities to increase monitoring and enforcement of State and local health and safety standards.

"(C) INFORMATION AND REFERRAL.—Initiatives to develop or increase the availability of consumer education information and referral services and other resources to assist parents to locate and assess the quality of available child care services.

"(E D) HEALTH SERVICES.—Improving coordination of child care with appropriate health services including health and mental health consultations, hearing and vision testing, and immunizations, by methods such as co-location of health and child care services, referrals of children in child care to health care

providers or screening services, and transfer of child health records to public school at school entry. Services under this subparagraph shall not include direct provision of or payment for health care services.

"(F E) CARE FOR CHILDREN WITH SPECIAL NEEDS.—Increasing the availability and quality of child care for young children with special health care needs, developmental delays, and disabilities and those with limited English proficiency; and coordinating with early intervention and preschool special education services.

~~"(G) SALARY AND BENEFIT ENHANCEMENT.—Assistance to child care programs to increase the quality and continuity of care by attracting or retaining highly qualified child care staff working directly with children through enhanced compensation.~~

"(H E) MONITORING AND TECHNICAL ASSISTANCE.—Technical assistance to grantees, and monitoring of programs, assisted under this section. State expenditures under this subparagraph shall not exceed a percentage of total State expenditures for the program under this section equal to 10 percent for each of fiscal years ~~2000~~ 2001 through ~~2002~~ 2003, and 5 percent for fiscal year ~~2003~~ 2004 and each succeeding fiscal year.”.

(c) ANNUAL REPORT.—Section 658K(a)(2) of the Act (42 U.S.C. 9858i(a)(2)) is amended—

(1) by striking "and" at the end of subparagraph (D);

(2) by striking the period at the end of subparagraph (E) and inserting a semicolon; and

(3) by inserting after and below subparagraph (E) the following new subparagraphs:

"(F) the early learning program under section 658T, including—

"(i) the number and average dollar amount of grants awarded;

"(ii) the number, average dollar amount, and percentage of the total State award of such grants made to low-income communities;

"(iii) the number of early learning programs;

"(iv) the number of children served with special health care needs, disabilities or developmental delays, and those with limited English proficiency;

"(v) the number of early learning programs that assist children with special needs;

"(vi) progress toward the educational outcomes and quality enhancements specified in section 658T(b)(2)(E), including specific and quantifiable measures of achievement of progress toward each performance goal and indicator provided in guidance by the Secretary, for each specific, quantifiable and measurable objective;

"(vii) expenditures for each allowable activity listed in section 658T(c), total expenditures and, to the extent feasible, the volume or frequency of such activity and the average expenditure per unit of such activity; and

"(viii) with respect to any allowable activity listed in section 658T(c) for which expenditures are made by the State both under section

658G(a) and under section 658T, the amount expended under each such section; and

“(ix) such other data as the Secretary may require.

under section 658E an early learning program plan meeting the requirements specified in paragraph (2).

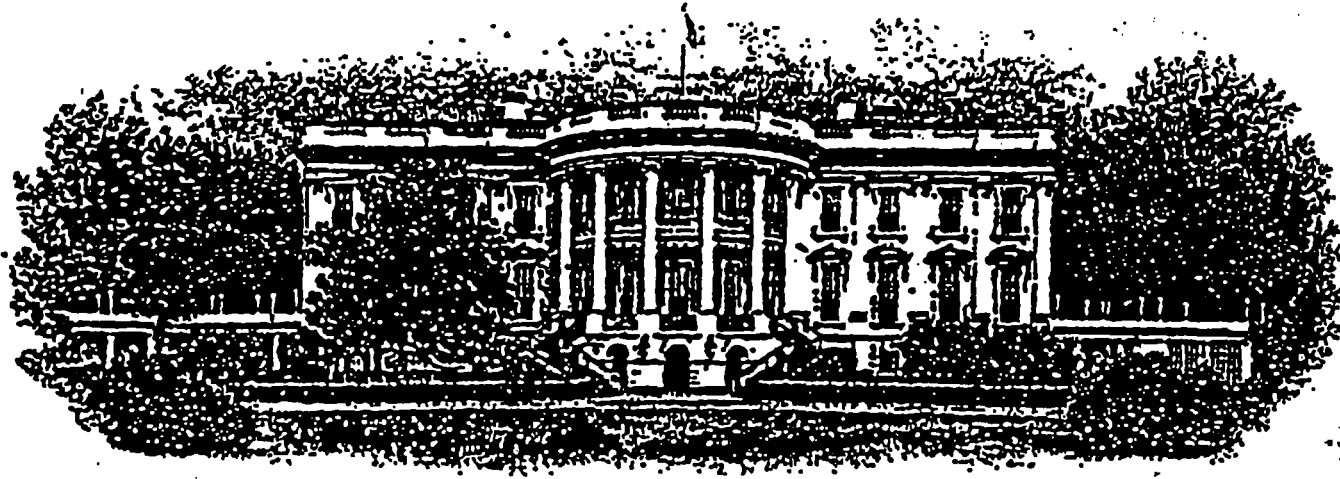
“(2) EARLY LEARNING PROGRAM PLAN REQUIREMENTS.—The early learning program plan shall meet the following requirements:

“(A) LEAD AGENCY.—The plan shall provide that the program will be administered by the lead agency designated under 658D.

“(B) COMMUNITY GRANT PROCEDURES.—The plan shall describe the standards and procedures to be applied in the review and approval of community applications, and in setting amounts, terms, and conditions of community grants, including the methods to be used to ensure that no less than 70 percent of grant funds are awarded to low-income communities, funded programs are designed to promote the child development and educational outcomes specified in section subsection (b)(2)(E)(i), and funded programs reflect ~~scientifically based~~ research findings on emerging literacy, language development, numeracy, and school readiness of children birth to 5 years of age.

“(C) COMMUNITY PARTICIPATION IN PLANNING AND MONITORING.—The plan shall describe the methods to be used to ensure participation, in planning and monitoring activities under the community plan, of representatives of concerned elements of the community, including parents of young children, child care providers, child development and mental health professionals, early intervention specialists, health care providers, public school representatives, local interagency coordinating councils for children with disabilities, local government, and business leaders.

THE WHITE HOUSE
WASHINGTON, DC 20500



FAX COVER SHEET

DATE: 4/4/00

TIME: 5:00pm

TO: Christopher Jones

PHONE: _____

FAX #: 225-6583

FROM: Ann O'Leary

PHONE: (202) 456- 6275

PAGES AFTER COVER: 15

COMMENTS: Please deliver to Chris ASAP.
Original to follow by messenger.

TITLE II, PART C — EARLY CHILDHOOD EDUCATOR PROFESSIONAL DEVELOPMENT

What's New

The Educational Excellence for All Children Act of 1999:

- Provides high-quality professional development opportunities for early childhood educators to improve their knowledge of and skills at working with young children and their families, particularly in developing language and literacy skills; and
- Improves the quality of early childhood education programs for children in poverty.

The Early Childhood Educator Professional Development initiative would enhance the chances for future academic success of our young children, particularly those living in poverty. The initiative would create professional development opportunities for early childhood educators who work in a variety of settings and serve high concentrations of children living in poverty. It would award competitive grants to local partnerships of entities that provide professional development for teachers (such as universities), and other agencies such as local school districts or Head Start agencies. Our proposal would focus on equipping early childhood educators with the tools they need to help children develop language and literacy skills.

What We've Learned

National studies indicate that most early child care and education programs fail to help children prepare for the rigors of classroom learning experiences. One study concluded that only 14 percent of these programs are of high quality, while 5 percent of them are dangerous to the health, safety, and development of children.²¹

Consistently poor early education programs hinder children's cognitive and language development, pre-reading skills, and other age-appropriate development. As a result, some children are unprepared to attend school and learn to read, the foundation for nearly all later learning. Recent research indicates that young children living in poverty are both more positively influenced by high-quality programs than are their advantaged peers and more vulnerable to harm from poor programs.²²

Research also indicates that the quality of the language and literacy environment in early childhood programs predicts later language development, reading success, and other academic outcomes for children.²³

The training and education of teachers and caregivers are directly related to the quality of the early education they provide,²⁴ and the quality of their service, in turn, is directly related to children's readiness for school.²⁵ As a result, early childhood educators with more education and

training provide the higher-quality language stimulation and literacy experiences that are critical for children's success in school.²⁶

Currently, 40 percent of preschool teachers have only a high school diploma and another 10 percent have a two-year degree from a community or junior college. About half of all assistant teachers and aides have no more than a high school diploma. Preschool teachers receive only about 10 hours of training each year.²⁷ With more preparation, early childhood teachers would be better able to contribute to the language and literacy development of the children in their care.

Increasing the number of well-trained early childhood educators would lead to significant improvements in the quality of early childhood education for children in poverty. Focusing professional development on early language and literacy will enhance children's reading and overall school success.

What We Propose

The foundations of school success are laid in the early childhood years. Children's success in school depends in large part on strong early language, literacy, and pre-reading skills; meaningful involvement by families; and access to high-quality early childhood education. Well-trained educators are crucial to improving the quality of early childhood education programs and, thus, young children's learning.

The Educational Excellence for All Children Act of 1999 would:

- Authorize new funding for professional development for early childhood educators in high-poverty communities. New resources would increase the number of high-quality, research-based professional development opportunities for early childhood educators.
- Fund partnerships between early childhood education programs and organizations that provide high-quality professional development, such as institutions of higher education. This initiative would strengthen existing professional development activities for early childhood educators. Community-based partnerships tend to use available resources efficiently, promote high-quality professional development for educators in a variety of educational settings, and strengthen relationships between public schools and community-based early childhood programs. To encourage communities to work together in helping children make the transition from preschool to school, priority would be given to partnerships that include one or more school districts that operate early childhood education programs for children from low-income families in high-need communities.
- Target resources to where they are most needed by requiring that partnerships include entities that serve children from low-income families in high-need communities. Children living in poverty have the greatest need for high-quality early childhood programs.

- Promote high-quality, research-based professional development activities including:
 - Training that is based on the best available research on child language and literacy development as well as on the diverse needs of children in the community;
 - Coordination with professional development efforts for early childhood educators throughout the community;
 - Assessments to determine critical professional development needs; and
 - Accountability through clear identification of program goals, objectives, and progress measures, as well as annual reporting responsibilities against these indicators.

1 "PART C - EARLY CHILDHOOD EDUCATOR PROFESSIONAL DEVELOPMENT

2

3

"PURPOSE

4 "SEC. 2301. In support of the national effort to attain
5 the first of America's Education Goals, as set out in section
6 2(c)(1) of this Act, the purpose of this part is to enhance the
7 school readiness of young children, particularly disadvantaged
8 young children, and to prevent them from encountering reading
9 difficulties once they enter school, by improving the knowledge
10 and skills of early childhood educators who work in communities
11 that have high concentrations of children living in poverty.

12

13

"PROGRAM AUTHORIZED

14 "SEC. 2302. (a) ELIGIBLE PARTNERSHIPS. The Secretary
15 shall carry out the purpose of this part through competitive
16 grants to partnerships consisting of-

17

"(1) either-

18

"(A) one or more institutions of higher
19 education that provide professional development for early
20 childhood educators who work with children from low-income
21 families in high-need communities; or

22

"(B) another public or private, nonprofit entity
23 that provides such professional development; and

1 "(2) one or more public agencies (including local
2 educational agencies, State educational agencies, State human
3 services agencies, and State and local agencies administering
4 programs under the Child Care and Development Block Grant Act of
5 1990); Head Start agencies; or private, nonprofit organizations.

6 *(b) PRIORITY. In selecting grantees under this part, the
7 Secretary shall give priority to applications from partnerships
8 that include one or more local educational agencies that operate
9 early childhood education programs for children from low-income
10 families in high-need communities.

11 "(c) DURATION OF GRANTS.-(1) Each grant under this part
12 shall be for up to four years.

13 * (2) No grantee may receive more than one grant under
14 this part.

"APPLICATIONS

17 "SEC. 2303. (a) APPLICATIONS REQUIRED. Any eligible
18 applicant that desires to receive a grant under this part shall
19 submit an application at such time, in such manner, and
20 containing such information as the Secretary may require.

21 * (b) CONTENTS. Each such application shall include-

1 "(1) a description of the high-need community to be
2 served by the project, including such demographic and
3 socioeconomic information as the Secretary may request;

4 "(2) information on the quality of the early
5 childhood educator professional development program currently
6 conducted by the institution of higher education or other
7 provider in the partnership;

8 "(3) the results of the assessment that the entities
9 in the partnership have undertaken to determine the most
10 critical professional development needs of the early childhood
11 educators to be served by the partnership and in the broader
12 community, and a description of how the proposed project will
13 address those needs;

14 "(4) a description of how the proposed project will
15 be carried out, including-

16 "(A) how individuals will be selected to
17 participate;

18 "(B) the types of research-based professional
19 development activities that will be carried out;

20 "(C) how research on effective professional
21 development and on adult learning will be used to design and
22 deliver project activities;

1 "(D) how the project will coordinate with and
2 build on, and will not supplant or duplicate, early childhood
3 education professional development activities that exist in the
4 community;

5 "(E) how the project will train early childhood
6 educators to provide services that are based on the best
7 available research on child, language, and literacy development
8 and on early childhood pedagogy; and

9 "(F) how the program will train early childhood
10 educators to meet the diverse educational needs of children in
11 the community, including children who have limited English
12 proficiency, disabilities, or other special needs;

13 "(5) a description of-

14 "(A) the specific objectives that the applicant
15 will seek to attain through the project, and how the applicant
16 will measure progress toward attainment of those objectives; and

17 "(B) how the objectives and the measurement
18 activities align with the performance indicators established by
19 the Secretary under section 2306(a);

20 "(6) a description of the applicant's plan for
21 institutionalizing the activities carried out under the project,
22 so that they continue once Federal funding ceases;

1 "(7) an assurance that, where applicable, the project
2 will provide appropriate professional development to volunteer
3 staff, as well as to paid staff; and

4 "(8) an assurance that, in developing its application
5 and in carrying out its project, it has consulted with, and will
6 consult with, relevant agencies and organizations described in
7 section 2302(a)(2) that are not members of the partnership.

8

9

"SELECTION OF GRANTEES

10 "SEC. 2304. (a) CRITERIA. The Secretary shall select
11 applicants to receive funding on the basis of the community's
12 need for assistance and the quality of the applications.

13 "(b) GEOGRAPHIC DISTRIBUTION. In selecting grantees, the
14 Secretary shall seek to ensure that communities in different
15 regions of the Nation, as well as both urban and rural
16 communities, are served.

17

18

"USES OF FUNDS

19 "SEC. 2305. (a) IN GENERAL. Each recipient of a grant
20 under this part shall use the grant funds to carry out
21 activities that will improve the knowledge and skills of early
22 childhood educators who are working in early childhood programs

1 that are located in high-need communities and serve
2 concentrations of children from low-income families.

3 "(b) ALLOWABLE ACTIVITIES. Allowable activities include,
4 but are not limited to-

5 "(1) professional development for individuals working
6 as early childhood educators, particularly to familiarize those
7 individuals with recent research on child, language, and
8 literacy development and on early childhood pedagogy;

9 "(2) professional development for early childhood
10 educators in working with parents, based on the best current
11 research on child, language, and literacy development and parent
12 involvement, so that they can prepare their children to succeed
13 in school;

14 "(3) professional development for early childhood
15 educators to work with children who have limited English
16 proficiency, disabilities, and other special needs;

17 "(4) activities that assist and support early
18 childhood educators during their first three years in the field;

19 "(5) development and implementation of early
20 childhood educator professional development programs that make
21 use of distance learning and other technologies; and

1 " (6) data collection, evaluation, and reporting
2 needed to meet the requirements of this part relating to
3 accountability.

4
5 "ACCOUNTABILITY

6 "SEC. 2306. (a) PERFORMANCE INDICATORS. Simultaneously
7 with the publication of any application notice for grants under
8 this part, the Secretary shall announce performance indicators
9 for this part, which shall be designed to measure-

10 " (1) the quality of the professional development
11 provided;

12 " (2) the impact of that professional development on
13 the early childhood education provided by the individuals who
14 are trained; and

15 " (3) such other measures of program impact as the
16 Secretary determines appropriate.

17 " (b) ANNUAL REPORTS.-(1) Grantees shall report annually
18 to the Secretary on their progress against the performance
19 indicators.

20 " (2) The Secretary may terminate a grant at any time
21 if he determines that the grantee is not making satisfactory
22 progress against those indicators.

1 "COST-SHARING

2 "SEC. 2307. (a) IN GENERAL. Each grantee shall provide,
3 from other sources, which may include other Federal sources-

4 "(1) at least 50 percent of the total cost of its
5 project for the grant period; and

6 "(2) at least 20 percent of the project cost in each
7 year.

8 "(b) ACCEPTABLE CONTRIBUTIONS. A grantee may meet the
9 requirement of subsection (a) through cash or in-kind
10 contributions, fairly valued.

11 "(c) WAIVERS. The Secretary may waive or modify the
12 requirements of subsection (a) in cases of demonstrated
13 financial hardship.

14

15 "DEFINITIONS

16 "SEC. 2308. As used in this part, the following terms have
17 the following meanings:

18 "(1) (A) The term 'high-need community' means-

19 "(i) a municipality, or portion of a
20 municipality, in which at least 50 percent of children are from
21 low-income families; or

1 "(ii) a municipality that is one of the 10
2 percent of municipalities within its State having the greatest
3 numbers of those children.

4 "(B) In determining which communities are
5 described in subparagraph (A), the Secretary shall use such data
6 as he determines are most accurate and appropriate.

7 "(2) The term 'low-income family' means a family with
8 an income below the poverty line (as defined by the Office of
9 Management and Budget and revised annually in accordance with
10 section 673(2)) of the Community Services Block Grant Act (42
11 U.S.C. 9902(2))) applicable to a family of the size involved for
12 the most recent fiscal year for which satisfactory data are
13 available.

14 "(3) The term 'early childhood educator' means a
15 person who provides care and education to children at any age
16 from birth through kindergarten.

17

18 "FEDERAL COORDINATION

19 "SEC. 2309. The Secretary and the Secretary of Health and
20 Human Services shall coordinate activities under this part and
21 other early childhood programs administered by the two
22 Secretaries.

23

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 2310. For the purpose of carrying out this part,
there are authorized to be appropriated such sums as may be
necessary for fiscal year 2001 and each of the four succeeding
fiscal years.

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THE WHITE HOUSE
WASHINGTON

April 4, 2000

The Honorable Robert E. Andrews
U.S. House of Representatives
2439 Rayburn House Office Building
Washington, D.C. 20515

Dear Rob:

As you know, we share the goal of ensuring that every child enters school ready to learn. On behalf of the President, I want to thank you for your leadership in making that goal a priority in the reauthorization of the Elementary and Secondary Education Act. The early years are a critical period in a child's development and children who get care in a stimulating environment that helps them develop cognitive and language skills often come to school better prepared to learn. That's why the Administration greatly appreciates your efforts to increase opportunities for children to participate in quality child care and pre-kindergarten programs.

The Clinton-Gore Administration has made great strides in this area and has demonstrated a continued commitment to enhancing access to early learning programs. Over the past seven years, we have increased Head Start funding by more than ninety percent, created an Early Head Start program to provide services to families with children from infancy to three years old, and continued to push for the President's goal of serving one million children by 2002.

In addition, we have fought hard to improve the quality of child care and early education programs. Three years ago, we proposed the Early Learning Fund to promote school readiness by improving the quality and safety of child care for children ages zero to five. Under our proposal, the Department of Health and Human Services would provide, through States, grants to communities to improve early learning. Parents of young children, child care providers, public school representatives, business leaders and other concerned parties in each community would together determine which activities would best promote early childhood education in that locality. The Fund is a critical component of the Administration's child care initiative and we want to work with you to gain its enactment this year.

In addition, the Administration's reauthorization proposal includes a strong push for improving the professional development of early childhood educators to equip them with the tools they need to help children develop language and literacy skills. We believe that it is critical to improve the quality of existing child care while pushing for increased access to quality child care and pre-kindergarten for more children.

The Administration applauds your continued leadership in education reform, and commends your effort to make school readiness a priority in this ESEA reauthorization. We look forward to continuing to work with you in this important area.

Sincerely,

A handwritten signature in black ink, appearing to be 'B. Reed', written over a horizontal line.

Bruce N. Reed
Assistant to the President
for Domestic Policy

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WASHINGTON

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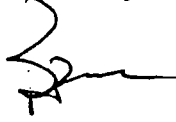
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WASHINGTON

April 4, 2000

The Honorable Robert E. Andrews
U.S. House of Representatives
2439 Rayburn House Office Building
Washington, D.C. 20515

Dear Rob:

As you know, we share the goal of ensuring that every child enters school ready to learn. On behalf of the President, I want to thank you for your leadership in making that goal a priority in the reauthorization of the Elementary and Secondary Education Act. The early years are a critical period in a child's development and children who get care in a stimulating environment that helps them develop cognitive and language skills often come to school better prepared to learn. That's why the Administration greatly appreciates your efforts to increase opportunities for children to participate in quality child care and pre-kindergarten programs.

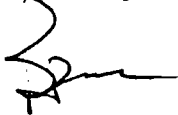
The Clinton-Gore Administration has made great strides in this area and has demonstrated a continued commitment to enhancing access to early learning programs. Over the past seven years, we have increased Head Start funding by more than ninety percent, created an Early Head Start program to provide services to families with children from infancy to three years old, and continued to push for the President's goal of serving one million children by 2002.

In addition, we have fought hard to improve the quality of child care and early education programs. Three years ago, we proposed the Early Learning Fund to promote school readiness by improving the quality and safety of child care for children ages zero to five. Under our proposal, the Department of Health and Human Services would provide, through States, grants to communities to improve early learning. Parents of young children, child care providers, public school representatives, business leaders and other concerned parties in each community would together determine which activities would best promote early childhood education in that locality. The Fund is a critical component of the Administration's child care initiative and we want to work with you to gain its enactment this year.

In addition, the Administration's reauthorization proposal includes a strong push for improving the professional development of early childhood educators to equip them with the tools they need to help children develop language and literacy skills. We believe that it is critical to improve the quality of existing child care while pushing for increased access to quality child care and pre-kindergarten for more children.

