Head Start

Total Pages: 12

LRM ID: MDH147

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
Washington, D.C. 20503-0001

Monday, March 9, 1998

LEGISLATIVE REFERRAL MEMORANDUM

TO: Legislative Liaison Officer - See Distribution below

Janet R. Forsgren

FROM: Janet R. Forsgren (for) Assistant Director for Legislative Reference

OMB CONTACT: Melinda D. Haskins
PHONE: (202)395-3923 FAX: (202)395-6148

SUBJECT: **HHS Draft Bill on Head Start Reauthorization**

DEADLINE: **10 AM Friday, March 13, 1998**

In accordance with OMB Circular A-19, OMB requests the views of your agency on the above subject before advising on its relationship to the program of the President. **Please advise us if this item will affect direct spending or receipts for purposes of the "Pay-As-You-Go" provisions of Title XIII of the Omnibus Budget Reconciliation Act of 1990.**

COMMENTS: Please review the attached HHS draft bill, transmittal letter, and section-by-section on the Department's Head Start proposals in support of the President's FY 1999 Budget. Note that the Senate Labor and Human Resources Subcommittee on Children and Families will hold a hearing on March 26th regarding reauthorization of the Head Start Act.

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LRM ID: MDH147 **SUBJECT:** HHS Draft Bill on Head Start Reauthorization

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RESPONSE TO
LEGISLATIVE REFERRAL
MEMORANDUM

If your response to this request for views is short (e.g., concur/no comment), we prefer that you respond by e-mail or by faxing us this response sheet. If the response is short and you prefer to call, please call the branch-wide line shown below (NOT the analyst's line) to leave a message with a legislative assistant.

You may also respond by:

(1) calling the analyst/attorney's direct line (you will be connected to voice mail if the analyst does not answer); or

(2) sending us a memo or letter

Please include the LRM number shown above, and the subject shown below.

TO: **Melinda D. Haskins Phone: 395-3923 Fax: 395-6148**
Office of Management and Budget
Branch-Wide Line (to reach legislative assistant): 395-7362

FROM: ______________________ **(Date)**

______________________ **(Name)**

______________________ **(Agency)**

______________________ **(Telephone)**

The following is the response of our agency to your request for views on the above-captioned subject:

_____ **Concur**

_____ **No Objection**

_____ **No Comment**

_____ **See proposed edits on pages** _________

_____ **Other:** ______________________

_____ **FAX RETURN of** _____ **pages, attached to this response sheet**

Dear Senator/Rep:

I am writing to offer the Administration's strong support for a prompt and bipartisan reauthorization of the Head Start program. I have outlined below the few significant statutory changes that we believe are necessary to continue to provide quality Head Start services for the next four years.

As you know, Head Start is America's premier early childhood development program and it has made a major difference in the lives of more than 16 million children and families since 1965. One of the program's key reasons for success has been the ability of the Administration and Congress to work hand in hand to make the continued expansion and improvement of Head Start a top priority. Together in 1994, we engaged in an historic effort that critically reexamined every feature of the program. The Congress enacted bipartisan reauthorization legislation that created a blueprint for quality and expansion of the program, and established a solid foundation for moving Head Start into the 21st century.

Since the last reauthorization, we have aggressively followed the blueprint, combining strong leadership and tough management with top notch expertise and technical assistance to programs. Among many achievements, program quality has improved, new performance standards are in place, and an exciting new Early Head Start program is operating in communities in all 50 States. This year, a strengthened Head Start program will serve 830,000 low-income children, including up to 39,000 children under age three in Early Head Start. The President's FY 1999 budget proposes funding for additional children, moving toward our goal of enrolling a million children in Head Start by 2002 -- including double the number of children in Early Head Start.

We urge the Congress to enact bipartisan reauthorization legislation that maintains the strong foundation set down in 1994. First, we recommend extending the authorization for another four years, through FY 2002, at "such sums as may be necessary". Second, we urge the Congress to build upon the innovative Early Head Start program established in 1994 by gradually increasing the authorized set aside to 10 percent by 2002. Based upon the mounting evidence that the earliest years are critically important to children's growth, we believe this increase is essential to bring the vital Head Start experience to more at-risk infants and toddlers in the years ahead.

In addition to this one important change in the Head Start statute, we also suggest the following more technical changes:

- modify the funding allotments to update the hold harmless date for State allocations from 1981 to 1998;

- increase the amount of funds the Secretary may reserve for the highly successful Head Start Fellowship program, which enables local Head Start staff and others in the field of child development to expand their knowledge and experience while making significant contributions to the Head Start program; and

- replace outdated references throughout the Act, such as references to the completed Head Start Transition, Parent-Child Center, and Comprehensive Child Development Center initiatives.

We believe this straightforward approach to reauthorization reaffirms the bipartisan consensus for program quality and accountability combined with community flexibility in program planning, implementation and decision making. Further, it retains the promising new improvements including performance outcome measures and a variety of research and evaluation initiatives.

My staff and I are eager to work with you on this important reauthorization and would be happy to provide legislative or technical assistance to ensure that Head Start continues to make a difference for America's children and families.

The Office of Management and Budget has advised that there is no objection to this transmittal to the Congress, and that enactment of legislation pursuant to it would be in accord with the program of the President.

Sincerely,

Donna E. Shalala

A BILL

To extend and amend programs under the Head Start Act, and for other purposes.

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

SECTION 1. SHORT TITLE.

This Act may be cited as the "Head Start Act Amendments of 1998".

SEC. 2. AUTHORIZATION OF APPROPRIATIONS.

(a) AUTHORIZATION.—Section 639(a) of the Head Start Act (42 U.S.C. 9834(a)) is amended by striking "1995 through 1998" and inserting "1999 through 2002".

(b) ELIMINATION OF EARMARKS FOR HEAD START TRANSITION AND LONGITUDINAL RESEARCH.—

(1) IN GENERAL.—Section 639 of that Act (42 U.S.C. 9834) is amended—

(A) by striking "(a)" after "Sec. 639."; and

(B) by striking subsection (b).

(2) CONFORMING AMENDMENT.—Section 640(a)(4) of that Act (42 U.S.C. 9835(a)(4)) is amended by striking "Subject to section 639(b), the" and inserting "The".

SEC. 3. ALLOTMENT OF FUNDS; LIMITATIONS ON ASSISTANCE.

(a) SECRETARY'S RESERVED FUNDS AVAILABLE FOR COSTS OF TERMINATION PROCEEDINGS.—Section 640(a)(2)(D) of the Head Start Act (42 U.S.C. 9835(a)(2)(D)) is amended by striking "activities related to" and all that follows and inserting "activities under 641A(d) related to correction of deficiencies and proceedings to terminate the designation of Head Start agencies.".

(b) SECRETARY'S RESERVED FUNDS AVAILABLE FOR COSTS OF RESEARCH AND EVALUATION.—Section 640(a)(2) of the Head Start Act (42 U.S.C. 9835(a)(2)) is amended—

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

(2) by striking the period at the end of subparagraph (D) and inserting "; and"; and

(3) by inserting after subparagraph (D) the following new subparagraph:

"(E) payments for research, demonstration, and evaluation activities, including longitudinal studies, under section 649.".

(c) UPDATED HOLD HARMLESS FOR STATE ALLOTMENTS.—Section 640(a)(4)(A) of that Act (42 U.S.C. 9835(a)(4)(A)) is amended by striking "1981" and inserting "1998".

(d) INCREASED SET-ASIDES FOR INFANTS AND TODDLERS PROGRAMS.—Section 640(a)(6) of that Act (42 U.S.C. 9835(a)(6)) is amended by striking all that follows "equal to" and inserting "7.5 percent for fiscal year 1999, 8 percent for fiscal year 2000, 9 percent for fiscal year 2001, and 10 percent for fiscal year 2002, of the amount appropriated pursuant to section 639(a).".

(e) ENROLLMENT PRIORITY ADDED FOR INFANTS AND TODDLERS WITH DISABILITIES; CORRECTION OF REFERENCE TO DEFINITION IN IDEA.–Section 640(d) of that Act (42 U.S.C. 9835(d)) is amended–

(1) by striking "section 602(a)" and inserting "section 602(3)"; and

(2) by inserting "and infants or toddlers with disabilities (as defined in section 632(5) of that Act)" after "Act)".

SEC. 4. QUALITY STANDARDS.

(a) UPDATED PERFORMANCE STANDARDS.–Section 641A(a)(3)(C)of the Head Start Act (42 U.S.C. 9836a) is amended–

(1) in clause (i), to read as follows:

"(C)(i) review and revise as necessary the performance standards in effect under this section; and";

(2) in clause (ii), by striking "November 2, 1978" and inserting "the date of enactment of the Head Start Act Amendments of 1998".

(b) ELIMINATION OF TIME LIMIT; CONTINUATION OF PERFORMANCE MEASURES.—Section 641A(b)(1) of that Act (42 U.S.C. 9836a(b)(1)) is amended, by striking "Not later than 1 year after the date of enactment of this section, the Secretary" and inserting "The Secretary".

SEC. 5. POWERS AND FUNCTIONS OF HEAD START AGENCIES.

(a) WELFARE REFORM CONFORMING AMENDMENT.—Section 642(c) of the Head Start Act (42 U.S.C. 9837(c)) is amended by striking "section 402(g) of the Social Security Act" and inserting "the State program under the Child Care and Development Block Grant Act of 1990".

(b) REPEAL OF AUTHORITY FOR COMPLETED DEMONSTRATION.—Section 642(d)(5) of that Act (42 U.S.C. 9837(d)(5)) is repealed.

SEC. 6. PROGRAMS FOR FAMILIES WITH INFANTS AND TODDLERS.