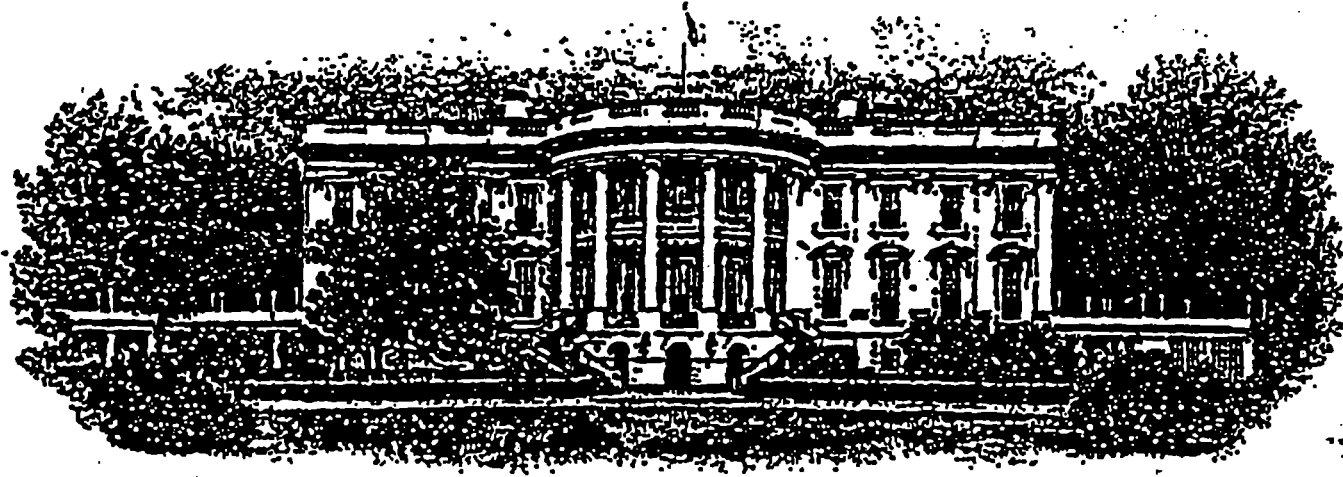
The Administration applauds your continued leadership in education reform, and commends your effort to make school readiness a priority in this ESEA reauthorization. We look forward to continuing to work with you in this important area.

Sincerely,

A handwritten signature in black ink, appearing to read 'B. Reed', with a stylized flourish at the end.

Bruce N. Reed
Assistant to the President
for Domestic Policy

THE WHITE HOUSE
WASHINGTON, DC 20500



FAX COVER SHEET

DATE: 4/4/00

TIME: _____

TO: Mary Bourlette

PHONE: _____

FAX #: 690-8425

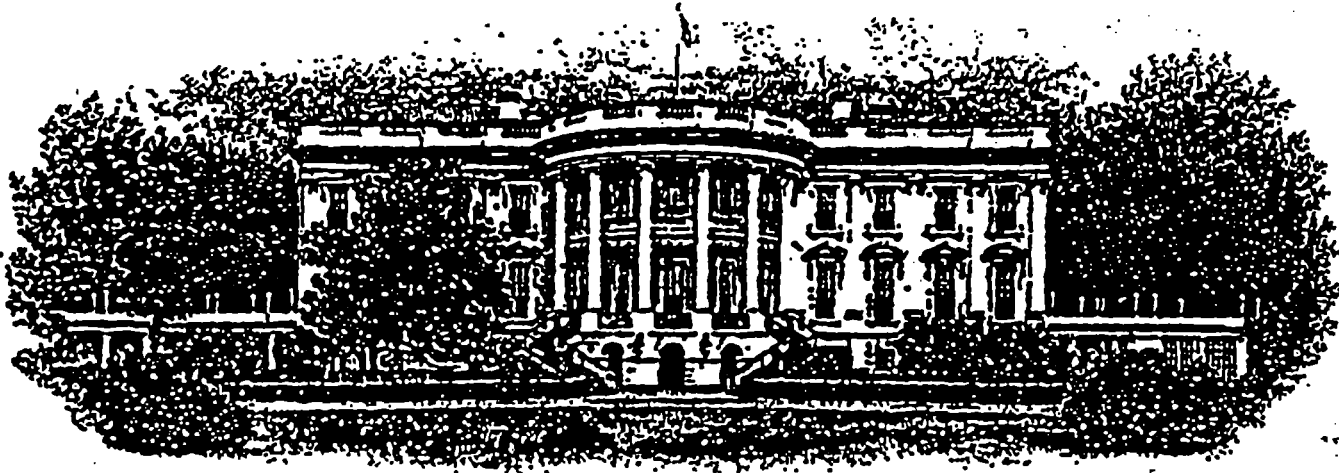
FROM: Ann O'Leary

PHONE: (202) 456- 6275

PAGES AFTER COVER: _____

COMMENTS: _____

THE WHITE HOUSE
WASHINGTON, DC 20500



FAX COVER SHEET

DATE: 4/4/00

TIME: _____

TO: Sandra Cook

PHONE: _____

FAX #: 401-1438

FROM: Ann O'Leary

PHONE: (202) 456- 6275

PAGES AFTER COVER: _____

COMMENTS: FVF

THE WHITE HOUSE
WASHINGTON

April 4, 2000

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U.S. House of Representatives
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Washington, D.C. 20515

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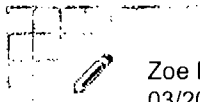
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A handwritten signature in black ink, appearing to be 'B. Reed', with a stylized flourish at the end.

Bruce N. Reed
Assistant to the President
for Domestic Policy



Zoe M. Neuberger
03/20/2000 03:27:08 PM

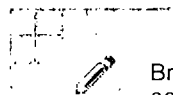
Record Type: Record

To: Broderick Johnson/WHO/EOP@EOP
cc: Barbara Chow/OMB/EOP@EOP, Jack A. Smalligan/OMB/EOP@EOP, Ann O'Leary/OPD/EOP@EOP, Robert J. Pellicci/OMB/EOP@EOP
bcc:
Subject: Re: FW: early learning fund redraft - my edits

It looks like the major issues in the revisions are:

- 1) **Requires state lead agency to be the educational agency.** Are we willing to support that? Is it necessary for an ESEA insertion? Could the states be allowed to designate the agency?
- 2) **Whether the proposed state allotment formula is satisfactory.** It is based on the number of children and the number of poor children. Whereas CCDBG bases poverty on receipt of free/reduced price meals (up to 185% poverty), this language bases poverty on the poverty line, so funds would be targetted to the states with the greatest portion of the poorest kids. Do we have a targetting preference?
- 3) **What should be included in the local application.** I'd be inclined to ask HHS or Ed to draft something.
- 4) **Whether to defines what constitutes "low-income" for the purpose of targetting 70 percent of grant funds to these communities.**

Broderick Johnson



Broderick Johnson
03/20/2000 11:32:08 AM

Record Type: Record

To: See the distribution list at the bottom of this message
cc:
Subject: FW: early learning fund redraft - my edits

What's everyone's reaction to Alex's edits?

----- Forwarded by Broderick Johnson/WHO/EOP on 03/20/2000 11:30 AM -----



"Jones, Christopher" <Christopher.Jones@mail.house.gov>
03/16/2000 04:29:38 PM

Record Type: Record

To: Broderick Johnson/WHO/EOP
cc:
Subject: FW: early learning fund redraft - my edits

here were the changes that the committee folk (AKA Alex) came up w/, are they ok w/ you
Christopher Jones
Senior Legislative Assistant
Congressman Andrews (D-NJ)
(202) 225-6501

> -----
> From: Nock, Alex
> Sent: Tuesday, March 14, 2000 4:37 PM
> To: Jones, Christopher
> Subject: early learning fund redraft - my edits
>
> i redrafted this to fit roughly into ESEA, as a Part H, Title 10 - that
> meant removing the references to CCDBG and its section and sometimes
> taking pieces of the CCDBG statute and repeating them here, to keep the
> policy consistent (for instance in the fed to State distribution of
> funds). I generally bracketed new language or significant issues, so look
> for the []. there are a number of issues you have to resolve - in terms
> of policy - what do you want to say in your local application section for
> instance. You need to review this before it can be placed in the
> substitute. Alex
>
> <<early learning fund - Alex's edits.doc>>
>



- early learning fund - Alex's edits.doc

Message Sent To:

Barbara Chow/OMB/EOP@EOP
Ann O'Leary/OPD/EOP@EOP
Jack A. Smalligan/OMB/EOP@EOP
Zoe M. Neuberger/OMB/EOP@EOP
Robert J. Pellicci/OMB/EOP@EOP

Amendment to H.R. ____ offered by Mr. Andrews

On page __, after line __ insert the following:

Part H.

EARLY LEARNING PROGRAM.

Sec. 10801 PROGRAM AUTHORIZATION.—The Secretary is authorized to provide grants to States to establish an Early Learning Program for the purposes of improving the educational opportunity of young children [birth through age 5].

Sec. 10802 AUTHORIZATION OF APPROPRIATIONS

To carry out the purposes of this part, there are authorized to be appropriated \$600,000,000 for fiscal year 2001 and such sums as may be necessary for the subsequent 4 fiscal years.

Sec. 10803 ALLOCATION OF APPROPRIATIONS.—Amounts appropriated under section 10802 shall be allocated as follows:

“(1) **AMOUNT FOR INDIAN TRIBES.**—2 percent shall be reserved for allocations to Indian tribes based on their respective needs.

“(2) **AMOUNTS FOR OUTLYING AREAS.**—.5 percent shall be allocated to the [outlying areas] based on their relative need.

“(3) **NATIONAL ACTIVITIES.**—The Secretary may reserve the lesser of x percent or \$x,xxx,xxx to conduct a national evaluation of the effect of State, local, and tribal early learning programs carried out under [this part] on early childhood development and school readiness, including child development and educational outcome measures specified in section [____], \$xxx,xxx of which may be used for costs of providing technical assistance to State, local, and tribal early learning programs under such section [____].

“(4)(A) **AMOUNTS FOR STATES.**—From the amounts appropriated under section 10802 remaining after application of paragraphs (1), (2), and (3), the Secretary shall allot to each State an amount equal to the sum of—

(i) an amount that bears the same ratio to 50 percent of such remainder as the product of the young child factor of the State and the allotment percentage of the State bears to the sum of the corresponding products for all States; and

(ii) an amount that bears the same ratio to 50 percent of such remainder as the product of the low-income young child factor of the State and the allotment percentage of the State bears to the sum or the corresponding products for all States.

(B) **YOUNG CHILD FACTOR.**—The term ‘young child factor’ means the ratio of the number of children in the State under 5 years of age to the number of such children in all States as provided by the most recent annual estimates of population in the States by the Census Bureau of the Department of Commerce.

(C) **LOW-INCOME YOUNG CHILD FACTOR.**—The term ‘low-income young child factor’ means the ratio of the number of children, from families below the poverty line, as defined by the Office of Management and Budget, in the State under 5 years of age to the number of such children in all States as

provided by the most recent annual estimates of population in the States by the Census Bureau of the Department of Commerce.

“(5) REDISTRIBUTION.—The Secretary shall, to the extent necessary, determine the need for redistribution of, and redistribute, amounts allotted under this subsection to States, in accordance with the procedures and formula set forth in subsection (a)(2)(D).

“SEC. 10804. EARLY LEARNING PROGRAM.

“(a) PROGRAM PURPOSE.—The purpose of the program under this section is to enable States, through grants to communities, to support activities that—

“(1) promote children's cognitive, social, behavioral and physical development during the earliest years of life;

“(2) improve early childhood education and development for children aged five and under, including those with disabilities and those with limited English proficiency; and

“(3) encourage and facilitate emerging literacy, language development, numeracy, and school readiness.

“(b) REQUIREMENTS FOR STATE PARTICIPATION.—

“(1) IN GENERAL.—In order to be eligible for funds under this part, the State shall have in effect an early learning program plan meeting the requirements specified in paragraph (2).

“(2) EARLY LEARNING PROGRAM PLAN REQUIREMENTS.—The early learning program plan shall meet the following requirements:

“(A) LEAD AGENCY.—The lead agency for the administration of this part shall be the State educational agency.

“(B) COMMUNITY GRANT PROCEDURES.—The plan shall describe the standards and procedures to be applied in the review and approval of applications, and in setting amounts, competitive process, terms, and conditions of grants, including the methods to be used to ensure that no less than 70 percent of grant funds are awarded to [low-income communities – do you want this defined – this is very open ended], funded programs are designed to promote the child development and educational outcomes specified in subsection (b)(2)(E)(i), and funded programs reflect scientifically based research findings on emerging literacy, language development, numeracy, and school readiness of children birth to 5 years of age.

“(C) COMMUNITY PARTICIPATION IN PLANNING AND MONITORING.—The plan shall describe the methods to be used to ensure participation, in planning and monitoring activities under the application, of representatives of concerned elements of the community, including parents of young children, child care providers, child development and mental health professionals, early intervention specialists, health care providers, public school representatives, local interagency coordinating councils for children with disabilities, local government, and business leaders.

“(D) PROGRAM ACTIVITIES.—The plan shall specify which of the allowable activities enumerated in subsection (c) may be carried out under grants under the plan.

“(E) PERFORMANCE GOALS AND MEASURES.—States participating in early learning programs funded under [this part] will be held accountable for increasing the availability of high quality early learning programs that provide an environment that supports the young child’s emerging communication, literacy, and numeracy skills and social, emotional, and physical development through activities and materials appropriate to the ages and developmental levels of the infants, toddlers, or preschool children enrolled.

(i) GOAL OF ACCOUNTABILITY.--The goal of the program accountability standards is to ensure that children participating in early learning programs funded under this part shall progress in ways appropriate to their age and development, enabling them to be successful in language, reading, and math when they enter school.

(I) Infants and toddlers participating in programs funded under this part will be expected to progress toward using verbal and non-verbal means of communication; developing fine and gross motor skills; and developing self-confidence and autonomy.

(II) Older preschoolers participating in programs funded under this part will be expected to progress toward, at a minimum, understanding and using language to communicate for various purposes; understanding and using increasingly complex and varied vocabulary; developing and demonstrating an appreciation of books; developing phonemic, print, and numeracy awareness; and in the case of children with limited English proficiency, acquiring the English language.

(ii) The Secretary, in consultation with the States, shall develop performance goals and indicators for quality factors associated with improved developmental outcomes for young children, including parent education, enhanced child care provider training (particularly in language and literacy development as described in the previous paragraph), increased ratios of child care staff to children, retention of child care providers, support for family child care providers, licensing and accreditation of child care providers and programs, and strengthened standards enforcement.

(iii) The Secretary shall provide guidance to the States regarding the specific performance goals and indicators, and acceptable methodologies for assessing the progress of States in meeting such goals and indicators.

(iv) States will be held accountable for progress toward performance goals and indicators and shall develop a plan to meet such goals and indicators. The plan shall specify

(i) how the State will make progress toward the performance goals and indicators provided in guidance by the Secretary;

(ii) the methodology the State will use to assess progress toward the performance goals and indicators provided in guidance by the Secretary; and

(iii) the steps to be taken by the State or grantees in accordance with guidance provided by the Secretary if the specified performance indicators are not achieved.

"(F) COORDINATION/SUPPLEMENT/NOT SUPPLANT—The State plan shall specify the methods to be used to enhance coordination of planning and of performance goals and coordination with local educational agencies to ensure a smooth transition from child care programs receiving funds under this part to kindergarten and early elementary education. Funds provided under this part shall be used to supplement rather than supplant existing programs.

[(c) LOCAL APPLICATION.—Local educational agencies who desire a grant under this part shall submit an application, in such form, and containing such information as the State may reasonably require. Such application shall also include:

(1) what is it you want to say??? The original draft didn't have this, but that is probably due to its insertion in CCDBG, which won't work here. You need a local application section. what things do you want in the application?]

(d) ALLOWABLE ACTIVITIES.—An early learning program under a State plan under this section may provide for any or all of the following activities to promote cognitive, social, emotional, and physical development in order to enhance emerging literacy and language development, and school readiness:

"(1) PARENTING EDUCATION TO PROMOTE LEARNING AT HOME. —

"(A) PARENTING EDUCATION.—Provision of parenting education, including use of or collaboration with Even Start or similar programs, for parents of young children by means including use of community-based resource centers, family literacy programs with parenting education components, collaboration with early intervention and preschool providers of services for children, public elementary schools, centers that serve children with special health care needs or disabilities and their families, and home visiting programs.

"(2) ACTIVITIES TO PROMOTE QUALITY TEACHING IN CHILD CARE SETTINGS.—

"(A) PROVIDER TRAINING.—Training of child care personnel, which may include training in early childhood development, early literacy, best practices for serving children with disabilities and those with limited English proficiency, health and safety, and other appropriate matters."(B) IMPROVED STAFFING RATIOS.—Initiatives to increase ratios of staff to children in care and to reduce group sizes.

"(C) SALARY AND BENEFIT ENHANCEMENT.—Assistance to child care programs to increase the quality and continuity of care by attracting or retaining highly qualified child care staff working directly with children through enhanced compensation.

"(D) FAMILY CHILD CARE NETWORKS.—Development of support networks, information and referral services, and other supportive services addressing needs of family child care providers for access to such resources as education, training, and community support services."

"(3) ACTIVITIES TO PROMOTE QUALITY CHILD CARE—

"(A) LICENSING AND ACCREDITATION ASSISTANCE.—Assistance to entities and individuals in meeting applicable child care accreditation and licensing requirements and in obtaining licensing or accreditation.

"(B) STANDARDS ENFORCEMENT.—Initiatives to increase the numbers of qualified child care licensing and standards enforcement staff and activities to increase monitoring and enforcement of State and local health and safety standards.

"(C) INFORMATION AND REFERRAL.—Initiatives to develop or increase the availability of consumer education information and referral services and other resources to assist parents to locate and assess the quality of available child care services.

"(D) HEALTH SERVICES.—Improving coordination of child care with appropriate health services including health and mental health consultations, hearing and vision testing, and immunizations, by methods such as co-location of health and child care services, referrals of children in child care to health care providers or screening services, and transfer of child health records to public school at school entry. Services under this subparagraph shall not include direct provision of or payment for health care services.

"(E) CARE FOR CHILDREN WITH SPECIAL NEEDS.—Increasing the availability and quality of child care for young children with special health care needs, developmental delays, and disabilities and those with limited English proficiency; and coordinating with early intervention and preschool special education services.

"(F) MONITORING AND TECHNICAL ASSISTANCE.—Technical assistance to grantees, and monitoring of programs, assisted under this section. State expenditures under this subparagraph shall not exceed a percentage of total State expenditures for the program under this section equal to 10 percent for each of fiscal years 2001 through 2003, and 5 percent for fiscal year 2004 and each succeeding fiscal year."

Sec. 10805. ANNUAL REPORT.—(a) States receiving funds under this part shall report annually on the following:

"(i) the number and average dollar amount of grants awarded;

"(ii) the number, average dollar amount, and percentage of the total State award of such grants made to low-income communities;

"(iii) the number of early learning programs;

"(iv) the number of children served with special health care needs, disabilities or developmental delays, and those with limited English proficiency;

"(v) the number of early learning programs that assist children with special needs;

"(vi) progress toward the educational outcomes and quality enhancements specified in [section 658T(b)(2)(E)], including specific and quantifiable measures of achievement of progress toward each performance goal and indicator provided in guidance by the Secretary;

"(vii) expenditures for each allowable activity listed in section [658T(c)], total expenditures and, to the extent feasible, the volume or frequency of such activity and the average expenditure per unit of such activity; and

"(viii) with respect to any allowable activity listed in section [658T(c)] for which expenditures are made by the State both under section [658G(a)] and under section [658T], the amount expended under each such section; and

“(ix) such other data as the Secretary may require.

(b) The Secretary shall summarize the annual reports of the State educational agencies and submit an annual report to the Committee on Health, Education, Labor and Pensions in the Senate and the Committee on Education and the Workforce in the House.

.....
(Original Signature of Member)

106TH CONGRESS
1ST SESSION

H. R. _____

IN THE HOUSE OF REPRESENTATIVES

Mr. ANDREWS introduced the following bill; which was referred to the
Committee on _____

A BILL

To provide grants to local educational agencies to establish
or expand prekindergarten programs for children who
are not yet enrolled in kindergarten.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. PREKINDERGARTEN PROGRAM.**

4 Title X of the Elementary and Secondary Education
5 Act of 1965 is amended by adding at the end the fol-
6 lowing:



1 **“PART L—PREKINDERGARTEN PROGRAMS**

2 **“SEC. 10995A. FINDINGS.**

3 “Congress finds the following:

4 “(1) Countless studies have shown what every
5 parent already knows: High-quality preschool edu-
6 cation programs work. They prepare children to
7 learn when they go to school, and the programs in-
8 crease the success of students throughout their lives.

9 “(2) Children who get a high-quality prekind-
10 garten education are more likely to increase their
11 overall IQ, improve their results on achievement
12 tests, and increase their chances of graduating from
13 high school and pursuing some form of higher edu-
14 cation. These same children are less likely to repeat
15 a grade level and have less need for special edu-
16 cation instruction than those with no preschool back-
17 ground, thus saving local educational agencies funds
18 that might otherwise be necessary to provide special
19 education instruction.

20 “(3) Prekindergarten education makes an enor-
21 mous difference in the lives of children from lower-
22 income families. The following specific results were
23 found for children eligible for Head Start services or
24 child care assistance, children who belong to a single
25 parent, 2-child families earning less than \$22,000



1 per year, or families of 4 earning less than \$31,000
2 per year—

3 “(A) 29 percent of the children who at-
4 tended prekindergarten program were employed
5 in jobs paying over \$2,000 by age 27, as op-
6 posed to 7 percent of those from the same in-
7 come group who did not receive prekindergarten
8 education.

9 “(B) Only 57 percent of the children who
10 attended a prekindergarten program grew up to
11 become single mothers, as opposed to 83 per-
12 cent of the same income group who did not at-
13 tend a prekindergarten program.

14 “(C) 36 percent of the children who at-
15 tended a prekindergarten program grew up to
16 own their own homes, as opposed to only 13
17 percent of the same income group who did not
18 attend such a program.

19 “(D) Less than 13 percent of the boys in
20 the group who attended a prekindergarten pro-
21 gram grew up to be arrested 5 or more times,
22 as opposed to 49 percent of the boys from the
23 same income group who did not attend a pre-
24 kindergarten program.



1 **“SEC. 10995B. PROGRAM AUTHORIZED.**

2 “(a) IN GENERAL.—The Secretary is authorized to
3 provide grants to local educational agencies with an ap-
4 proved application under section 10995C to allow such
5 agencies to establish or expand prekindergarten early
6 learning programs in to be operated by the local education
7 agency.

8 “(b) PRIORITY.—The Secretary shall give priority for
9 grants under this part to local educational agencies with
10 the highest population of children, ages 3 to 5, not en-
11 rolled in a prekindergarten or kindergarten program.

12 **“SEC. 10995C. APPLICATIONS.**

13 “(a) IN GENERAL.—A local educational agency that
14 desires to receive a grant under this part shall submit an
15 application to the Secretary at such time, in such manner,
16 and containing such information as the Secretary may rea-
17 sonably require.

18 “(b) CONTENT.—An application referred to in sub-
19 section (a), at a minimum, shall—

20 “(1) demonstrate a need for the establishment
21 or expansion of a prekindergarten program;

22 “(2) provide an assurance that each individual
23 hired to work with children in the prekindergarten
24 program is a teacher or child development specialist
25 certified by the State;



1 “(3) provide an assurance that the ratio of
2 teacher or child development specialist to children
3 shall not exceed 10-1;

4 “(4) provide an assurance that the local edu-
5 cational agency will provide, either directly or
6 through private contributions, non-Federal matching
7 funds equal to not less than 50 percent of the
8 amount of the grant award, these contributions shall
9 include in kind contributions and parental co-pay-
10 ments;

11 “(5) provide an assurance that the local edu-
12 cational agency will develop a sliding fee schedule to
13 ensure that the parents of a child who attends a pre-
14 kindergarten program established under this part
15 share in the cost of providing the prekindergarten
16 program, but the amount of such contribution shall
17 not exceed \$50 each week that a child attends such
18 program;

19 “(6) provide a description of how funds will be
20 used to coordinate with and build on, but not dupli-
21 cate or supplant, early childhood programs that exist
22 in the community;

23 “(7) describe how the agency will use a collabo-
24 rative process with organizations and members of
25 the community that have an interest and experience

Shirley
5/17/99
10/13/99



1 in early childhood development and education to es-
2 tablish prekindergarten programs;

3 “(8) describe how the agency will coordinate
4 with and expand, but not duplicate or supplant,
5 early childhood programs that exist in the commu-
6 nity;

7 “(9) review scientifically based research on
8 early childhood education services that focus on lan-
9 guage, literacy, and reading development;

10 “(10) describe how the program will meet the
11 diverse needs of children, ages 3 through 5, in the
12 community who are not enrolled in kindergarten, in-
13 cluding children who have special needs;

14 “(11) describe how to employ methods that en-
15 sure a smooth transition for participating students
16 from early childhood education to kindergarten and
17 early elementary education;

18 “(12) describe the results the programs are in-
19 tended to achieve, and what tools to use to measure
20 the progress in attaining those results;

21 “(13) describe a plan to operate the program
22 without using funds made available under this part;
23 and

24 “(14) provide an assurance that none of the
25 funds received under this part may be used for the



1 construction or renovation of existing or new facili-
2 ties (except for minor remodeling needed to accom-
3 plish the purposes of this part);

4 **"SEC. 10995D. USES OF FUNDS.**

5 "(a) IN GENERAL.—A local educational agency that
6 receives a grant award under this part may use funds re-
7 ceived to establish or expand prekindergarten programs
8 for children, ages 3 through 5, who are not enrolled in
9 kindergarten.

10 "(b) PREKINDERGARTEN PROGRAMS.—Each pre-
11 kindergarten program that is established pursuant to this
12 part shall—

13 "(1) focus on the developmental needs of par-
14 ticipating children, including their social, cognitive,
15 and language-development needs, and use research-
16 based approaches that build on competencies that
17 lead to school success, particularly in language and
18 literacy development and in reading; and

19 "(2) ensure that participating children, at a
20 minimum—

21 "(A) understand and use language to com-
22 municate for various purposes;

23 "(B) understand and use increasingly com-
24 plex and varied vocabulary;



1 “(C) develop and demonstrate an apprecia-
2 tion of books;

3 “(D) develop phonemic, print, and
4 numeracy awareness; and

5 “(E) in the case of children with limited
6 English proficiency, progress toward acquisition
7 of the English language.

8 **“SEC. 10995E. REPORTING.**

9 “(a) LOCAL REPORTS.—Each local educational agen-
10 cy that receives a grant award under this part shall submit
11 to the Secretary annually a report that reviews the effec-
12 tiveness of the prekindergarten program established with
13 funds provided under this part.

14 “(b) REPORT TO CONGRESS.—The Secretary shall
15 submit to Congress annually a report that evaluates the
16 prekindergarten programs established under this part.

17 **“SEC. 10995F. AUTHORIZATION OF APPROPRIATIONS.**

18 “‘There are authorized to be appropriated to carry out
19 this part \$210,000,000 for fiscal year 2001, \$210,000,000
20 for fiscal year 2002, \$1,000,000,000 for fiscal year 2003,
21 \$1,500,000,000 for fiscal year 2004, and \$2,100,000,000
22 for fiscal year 2005.’”.



UNIVERSAL PRE-KINDERGARTEN

not done to
"fix" system
few - must improve.

The Need

Educational studies again and again have shown that children who enroll in nursery school and other pre-kindergarten programs go onto, by and large, more fruitful academic careers. These students, on average, show higher IQ scores, score higher on standardized tests, have a higher high school graduation rate, and are more likely to go onto college and post-baccalaureate studies.

In fact, the help and life long lessons learned in these pre-K programs go far beyond academic lessons. Currently, the Head Start program makes pre-K available for many children of single parents, 2-child families making under \$22,000, and families of our making less than \$31,000. Of this income group, only 57% of former pre-K students grew up to be single mothers as compared to 83% of those who did not attend pre-K programs. Additionally, less than 13% of males from this income group who attended pre-K went on to be arrested a minimum of five times as compared to the 49% from this same group who did not attend pre-K.

Currently, most federal dollars for pre-K programs originate from Head Start. As the above numbers bear out, this program is a valuable and needed one that addresses the needs of poor and underprivileged children. However, many families are caught in the economic middle; they make too much to qualify for Head Start and yet they make too little to afford to send their children to a pre-K program. This legislation will amend the Elementary and Secondary Education Act (ESEA) to do address this problem. This bill will authorize the necessary funding for pre-k programs for every local education **agency without undercutting Head Start.**

The Solution

This legislation will lay the ground work for eventual universal prekindergarten programs. It would allow LEA's to apply to the Department of Education for a grant for pre-K education. In order to receive these grants, these LEA's would have to:

1. Show a need for a pre-K program
2. Assure the DOE that each employee will be a teacher or child development specialist certified by that State
3. Provide an adequate teacher/child ratio
4. Provide matching funds
5. Ensure cost containment for parents of enrolling children
6. Any application must not interfere with any existing Head Start program.
7. Ensure funds will not be used for students and not any construction projects.

Once these LEA's have received their grant, they would be required to provide annual reports to the Department of Education. The Secretary would, in turn, submit an annual report to Congress, thus ensuring accountability on all levels.

→ Universal pre-K zone
as a result of budget cut

3/65 - Federal changes

- Early Day Fund
→ lost effort

- Child care quality



Child care quality → free of charge until 2010

school districts will provide
①

Transition in 2010 - why they

end built to ESFA -

< Oklahoma >



Child care + parent

man, Alky - many languages

Read

human + human



Can reshape it to
do ESFA journey

ESEA Early Childhood Initiative:
A Proposal to Increase Early Childhood Opportunities focused on Language and Literacy Development

Year after year, children from our poorest communities come to school with language and literacy skills that jeopardize their chances for school success. While the Clinton Administration has dramatically increased opportunities for children to participate in pre-school through expanding Head Start and supporting the Even Start Family Literacy program, 59% of children in our highest poverty schools still come to first grade without having participated in either Head Start or any other preschool program (U.S. Department of Education, Prospects: Interim Report). We now have clear evidence that children whom receive enriched child care that stresses language and cognitive development in early childhood show significantly higher reading achievement when they reach the later elementary and middle school years (NAS, 1998).

With the release of the National Academy of Sciences Report, "Preventing Reading Difficulties in Young Children," the U.S. Department of Education assessed its unique ability to promote and support programs that provide literacy-focused, comprehensive early childhood services connected to public elementary schools and focused on high standards and the provision of high-quality services.

The 1999 ESEA reauthorization offers the opportunity to propose a major early childhood component to help prepare all children to reach high academic standards and be able to read well and independently by the end of the third grade by –

- promoting professional development for childcare providers and other providers of early childhood services to help children build basic language and literacy skills;
- encouraging the development of curriculum aligned to early childhood standards and benchmarks;
- fostering necessary coordination and connections between pre-school programs and kindergarten; and,
- increasing quality early childhood education opportunities.

These above goals will be met through a major early childhood initiative that will include: (1) Ready To Learn, a Title I preschool initiative; (2) an expansion of the current *Even Start Family Literacy Program*, and (3) Ready to Teach, an early childhood professional development initiative.

A common thread across these initiatives is that each requires a focus on early language, literacy, and reading development and proposes a core of services to enhance child readiness for school and prevent reading difficulties in young children. Resources available through these initiatives will improve child, parent, and educator skills, increase access to, and improve the quality of preschool programs.

1) Ready To Learn, a Title I preschool initiative

Provides State grants (and within States, competitive grants to high-need LEAs) for high quality preschool programs that focus on language, literacy, and reading development, as well as improvement of the transition from early childhood education to kindergarten and the early elementary grades. Grants would be used to:

- (1) improve quality of existing services, including Title I preschool, Head Start, Even Start, and other public preschool programs; and,
- (2) to expand opportunities by helping meet needs for Title I-eligible preschool-age children in areas that are underserved by Head Start and other preschool programs.

This Title I preschool initiative will build linkages between preschool programs and Title I schools for improving program quality, helping children and schools meet readiness goals, and promoting successful transitions from preschool to kindergarten. It will also help Head Start meet its new literacy goals

(OUTSTANDING ISSUE – Should this proposal focus on quality rather than creating new slots?)

FY 2000 Budget Request: \$200 million

(2) Expansion of the current Even Start Family Literacy Program

Reauthorize Even Start with quality improvements based on the National Academy of Sciences' recommendations and stronger accountability measures.

FY 2000 Budget Request: An additional \$100 million to reach an additional 100,000 disadvantaged children and parents.

(3) Ready to Teach, an early childhood professional development initiative

This initiative would enhance professional development and training opportunities for early childhood educators so that they are fully prepared to help children enter school ready to learn. Through this program, the Department would make grants to State partnerships for activities that build on existing State efforts, employ research-based adult learning principles, and lead to recognized degrees or certificates for participants. Specific activities would include program development, provision of scholarships, and recruitment and induction activities.

This initiative is critical. Highly skilled early childhood educators are one of the most important strategies for helping young children acquire strong development and learning foundations to ensure school and reading readiness and success. Yet, there are no current federal efforts focused on professional development activities for early childcare educators around early language, literacy, and reading development

FY 2000 Budget Request: \$100 million

Results of HHS/ED Discussion:

- 1) Work on joint guidance document that demonstrates how Title I funding, Head Start funding, and childcare funding can be used to provide full-day comprehensive pre-school programming under existing authorities. ED could participate in a Head Start technical assistance effort to communities on how to do collaborative programming.
- 2) ED will meet with Head Start and the Child Care Bureau on Even Start State Collaborative grants to ensure that both agencies are aware of the state-level collaborative funding opportunities.
- 3) ED and HHS will re-convene to discuss legislative options around proposed Early Learning Fund and proposed Title I supported professional development for early childhood. Both agencies understand that more needs to be done on professional development that cuts across all the providers and that there needs to be a more explicit focus on language and literacy development.

**PRESIDENT CLINTON'S PROPOSAL:
CHILD CARE THAT STRENGTHENS AMERICAN FAMILIES**

"Not a single American family should ever have to choose between the job they need and the child they love."

President Bill Clinton

State of the Union Address, January 27, 1998

President Clinton announced an historic initiative to improve child care for America's working families. The initiative proposes over \$20 billion over five years for child care -- **to help working families pay for child care, build a good supply of after-school programs, improve the safety and quality of care, and promote early learning.**

Ensuring affordable, accessible, safe child care. The President's child care initiative responds to the struggles our nation's working parents face in finding child care they can afford, trust and rely on. The new initiative:

- **Makes child care more affordable for working families.** To help working families struggling to meet the costs of child care, the initiative invests \$7.5 billion over five years to double the number of children receiving child care subsidies to more than two million by the year 2003. The initiative also invests \$5.1 billion over five years to increase tax credits for child care for three million families and provides a new tax credit for businesses that offer child care services to their employees at a cost of \$500 million over five years.
- **Increases access to and promotes early learning and healthy child development.** To improve early learning, the initiative includes \$3 billion over five years to establish an Early Learning Fund that helps local communities improve the quality and safety of child care for children ages zero to five. The initiative also increases investment in Head Start and doubles the number of children served by Early Head Start to 80,000.
- **Improves the safety and quality of child care.** To help ensure safe, quality child care, the initiative: steps up enforcement of state health and safety standards in child care settings, facilitates background checks on child care providers, increases scholarships and training for child care providers, and invests in child care research and evaluation.
- **Expands access to safe after-school care.** To help create safe, positive learning environments for American school-age children who lack adult supervision during a typical week, the initiative increases the 21st Century Learning Center Program by \$800 million over five years to provide after-school care for up to half a million children a year.

Makes Child Care More Affordable for Working Families

Doubles the Number of Children Receiving Child Care Subsidies to More than Two

Million. The President proposes to expand the Child Care and Development Block Grant to help working families struggling to meet the costs of child care. This block grant is the primary federal subsidy program to pay for child care, enabling low-income parents to work. Funds are distributed by formula to the states to operate direct child care subsidy programs, as well as to improve the quality and availability of care. The President's initiative will more than double the number of children served from the one million served in FY 95 (the latest year for which data are available). The President's budget will increase funding for the block grant by \$7.5 billion (with a match) over five years, which will enable states to provide subsidies for more than two million children by 2003.

Increases Tax Credits for Child Care for Three Million Working Families. The Child and Dependent Care Tax Credit provides tax relief to taxpayers who pay for the care of a child under 13 or a disabled dependent or spouse in order to work. The credit is equal to a percentage of the taxpayer's employment-related expenditures for child or dependent care, with the amount of the credit depending on the taxpayer's income. The President's proposal increases the credit for families earning under \$60,000, providing an additional average tax cut of \$358 for these families and eliminating income tax liability for almost all families with incomes below 200% of poverty (\$35,000 for a family of four) that take the maximum allowable child care expenses under the law. The President's budget will include \$5.1 billion over five years to expand the Child and Dependent Care Tax Credit for three million working families.

Provides New Business Tax Credits. The child care initiative includes a tax credit to businesses that provide child care services for their employees, by building or expanding child care facilities, operating existing facilities, training child care workers, or providing child care resources and referral services to employees. The credit covers 25% of qualified costs, but may not exceed \$150,000 per year. The President's budget will include approximately \$500 million over five years for these tax credits.

Promotes Early Learning and Healthy Child Development

Promotes Early Learning. Research shows that children's experiences in the earliest years are critical to their development and future success. The President's proposed Early Learning Fund provides challenge grants to communities (distributed by states) to support programs to improve early learning and the quality and safety of child care for children ages zero to five. Funds may be used for the following activities: providing basic training to child care providers (including first aid and CPR); connecting individual child care providers to centers for education and support; assisting child care providers to meet accreditation and licensing requirements; linking child care providers with health professionals;

reducing group sizes and child-to-staff ratios; and providing home visits, parent education, and consumer education about child care.

The President's Early Learning Fund builds on state initiatives such as North Carolina's Smart Start, which helps North Carolina's children enter school healthy and ready to succeed. Smart Start funds a broad variety of local efforts, including improving staff-to-child ratios, health linkages that have raised immunization rates, and parent education and mentoring programs to give new parents support. The President's budget will include \$3 billion over five years for this fund.

Increases Investment in Head Start and Doubles the Number of Children Served by Early Head Start. Head Start provides early, continuous and comprehensive child development and family support services, preparing children for a lifetime of learning and development. The President is committed to reauthorize Head Start and reach one million children by 2002. The President's budget will invest \$3.8 billion over five years to keep on track his commitment to serving one million children by 2002, and to double the number of infants and toddlers in Early Head Start to 80,000.

Improves the Quality of Child Care

Steps Up Enforcement of State Health and Safety Standards. Building on the military's model child care program, this proposed initiative will fund state efforts to improve licensing systems and enforce child care health and safety standards, including by increasing unannounced inspections of child care settings. The President's budget will include \$500 million over five years for this program.

Facilitates Background Checks on Child Care Providers. On the day of the White House Conference on Child Care, the President transmitted to Congress the National Crime Prevention and Privacy Compact, which will facilitate effective background checks on child care providers by eliminating state law barriers to sharing criminal history information for non-criminal purposes. Although the vast majority of child care providers are dedicated to the teaching and nurturing of children, one tragedy in child care is too many. Background checks are an important way to ensure that the people watching our children are fit for this responsibility.

Increases Scholarships and Training for Child Care Providers. At the White House Conference on Child Care, the President proposed establishing a Child Care Provider Scholarship Fund to enable states to provide scholarship funds to students working toward a child care credential. Eligible child care workers must commit to remaining in the field for at least one year for each year of assistance received and will earn increased compensation or bonuses when they complete their course work. The President proposed a federal investment of \$250 million over five years, which will support 50,000 scholarships per year. The President is also proposing to expand the Department of Labor's Child Care Apprenticeship Program to fund the training of child care providers.

Invests in Research. Because too little is known about our child care system, the President's

budget will increase support for data, research, and evaluation. This research fund will also support a National Center on Child Care Statistics and a child care hotline that parents can call to get information about how to find child care in their communities and how to identify appropriate, quality care for their children. In addition, the research fund will support demonstration projects to test approaches to help new parents who choose to stay home to care for their newborns or newly adopted children. The President's budget will include \$150 million over five years for this fund.

Expands and Streamlines After-School Care

An estimated five million school-age children spend time as "latchkey kids" without adult supervision during a typical week. Research indicates that during these unsupervised hours children are more likely to engage in at-risk behavior, such as crime, drugs, and alcohol use. To meet this pressing demand, the President is proposing a dramatic expansion of after-school care.

Provides After-School Care for up to Half a Million Children a Year. The President proposes a dramatic expansion of the 21st Century Community Learning Center Program to provide start-up funds (with a local match) to school-community partnerships to establish or expand before- and after-school programs for school-age children. The program increases the supply of after-school care in a cost-effective manner primarily by funding programs that use public schools and their existing resources, such as computers, gymnasiums, and sports equipment. The program also includes a set aside to fund programs run by community organizations. The President's budget will request \$800 million of entirely new money for this program, for a total of \$1 billion over five years.

Improves Coordination of Federal After-School Initiatives to Help Communities Make Best Use of Existing Resources. The President will put in place a collaborative effort involving numerous federal agencies to eliminate duplication and better coordinate federal funding for after-school programs in three to five pilot cities, including the District of Columbia.

THE CLINTON-GORE ADMINISTRATION
MAKING CHILD CARE BETTER, SAFER, AND MORE AFFORDABLE FOR
AMERICA'S WORKING FAMILIES

January 27, 2000

President Clinton's FY 2001 budget includes a comprehensive child care initiative to address the struggles our nation's working parents face in finding child care they can afford, trust and rely on. Through unprecedented tax relief and subsidy support, the President's balanced budget includes a package of proposals to help working families pay for child care, improve the safety and quality of care, expand after-school programs and promote early learning.

Today More Than Ever, Working Families Struggle with Child Care. The number of children with parents who work outside of the home is higher than ever before. In 1996, three out of four mothers with young children worked outside of the home, compared to one in four in 1965. Additionally, studies have shown that that child care expenses are often the second or third largest item in a low-income working family's household budget. During the Clinton-Gore Administration, funding for child care has more than doubled. Still, many eligible children do not receive assistance. In FY 1999, states provided child care assistance to approximately 1.75 million children, or only 12 percent of the roughly 15 million low-income children eligible for assistance under federal law.

The President's Initiative Significantly Expands Access to Quality, Affordable Child Care and Early Learning Programs by:

Helping Over 8 Million Families Pay Child Care Expenses. The Child and Dependent Care Tax Credit (CDCTC) provides tax relief to those who, in order to work, pay for the care of a child under 13 or for a disabled dependent or spouse. The President's proposals, which cost \$30 billion over 10 years, broaden this tax relief and will help over 8 million families pay their child care expenses by 1) making the Child and Dependent Care Tax Credit refundable for the first time; 2) increasing the level of the credit; and 3) extending the credit to parents who stay at home with their children.

- **Making the Credit Refundable for Nearly Two Million Working Parents.** Under current law, a typical family of four with an income under \$25,000 has no tax liability and therefore is ineligible for relief from their often significant child care costs. Many such families earn too little to claim the credit but too much to get the full benefit of child care subsidies. To help these families, the President proposes to make the CDCTC refundable for the first time - so that families with no tax liability can receive up to \$2,400 to help offset the cost of child care. For example, a single mother who has one child, earns an annual salary of \$15,000, and spends about \$2,400 per year on child care, will receive a tax credit of \$1,200, an increase of \$817 over current law. This proposal will assist nearly two million families.
- **Increasing the Child Care Tax Credit for 4.4 Million Working Families.** For families earning up to \$60,000, the President proposes to increase the maximum level of the CDCTC from 30 percent to 50 percent boosting the amount of allowable child care expenses a family can claim. This will provide an average additional tax cut of \$249 for these families and

The Early Learning Fund

PRESIDENTIAL ANNOUNCEMENT: Responding to new information about the importance of brain development in children's earliest years and in order to meet the serious concerns about the quality of child care that impacts children's development, the President proposes the Early Learning Fund (ELF). ELF Will provide \$3 billion in Federal funds over five years, with a small State match requirement. The Fund will allow States to provide challenge grants to their communities, so that each community may craft approaches to enhance the quality of child care for the children of working families.

Communities can use the funds to improve the health, safety, and learning of children in their earliest years by:

programs or activities

- providing basic training to child care providers (including first aid, CPR, and basic child development training),
- creating and sustaining family child care networks to connect child care home providers to education and support,
- providing home visits and parent education,
- helping parents recognize high quality care through consumer education,
- helping child care providers meet licensing and accreditation standards,
- linking child care providers to health professionals, and supporting the inclusion of young children with special needs in quality child care settings, and
- reducing group sizes and the ratio of children to staff.

particular and long term

RATIONALE: Research shows that when children are in higher quality child care programs, they have stronger language, pre-mathematics, and social skills, better relationships with their teachers, and stronger self-esteem. The Clinton Administration's commitment to quality has been underscored by the White House Conference on Early Learning and the follow-up White House Conference on Child Care.

Despite the documented link between the quality of care and a good education, serious concerns have emerged about the quality of child care that many American children receive. A four state study of quality in child care centers found that only one in seven were rated as good quality. In addition, a study of family child care and relative care found that 13% of regulated and 50% of unregulated family child care providers offer care that is inadequate.

CURRENT PROGRAM: Currently, States undertake quality activities using a minimum 4% set aside from the Child Care and Development Fund. Although States provide valuable quality activities from these funds, they are rarely enough. States, feeling the acute need to serve more families, rarely invest more than the minimum 4%, which is spread thinly across a variety of activities.

The Early Learning Fund will channel money to communities to empower them to determine their most crucial needs. ELF also will mandate that funds be targeted to children ages 0-5, who are the most vulnerable children in care.

...they have to their teachers, and ... by the ...

...study of ...

eliminate tax liability for nearly all families with incomes below 200 percent of poverty that claim the maximum allowable child care expenses. Under this proposal, a family of four with an annual salary of \$35,000, and child care expenses of \$3,100, would receive a tax credit of \$1,395 -- an increase of \$775 over current law. This expansion proposal will help over four million working families pay for child care.

- **Providing Tax Relief to Nearly 2 Million Parents Who Stay at Home.** The President will also propose enabling parents who stay at home with children under age one to take advantage of the Child and Dependent Care Tax Credit by claiming assumed child care expenses of \$500. This proposal will provide an average tax cut of \$154, benefiting almost two million parents.

Proposing the Largest Head Start Expansion in History. The President's budget boosts funding for Head Start by \$1 billion -- the largest funding increase ever proposed for the program -- to provide Head Start and Early Head Start slots to approximately 950,000 children, nearing the President's goal of serving one million children in 2002. Head Start is our nation's premier early childhood development program preparing low-income children for a lifetime of learning and development by providing early, continuous and comprehensive child development and family support services. Early Head Start, created by the Clinton-Gore Administration in 1994, brings Head Start's successful comprehensive services to families with children ages zero to three and to pregnant women, and works to enhance children's overall development and enable parents to be better caregivers of and teachers to their children. Since 1993, this Administration has already boosted funding for Head Start by 90 percent.

Helping Low-Income Families Afford Child Care. The President's budget boosts the Child Care and Development Block Grant by \$817 million in FY 2001, enabling the program to provide child care subsidies to nearly 150,000 more children next year. These new funds, combined with the child care funds provided in welfare reform, will enable the program to serve over 2.2 million children in 2001, an increase of nearly one million since 1997. The block grant is part of the Child Care and Development Fund, the primary federal subsidy program that helps families pay for child care, thereby enabling low-income parents to work. Today, millions of families who are eligible for assistance with their child care costs do not receive any help; in 1999, only about 12 percent of the 15 million low-income children eligible for assistance under federal law received subsidies.

Doubling After-School to Help Every Child in Every Failing School Meet High Standards. The President's budget includes \$1 billion to expand after-school and summer school for students across the nation -- more than doubling the \$453 million enacted last year, and representing the largest expansion ever proposed. With this increase, the program can provide every child in every failing school with the chance to participate in quality extended learning programs and work toward higher academic standards. Studies have shown that extended learning programs such as after-school and summer school help improve student achievement in reading and math, as well as increase student safety and reduce juvenile crime. Under the President's proposal, the number of children served will nearly triple, from 850,000 to 2.5 million children.

Promoting Early Learning. To ensure that children have access to early childhood programs that promote their cognitive development, the President's budget includes \$3 billion over five years for the Early Learning Fund to help improve child care quality and early childhood education for children under five years old. The Early Learning Fund will provide community grants for activities that foster cognitive development, improve child care quality and promote readiness for school. Resources could be used to help child care providers get training or certification, facilitate licensing or accreditation of child care centers, and reduce child-to-staff ratios -- factors associated with positive developmental outcomes for young children.

Supporting High-Quality Early Childhood Educators. The President's budget includes \$30 million to ensure that well-trained professionals are teaching our young children. We know that the training and education of early childhood educators and caregivers are directly related to the quality of the early education they provide, and the quality of their service, in turn, is directly related to children's readiness for school. As a result, early childhood educators with more education and training provide the higher-quality language stimulation and literacy experiences that are critical for children's success in schools. The Early Childhood Professional Development initiative will provide competitive grants to local partnerships that provide professional development for teachers such as universities, local school districts that provide pre-school, and child care providers such as Head Start. The initiative would focus on equipping early childhood educators with the tools they need to help children develop the language and literacy skills that are the foundations for academic success.

Encouraging the Pursuit of Higher Education by Offering College Campus Based Child Care. To enable low-income parents to pursue higher education, the President's budget includes \$15 million -- a \$10 million increase over last year's funding level -- to provide an additional 150 college campuses with grants to support the establishment or expansion of child care services. States may also use a share of the Child Care and Development Block Grant for this purpose.

Creating New Child Care Tax Incentives for Businesses. In his budget, President Clinton will also propose a new tax credit for businesses that provide child care services for their employees. These services could include: building or expanding child care facilities, operating existing facilities, training child care workers, or providing child care resource and referral services. The credit covers 25 percent of qualified costs (and 10 percent of resource and referral service expenses), but may not exceed \$150,000 per year per business. This tax credit costs \$1.4 billion over 10 years.

- promote AND DISSEMINATE research and evaluation of existing, HIGH-QUALITY child care and early education programs; ~~that are high quality and ensure school readiness and provide information to states about what works;~~
- ~~encourage professional development~~ through scholarships, training programs, salary subsidies, loan forgiveness, or programs to reduce turnover for child care providers;
- ~~provide tax incentives for employers, individuals, and providers;~~
- encourage private sector involvement;
- ~~increase funding for Head Start~~ and Early Head Start programs that collaborate with other early care providers, including state child care programs;
- require federal programs serving children to collaborate with state and local programs that serve children; and
- ~~support state efforts to enforce state licensing and accreditation.~~

21.2.5 Private Sector Roles and Responsibilities. With greater demands on public resources for child care, the need for private sector involvement has increased. The Governors believe that now, more than ever, it is crucial for government to form partnerships with the private sector. ~~Currently, the private sector provides less than 1 percent of child care funding, yet~~ Businesses benefit from a stable, productive workforce that a seamless system of care can help provide. Most child care expenses are paid by families as a cost of being employed. Individual businesses can contribute to creating a seamless child care and early education system by acknowledging and accommodating the child care needs of their employees. Options for the private sector include:

- participate in local collaborative boards to determine child care and early education needs of the community;
- encourage parental involvement with their children's care and education;
- provide a family-friendly workplace;
- provide on-site child care facilities for employees or resource and referral services for off-site care and purchase child care or sick care slots or provide financial assistance for child care;
- provide employees with flexible spending account benefits for child care expenses; and
- offer flexible schedules to help ~~harried~~ parents by increasing the quality and quantity of their child care options.

Time limited (effective WINTER MEETING 2000–WINTER MEETING 2002 ~~Winter Meeting 1998–~~

~~Winter Meeting 2000).~~

Adopted Winter Meeting 1998.

opportunity to promote state flexibility and to respond to the child care needs of their individual state. Key to states' efforts is the coordination of children's programs at the state level. To facilitate this coordination, any new federal funding for child care and early education should be allocated in a manner that requires collaboration with existing state programs that serve children. Options for states include:

- ensure that child care and early education programs are well coordinated and that state funds are allocated to reflect such coordination;
- encourage parental involvement in the state governance structure;
- provide incentives to improve quality through state standards, accreditation, credentialing, or training opportunities for all types of child care providers;
- explore possible incentives to permit one parent in a two-parent family to remain in the home to provide care, at least in the early years;
- encourage accreditation of child care centers through financial incentives;
- encourage professional development through scholarships and training programs for child care providers;
- improve consumer education efforts and increase public awareness of quality child care programs;
- develop tax incentives for providers to expand the availability of child care, such as financing facility development;
- establish measures of program success and hold providers accountable for meeting performance expectations;
- encourage private sector involvement;
- coordinate delivery of services with other programs serving children, such as children's health, transportation, and education;
- promote family-friendly workplace policies and practices in both the public and private sectors;
- encourage community efforts to assess and meet local child care needs; and
- encourage and provide incentives for public schools to arrange after-school care, child care for students who have their own children, and full-day kindergarten.

21.2.4 Federal Roles and Responsibilities. The Governors believe the federal government should support state activities in child care and early education, not control them. The federal government should support state efforts to build a quality system of care, provide funding and technical assistance, and provide information on models of best practices. The federal government can have a positive impact on children's development by encouraging greater coordination of federal programs that serve children and encouraging private sector involvement. Options for the federal government include:

- maintain maximum flexibility at the state level through CCDF and allow increased flexibility for any new child care and early education programs with respect to the delivery of services and the use of funds;
- explore possible incentives to permit one parent of a two-parent family to remain in the home to provide care, at least in the child's early years;
- provide adequate funding to states to meet the need for child care;
- provide incentives and rewards for improved coordination of child care and early education programs;

REAFFIRM

HR-43. COMMUNITY SERVICES BLOCK GRANT PROGRAM

The Governors support CONTINUATION ~~reauthorization~~ of the Community Services Block Grant (CSBG) program as an effective and flexible program uniquely suited to reduce dependency and promote the self-sufficiency of millions of LOW-INCOME INDIVIDUALS. ~~poor Americans.~~ CSBG supports a broad range of federal, state, local, public, and private initiatives aimed at reducing the causes and effects of poverty. CSBG agencies have launched a series of self-sufficiency model programs that can be utilized for the implementation of welfare reform initiatives. GOVERNORS SUPPORT MAINTAINING the integrity of CSBG. ~~must be retained.~~

CSBG funds constitute a small but necessary percentage of the total funding available to local CSBG subgrantee agencies. Besides maintaining current services, these modest sums also create new initiatives, augment existing resources, and extend relatively scarce or restricted services available under other programs to poor people who otherwise would not be served. The CSBG funds are essential to support the local agencies often responsible for administering other federal programs such as the Low-Income Home Energy Assistance Program, Head Start, and emergency homeless assistance. The planning and INTEGRATION ~~integrating~~ of CSBG services with state Temporary Assistance for Needy Families (TANF) plans is therefore critical to efficient administration of this funding.

One of the most significant aspects of the CSBG program is the development of partnerships between the states and community action agencies. By working toward mutually defined goals, coordination is increased and private sector resources and volunteers are utilized to strengthen community efforts that address poverty.

Time limited (effective WINTER MEETING 2000–WINTER MEETING 2002 ~~Winter Meeting 1998–~~

~~Winter Meeting 2000~~).

Adopted Winter Meeting 1998.

HR-44. POSTSECONDARY EDUCATION

44.1 Preamble

States and private institutions have created an infrastructure for the nation's postsecondary institutions that is subsidized by the federal government through student aid and some other federal programs. As Higher Education Act (HEA) programs are reauthorized, Congress needs to recognize the state and institutional context in which these programs operate and work closely with states and institutions in the reauthorization process.

Federal aid comprises more than 75 percent of all student financial assistance provided in the country. States also provide aid to students through traditional aid programs and by heavily investing in state colleges and universities to keep tuition levels well below the cost of actually attending college. Although major federal funding for overall postsecondary education, with regard to student assistance, is less than 12 percent, states, localities, and institutions provide the remaining funding for an extensive and widely diverse system of education opportunities for students after high school.

44.2 Recommended Federal Role

The Governors support the primary goal of the Higher Education Act, which is to expand access to postsecondary educational opportunities for low-income students and ensure the affordability of postsecondary education for moderate-income families. At present, the federal government is responsible for ensuring institutional compliance with federal aid regulations and student aid programs at institutions. States do not determine which institutions or students are eligible for federal aid, nor do they have any recourse over an institution that fails to follow federal regulations. The Governors believe that this is clearly the responsibility of the U.S. Department of Education and HEA should be modified to reflect this responsibility.

44.2.1 Promoting Quality in Postsecondary Education. The Governors recognize the need to promote and maintain quality education in all higher education institutions. Many states have undertaken efforts to achieve this goal. However, states will have an increasing need for reliable measures of effectiveness. This is clearly an issue for states and institutions to address. The federal government should learn from the lessons of the states and not attempt to establish a federal set of quality measures.

44.2.2 Coordinating the State-Federal-Institutional Partnership. The Governors recognize the long tradition of direct relationships among federal agencies and their staff, colleges and universities and their faculties, and students. However, it is important that different levels of government coordinate their efforts when addressing similar public policy concerns. Without such coordination, small federal programs may have little or no impact. In addition, a well-intentioned federal effort may have a negative or disruptive effect if it runs counter to delicately designed state strategies. Therefore, the Governors urge Congress to design federal programs so that they result in an effective state-federal-institutional partnership in both the funding and delivery of student and institutional assistance.

44.2.3 Preparing the Workforce for a Changing Economy. Our nation's economy is undergoing a major transformation from one based on heavy industry to one based on skilled services and technology. This decrease in jobs in heavy industry and increase in jobs in skilled services and technology require a more educated workforce. Postsecondary institutions contribute significantly in the training of the workforce for these new jobs and contribute to the economic development of states and the nation. In addition, institutions provide information services and research essential to an efficient and productive workforce. HEA should support these critical efforts.

44.2.4 Preparing Teachers and Supporting Professional Development. A substantial number of our nation's teachers are approaching retirement and are expected to leave the classroom. At the same time, the number of students enrolled in elementary and secondary programs is at an all-time high and is expected to increase. Many states are considering proposals to reduce the student-teacher ratio in classrooms, thus further increasing the demand for teachers. There is a growing need to train more new teachers and teacher aides and support professional development for current teachers who are being asked to teach more rigorous curriculums to help students achieve higher academic standards.

Title V of HEA contains a collection of unfocused and unfunded professional development programs. The Governors believe that this title of the bill should be restructured into a single state-based program that builds on current state efforts to meet the need of the elementary and secondary education system to have high-quality teachers that can help all students achieve the state's content standards. Congress should consider the recommendations of the gubernatorially chaired National Commission on Teaching and America's Future in restructuring this title of HEA. The program should be a state-based program that permits state-level coordination with other federal funds made available through the Improving America's Schools Act and the Goals 2000: Educate America Act. Governors, with the participation of their respective education agencies, should be given substantial flexibility to use these funds in a manner that meets the needs of the schools in their states.

44.2.5 Simplifying Programs and Forms. Student aid programs are complex and, many argue, duplicative. They include multiple grants, loans, and work-study programs that are confusing to parents and students, especially when layered on top of state and institutional grants, loans, and scholarship programs. Congress should give serious consideration to simplifying programs and forms into a more coherent system of state and federal aid. The federal government needs to take into consideration the role of state agencies, not only in the administration of federal programs, but also in the role that state guaranty agencies play in operating state and institutional aid programs, and should not take policy actions that lead to the demise of the agencies.

44.2.6 Supporting Distance Learning. Technology is having a significant impact on increasing educational opportunities for students of all ages. A growing number of students now use distance learning to earn a degree, for continuing education, and for workforce retraining. The Governors strongly support the use of technology to expand such options for students, either as a supplement to or as a substitute for attending classes on a traditional campus. The Governors urge Congress to study the issues surrounding distance learning, including student aid.

While recognizing the need to prevent fraud, waste, and abuse in the student aid programs, Governors believe that students who choose to participate in postsecondary education programs through distance learning offered by accredited institutions of higher education should be afforded full access to the distribution of federal student assistance. The federal government should join with states in encouraging creative approaches to the delivery of postsecondary education through the use of distance learning technologies and the Secretary of Education should be encouraged to exercise his authority to allow institutions to experiment with new ideas and approaches in meeting the financial aid needs of students enrolled in such programs.

44.2.7 Encouraging Families to Save for Their Children's Higher Education. The nation's Governors recognize the seriousness of increases in college costs that greatly exceed rises in the cost of living and its potential impact on access to education.

Many states have initiated savings plans and other actions to address this widespread public concern. Although the Governors applaud such federal efforts to assist families, they also ask that the following principles be reflected in policy established at the federal level.

- College savings incentives at the federal level should be designed to stimulate and complement, rather than preempt, similar policy initiatives by states and higher education institutions.
- Federal incentives should give equal standing to public and independent higher education institutions.
- Reduced revenue resulting from tax incentives for savings for higher education should not lead to reductions in other vital federal higher education programs.

Time limited (effective WINTER MEETING 2000–WINTER MEETING 2001 ~~Winter Meeting 1998–~~

~~Winter Meeting 2000~~).

Adopted Winter Meeting 1998.

HR-21. ~~EC-11.~~ CHILD CARE AND EARLY EDUCATION

21.1 Preamble

The nation's Governors believe in working toward a goal of a seamless child care and early education system that provides a safe, nurturing, and developmentally sound environment for all children. This seamless system of care should be linked to health care and education systems and promote parental involvement in their children's out-of-home care setting.

Governors recognize that parents are children's first and primary nurturers. Parents have primary responsibility for the care of their children, including financial responsibility, and government and employer policies should support the family as the primary child care unit. Parents should make the choice about what child care, if any, is right for their child. For instance, child care may be offered by a stay-at-home parent, a relative, or a formal day care provider. Although parents remain the cornerstone of a child's upbringing, the increased number of parents in the workplace, especially single parents, enforces the need for ensuring appropriate child care and early education for children of all ages. Some states have adopted programs that permit parents to stay home, especially in the early years.

Recent Research demonstrates that children need a stimulating and nurturing environment for healthy brain development. Cost-benefit research shows that early investment in child development can prevent larger expenses to remediate problems in the future. This early investment should be linked to other children's programs to help children make a smooth transition into the education system.

The need for ensuring a quality system of care extends to families of all income levels who require child care. A productive workforce depends on a reliable child care system to allow working parents to focus on their work. Parents who know their children are in a safe, nurturing, and developmentally sound child care setting can focus on their own job performance. According to data from the 1990 National Child Care Survey, failures in child care arrangements caused nearly one of every six working mothers to lose time from work in the prior month.

In addition, with the enactment of P.L. 104-193, the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA), more children will need to be cared for by someone other than their parents. For many current and former welfare recipients, finding safe, nurturing, and developmentally sound child care may be the key to a successful transition from welfare to work. In some states, new rigorous work requirements and time limits will intensify the demand for child care, as states face greater pressure to promote job retention in order to meet the required work rate.

The nation's Governors recognize that there are gaps in the current child care supply and that there is a need to focus resources in specific areas. For example, a need exists to focus resources on helping the low-income working poor, not only to assist families in their transition from welfare to work but to provide quality child care that will help low-income working families keep their jobs and prevent them from entering the welfare system.

In addition, there may be a need to provide child care during nontraditional hours. Many parents who find work in second- or third-shift jobs have difficulty finding child care during those hours. Many families also struggle to find interim care when schools or centers are closed for holidays or for staff professional development days. These gaps are apparent in rural, as well as urban, areas. There is also an unmet need for child care for infants and sick or disabled children.

School-age children are another population that states should be mindful of in developing a seamless system of care. Some experts argue that time after school could be spent providing students with the additional assistance they need to meet state academic standards. Others believe that after-school programs serve as a prevention mechanism for juvenile crime, teen and preteen pregnancy, and substance abuse.

Developing partnerships and increasing coordination of services among all levels of government, as well as with the private sector and employers, is essential to creating a seamless system of care and increasing parents' access to such a system. Any new funding for child care and early education should allow Governors to create or maintain an integrated system of programs serving children at the state level. In addition, if the federal government is willing to commit resources to improve the current child care and early education system, the program should require collaboration with state programs. It is

essential that funding for new programs does not come at the expense of other state or federal funding sources intended to serve the same population, and that it is not accompanied by additional federal mandates or intrusive federal child care standards.

21.2 Roles and Responsibilities

Developing a seamless child care and early education system by ensuring access for all families to a safe, nurturing, and developmentally sound child care environment is a shared responsibility. Parents have the primary responsibility for making sure that their children have the best care possible, with federal and state governments, as well as communities and employers, supporting their efforts. The Governors believe it is important for all involved parties to promote the coordination of programs serving children through links at all levels of the child care, health care, and education systems.

21.2.1 Family Roles and Responsibilities. First and foremost, parents and families are responsible for their children's well-being. It is essential that parents educate themselves to be good consumers of child care services so they are able to make the best choices for their children. Options for parents and families include:

- maintain a nurturing home environment where children are encouraged to learn;
- participate in state or local governance to voice specific concerns and recommendations for community child care programs;
- maintain a high level of participation in their children's child care and early education programs; and
- take financial responsibility for the care of their children.

21.2.2 Local Roles and Responsibilities. To promote continuity throughout a child's development and education, programs also need to be coordinated on the local level, specifically among local child care collaboratives, school districts, and Head Start programs. Governors recognize the importance of the role of local communities in assessing and meeting specific child care needs and realize that the state should play a role in encouraging local involvement and requiring local accountability. Only a community can truly articulate its individual child care needs. Options for local entities include:

- establish local coordination structures to assess community needs for a system of care and allocate funds to meet unmet needs;
- coordinate Head Start, pre-kindergarten, and other child care and early education programs in the community, including other programs serving children's needs;
- improve consumer education efforts and increase public awareness of quality child care programs;
- provide objective referral services for parents seeking child care;
- encourage private sector involvement;
- encourage parental involvement ~~IN on the~~ local COLLABORATIVE EFFORTS; ~~collaboratives~~;
- and
- encourage local schools to collaborate with child care service providers.

21.2.3 State Roles and Responsibilities. Governors play a crucial role in developing and administering a child care and early education system at the state level. With greater use of block grants of federal funds for human service programs, such as Temporary Assistance for Needy Families (TANF), the Child Care and Development Fund (CCDF), the Social Services Block Grant (SSBG), and the STATE CHILDREN'S HEALTH INSURANCE PROGRAM (S-CHIP), ~~the new Title XXI children's health program~~, Governors are now not only accountable for the delivery of services, but also have a greater

February 19, 1999

MEMORANDUM TO THE PRESIDENT

FROM: Bruce Reed

SUBJECT: Summary and Analysis of NGA Resolutions

HR-2: Immigration And Refugee Policy

Summary

The resolution calls for increased enforcement against illegal immigration, including efforts at the border, such as hiring more Border Patrol agents, and efforts in the interior, such as identifying and removing criminal aliens, combating alien smuggling and document fraud, and barring the employment of illegal aliens. The resolution calls on the Immigration and Naturalization Service to eliminate backlogs in naturalization and other immigration benefits. Further, on a variety of immigration related issues, the resolution requests increased federal consultation with states and increased federal funding commensurate with federal responsibility for immigration policy. NGA urges the federal government to continue to support refugees and not to shift these costs to state and local governments.

Analysis

The Administration's budget helps combat illegal immigration by:

- Funding nearly 9,000 Border patrol agents, a 122 percent increase since FY 1993, while also enhancing technology and facilitating legal border traffic; and
- Enhancing interior enforcement by providing \$20 million and 185 new positions to identify and remove criminal aliens from the United States, deter and dismantle smuggling organizations, and block employer access to illegal workers.

The Administration is improving customer service and reducing the waiting time for naturalization through \$124 million in new funding and a comprehensive set of administrative reforms. The Administration also has succeeded in restoring certain benefits to legal immigrants that were cut off by the welfare law. This year's budget builds on this progress by proposing to restore disability, health, and nutrition benefits to additional categories of legal immigrants, at cost of \$1.3 billion over five years.

HR-14: Child Support Financing

Summary

The NGA resolution states that any reduction in the federal government's financial commitment to the child support system would be a breach of the 1996 welfare reform act and could negatively affect states' ability to serve families. The resolution expresses appreciation for efforts the Administration has made in the past year to consult with states on issues related to CSE financing, and argues that the financing system should not be restructured at this time. In addition, the governors call for a continuation of the "hold harmless" provision which guarantees states their 1995 share of child support collections despite falling welfare caseloads.

Analysis

During the last year, the Administration conducted an extensive consultation process regarding child support financing that included both the NGA and the states. Through this process, we are seeking to develop legislation that will: 1) maximize collections and support for all families in the program; 2) maximize paternity establishment; 3) give priority to increasing payments to families, while ensuring federal budget cost neutrality; 4) create incentives for state and local investment of staff and resources needed to improve performance; and 5) promote national standards and ease of interstate case processing, while maintaining state flexibility.

This year's budget, like last year's, proposes to eliminate the child support "hold harmless" provision which guarantees states their 1995 share of child support collections. Originally designed to protect states from the results of new rules determining what share of child support was retained by the family versus the state, the hold harmless provision has instead guaranteed states funds despite falling welfare caseloads. The budget also lowers the federal match for paternity establishment from the enhanced 90 percent level established to encourage states to adopt the practice to the normal 66 percent match level. The third change will require states to review and revise the amount of support orders for TANF families every three years, which will increase the amount of support collected for families. Together these changes are estimated to save less than \$500 million over five years.

HR-16: MEDICAID

16.2.1: The Federal Commitment to the Medicaid Program

Summary

NGA is concerned about proposals to reduce the federal match for or cap the federal commitment to the Medicaid program, believing there is no way to reduce funds without jeopardizing patient protections and other critical program functions. In addition, NGA feels strongly that Medicaid expenditures should not be cut as part of efforts to balance the budget.

Analysis

The Administration does not support either a cap on federal Medicaid spending or any federal matching rate reductions. The President's FY 2000 budget proposal reduces Medicaid administrative payments to offset the overall rise in Medicaid administrative costs as states shift costs that were previously charged to AFDC to Medicaid.

16.2.2: Medicaid Mandates

Summary

NGA is calling on Congress to enact statutory language to clarify that a cut or a cap on the Medicaid program without new or expanded flexibility is an unfunded mandate.

Analysis

It is not clear that the Unfunded Mandate Act should cover changes in Medicaid policy. All Medicaid spending is matched at some rate by the Federal government. This Administration has both given states significant flexibility in Medicaid and made appropriate policy changes to ensure the fiscal integrity of this program. Thus, this extension does not appear to be needed.

16.2.3: Medicaid and Medicare

Summary

NGA would like additional flexibility to integrate Medicaid and Medicare funding streams, benefit packages, and delivery systems in order to improve on fragmented systems of care.

Analysis

This Administration has been a strong proponent of budget-neutral demonstrations to improve the effectiveness of Medicare service delivery. This Administration shares the states' commitment to integrating care for dual eligibles and we have demonstrated this commitment by working closely with states to develop creative ways to utilize both Medicaid and Medicare to serve vulnerable populations in a way that is consistent with the statute.

16.2.4: Disproportionate Share Hospital Program

Summary

NGA is opposed to any further cuts in DSH payments.

Analysis

There is no change in DSH payments in the President's FY 2000 budget.

16.2.5: Budget Neutrality

Summary

NGA notes that expenditures in one program often realize savings in others. NGA would like

states to have the flexibility to consider budget neutrality across federal programs, not just for individual programs.

Analysis

The current way that budget neutrality is determined for Medicaid waivers reflects an agreement made with the NGA in 1993. We have since heard states' concerns about the narrowness of the determination, but are concerned that broadening budget neutrality to include other programs would create additional federal liabilities. Although we are willing to hear how states propose that budget neutrality can be broadened, we have serious concerns about this resolution.

16.3.1: Allow States Greater Flexibility to Establish Managed Care Networks

Summary

Although NGA is appreciative of the added flexibility that the BBA provided in the design and development of Medicaid managed care networks, it believes HCFA regulations will create so many barriers to full implementation of these networks that the option is not really valid. NGA also wants Congress to clarify that, under federal law, if the state enters into a contract with a provider or HMO that covers the necessary benefits, the state's obligation to provide services is satisfied. Any dispute regarding covered services should be resolved as a contractual matter between the client and provider under state law.

Analysis

The Administration supports states in their efforts to expand mandatory managed care programs consistent with BBA. HHS is currently in the process of reviewing comments from Governors, Medicaid agencies, managed care organizations and other stakeholders on the proposed regulation, and will give them full consideration.

16.3.2: Managed Care Quality Standards

Summary

NGA believes that the HCFA regulations governing grievance procedures in Medicaid managed care are overly proscriptive, and that many states have specific grievance and appeal procedures in their plan contracts that are as effective as the federal approach.

Analysis

The Administration intends to work in partnership with the states to improve the quality of care for Medicaid beneficiaries. When developing the regulation, HCFA was guided by three principles: the preservation of state flexibility wherever possible and appropriate; consistency with the Medicare program; and incorporation of the recommendation of the President's Advisory Commission on Consumer Protection and Quality in the Health Care Industry.

16.3.3: Waivers

Summary

NGA believes that states should not have to produce and defend waivers that are “similar to” previously approved ones in other states. NGA argues that developing and securing approval for similar waivers is a waste of both federal and state resources.

Analysis

Although states often implement similar programs through waivers, no two state waiver programs are the same. Each state’s goals, desired changes, budget neutrality, etc. are unique and thus distinct waivers are required. Thus, we cannot support this resolution. However, this Administration has eliminated the need for managed care waivers, and through eligibility simplification, allowed states to cover new categories of people without waivers (e.g., two-parent families, working families, people with disabilities who return to work).

16.3.4: Boren-like Provisions

Summary

NGA believes that the same ambiguity that caused problems for states in the Boren amendment exists in other parts of the Medicaid statute governing reimbursement to providers and urges Congress to repeal them in order to preclude any litigation over provider or health plan payment rates.

Analysis

We are reviewing this issue and will consult with Governors and Medicaid agencies as we do so.

16.3.5: Managing Costs in EPSDT

Summary

NGA believes that current policy should be modified to allow states to limit the range and cost of services required under EPSDT.

Analysis

Recognizing states’ concerns about costs, the BBA authorized a study to determine whether and how much EPSDT raises costs. We do not support this resolution while this study is ongoing.

16.3.6: Ensure that States will not be Required to Implement Medicaid Program Changes Until HCFA has Published Final Regulations to Guide Program Administration

Summary

NGA believes that states should not be held liable for operating under state law or state interpretation of federal statute until the federal regulations are adopted. In addition, NGA feels that states should not be bound by informal policy directives that are issued in violation of the

formal rulemaking process.

Analysis

The Administration is sensitive to the desire of states to be guided by final regulations that are complete, consistent, and reflect the input of governors and other stakeholders. HHS will give comments from governors full consideration as it drafts the Medicaid managed care final regulations.

16.3.7: Promote Cost Control and Efficiency

Summary

NGA believes that mandatory reasonable cost reimbursement strategies should be repealed.

Analysis

The Administration is committed to carrying out the intent of the Congress to phase out cost-based reimbursement for federally qualified health centers and rural health clinics through the gradual process outlined in the BBA. We will work with states and these community based providers throughout this process to ensure that the delivery of high quality care is not interrupted or impaired.

16.3.8: Assume Full Financial Responsibility for All Low Income Medicare Beneficiaries Who Are Not Otherwise Medicaid-Eligible

Summary

NGA believes that the federal government should assume full responsibility for meeting the Medicare cost sharing obligations for low income beneficiaries and for providing the full Medicaid benefit package to these beneficiaries when applicable.

Analysis

The Administration is committed to ensuring that low income beneficiaries receive the medical care they require. We are committed to maintaining at least the current level of assistance to low income Medicare beneficiaries. Any proposed increase in federal spending would need to be considered in the context of a balanced budget.

16.3.9: Make Audit and Disallowance Policies More Equitable

Summary

NGA believes that the Medicaid statute should be revised to prohibit heavy federal penalties when the state violation does not result in direct harm to beneficiaries. States should be held harmless against possible penalties or disallowances for reasonable interpretations of law prior to the issuance of Federal regulations.

Analysis

Part of the Federal government's fiduciary responsibility for overseeing the Medicaid program is to employ disallowances for violations such as unauthorized or inappropriate payments, and so we do not agree that penalties should be limited to those violations that directly harm patients. We share the states' concerns that the size of a disallowance be in proportion to the significance of the state violation, but believe this would require a statutory change.

16.3.10: Allowing Greater Flexibility in Medicaid Home and Community-based Programs**Summary**

NGA requests the authority to administer home and community-based care programs through Medicaid State Plan Amendments rather than through waivers. However, the states would like to retain the ability to limit the number of beneficiaries served under this program. In addition, the states would like to eliminate the current incentives in the Medicaid program to place beneficiaries in institutional care.

Analysis

The Administration's FY 2000 budget proposes to eliminate the institutional bias in Medicaid by implementing an equal eligibility standard (300% of SSI) for all institutional home and community based services program, and we are extremely supportive of state efforts in this area. However, the Administration could not support allowing states to implement home and community based services programs that provided services to only a portion of those who would qualify under equal eligibility criteria, as this would fundamentally change the entitlement nature of Medicaid.

16.3.11: Children who are eligible for Medicaid**Summary**

NGA is opposed to tying receipt of Medicaid funds to achieving increased program enrollment rates.

Analysis

The Administration has not proposed to link receipt of Medicaid funds to increased program enrollment rates.

16.3.12: Flexibility for Optional Eligibility Groups**Summary**

NGA believes that states should have the flexibility to customize a package of optional benefits to meet the particular needs of optional eligibility groups, acknowledging that this would require waiving comparability and statewideness.

Analysis

The Administration could not support a program that would change the entitlement nature of Medicaid by providing services to only a portion of those who would qualify under equal eligibility criteria. We are committed to working with the states through the waiver programs to allow for additional program flexibility while demonstrating improvements in service delivery and cost-efficiency.

16.3.13: The Americans With Disabilities Act

Summary

NGA believes that recent court decisions have interpreted the ADA in such a way that home and community based services will become an open ended entitlement for people with disabilities. They would like constructive clarification of the parameters of state requirements under the ADA.

Analysis

The Administration supports state flexibility in designing a range of institutional and home and community based services to serve Medicaid beneficiaries with disabilities. We are committed to working closely with states to ensure the civil rights protections found in the ADA while affording states the flexibility to provide services to each beneficiary in the setting most appropriate to their needs.

HR 17: MEDICARE

17.1: Improving the Coordination of Acute, Primary, and Long Term Care

Summary

NGA believes that the lack of coordination between the Medicare and Medicaid programs causes fragmented service delivery and poor clinical outcomes. NGA suggests that the way to end this fragmentation is full integration of funding and care delivery.

Analysis

The Administration is extremely interested in working with states to develop programs for the integration of acute and long term care. However, the BBA outlined broad parameters for the expansion of Medicare managed care, and we believe that state integrated care demonstrations should stay within this framework. We are also committed to beneficiary choice within the Medicare program, and believe that Medicare beneficiaries should retain the choice as to whether or not to join a managed care program.

17.1 Eliminating Institutional Bias

Summary

NGA believes that current Federal policy related to long term care is very complicated and

results in care management based on reimbursement instead of need.

Analysis

The Administration shares NGA's commitment to developing community based care options for the disabled. We believe that there is significant flexibility within Medicaid's current structure through the personal care option and the home and community care waiver program to allow recipients access to a comprehensive range of home and community based services. The Administration's FY 2000 budget proposes to eliminate the institutional bias in Medicaid by implementing an equal eligibility standard (300% of SSI) for all institutional home and community based services program, and we are extremely supportive of state efforts in this area.

HR-24: National and Community Service

Summary

NGA revised this resolution on promoting a system of service and volunteer programs emphasizing that the federal government should provide for sustained federal funding to continue and strengthen local service programs. NGA also affirmed that federal, state and local government officials should be encouraged to serve as mentors and promote personnel policies that allow for flexible time for mentoring activities.

Analysis

The administration agrees with NGA on the importance of service and volunteer programs. The President's 2000 budget continues and expands the Administration's consistent and strong support for community service through AmeriCorps, the National Senior Service Corps, Service-Learning and other service programs. The FY 2000 budget request includes \$585 million for AmeriCorps, an increase of \$113 million over last year, to expand AmeriCorps to nearly 70,000 members by the year 2000, with the goal of reaching 100,000 members serving each year by 2002. To tap the skills and experience of America's growing senior population, the budget requests \$201 million for the Senior Corps, a \$13 million increase over last year. This level would support an estimated 464,000 retired and senior volunteer program volunteers, 28,200 foster grandparents serving 100,000 children and youth with special needs, and 14,800 senior companions providing support to almost 52,000 adults who have difficulty with daily living tasks.

The administration also supports the efforts of federal employees to contribute their time and resources to their communities, even as they fulfill official responsibilities. On April 22, 1998, the President directed all Federal departments and agencies to explore additional measures to expand service opportunities for Federal employees, including the use of flexible scheduling to allow employees to perform community service.

HR-36: Implementation of Welfare Reform

Summary

This resolution emphasizes the early success of welfare reform, as well as the remaining challenges to help those remaining on the rolls move into jobs and help those who go to work succeed in the workforce. The governors lay out principles and recommendations to ensure the continued successful implementation of welfare reform.

Analysis

Most of these points address the final TANF regulations which are close to being finalized, but several also relate to FY 2000 budget initiatives.

36.2.1: Block Grant Funding And Flexibility

Summary

The resolution calls on Congress and the Administration to uphold the financial commitment in the 1996 welfare reform law to provide five years of fixed block grant funding and to maintain the flexibility of the TANF block grant, including maximum flexibility to transfer funds between TANF and the social services and child care block grants.

Analysis

The Administration continues to support preservation of full funding for the TANF block grant over a five-year period. Some in Congress have indicated that the \$3 billion in unobligated TANF funds may be a good way to pay for other priorities. We disagree. Since these funds are fixed based on historic spending levels, it is prudent for states to reserve some funds for a rainy day when economic conditions may change. In addition, states may need to invest more as they face increasing work requirements, approaching time limits, and at the same time, those remaining on the rolls are the 'hardest to employ.'

36.2.2 - 36.2.8: Issues Related to the TANF Rule

Summary

The resolution, and a recent NGA letter, raise several concerns related to the pending TANF regulations including: allowing greater flexibility for programs funded with State Maintenance of Effort funds; narrowing the definition of assistance under TANF so that supports for working families won't incur the federal time limit, work requirements, or reporting requirements; providing states maximum flexibility to continue their welfare reform waivers; allowing greater flexibility in what counts toward the work requirement; streamlining the data reporting burden; and allowing more flexibility in the definition of administrative costs.

Analysis

HHS' draft final regulations for TANF are currently under review at the Office of Management and Budget. Governors -- individually and through NGA -- submitted extensive

and constructive comments, as did many other interested parties. In addition, the Administration has consulted with state organizations consistent with the Administrative Procedures Act and Executive Order 12866 (which governs the Administration's regulatory review procedures). As critical pillars in the success of welfare reform, the Governors' comments have been given considerable weight in the rulemaking process, and the final rule is expected to address many of their priorities.

36.2.9: Contingency Fund

Summary

The Governors recommend modifying the TANF Contingency Fund.

Analysis

Your budget proposes uncapping the Contingency Fund (currently capped at \$2 billion). In addition, the Administration is currently developing a revenue neutral proposal to submit to Congress to further improve the Contingency Fund, which should address some of the state concerns.

36.2.14: State Flexibility to Set Benefit Levels for Families from Other States

Summary

The resolution supports the continuation of state flexibility provided in the 1996 welfare reform law to set durational residency requirements on individuals moving from one state to another -- that is, to pay new residents at the benefit levels of their prior state. The Governors maintain such provisions are constitutional.

Analysis

The United States filed a friend of the court brief with the Supreme Court which essentially supports the states' position on this issue. The Administration's position is that the residency provision in the 1996 welfare reform law is constitutional, and that its residency provision, like other sections of the statute, simply gives states additional flexibility to establish welfare policies that best meet their needs. About one-quarter of the states provide differential benefits to new residents.

36.3.2: Job Development/Creation

Summary

The resolution emphasizes the importance of private sector involvement in hiring and also challenges the public sector to lead by example and hire welfare recipients.

Analysis

Your Administration shares a commitment to both these goals, as evidenced by your launching of the successful Welfare-to-Work Partnership which has now enlisted over 10,000 companies

(26 Governors serve on the Partnership's National Advisory Council, co-chaired by Governors Carper and Thompson). In addition, the federal government is doing its part -- you challenged federal agencies to hire 10,000 welfare recipients by 2000 and under the leadership of the Vice President, they will meet this goal ahead of schedule.

36.3.6: Social Services Block Grant

Summary

The Governors urge full funding and flexibility for the Social Services Block Grant.

Analysis

Your budget restores funding for SSBG to its fully authorized level of \$2.38 billion -- the level the Governors agreed to as part of the welfare reform law in 1996. States use these funds to support a wide range of programs for children and adults including child protection and child welfare, child care, and services for the elderly and disabled. However, the budget also moves forward by one year the 4.25% cap on transfers from TANF to SSBG. While states will argue that this reduces their flexibility, the Administration believes that restoring full funding increases the funds available for SSBG purposes and therefore reduces the need for transfers from TANF to make up SSBG cuts.

EC-11: Child Care And Early Education

Summary

At last year's meeting, the Governors adopted a strong resolution urging greater investment in child care and early childhood education. The resolution, which remains active for this year, calls for the creation of a seamless child care and early education system that provides a safe, nurturing, and developmentally sound environment for children.

Analysis

The Governors' policy proposals dovetail well with the child care initiative that you put forth last year and that remains a central part of your budget. Your FY 1999 budget victories on child care -- including enhanced support for after-school care, Head Start, child care quality, and child care research -- address specific needs identified by the Governors. The Governors share your rationales for efforts to improve child care as well as many of our policy prescriptions. Their largest priority for federal action is to maintain state flexibility and provide adequate funding to meet demand, both of which our initiative does through your proposed dramatic expansion of the Child Care and Development Block Grant. Other areas of mutual agreement on the child care agenda include: providing tax incentives for the private sector like our Business Tax Credit; providing tax credits for individuals, like our proposed expansion of the Child and Dependent Care Tax Credit; increased funding for Head Start and Early Head Start, which is included in the FY 2000 budget; and supporting state and local efforts to improve child care quality, like our Early Learning Fund.

EDC-14: Affordable Housing

14.2: Percent Cap On Rental Payments

Summary

This resolution expresses the NGA's desire for greater flexibility in housing programs in order to assist tenants in public housing who are trying to move from welfare-to-work.

Analysis

Your administration is asking Congress, as part of our request for additional welfare-to-work housing vouchers, for greater waiver authority in the Section 8 statute subject to HUD approval for moving people off welfare into work.

14.3: Existing Programs

Summary

The NGA is requesting increases for a number of programs including the Low-Income Housing Tax Credit (LIHTC), the Community Development Block Grant (CDBG), the Housing Opportunities For People With AIDS (HOPWA) program, among others.

Analysis

We are asking for increases of 7% in HOPWA, a \$1.6 billion increase in the LIHTC, and \$25 million for CDBG. We are also proposing increases of \$10 million for the Home Investment Partnerships (HOME) program. The NGA is also asking for increase in the volume cap for the Mortgage Revenue Bond (MRB) program. Last year you signed an increase in the overall private activity bond cap and this year we are proposing over \$30 billion in bond authority for school construction and Better America Bonds (BABs). The NGA is also asking for quick implementation of HUD's new Mark-to-Market program. HUD is working in consultation with the states on implementation of this program and expects it to be up and running this year.

14.3.1: Data Tracking Systems.

Summary

This resolution expresses NGA's desire that HUD delay implementation of its Analysis Integrated Data Information System (IDIS) until it is ready and field-tested.

Analysis

HUD has had some difficulty in implementing IDIS. This system is designed to improve the efficiency of the agency's grant-making process. The implementation of this system has been a sore point with the Governors because it was not originally rolled out effectively and with adequate consultation. HUD is working with the states to improve the system to get all the problems with the system worked out. At this time 11 states have voluntarily adopted the system.

14.4: Programs Serving the Homeless

Summary

The NGA supports the combining of the seven programs authorized by the Stewart B. McKinney Homeless Assistance Act into a block grant to state and local governments.

Analysis

The Administration does not believe this proposal is necessary. While the Administration supported the notion of performance-based block grants six years ago, HUD has now administratively consolidated the various McKinney Act programs -- as has the Appropriations Committee. The Continuum of Care provides a coordinated community approach to homelessness in moving persons into jobs and permanent housing. Each community submits a single Continuum of Care plan to HUD that reflects efforts to address the complexities of homelessness through a range of housing and services. These plans are prepared by the private sector, non-profit groups, and local and state governments working together. HUD then determines which individual projects to fund from these plans. The Administration is committed to furthering the benefits of the Continuum of Care. The FY 2000 budget provides \$1.125 billion in homeless assistance -- more than a 15 percent increase from the \$975 million enacted last year.

EDC-6: The Role of States, The Federal Government, And Indian Tribal Governments With Respect to Indian Gaming And Other Economic Issues.

Overview

While recognizing the sovereignty of Tribal governments, the NGA proposes changes to the Indian Gaming Regulatory Act of 1988 (IGRA) which would clarify the role of states and tribal governments in negotiating gaming issues.

6.2.1: Clarification of the Scope of Gaming

Summary

The NGA seeks amendments to IGRA that make clear that tribes can negotiate to operate gambling of the same types and subject to the same restrictions that apply to all other gambling in the state. The NGA believes that governors should not be compelled by federal law to negotiate for gambling activities or devices that are not expressly authorized by state law.

Analysis

The Administration has taken the position in court filings that a state has no duty under IGRA to negotiate with a Tribe with respect to particular Class III (casino-type) gaming that state law completely and affirmatively prohibits. However, the Administration has never taken a position as to what the outcome should be if a type of gaming is neither expressly prohibited nor expressly authorized.

6.2.2: Application of the “Good Faith” Negotiation Standard

Summary

The NGA would like to amend IGRA to apply the “good faith” negotiation standard in tribal-state compacts to tribes as well as states.

Analysis

While the Administration has never articulated a position on whether the “good faith” negotiation standard should apply to tribes as it does for states, the legislative history indicates that the “good faith” standard was added to address the issue of unequal bargaining power between states and tribes.

6.2.3: Regulatory Oversight

Summary

The NGA believes that in many cases, federally imposed minimum regulatory standards for the operation of tribal gambling facilities may be appropriate.

Analysis

The Administration agrees that certain federal minimum standards are necessary.

6.3: The Effect of the Seminole Decision on the Authority of the Secretary of the U.S. Department of the Interior

Summary

The NGA opposes the Department of the Interior promulgating a rule permitting the Secretary to provide a remedy to a tribe to permit Class III gaming in the event that the state and the tribe are unable to reach agreement and the state then raises immunity as a bar to a suit by the tribe.

Analysis

The Administration disagrees that the Secretary of the Interior has no authority to create an administrative compact process. While there is a Congressional moratorium on Interior promulgating its rule before March 31, 1999, it is likely that the Interior rule finally issued after that time will authorize the Secretary to create an administrative compact process.

6.4: Federal Enforcement

Summary

The NGA wants the federal government to actively use existing IGRA enforcement authority to shut down Class III gaming conducted on Indian lands in violation of or in the absence of a tribal-state compact.

Analysis

The Administration agrees with federal enforcement of unlawful gaming consistent with the

Attorney General's tribal gaming enforcement policy.

6.5: The Governors' Role in Congressional and Other Federal Decisionmaking

Summary

The NGA believes that in cases where a new tribe becomes federally recognized, there should be the concurrence of the Governor of the state in which the tribe is located.

Analysis

The Administration opposes the concurrence of states in the process for providing federal recognition to tribes. This function has historically been the sole purview of the federal government. Furthermore, under current procedures, states are permitted to comment on whether a tribe should be federally recognized.

6.5.1: Trust Land Acquisition for Gambling Purposes and

6.5.2: Trust Land Acquisition in General

Summary

The NGA seeks the commitment to preserve the current required concurrence of a state to acquire land in trust for gambling purposes. In addition, the NGA seeks state concurrence when land is taken into trust for nongaming purposes.

Analysis

The Administration generally supports state concurrence in trust land acquisition for gambling purposes. However, the Administration opposes gubernatorial concurrence on nongaming trust acquisitions. This is the subject of a proposed rulemaking to be submitted to OMB in the Spring of 1999. The proposed rule will somewhat ease the burdens required to take land into trust for nongaming purposes, but will increase the requirements for consultation with third parties and will provide for a showing of demonstrated need for acquiring land into trust for gaming purposes.

6.5.2.1: State and Local Taxation Authority Over New Trust Lands

Summary

The NGA seeks a requirement that before new trust land is acquired, the federal government, the state, and the tribe should reach an agreement regarding the application of state and local taxes on the land.

Analysis

The Administration opposes state and local taxation of new trust land.

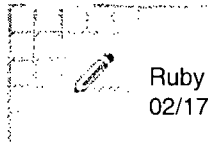
Addendum: Community Policing and Federal Support for Prisons Background

While there was no resolution on criminal justice, it is possible that the NGA could raise issues with respect to state and local funding in our FY 2000 budget for administration of justice programs. It is important to note that while overall crime funding is up slightly (\$200 million) from last year, and our COPS proposal will help keep about \$3.6 billion going to the state and local level, our decisions not to fund Republican-proposed block grants and to cut prison construction funds will mean that total state and local crime funding is about \$1.2 billion lower than last year's high of \$4.8 billion. Three programs may be of particular interest to NGA:

(1) Prisons: The Administration's budget does not provide funding for the Violent Incarceration/Truth-in-Sentencing State prison construction program authorized in the 1994 Crime Act. Instead, our budget provides \$100 million in new funds to help states to comprehensively drug test, sanction, and treat inmates, parolees, and probationers, and continues to provide \$500 million for the State Criminal Alien Assistance Program. Our budget also contains a significant increase in funding for federal prisons, but this is not likely to appease the Governors.

(2) Community Policing: As you know, the COPS Initiative was slated to phase out beginning in FY 2000. Our FY 2000 budget provides \$1.3 billion to roughly maintain the current COPS funding level for a new 21st Century Policing Initiative. In addition to funding more officers, the Initiative will provide more support for statewide law enforcement priorities such as improved criminal history records, crime labs, and police communications. This proposal should be strongly supported by the NGA, as nearly every state police agency has received COPS funding for hiring, training, technology and other non-hiring purposes.

(3) Byrne: The NGA has historically supported full, unearmarked funding for the Byrne Law Enforcement Memorial block grant -- the primary source of state anti-crime funds. Amidst budget pressures and overall reduced funding for state and local crime funds, Byrne was reduced by \$92 million in our budget (from \$552 million in FY 99 to \$460 million in FY 2000).



Ruby Shamir
02/17/2000 03:57:18 PM

Record Type: Record

To: See the distribution list at the bottom of this message

cc:

Subject: Child Care Conference Call

There WILL be a Child Care Conference Call TODAY at 5pm. Please call one of the following numbers:

456-2565 or
456-2561
code #7222

Sorry for the late notice. Thanks.

Plants not hostile
Repudiation

Message Sent To:

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State budget [unclear]

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Dodd Plan amount
[TX stuff]

cc. Dr. Peltier
FAX COVER**Income Maintenance Branch**

Office of Management and Budget
Executive Office of the President
Washington, D.C. 20503



To:

Ann O'Leary & Bethany Little

Organization:

Fax Number:

From:

Joe

Date/Time:

3-2-00 6⁴⁵ pm

Number of Pages:

Cover +

4

Notes:

HTS' response to latest Early Learning Fund language. Barbara is eager to resolve this — you should hear about a conference call tomorrow.

Income Maintenance Fax Number: (202) 395-0851

Voice Confirmation: (202) 395-4686

DATE: 3/2/00

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES
200 INDEPENDENCE AVE., SW
WASHINGTON, D.C. 20201

PHONE: (202) 690-6311

FAX: (202) 690-8425

OFFICE OF THE ASSISTANT SECRETARY FOR LEGISLATION
HUMAN SERVICES LEGISLATION
ROOM 413 H HUMPHREY BUILDING

FROM:

TO: : Bob Pellicci [☒ MARY BOURDETTE
OFFICE : ORNB [] BARBARA CLARK
ROOM NO : _____ [] LAUREN HIGGINS
PHONE NO : _____ [] AMY LOCKHART
FAX NO : 395-6148 [] CHRISTY QUIGLEY
[] LULA BARNES

TOTAL PAGES
INCLUDING COVER: 4

REMARKS:

(HHS)
Bab - Her's our comments on your
latest Early Learning Fund draft.
Please share with Barbara; then
let's discuss - Mary

ACE Comments on OMB Early Learning Fund Mark-up

March 1, 2000

Performance Goals and Measures

As we discussed in our meeting, we share with OMB and ED a strong view that it is critical that the Early Learning Fund promotes the development and learning of infants and toddlers, not only preschool children. We also share the view that it must promote that development through the range of child care settings, including family homes as well as centers, because otherwise we will fail to improve the development and school readiness of the vast majority of children.

For these reasons (explained more fully below), we continue to be uncomfortable with the specific language that you have reinserted, which appears to focus on learning goals that are appropriate for preschoolers but, in many cases, not for infants and toddlers, and which appears to require that states demonstrate results through testing of very young children. We understand your desire to be clear about what we mean by children's readiness for learning, and we have proposed some language below that we believe captures your desire for specificity and clarity without leaving out many of the children we most need to serve and the settings that most need to be improved if we are to have a genuine effect on school readiness.

Alternative proposal (for the second paragraph of the performance goals and measures section):

"The goal of the program accountability standards is to ensure that children participating in early learning programs funded under this section will progress in ways appropriate to their age and development, enabling them to be successful in language, reading and math when they enter school. Infants and toddlers will progress toward using verbal and non-verbal means of communication; developing fine and gross motor skills; and developing self-confidence and autonomy. Older preschoolers will progress toward understanding and using language to communicate for various purposes; understanding and using increasingly complex and varied vocabulary; developing and demonstrating an appreciation of books, developing phonemic, print, and numeracy awareness; and, in the case of children with limited English proficiency, acquiring the English language."

Why Continued Attention to Infants and Toddlers Is So Important:

- The Early Learning Fund is designed to promote the cognitive, social, behavioral and physical development of children from birth to age five. The creation of the ELF proposal is in part attributable to recent research indicating that the first three years are particularly critical for brain development. For children to be ready for school, as infants and toddlers they need to be in settings, including high-quality child care programs, that promote learning and growth.
- There is even more cause for concern regarding the quality of child care for infants and toddlers than about the quality of care for older preschoolers, with respect to not only cognitive development but also basic health and safety.

mark up

QA together

How will the report

2/14-15/00

- We don't have to give up on accountability or a rigorous focus on school readiness to include infants and toddlers — we just have to frame the requirements in a way that fits the available research. In particular, the research does provide quite clear indications of what kinds of settings for infants and toddlers contribute to their cognitive, social, behavioral, and physical development. Therefore, it is possible to assess in a research-based way the quality of settings and whether those settings would be likely to contribute to the eventual school readiness of children who are now infants and toddlers. This strategy for clear, focused, and rigorous accountability of programs is the strategy used, for example, by North Carolina to ensure that Smart Start (which as you know is one of the key models for the Early Learning Fund) achieves its goal of preparing all children to enter school ready to learn while also making investments in the whole range of child care settings for children from birth to preschool.

Below are examples of developmentally appropriate settings for infants and toddlers; a high-quality early childhood program need not have all of the elements described here:

The walls of the infant play area include pictures of families and infants of different racial and cultural backgrounds, hung at the infants' eye level, and simple puzzles, shape sorters, rattles, balls, etc. on accessible shelves and grouped by type. The play area itself is open and features scooters, push-pull toys, wagons and other items that encourage free movement and allow for the testing of large muscle skills and motor coordination.

Toddlers have access to a range of puzzles, construction materials, blocks with people, animals, cars, etc., with small tables nearby at which they can work with the items. Children's artwork is on the walls out of their reach but well within their sight. Water and sand tables are available (but separate). Climbing ladders, tricycles, ramps, balls, etc. are also available, in an indoor or outdoor play area. Toddlers have a planned schedule of activities, allowing them to predict what comes next, but at the same time caregivers are flexible in responding to the children's interests, moods and needs.

More important than the equipment or the environment, there is a trained caregiver who knows each child and takes cues from the child about when to teach/guide and when to watch and applaud the child's efforts. The responsive caregiver continually observes each infant or toddler to ascertain what skills he or she is ready to explore and master, and provides toys matched to the child's interests and skills. In order for a caregiver to be able to observe and know each child, group sizes and child: staff ratios must be kept low, which is why these factors are essential to cognitive (and other aspects of) development.

As you can see from these examples, it seems inappropriate to require a testing strategy that would demand evidence that an infant playing with a 3-piece puzzle or a shape sorter under the supervision of a responsive caregiver is making progress toward understanding and using increasingly complex and varied vocabulary, or toward developing and demonstrating an appreciation of books. A fifteen-month old using a construction puzzle or working at a sand

table might be similarly unable to show progress toward print or numeracy awareness. Based on the best research to date, both of these children, however, are engaged in activities that are stimulating their cognitive development. Therefore, our proposal recommends tough standards for programs that (a) ensure accountability for an environment that promotes cognitive development, and that (b) clearly define the cognitive development goals in terms of school readiness.

Why Performance Goals Need To Focus on Holding Programs Accountable

- In general, a strategy of testing children at extremely young ages as a way of determining program effectiveness is likely to be less effective at generating investments that lead to school readiness than a strategy that takes advantage of what we know from the research about program settings that contribute to cognitive development. First, very young children attain milestones at different ages and speeds, so that a child who is "behind" at age one can easily be "ahead" at age 2 ½. Second, testing very young children to determine their level of achievement is still very experimental and could be extremely expensive, especially if the goal is to get data reliable at a State level. Developing performance goals and measures associated with structural factors such as provider training and child: staff ratio, as described in 658T(b)(2)(E), is preferable to testing large numbers of (even older preschool children) on the items in the "expected to progress" paragraph.

Health and Safety

Because of the critical role of health and safety in promoting children's development and school readiness, we believe it is extremely important to keep health and safety on the list of areas for provider training.

Evaluation and TA Set-aside

This amount is largely dependent on whether the evaluation will be of ELF program environments, including structural factors associated with cognitive development, or will entail testing individual children in ELF programs. The second model would likely be much more expensive to implement.

What is "Appropriate" Assessment for Young Children?

Early Childhood Assessment: General Definition and Purposes

In 1991, the National Association for the Education of Young Children (NAEYC) and the National Association of Early Childhood Specialists in State Departments of Education (NAECS/SDE) released a joint position statement addressing appropriate curriculum content and assessment in programs serving children ages 3 through 8. In that joint document, assessment was defined as, "the process of observing, recording, and otherwise documenting the work children do and how they do it, as a basis for a variety of educational decisions that affect the child" (NAEYC & NAECS/SDE, 1991). These associations acknowledged that assessment is very important in early childhood education because it serves four critical purposes or functions:

1. to plan instruction for individuals and groups (classroom planning and individualization);
2. to effectively communicate with parents;
3. to identify children who may require specialized programs or intervention (screening and diagnostic assessment);
4. to provide information for program evaluation and accountability.

Each purpose or function, including a description of typical assessment methods, is briefly discussed in Appendix A.

Early Childhood Assessment: Concept of Developmentally Appropriate

In their joint position paper, NAEYC and NAECS/SDE (1991) emphasized that the concept of "developmentally appropriate" (Bredekamp, 1987; Bredekamp & Copple, 1997) applies not only to curriculum and instruction but also to the assessment of young children. A major portion of the 1991 joint position statement was devoted to listing guidelines for conducting developmentally appropriate assessment. These guidelines, reorganized by grouping similar items (i.e., guidelines on the content of assessment, guidelines on assessment methods or procedures, and guidelines on the outcomes of assessment), are reprinted in Appendix A. In general, appropriate assessment for young children relies on a variety of methods and permits several potential responses; is on-going and summarizes performance over time; and consists of "hands-on" tasks that mirror classroom activities.

Using "Appropriate" Assessment for Title I Accountability Purposes

Historically, this type of "developmentally appropriate" assessment has been used by classroom teachers to determine individual students' needs and progress, inform instruction, and communicate with parents. The focus of this paper is appropriate early childhood assessment for "accountability" purposes. Although ample information is available on the classroom planning, communicating with parents, and screening/diagnostic purposes of assessment, few sources specifically address assessment for accountability purposes in early childhood settings. The few sources that do address accountability assessment in early childhood programs focus on the challenges inherent in such assessment. It is important to recognize that the use of appropriate early childhood assessment approaches requires appropriate constraints when used for accountability purposes. Given the daunting challenges and dearth of information, the purpose of this document is to provide guidance and support to schools, LEAs, and SEAs as they design systems to meet Title I requirements.

The thesis advanced in this paper is that "developmentally appropriate assessment" and "accountability assessment" can be united. The purpose of this paper is to promote assessment of young children that is developmentally appropriate while providing information about how individual children, schools, and school districts are doing in achieving a state's high content standards. This thesis indicates that accountability assessment should be developmentally appropriate as defined in the NAEYC and NAECS/SDE (1991) joint position statement; be designed to simultaneously yield meaningful information about individual children, schools, and districts; and be linked with state standards. Most would agree that this is an ideal conception of accountability assessment. Although the desirability of this type of assessment is evident to some, much controversy and skepticism surround accountability assessment with young children (Kagan, Rosenkoetter, & Cohen, 1997).

The Challenges

The Field of Early Childhood Education and Accountability Assessment

It has been noted that the early childhood field has not sufficiently explored accountability assessment (Kagan et al., 1997). The lack of exploration of the desirability, feasibility, and procedures of accountability assessment is due to the fact that many appear to be skeptical or wary of accountability assessment in early childhood settings. The wariness persists even though the field of early childhood education has acknowledged the importance of assessment to the design and implementation of developmentally appropriate programs for young children and their families. The wariness persists even though the field of early childhood education has achieved consensus regarding the appropriate content, methods, and use of assessments in early childhood settings (See Appendix A). The wariness persists even though the old problems associated with Chapter I practices have been acknowledged and addressed in the new legislation. Given the strides that have been made in early childhood assessment during the past decade, what is the cause of the continuing wariness?

Several factors underlie the skepticism and wariness that early childhood educators experience with assessment, especially accountability assessment. These factors include:

History: Past Experiences and New Demands

The problems associated with the misuse and abuse of standardized tests with young children in the 1980s were well publicized. Many articles and conference presentations warned practitioners about the dangers of "testing." Kamii (1990) published an influential book entitled, "Achievement Testing in the Early Grades: The Games Grown-Ups Play" that chronicled common abuses and misuses of tests and the associated negative impacts on children, teachers, families, and school administrators. NAEYC published a position statement on tests and testing that appeared in the March 1988 issue of Young Children, a widely read journal for early childhood practitioners. Although these sources targeted real abuses and misuses of standardized testing, some overgeneralized and drew the incorrect conclusion that testing and assessment were to be banned in early childhood settings. In fact, due to the widespread confusion, NAEYC issued a reexamination of the 1988 position statement in March of 1989. In the reexamination it was noted that NAEYC "is not opposed to all standardized testing of young children and . . . is strongly in favor of ongoing assessment of children's development and learning as essential for appropriate curriculum planning and individualizing instruction" (p. 15). Even though NAEYC has been clear in their support of appropriate testing and assessment for a variety of purposes, including accountability, it is likely that continuing confusion and concern with test misuse make some hesitant about any type of assessment with young children. As noted by Schorr (1997), the field's experiences in the 1980s "have left the early childhood community so traumatized at the possibility of unwittingly promoting further inappropriate testing, that many oppose any attempt to assess school readiness by testing or observing individual children, even if the testing is done for the purpose of judging the community's provisions for preparing children for school entry, and not the abilities or capabilities of individual children" (p. 39). This attitude noted by Schorr is not restricted to assessment of school readiness, but extends to all forms of early childhood assessment.

Contemporary pressures and challenges also underlie the uncertainty some early childhood educators experience with accountability assessment. Program evaluation and accountability assessment have only recently become more familiar concepts to most early childhood educators. With increased funding opportunities, increased competition for funding, and emphasis placed on continuous improvement and documentation of outcomes, administrators of early childhood programs have only recently begun to seriously think about investing time and money in program evaluation and accountability assessment. As with any new enterprise, many are skeptical and unsure of appropriate procedures.

Given the current climate that includes dramatic growth in early childhood education and calls by the National Educational Goals Panel and others such as Title I to delineate goals and measure children's progress toward them, the resistance the field of early childhood has demonstrated toward accountability assessment cannot survive. There are signs that the field recognizes this reality. Forums on program evaluation and accountability assessment have been held recently (e.g., the Issues Forum on Child-Based Outcomes sponsored by the Kellogg Foundation, the Carnegie Corporation, and Quality 2000 and the resultant publication edited by Kagan et al., 1997), and leaders in the field have begun to discuss the importance of "child-based outcomes". There is also growing recognition that given the gestalt, accountability assessment of young children will occur with or without the input of the early childhood field. Thus, it is more

productive for early childhood educators to participate in the discussion and actively shape the process. The emphasis taken in this paper is an example of the healthy collaboration between assessment and early childhood professionals to produce an assessment system that meets the mandates of Title I and supports developmentally appropriate assessment and classroom practices for young children.

Philosophical Orientations and Professional Judgments

Professional philosophies and judgments impact views of accountability assessment. For example, related to measurement issues, even among those who are very knowledgeable about assessment, various opinions are expressed concerning the appropriate use of the results of different types of assessments. For example, there is some disagreement regarding the wisdom of using classroom assessment results for accountability purposes. However, there is a growing consensus in the field that data gathered for one purpose may also be used for other purposes if appropriate planning and caution are displayed. For example, it is now accepted by some experts that classroom assessment data can be aggregated for accountability purposes.

Professional views concerning children, their characteristics, and their development and learning also influence perceptions about the appropriateness of accountability assessment. As noted by Kagan, Rosenkoetter, and Cohen (1997), concerns are expressed about what is measured and how it is measured. Relative to "what," early childhood educators advocate that the content of assessment must include more than cognitive and pre-academic skills. Appropriate assessment must include developmental domains that are important to children's development and success but more difficult to measure. Relative to "how," many doubt any assessment can be reliable or valid due to the characteristics of young children including their episodic learning, uneven growth, variability in behavior from setting to setting, and inexperience in "performing" in assessment situations.

Typical approaches to accountability assessment, that include only child outcomes, are in conflict with the basic philosophical orientation of many early childhood educators. The professional preparation of many early childhood professionals is based in a human ecological perspective that views the child as operating within spheres of influence including the family, the school, the neighborhood, the wider community, the state, etc. In other words, the child's behavior and development are influenced by these multiple factors in interactive and complex ways. Thus, relative to accountability assessment, it seems unnatural to collect assessment data exclusively on the child. This ecological philosophical orientation is supported by recent research that demonstrates important input variables such as teacher-child ratios and teacher training have an impact on child outcome variables. In essence, many early childhood professionals believe that accountability systems should include measures that include but go beyond child assessment data. As noted by Kagan et al. (1997), due to young children's developmental characteristics that increase the complexity of accurately assessing their capabilities, "ethical questions emerge regarding the legitimacy of basing child results (accountability data) only on what young children know and are able to demonstrate" (p. 8). Thus, it is often argued that results for young children must include more than what children know and can do. Many early childhood professionals advocate that it is important to broaden the conception of results to include data that might be considered inputs of other age groups (Kagan et al, 1997). Examples include child health

indicators, family income indicators, and other variables that impact what children know and can do.

Perceived Conflict Between "Standards" and "Developmentally Appropriate Practice"

Although standards have many proponents, others believe that the concept of standards is in conflict with the principles of "democratic education" (Noddings, 1997) and developmentally appropriate practices. For example, many believe that through standards, the same level of performance will be expected of all students (Noddings, 1997), the onus for learning (and the blame for not learning) will be placed exclusively upon the child (Darling-Hammond & Falk, 1997), or that failure and retention rates will be increased (Darling-Hammond & Falk, 1997). As noted by Darling-Hammond and Falk (1997), "Depending on how standards are shaped and used, either they could support more ambitious teaching and greater levels of success for all students, or they could serve to create higher rates of failure for those who are already least well-served by the education system" (p. 191). Thus, it is important to carefully craft standards and the associated assessments to support student learning for all students. It is also critically important to use the accountability information "to inform teaching decisions, to trigger special supports for student learning, and to evaluate school practices" (Darling-Hammond & Falk, p. 191).

It is important to recognize that accountability is about assessing student progress and continuously improving it (Darling-Hammond & Falk, p. 193). Thus, true accountability is tied to improvements in teaching and school practices that enhance the likelihood that students can meet standards (Darling-Hammond & Falk, 1997). Research demonstrates that developmentally appropriate practices enable young learners to meet high standards. As noted by Bredekamp and Copple (1997) in their NAEYC book entitled, "Developmentally Appropriate Practice in Early Childhood Programs," teachers need to actively create intellectually engaging, responsive environments to promote individual learning and development. This is accomplished through the use of a wide repertoire of teaching strategies and implementation of an integrated curriculum that has intellectual integrity and the opportunity to engage in experiential, hands-on learning. A common myth about developmentally appropriate practices is that the curriculum is "watered-down" and that the classroom lacks challenge and structure (Kostelnik, 1992). As noted by Kostelnik, a developmentally appropriate classroom is individualized to facilitate the optimal learning and development of each child.

Lack of Training and Experience

School personnel often lack the training and expertise to design and implement developmentally appropriate accountability assessment systems. For example, although it is acknowledged that reliance on group-administered, paper-and-pencil tests is inappropriate, administrators of early childhood programs are often unfamiliar with alternative assessment approaches. This is compounded by the apparent "ease" of group-administered, paper-and-pencil tests which can be easily purchased, machine scored, and offer computer-generated reports as convenient mechanisms to communicate assessment results. The challenge of designing and implementing more comprehensive and developmentally appropriate assessment approaches is often overwhelming to early childhood administrators who feel unprepared for the task.

Early childhood educators are also often unfamiliar with the variety of assessment terms and approaches (Kagan et al, 1997). Preservice preparation programs often do not include in-depth training on all the types of assessments and their appropriate functions. In-service programs are often "one-shot" seminars with little opportunity to implement new concepts with follow-up training. Thus, new and seasoned teachers are often unfamiliar with the challenges of systematically including a comprehensive assessment system into their daily program. Additionally, as noted by Kagan, Rosenkoetter, and Cohen (1997), limited consensus exists in the field of early childhood regarding what is meant by commonly used terms such as goals, benchmarks, indicators, results, assessment, and testing. So, like administrators, many teachers of young children feel uncomfortable with assessment, especially assessments that include high stakes for children and schools.

Misunderstandings are not restricted to the realm of assessment. As mentioned previously, many misunderstand the concept of "developmentally appropriate practice," including its theoretical base, its implementation, and its relationship to standards. These misunderstandings have also impacted the views of many early childhood educators regarding accountability assessment.

Another Challenge: Selecting or Developing Appropriate Assessments

Necessary Conditions: Assessing Early Learning

Several conditions are necessary for assessments used in the PreK-3 grades to be applied to determine school progress for Title I purposes. Teachers must know and understand the content standards and be proficient in using appropriate assessment techniques; assessments must be designed to appropriately measure student progress toward meeting a few selected critical content standards. Given the starting point for a state's standards, the development of assessments may include determining "benchmarks" for younger children which are based on the developmental continuum for a particular standard. This continuum would be "backmapped" from a state's formally assessed grade 3 or 4 standards. Emphasis should be placed on identifying where children are on the developmental continuum rather than stressing specific, predetermined grade expectations. In addition, there must be an understanding of early learning and a commitment to appropriate instruction and assessment on the part of the school and LEA.

Often classroom assessments of young children provide information on what children can do independently and what they can do with support. Independence of the individual student is the ultimate goal and should be reflected in both assessment and classroom activities. Ultimately, students will need to work individually on large group assessments in grades 3 or 4. Teachers need to keep this in mind and maintain continuous progress of students toward that goal. Involving students in assessing themselves and including student self evaluation is one way to promote the independence that is an essential goal for early childhood education.

It is important to know and use a variety of tools or techniques to determine student progress, especially for younger children. Observations, interviews, and samples of work can all be useful in determining how well students are progressing. Assessment approaches need to reflect good teaching and be integrated with classroom activities. Classroom-embedded assessment procedures provide immediate, familiar, and easily interpreted information to teachers. Such tasks

do not necessarily mimic instructional activities but they do reflect components of good instruction. These tasks can provide data for measuring school progress, for informing parents, and for improving classroom practices.

An early childhood assessment system will include several methods of assessment. For example, language arts might be assessed through structured observations or oral reading, collections of samples of a student's writing, classroom-embedded tasks such as retelling a story, purposeful observations of a student's reading behavior (e.g., levels of books a child chooses), and interviews that assess oral proficiency. A distinguishing characteristic of these methods of assessment is that they are planned as assessment techniques, although they may also be used as instructional activities. Because they are assessments, they are closely tied to evaluative criteria based on content and performance standards, and are designed and used to provide important information in a systematic, interrelated way. Methods should be systematically chosen to match content and performance standards and to ensure a variety of methods are included in the overall assessment system.

Continuum of Assessment Approaches

Historically, accountability assessments have relied on paper-and-pencil, group-administered, multiple choice tests. As discussed previously, these methods are inappropriate for young children. The contemporary goal is to design accountability assessments that are developmentally appropriate. Developmentally appropriate methods for young children include techniques that "are based on actual observation and several samples of the child's work; include information gathered over time from a range of classroom experiences; indicate a child's broad progress in basic skills, conceptual understanding, problem solving, and reflective thinking, as well as motivation toward learning and attitudes toward school; are based on an understanding of developmental sequences and individual styles of learning; are geared toward providing information that helps the teacher teach the individual child (South Carolina Center for Excellence in the Assessment of Student Learning, 1993).

These two approaches, the traditional paper-and-pencil, group-administered, multiple choice tests and the newer developmentally appropriate assessments, can be thought of as two ends of a continuum. The goal of this paper is to assist readers to move away from reliance on traditional methods and move toward incorporating developmentally appropriate assessments in their accountability assessment systems.

Accountability Assessment Continuum

"Traditional" Approach	"Developmentally Appropriate" Approach
paper-and-pencil tasks	hands-on tasks that mirror classroom activities
multiple choice with one correct response	open-ended with several potential responses
administered once, captures performance at one given point in time	assessment is on-going, summarizes performance over time to demonstrate growth
relies on one assessment method norms as the standard	incorporates several assessment methods developmental continua as the standard

THE CLINTON-GORE ADMINISTRATION ENSURING AFFORDABLE, ACCESSIBLE AND SAFE CHILD CARE

January 27, 2000

President Clinton's FY 2001 budget includes a comprehensive child care initiative to address the struggles our nation's working parents face in finding child care they can afford, trust and rely on. Through unprecedented tax relief and subsidy support the President's balanced budget includes a package of proposals to help working families pay for child care, improve the safety and quality of care, expand after-school programs and promote early learning.

Today, More Than Ever, Working Families Struggle With Child Care. Today, the number of children with parents that work outside of the home is higher than ever before. In 1996, three out of four mothers with young children worked outside of the home, compared to one in four in 1965. Additionally, studies have shown that that child care expenses are often the second or third largest item in a low-income working family's household budget, and that the availability of child care subsidies enables more low-income parents to work. During the Clinton-Gore Administration funding for child care has more than doubled. Despite these efforts, many eligible children do not receive assistance. In FY 1999, states provided child care assistance to approximately 1.75 million children, or only 12 percent of the roughly 15 million low-income children eligible for assistance under federal law.

The President's Initiative Significantly Expands Access to Quality, Affordable Child Care and Early Learning Programs by:

Proposing the Largest Head Start Expansion in History. The President's budget boosts funding for Head Start by \$1 billion – the largest funding increase ever proposed for the program -- to provide Head Start and Early Head Start slots to approximately 950,000 children, nearing the President's goal of serving one million children in 2002. Head Start is our nation's premier early childhood development program preparing low-income children for a lifetime of learning and development by providing early, continuous and comprehensive child development and family support services. Early Head Start, created by the Clinton-Gore Administration in 1994, brings Head Start's successful comprehensive services to families with children ages zero to three and to pregnant women, and works to enhance children's overall development and enable parents to be better caregivers of and teachers to their children. Since 1993, this Administration has already boosted funding for Head Start by 90 percent.

Arthur and Caroline Sawe

Helping Low-Income Families Afford Child Care. The President's budget expands the Child Care and Development Block Grant to help working families struggling to afford child care. The President's budget request will increase funding for child care subsidies by \$817 million in FY 2001, enabling the program to serve nearly 150,000 more children next year. These new funds, combined with the child care funds provided in welfare reform, will enable the program to serve over 2.2 million children in 2001, an increase of nearly one million since 1997. The block grant is part of the Child Care and Development Fund, the primary federal subsidy program that helps families pay for child care, thereby enabling low-income parents to work. Today, millions of families who are eligible for assistance with their child care costs do not receive any help; in

National Education Association

1999, only about 12 percent of the 15 million low-income children eligible for assistance under federal law, received subsidies.

Helping Over 8 Million Families Pay Child Care Expenses. The Child and Dependent Care Tax Credit (CDCTC) provides tax relief to those who, in order to work, pay for the care of a child under 13 or for a disabled dependent or spouse. The President's proposals, which cost \$30 billion over 10 years, broaden this tax relief and will help over 8 million families pay their child care expenses by 1) making the Child and Dependent Care Tax Credit refundable for the first time; 2) increasing the level of the credit; and 3) extending the credit to parents who stay at home with their children.

- **Making the Credit Refundable for Nearly Two Million Working Parents.** Under current law, a typical family of four with an income under \$25,000 is ineligible for credits for child care expenses because it has no income tax liability. Many such families earn too little to claim the credit but too much to get the full benefit of child care subsidies. To help these families, the President proposes to make the CDCTC refundable for the first time -- so that families with no tax liability can receive up to \$2,400 to help offset the cost of child care. . For example, a single mother who has one child, earns an annual salary of \$15,000, and spends about \$2,400 per year on child care, will receive a tax credit of \$1,200, an increase of \$817 over current law. This proposal will assist nearly two million families.
- **Increasing the Child Care Tax Credit for 4.4 Million Working Families.** For families earning up to \$60,000, the President proposes to increase the maximum level of the CDCTC from 30 percent to 50 percent. This will provide an average additional tax cut of \$249 for these families and eliminating tax liability for nearly all families with incomes below 200 percent of poverty that claim the maximum allowable child care expenses. Under this proposal, a family of four with an annual salary of \$35,000, and child care expenses of \$3,100, would receive a tax credit of \$1,395 -- an increase of \$775 over current law. This expansion proposal will help over four million working families pay for child care.
- **Providing Tax Relief to Nearly 2 Million Parents Who Stay at Home.** The President will also propose enabling parents who stay at home with children under age one to take advantage of the Child and Dependent Care Tax Credit by claiming assumed child care expenses of \$500. This proposal will provide an average tax cut of \$154, benefiting almost two million parents.

Creating New Child Care Tax Incentives for Businesses. In his budget, President Clinton will also propose a new tax credit for businesses that provide child care services for their employees. These services could include: building or expanding child care facilities, operating existing facilities, training child care workers, or providing child care resource and referral services. The credit covers 25 percent of qualified costs (and 10 percent of resource and referral service expenses), but may not exceed \$150,000 per year per business. This tax credit costs \$1.4 billion over 10 years.

Doubling After-School to Help Every Child in Every Failing School Meet High Standards.

The President will call on Congress to invest \$1 billion to expand after-school and summer school for students across the nation – more than doubling the \$453 million enacted last year, and the largest expansion ever proposed. With this increase, we can enable every child in every failing school to participate in quality extended learning programs and work toward higher academic standards. Studies have shown that extended learning programs such as after-school and summer school help improve student achievement in reading and math, as well as increase student safety and reduce juvenile crime. Under the President's proposal, the number of children served will nearly triple from 850,000 to 2.5 million children.

Promoting Early Learning. To ensure that children have access to early childhood programs that promote their cognitive development, the President's budget includes \$3 billion over five years for the Early Learning Fund to help improve child care quality and early childhood education for children under five years old. The Early Learning Fund will provide community grants for activities that foster cognitive development, improve child care quality and promote readiness for school. Resources could be used to help child care providers get training or certification, facilitate licensing or accreditation of child care centers, and reduce child-to-staff ratios -- factors associated with positive developmental outcomes for young children.

Supporting High-Quality Early Childhood Educators. The President's budget includes \$30 million to ensure that well-trained professionals are teaching our young children. We know that the training and education of early childhood educators and caregivers are directly related to the quality of the early education they provide, and the quality of their service, in turn, is directly related to children's readiness for school. As a result, early childhood educators with more education and training provide the higher-quality language stimulation and literacy experiences that are critical for children's success in schools. The Early Childhood Professional Development initiative will provide competitive grants to local partnerships that provide professional development for teachers such as universities, local school districts that provide pre-school, and child care providers such as Head Start. The initiative would focus on equipping early childhood educators with the tools they need to help children develop the language and literacy skills that are the foundations for academic success.

Encouraging the Pursuit of Higher Education by Offering College Campus Based Child Care. To encourage low-income parents to pursue higher education, the President's budget includes \$15 million – a \$10 million increase over last year's funding level -- to provide an additional 150 college campuses with grants to support the establishment or expansion of child care services. States may also use a share of the Child Care and Development Block Grant for this purpose.

1 shall comply with subparagraph (A), as amended by that Act, no
2 later than July 1, 2002."; and

3 (B) in paragraph (3)(B), by striking out
4 "biennially" and inserting in lieu thereof "annually".

5
6 PRESCHOOL SERVICES AND COORDINATION REQUIREMENTS

7 SEC. 120B. Section 1120B of the ESEA is amended--

8 (1) by amending the section heading to read as
9 follows: "PRESCHOOL SERVICES; COORDINATION REQUIREMENTS";

10 (2) in subsection (c), by striking out "Head Start
11 Act Amendments of 1994" and inserting in lieu thereof "Head
12 Start Amendments of 1998"; and

13 (3) by adding the following at the end thereof:

14 "(d) PRESCHOOL SERVICES.--(1) A local educational agency
15 may use funds received under this part to provide preschool
16 services--

17 "(A) directly to eligible preschool children in
18 all or part of its jurisdiction;

19 "(B) through any school participating in the
20 agency's program under this part; or

21 "(C) through a contract with a local Head Start
22 agency, a partnership operating an Even Start program, a State-
23 funded preschool program, or a comparable public early-childhood
24 development program.

1 "(2) Preschool programs operated with funds provided
2 under this part may be operated and funded jointly with Even
3 Start programs under part B of this title, Head Start programs,
4 or State-funded preschool programs.

5 "(3) All preschool programs funded under this part
6 shall-

7 "(A) focus on the developmental needs of
8 participating children, including their social, cognitive, and
9 language-development needs, and use research-based approaches
10 that build on competencies that lead to school success,
11 particularly in language and literacy development and in
12 reading; and

13 "(B) ensure that participating children, at a
14 minimum-

15 "(i) understand and use language to
16 communicate for various purposes;

17 "(ii) understand and use increasingly
18 complex and varied vocabulary;

19 "(iii) develop and demonstrate an
20 appreciation of books;

21 "(iv) develop phonemic, print, and numeracy
22 awareness; and

23 "(v) in the case of children with limited
24 English proficiency, progress toward acquisition of the English
25 language."

1 "PART C - EARLY CHILDHOOD EDUCATOR PROFESSIONAL DEVELOPMENT

2
3 "PURPOSE

4 "SEC. 2301. In support of the national effort to attain
5 the first of America's Education Goals, as set out in section
6 2(c)(1) of this Act, the purpose of this part is to enhance the
7 school readiness of young children, particularly disadvantaged
8 young children, and to prevent them from encountering reading
9 difficulties once they enter school, by improving the knowledge
10 and skills of early childhood educators who work in communities
11 that have high concentrations of children living in poverty.

12
13 "PROGRAM AUTHORIZED

14 "SEC. 2302. (a) ELIGIBLE PARTNERSHIPS. The Secretary
15 shall carry out the purpose of this part through competitive
16 grants to partnerships consisting of-

17 "(1) either-

18 "(A) one or more institutions of higher
19 education that provide professional development for early
20 childhood educators who work with children from low-income
21 families in high-need communities; or

22 "(B) another public or private, nonprofit entity
23 that provides such professional development; and

1 "(2) one or more public agencies (including local
2 educational agencies, State educational agencies, State human
3 services agencies, and State and local agencies administering
4 programs under the Child Care and Development Block Grant Act of
5 1990); Head Start agencies; or private, nonprofit organizations.

6 "(b) PRIORITY. In selecting grantees under this part, the
7 Secretary shall give priority to applications from partnerships
8 that include one or more local educational agencies that operate
9 early childhood education programs for children from low-income
10 families in high-need communities.

11 *(c) DURATION OF GRANTS.-(1) Each grant under this part
12 shall be for up to four years.

13 " (2) No grantee may receive more than one grant under
14 this part.

*APPLICATIONS

17 *SEC. 2303. (a) APPLICATIONS REQUIRED. Any eligible
18 applicant that desires to receive a grant under this part shall
19 submit an application at such time, in such manner, and
20 containing such information as the Secretary may require.

21 "(b) CONTENTS. Each such application shall include—

1 "(1) a description of the high-need community to be
2 served by the project, including such demographic and
3 socioeconomic information as the Secretary may request;

4 "(2) information on the quality of the early
5 childhood educator professional development program currently
6 conducted by the institution of higher education or other
7 provider in the partnership;

8 "(3) the results of the assessment that the entities
9 in the partnership have undertaken to determine the most
10 critical professional development needs of the early childhood
11 educators to be served by the partnership and in the broader
12 community, and a description of how the proposed project will
13 address those needs;

14 "(4) a description of how the proposed project will
15 be carried out, including--

16 "(A) how individuals will be selected to
17 participate;

18 "(B) the types of research-based professional
19 development activities that will be carried out;

20 "(C) how research on effective professional
21 development and on adult learning will be used to design and
22 deliver project activities;

1 "(D) how the project will coordinate with and
2 build on, and will not supplant or duplicate, early childhood
3 education professional development activities that exist in the
4 community;

5 "(E) how the project will train early childhood
6 educators to provide services that are based on the best
7 available research on child, language, and literacy development
8 and on early childhood pedagogy; and

9 "(F) how the program will train early childhood
10 educators to meet the diverse educational needs of children in
11 the community, including children who have limited English
12 proficiency, disabilities, or other special needs;

13 "(5) a description of-

14 "(A) the specific objectives that the applicant
15 will seek to attain through the project, and how the applicant
16 will measure progress toward attainment of those objectives; and

17 "(B) how the objectives and the measurement
18 activities align with the performance indicators established by
19 the Secretary under section 2306(a);

20 "(6) a description of the applicant's plan for
21 institutionalizing the activities carried out under the project,
22 so that they continue once Federal funding ceases;

1 "(7) an assurance that, where applicable, the project
2 will provide appropriate professional development to volunteer
3 staff, as well as to paid staff; and

4 "(8) an assurance that, in developing its application
5 and in carrying out its project, it has consulted with, and will
6 consult with, relevant agencies and organizations described in
7 section 2302(a)(2) that are not members of the partnership.

8

9 "SELECTION OF GRANTEES

10 "SEC. 2304. (a) CRITERIA. The Secretary shall select
11 applicants to receive funding on the basis of the community's
12 need for assistance and the quality of the applications.

13 "(b) GEOGRAPHIC DISTRIBUTION. In selecting grantees, the
14 Secretary shall seek to ensure that communities in different
15 regions of the Nation, as well as both urban and rural
16 communities, are served.

17

18 "USES OF FUNDS

19 "SEC. 2305. (a) IN GENERAL. Each recipient of a grant
20 under this part shall use the grant funds to carry out
21 activities that will improve the knowledge and skills of early
22 childhood educators who are working in early childhood programs

1 that are located in high-need communities and serve
2 concentrations of children from low-income families.

3 *(b) ALLOWABLE ACTIVITIES. Allowable activities include,
4 but are not limited to-

5 *(1) professional development for individuals working
6 as early childhood educators, particularly to familiarize those
7 individuals with recent research on child, language, and
8 literacy development and on early childhood pedagogy;

9 *(2) professional development for early childhood
10 educators in working with parents, based on the best current
11 research on child, language, and literacy development and parent
12 involvement, so that they can prepare their children to succeed
13 in school;

14 *(3) professional development for early childhood
15 educators to work with children who have limited English
16 proficiency, disabilities, and other special needs;

17 *(4) activities that assist and support early
18 childhood educators during their first three years in the field;

19 *(5) development and implementation of early
20 childhood educator professional development programs that make
21 use of distance learning and other technologies; and

1 *(6) data collection, evaluation, and reporting
2 needed to meet the requirements of this part relating to
3 accountability.
4

5 *ACCOUNTABILITY

6 *SEC. 2306. (a) PERFORMANCE INDICATORS. Simultaneously
7 with the publication of any application notice for grants under
8 this part, the Secretary shall announce performance indicators
9 for this part, which shall be designed to measure—

10 *(1) the quality of the professional development
11 provided;

12 *(2) the impact of that professional development on
13 the early childhood education provided by the individuals who
14 are trained; and

15 *(3) such other measures of program impact as the
16 Secretary determines appropriate.

17 *(b) ANNUAL REPORTS.—(1) Grantees shall report annually
18 to the Secretary on their progress against the performance
19 indicators.

20 *(2) The Secretary may terminate a grant at any time
21 if he determines that the grantee is not making satisfactory
22 progress against those indicators.
23

1 "COST-SHARING

2 "SEC. 2307. (a) IN GENERAL. Each grantee shall provide,
3 from other sources, which may include other Federal sources-

4 "(1) at least 50 percent of the total cost of its
5 project for the grant period; and

6 "(2) at least 20 percent of the project cost in each
7 year.

8 "(b) ACCEPTABLE CONTRIBUTIONS. A grantee may meet the
9 requirement of subsection (a) through cash or in-kind
10 contributions, fairly valued.

11 "(c) WAIVERS. The Secretary may waive or modify the
12 requirements of subsection (a) in cases of demonstrated
13 financial hardship.

14

15 "DEFINITIONS

16 "SEC. 2308. As used in this part, the following terms have
17 the following meanings:

18 "(1)(A) The term 'high-need community' means-

19 "(i) a municipality, or portion of a
20 municipality, in which at least 50 percent of children are from
21 low-income families; or

1 "(ii) a municipality that is one of the 10
2 percent of municipalities within its State having the greatest
3 numbers of those children.

4 "(B) In determining which communities are
5 described in subparagraph (A), the Secretary shall use such data
6 as he determines are most accurate and appropriate.

7 "(2) The term 'low-income family' means a family with
8 an income below the poverty line (as defined by the Office of
9 Management and Budget and revised annually in accordance with
10 section 673(2)) of the Community Services Block Grant Act (42
11 U.S.C. 9902(2))) applicable to a family of the size involved for
12 the most recent fiscal year for which satisfactory data are
13 available.

14 "(3) The term 'early childhood educator' means a
15 person who provides care and education to children at any age
16 from birth through kindergarten.

17
18 "FEDERAL COORDINATION

19 "SEC. 2309. The Secretary and the Secretary of Health and
20 Human Services shall coordinate activities under this part and
21 other early childhood programs administered by the two
22 Secretaries.

1 "AUTHORIZATION OF APPROPRIATIONS

2 "SEC. 2310. For the purpose of carrying out this part,
3 there are authorized to be appropriated such sums as may be
4 necessary for fiscal year 2001 and each of the four succeeding
5 fiscal years.

5-4689



Zoe M. Neuberger
02/24/2000 05:45:06 PM

Record Type: Record

To: See the distribution list at the bottom of this message
cc: Jack A. Smalligan/OMB/EOP@EOP, Jennifer E. McGee/OMB/EOP@EOP, Jennifer Friedman/OMB/EOP@EOP, Robert J. Pellicci/OMB/EOP@EOP
Subject: Early Learning Fund

Having received suggested revisions to our draft legislative language from both HHS and Ed, I have made changes to our earlier draft. The significant changes are in the "(E) Performance Goals and Measures" section that begins on page 5. The changes retain language suggested by each agency but adhere to the cognitive development focus that we would like to pursue. My revisions appear in blue text in the attached version (language new from last year is still underlined). We would like to pass back to the agencies a new version tomorrow, so please let me know if you have any concerns with this draft by **noon tomorrow**.



ELF bill4 passback FY01.wp

Message Sent To:

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FACSIMILE TRANSMITTAL SHEET

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Ann O'Leary

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CITY/STATE:

FAX NUMBER:

456-2878

FROM:

HELEN BLANK, Director, Child Care Division,
Children's Defense Fund, Department of Programs and Policy

DATE:

10/25

TIME:

NUMBER OF PAGES SENT (INCLUDING COVER SHEET): _____

COMMENTS:

If you have any problems receiving this fax, please contact Jennifer Hutsal at (202) 662-3544.

File: Early Learning

October 25, 2000

Mr. Jack Lew
Director, Office of Management and Budget
Eisenhower Executive Office Building
17th and Pennsylvania Avenue, NW
Washington, DC 20503

Dear Mr. Lew:

We are writing to strongly support the authorization of the Early Learning Fund in the FY2001 Labor, Health and Human Services, and Education Appropriations bill as well as full funding for other important child care, Head Start, and after-school programs. This initiative, built closely on the Administration's proposed Early Learning Fund, has great potential for improving the quality of child care and expanding supports to parents of young children.

Working with initiatives around the country that are similar to Early Learning, we have seen how important strong local involvement can be to improving the quality of early learning opportunities. The enactment of the Early Learning Trust Fund will stimulate countless more communities to come together to put in place the supports that families and children need for a strong start. Please call us if you have any questions.

Sincerely yours,

Helen Blank for

Helen Blank
Director, Child Care
Children's Defense Fund

Sandy Newman
President
Fight Crime Invest in Kids

Duffy Campbell
Co-President National Women's Law Center

Adele Robinson
Director Public Policy and
Communications
National Association for the
Education of Young Children

Cc: John Podesta
Bruce Reed
Barbara Chow

Child Care Option: Enhance the Educational Component of Child Care Programs

The Child Care and Development Fund (CCDF) provides child care subsidies for low-income children and quality enhancement efforts. Although there are federal guidelines, under current law the parameters of the subsidy program are primarily determined at the state level. States are free to provide subsidies to any legal provider—licensed or unlicensed, organized or informal—selected by a parent. As a result of the flexibility within the program the educational quality of providers varies dramatically. Child care settings could play a role in a proposal to offer universal preschool to all low-income 4 year olds if funds were used to add an educational component.

A slot in a Head Start program costs approximately twice as much as a slot in a child care program. A CCDF expansion could be used ensure that all CCDF slots for 4 year olds meet educational standards comparable to Head Start or school-based programs. For example, funds could be split between grants to providers to develop an educational program and providing enhanced subsidies to children in those programs. These funds could be targeted to 4 year olds in order to complement Head Start and school-based programs for 4 year olds.

Targeting 4 year olds within the child care context could be problematic, however, in that care for infants and toddlers is the most expensive and difficult to find for low-income working parents. Creating an incentive for child care providers to focus on 4 year olds could exacerbate this problem. It would be critical to couple an expansion of this sort with additional funds to enhance the educational aspect of infant and toddler care. While including the entire universe of low-income 0-3 year olds in the proposal might be prohibitively costly, we could include a child-care specific component for 0-3 year olds. The infant and toddler piece could take the form of creating educational slots for 0-3 year olds or could be a revised version of the Early Learning Fund that would fund specific cognitive development activities and measure progress toward related performance goals.

CCDF	Number of 4 year olds	Cost Estimate (millions)	Cost Increase over FY00 (millions)
FY00			\$
FY01 Passback	223,600	3,550	\$
FY01 Settlement	235,300	3,750	200
Child Care Option A: Transform every existing CCDF	271,420	4,563	1,013
child care slot for 4 year olds into an educational child care	235,300	4,229	680
Child Care Option B: Create an educational child care slot		\$	\$
for every 4 year old child not participating in Head Start	180,600	4,633	1,084

*Assumes 80 percent take-up rate if sufficient funds were provided for all eligibles to participate.

What PPE was?

Making Preschool Available to Every Child

- ◆ Preschool experience is a key investment in school performance, especially for disadvantaged children. Recent studies show better achievement in later school experience, less crime, fewer grade repeats, and less need for special education.
- ◆ The most effective programs can save future government expenditures of up to \$19,000 per child - after the cost of the preschool experience.
- ◆ The best results are achieved with services that start at a young age, target children from disadvantaged homes, and are maintained over time.
- ◆ Preschool includes all services to kids under age 5. It can mean a traditional pre-k class in the school system (for 3 or 4 year olds), Head Start, Early Head Start, or an education-oriented child care setting.
- ◆ There are 42 states with state funded preschool programs. Only a handful target pre-kindergarten for 4 year olds - and of those only one (Georgia) offers universal access. A dozen or so offer an expanded Head Start program and the rest offer various (and sometimes flexible) programs to children younger than 5.
- ◆ State spending on preschool has increased from less than \$25 million before 1970, to nearly \$2 billion in 1998. These programs served 725,000 children in 1998-1999.
- ◆ The per child cost of Head Start is about \$5400. This pays for a 9 month, half day program. Some experts have estimated the cost per child of a quality, education-oriented program to be \$8000. The cost for younger children is higher.
- ◆ In 1975, 37 % of mothers with preschool aged children were in the workforce; today 62 % are. The world has changed - but we haven't changed our child caring infrastructure to meet the needs of families.
- ◆ Full day year round options for preschool children are ideal, and after-school (and vacation) care options are needed for older children.
- ◆ Long-term multi year programs are preferred to one-year programs for sustained impact.

OPTIONS

- 1) Create a universal access, pre-kindergarten program for 4 year olds.

Assumptions:

Public funds cover 100 % of the cost for all 4 year olds in families below 200 % FPL.

State/Fed 50/50 split.

Cost per slot is the same as Head Start: \$5400

There are slightly less than 1.8 million 4 years olds below 200 % FPL.

About 600,000 of those 4 year olds are in Head Start (after the FY 2000 increase and the increase proposed herein.)

Leaving 1.2 m to cover at a total cost of almost \$6.5 b, \$3.25 for feds assuming states pay half the cost.

For the remaining 2.1 billion 4 year olds, public funds pays average 50 % of the cost. Thus the federal cost would be \$2.9 b.

Total federal cost = 6.15 billion.

Critics will say:

Head Start is inadequately funded for the kind of educationally oriented program we need.

Head Start is only half-day, part year and thus does not meet the needs of working families in the 21st century.

Other issues

State costs: Only a few states have moved to create universal access programs targeted by age; most have designed programs that reach broader age groups. It will be hard to get support for a state match for a narrowly drawn program because most states will either have to shift funds now serving other age groups or find new funding. States will have a long way to go to reach a 50 % match level.

Only five states are serving more than 35,000 children 3 and/or 4 years old: New York (12 - 15 %), California (10-12 %), Illinois (15 - 18 %), Georgia (75 - 80 %), and Texas (20 - 25 %).

However, New York is moving toward universal access and a California task force recommended universal preschool for 3's and 4's.

A maintenance of effort requirement for states like Georgia should be considered.

Setting: A decision will have to be made about whether to require preschool to be inside the school system, or in more diverse (locally identified) settings.

Only 8 (DC, Kansas, Louisiana, Maine, New York, Penn., West Virginia, and WI.) states limit a preschool program to school based only and most of these were created before 1985. Today there are more options for location than there were 15 years ago.

Parents are accustomed to choice between school based, community based, and in-home arrangements.

Not all schools will want to provide preschool. A competitive RFP approach was chosen in many places, including Georgia.

Setting Recommendation: Permit flexible settings. A school-based requirement would not be as flexible as most states and parents want. It moves in the wrong direction; we should design the early education program more like charter schools - local decisions, accountability, outcomes based, competitive proposals, etc. There is too much skepticism about the public schools to build on the system at this point. Use the Georgia model - competitive RFP.

Standards: State based or federal standards? Federal standards - with flexibility: States could give programs the choice of meeting one of several sets of standards: Head Start, NAEYC, or state standards (if they exist). All funded programs should meet federal benchmarks/goals.

Cost: \$40 billion over 10 years (2001 - 1 b, 2002 - 1.5 b, 2003 - 2.5 b, 2004 - 3.5 b, 2005 4.0 b, 2006 4.5 b, 2007 - 5.0 b, 2008 - 5.5 b, 2009 - 6.0 b, 2010 - 6.5 b.)

OR

2) Early Education Act

A new federal, flexible incentive block grant to build on what states are already doing.

Incentive grants from HHS to states to invest directly into a wide range of programs. These funds would be used as determined by local, community-level decision-makers (including parents), and invested in programs for 0 - 5 year olds. The dollars can

also be used to provide training and support to stay-at-home parents. (Like the Clinton-Gore proposal for an Early Learning Fund.)

Three primary purposes:

- Expand preschool programs
- Expand parent education and consumer awareness
- Improve quality (accreditation, training, etc.)

States must provide 50 % match.

Cost: \$40 billion over 10 years (2001 - 1 b, 2002 - 1.5 b, 2003 - 2.5 b, 2004 - 3.5 b, 2005 4.0 b, 2006 4.5 b, 2007 - 5.0 b, 2008 - 5.5 b, 2009 - 6.0 b, 2010 - 6.5 b.)

Number of children covered: Hard to determine since cost depends on choices made at the state/local level about where to invest and which kids to cover.

The advantage of the Early Education Act is that it permits states to choose between serving all four year olds or designing other approaches as a down payment on universal preschool for a broader age group while providing services to the most disadvantaged, especially those children 0 - 3. It allows states to build on their existing decisions and investments. It permits the creation of full-day, year-round, multi-year programs that both meet the needs of working parents and are believed to have more long-term success.

3) Young Children's Teachers Corps

To reduce the shortage of qualified early education teachers which is a barrier to improving quality and expanding access. The goals of the new corps will be to recruit and retain qualified staff, reduce class size, improve quality of services, promote literacy in young children.

The corps would be built with grants to states (20 % match required) that they would use as stipends to those meeting certain criteria who are trained in literacy and agree to stay in the field for 2 years.

This proposal recognizes the need invest in teachers, training and compensation.

Alternative: Could be a part of the proposed 21st Century Teachers Corps instead.

Cost: 5 billion over 10 years. 2001 - 150 m, 2002 - 200 m, 2003 - 200 m, 2004 - 250 m, 2005 - 250 m, 2006 - 250 m, 2007 - 250 m, 2008 - 250 m, 2009 - 250 m b, 2010 - 450 m.

4) Expand Head Start.

This option presents many of the same issues as a universal school based program. In addition, some critics assert that Head Start needs a stronger educational component.

Head Start reaches mostly children below the poverty level, while higher income children may fill 10 % of the slots.

Recommendation: Head Start expansion as a stand alone, one-note way to create pre-school options for all is not a political winner. There are too many critics of the program and states have been moving in other directions. Mandating Head Start expansion as a way to create universal pre-school will alienate states and parents who have made other choices.

However, some Head Start expansion - especially with a set-aside targeted to the Early Head Start program with its competitive funding model - would guarantee an expansion of services to the youngest age group. In 1998, Early Head Start served only 22,000 children between the ages of 0 and 3. (The FY 2000 budget provides funding for an additional 7,000 children.)

Cost: 5 billion. About 70,000 children for each 500 million. If we expand the program gradually, it could be serving about close to 100,000 in the final year. (Includes the 29,000 already served.)

2001 - 150 m, 2002 - 200 m, 2003 - 200 m, 2004 - 250 m, 2005 - 250 m, 2006 - 250 m, 2007 - 250 m, 2008 - 250 m, 2009 - 250 m b, 2010 - 450 m.

5) CCDBG expansion

To help more poor working families access child care.

This expansion could build on the Administration's last two budget proposals to increase the block grant. Currently the block grant is serving only a little more than 10 % of those eligible under federal guidelines. The expansion should come with a requirement that states make progress toward seamless systems of child care: systems that do not make artificial distinctions between poor working families recently on welfare (who often receive temporary transitional benefits) and other poor working families (who often receive no benefits). Also, seamless systems should not require families leaving welfare for work to reapply, to find a new provider, etc. A seamless system follows the children for as long as the family is poor.

Reaction: With so much TANF funding available to be transferred to the CCDF for working families (since the regs clarified that such support is NOT assistance), there may be resistance to adding funds to the CCDBG. Also, unless the new funding was targeted to 0 - 5, it would not be add exclusively preschool slots since CCDBG can be used for children up to age 13. Unless new standards are created, it might not provide quality slots in an education oriented setting.

It could also be argued that there is such a huge need for additional funds to low-income working families, including care for older kids during out-of school time, that this funding stream should be part of the proposal.

Creating a set-aside in CCDBG for 4 year olds reduces the flexibility the grant was intended to provide.

Recommendation: Deal with child care budget separately. Don't use CCDBG as a way to meet preschool needs.

Numbers

3 and 4 year olds:

7.9 million

3 and 4 year olds below 150 % of FPL:

2.75 million

3 and 4 year olds below 100 % of FPL:

1.8 million

0-5 below 200 % of FPL:

11.2 million (1996)

Montgomery counties are among the largest and wealthiest in the United States.

- Add a provision indicating the type of pre-K program to be funded—might use language from Administration's Title I reauthorization.
- Provide an assurance that a State-certified early childhood teacher is in each prekindergarten classroom. The child development associate credential is a minimum standard, and many States do not certify early childhood professionals.
- The 1992 Maternal and Child Health Bureau's Health and Performance Standards call for staff-child ratios of 7:1 for three-year olds and 8:1 for four-year olds.
- A 50 percent non-Federal match will be difficult for many school districts to come up with. Suggest using match language from the Department's Early Childhood Professional Development proposal, which allows Federal funds and in-kind contributions to be used to meet the match. Also, are the parent payments supposed to count toward the match?
- Need to specify the grant period.
- Some communities run pre-K programs that involve education, Head Start, and child care funds. Rather than prohibiting a mix of money, the application would be stronger if asked for information on "how the pre-K program will coordinate with and build on, and will not supplant or duplicate, early childhood education programs that exist in the community."
- Suggest replacing local report with language directing the Secretary to develop performance indicators against which local grantees must report their progress.
- Usually, ESEA State formula programs have a set-aside of funds for both BIA schools and for the territories.
- May want to consider a funding trigger based on the Administration's request for Head Start funding—i.e. this program is not funded unless the Head Start appropriation is the same as the Administration's request or on Head Start making a certain appropriation gain each year. One could argue that this type of trigger still sends the message that Head Start funding comes first without setting a target (such as full funding) that will never be reached. The downside to a trigger, however, is that the new program could move in and out of authorization depending on the funding level for Head Start.
- Applications need substance against which to be judged.

Another possible option

- Attach outline of PRE-K proposal as an alternative approach. (This would provide funds to schools for pre-K programs they operate themselves, or to expand the capacity of existing pre-K programs such as Head Start or state-funded pre-K programs. (Tom Corwin has specs)
- See other bills introduced in the 106th Congress (S.749, S. 1068, S. 1154)

SEC. __. EARLY LEARNING PROGRAM.

(a) FUNDING.—Section 418 of the Social Security Act (42 U.S.C. 618) is amended by adding after subsection (b) (as added by section __) the following new subsection:

“(c) APPROPRIATIONS FOR EARLY LEARNING PROGRAM.—

“(1) IN GENERAL.—There are appropriated out of any funds in the Treasury not otherwise appropriated, for carrying out activities related to early learning programs in accordance with this section and section 658T of the CCDBG Act, \$600,000,000 for each of fiscal years ~~2000~~ 2001 through ~~2004~~ 2005, which shall be allocated in accordance with this subsection.

“(2) ALLOCATION OF APPROPRIATIONS.—Amounts appropriated for each fiscal year pursuant to paragraph (1) shall be allocated as follows:

“(A) AMOUNT FOR INDIAN TRIBES.—Up to two percent of the total amount appropriated shall be allocated to Indian tribes in proportional shares equal to the shares received by such tribes for such fiscal year under section 658O(c) of that Act.

“(B) AMOUNTS FOR TERRITORIES.—An amount shall be allotted to each territory that bears the same ratio to one-half of one percent of the total amount appropriated as the amount allotted to such territory for such fiscal year under section 658O(a)(1) of that Act bears to the total amount received by all territories for such fiscal year under such section.

“(C) SECRETARY’S ACTIVITIES.—~~\$6,000,000~~ \$x,xxx,xxx is reserved to the Secretary and shall be available to conduct a national evaluation of the effect of State, local, and tribal early learning programs on cognitive development and educational achievement, including educational outcomes measures specified in section 658T(b)(2)(E), \$xxx,xxx of which may be used for costs of providing technical assistance to, and conducting national evaluations of, State, local, and tribal early learning programs under such section 658T.

Technical Assistance
Universal Pre-K proposal

For advice about how a federal, school-based pre-K initiative might build on existing pre-K efforts and possible ideas for addressing concerns of the Head Start and early childhood community:

- Call Steve Barnett at Rutgers University – He is working on the implementation of New Jersey’s court-ordered universal pre-K program (Wbarnet@rci.rutgers.edu)
- Call Sue Bredekamp—former head of professional development for the National Association for the Education of Young Children—now a consultant working for Head Start and the folks who issue the child development associate credential. (202-265-9090 or 205-8572)
- Mr. Andrews might want to call Lynn Karoly, author of a RAND Corporation study on pre-K programs issues last fall. The report is “Investing in our Children.” (202-296-5000 Ext. 5359)
- Should also talk to HHS/ACYF—if there is to be an administration position on the proposal, all departments will be consulted.

Issues in the draft bill:

- Legislation either needs to be an amendment to something like the ESEA, or else the term “Secretary” needs to be defined. The current draft does not make clear which Secretary is to administer the program.
- Re-work findings using the recent RAND study on quality pre-K programs—current findings do not really work.
- At an authorization of \$210 million, competitive grants from the Federal government to LEAS is feasible. However, at an authorization of \$1 billion plus, a State formula grant makes more sense. A competitive grant program of \$1 billion administered at the Federal level with 15,000 eligible school districts would be enormously difficult and administratively costly to manage. A State-administered competition would make more sense.
- Pre-K programs should NOT be restricted to existing elementary school facilities. Many schools currently operate pre-K programs in sites other than elementary schools and often schools would not have space for a pre-K program as all classroom are already in use (particularly in light of efforts to reduce class size). It would be better to require LEAS to operate programs instead of requiring the programs to be located at schools.
- Priority would send funds to large school districts because it is purely based on numbers of students—is that the intent? If it is, the population should be of children age 0-5 rather than school-aged children. However, be aware that size of LEA may not be associated with need. The size of LEAs is a function of State law—Fairfax and

federal statute. Moreover, such an approach is unnecessary for legislation that would augment punishment of violence against pregnant women.

Fortunately, other, more effective means of Congressional intervention to stop domestic violence and other violence against women exist. Right now, Senators Biden and Hatch have introduced legislation that would reauthorize the grant programs established by the original VAWA in 1994. If the progress over the past 5 years is any harbinger of the potential for success, reauthorizing VAWA is a straight-forward and effective way to diminish violence against women. Moreover, there are other available avenues that are better tailored than S. 1673 to addressing the additional harm a pregnant woman suffers when her fetus is injured. We are willing to work with Congress to strengthen the criminal provisions of VAWA, and to develop alternative legislation to strengthen punishment for intentional violence against women whom the perpetrator knows or should know is pregnant.

For all of these reasons, we strongly oppose passage of S. 1679 and support the reauthorization of VAWA. Thank you for the opportunity to submit the views of the Department of Justice on these pieces of legislation.

Univ. universal
pre-k

Child Care Option: Enhance the Educational Component of Child Care Programs

The Child Care and Development Fund (CCDF) provides child care subsidies for low-income children and quality enhancement efforts. Although there are federal guidelines, under current law the parameters of the subsidy program are primarily determined at the state level. States are free to provide subsidies to any legal provider—licensed or unlicensed, organized or informal—selected by a parent. As a result of the flexibility within the program the educational quality of providers varies dramatically. Child care settings could play a role in a proposal to offer universal preschool to all low-income 4 year olds if funds were used to add an educational component.

A slot in a Head Start program costs approximately twice as much as a slot in a child care program. A CCDF expansion could be used ensure that all CCDF slots for 4 year olds meet educational standards comparable to Head Start or school-based programs. For example, funds could be split between grants to providers to develop an educational program and providing enhanced subsidies to children in those programs. These funds could be targeted to 4 year olds in order to complement Head Start and school-based programs for 4 year olds.

Targeting 4 year olds within the child care context would be most desirable if coupled with additional funds to enhance the educational aspect of infant and toddler care. Both access and quality problems are particularly acute with regard to programs for infants and toddlers and it would be inadvisable to simply create an even greater incentive for providers to serve older children. While including the entire universe of low-income 0-3 year olds in the proposal might be prohibitively costly, we could include a child-care specific component for 0-3 year olds. The infant and toddler piece could take the form of creating educational slots for 0-3 year olds or could be a revised version of the Early Learning Fund that would fund specific cognitive development activities and measure progress toward related performance goals (possible alternatives to the Early Learning Fund are described in a separate document).

	Number of children	Cost Estimate
Create an educational slot for all 4 year olds receiving CCDF subsidies	235,300	\$ 679 million
Create an educational slot for all low-income 4 year olds not already participating in Head Start	301,000	\$1,095 million

Universal
pre-k for
4 year olds

Head Start Option: Expand Head Start to serve all eligible 4 year old children.

School-based Option: Expand Title I Preschool Programs

A school-based approach would help focus preschool on academics and ensure links to kindergarten so that participating children build the literacy and numeracy skills they need to enter school ready to learn. One school-based option for universal preschool is to create a set-aside in Title I (Education for the Disadvantaged). The most targeted of all the Federal elementary and secondary education programs, Title I provides funds to low-income school districts to help low-achieving students catch up with their peers. School districts may use Title I funds for preschool programs, however it is estimated that no more than 3 percent of this \$8 billion program is used for that purpose. Nonetheless, some infrastructure exists for preschool programs in high poverty schools. Over 60 percent of the highest poverty elementary schools (75+% poverty rate) have preschool programs, and 35 percent of all Title I elementary schools have them. However, these programs serve only about one-quarter to one-third of the four-year-olds in their school attendance area.

Since the Title I funding formula is based on poverty levels, a Title I-based program would automatically be targeted on children in poverty. In addition, the program could be expanded or contracted to serve all low-income districts, or only the highest poverty districts depending on available funds. Below are preliminary and very rough estimates of the cost to serve children not currently in preschool for both all Title I schools and for the highest poverty schools, and for half-day preschool as well as full-day for all four-year-olds in the targeted districts. We also provide costs net of the children who are already served under Head Start. We assume that a school-based program would cover only the academic school year and not include summer school.

The following are annual costs when the program is at full capacity. The program could be ramped up over several years, therefore first year costs could be much lower.

	# of 4-year-olds	Half Day	Full Day
All Title I Schools	2,749,000	\$11.0 - 13.7 billion	\$16.0 - 19.2 billion
75+% Poverty Schools	587,000	\$2.3 - 2.9 billion	\$3.5 - 4.1 billion
All Title I school 4-year-olds minus Head Start 4-year-olds	2,264,000	\$9.1 - 11.3 billion	\$13.6 - \$15.7 billion

Assumptions: Average cost per pupil is \$4,000-\$5,000 for half-day and \$6,000-\$7,000 for full day. 65% of Title I schools do not provide preschool, and in those that do, 70% of the eligible students are not being served. 40% of high poverty schools do not offer preschool and, in those that do, 60% of the eligible students are not served. There are 40,652 Title I elementary schools and 10,349 high poverty Title I elementary schools.

In 1998, Head Start served approximately 60 percent of the 790,000 four year old children below poverty. Assuming the same rate of service this year, approximately 479,000 of the 880,000 Head Start slots in FY2000 will go to four year olds. If the FY01 funding level were to exceed the goal of 1 million slots by also reaching all eligible four year olds, the program would need the following funding level:

	Number of children	Cost Estimate
Create sufficient slots to serve 1 million children, assuming COLAs and quality and Early Head Start setasides	1,000,000	\$ 6,835 million
Create additional 300,000 slots for all low-income 4 year olds, on top of reaching the goal of 1 million Head Start slots*	1,305,000	\$8,761 million

*The quality, Early Head Start and T&TA setasides are not assumed to be applied to funds needed for the additional 300,000 slots for 4 year olds.