ELIMINATION OF REFERENCES TO TIME-LIMITED PRIORITY FOR PARENT-CHILD CENTERS AND COMPREHENSIVE CHILD DEVELOPMENT CENTERS.—Section 645A of the Head Start Act (42 U.S.C. 9840a) is amended—

(1) in subsection (a)(2), by striking all that follows "entities carrying out programs" and inserting "under this section and evaluation of such programs.";

(2) in subsection (c)(2), by striking all that follows

"families with children under age 3" and inserting a semicolon;

(3) in subsection (d), by striking paragraph (2) and redesignating paragraph (3) as paragraph (2);

(4) by striking subsection (e);

(5) in subsection (f), by striking all that precedes "the Secretary shall award grants" and inserting "From the amounts specified in section 640(a)(6),";

(6) in subsection (h)—

(A) by striking all that follows "(h)" through the paragraph designation "(3)" and adjusting the left margin accordingly;

(B) by striking "balance" and inserting "amount"; and

(C) by striking "(f)" and inserting "(e)"; and

(7) by redesignating subsections (f), (g), and (h) as subsections (e), (f), and (g), respectively.

SEC. 7. STAFF QUALIFICATIONS AND DEVELOPMENT.

(a) Head Start Fellowships.—Section 648A(d)(6) of the Head Start Act (42 U.S.C. 9843(a)) is amended by striking "$1,000,000" and inserting "$2,000,000".

THE "HEAD START ACT AMENDMENTS OF 1998"

Section-by-Section Summary

SEC. 1. SHORT TITLE.

This section provides that the bill, if enacted, shall be cited as the "Head Start Act Amendments of 1998".

SEC. 2. AUTHORIZATION OF APPROPRIATIONS.

Section 2(a) amends section 639(a) of the Head Start Act (the Act) to extend the authorization of appropriations for four years, through FY 2002.

Section 2(b) eliminates section 639(b), which earmarked funding for Head Start Transition projects and for longitudinal research.

SEC. 3. ALLOTMENT OF FUNDS; LIMITATIONS ON ASSISTANCE.

Section 3(a) amends section 640(a)(2)(D) of the Act to make the Secretary's reserved funds available for costs of proceedings to terminate designation of Head Start agencies.

Section 3(b) adds to section 640(a)(2) of the Act a new subparagraph (E), providing that any remainder of the Secretary's reserved funds may be used for costs of research, demonstration, and evaluation, including longitudinal studies.

Section 3(c) amends section 640(a)(4)(A) of the Act to update the hold harmless base year for State allotments from FY 1981 to FY 1998.

Section 3(d) amends section 640(a)(6) of the Act to increase the percentage set-asides for the Early Head Start program under section 645A of the Act to 7.5 percent for fiscal year 1999, 8 percent for fiscal year 2000, 9 percent for fiscal year 2001, and 10 percent for fiscal year 2002, of the amount appropriated pursuant to section 639(a).

Section 3(e) amends section 640(d) of the Act (which provides for enrollment priority for children with disabilities) (1) to conform the reference to the definition "child with a disability" in the Individuals with Disabilities Education Act (IDEA) to that definition as renumbered by the 1997 amendments (P.L. 105-17); and (2) to add infants and toddlers with disabilities, as defined in IDEA, as children to whom the Head Start enrollment priority applies.

SEC. 4. QUALITY STANDARDS.

Section 4(a) amends section 641A(a)(3)(C) of the Act (1) to delete an obsolete deadline for revision of Head Start performance standards, and (2) to update the performance standards benchmark date from November 2, 1978 to the date of enactment of this bill.

Section 4(b) amends section 641A(b)(1) of the Act to delete an obsolete deadline for initial development of performance measures.

SEC. 5. POWERS AND FUNCTIONS OF HEAD START AGENCIES.

Section 5(a) amends section 642(c) of the Act to substitute a reference to the Child Care and Development Block Grant Act of 1990 for a reference to the Aid to Families with Dependent Children (AFDC) program repealed by the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 104-193).

Section 5(b) amends section 642(d)(5) of the Act to repeal the requirement for evaluation, information dissemination, and technical assistance related to the now completed Head Start Transition Project.

SEC. 6. PROGRAMS FOR FAMILIES WITH INFANTS AND TODDLERS.

Section 6 amends section 645A of the Act to delete provisions concerning the time-limited priority for Parent-Child Centers and Comprehensive Child Development Centers, and makes conforming changes. This authority expired at the end of FY 1997.

SEC. 7 STAFF QUALIFICATIONS AND DEVELOPMENT.

Section 7 amends section 648A of the Act to increase from $1,000,000 to $2,000,000 the maximum amount of discretionary payments for the Head Start Fellowship program that may be made from amounts reserved for the Secretary under section 640(a)(2)(D).

Head Start — EW

LRM ID: RJP231 **SUBJECT:** HHS Testimony on HHS Draft Bill on Head Start Reauthorization

Total Pages: 22

LRM ID: RJP231

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
Washington, D.C. 20503-0001

Friday, March 20, 1998

URGENT

LEGISLATIVE REFERRAL MEMORANDUM

TO:	Legislative Liaison Officer - See Distribution below
FROM:	Janet R. Forsgren (for) Assistant Director for Legislative Reference
OMB CONTACT:	Melinda D. Haskins PHONE: (202)395-3923 FAX: (202)395-6148
SUBJECT:	**HHS Testimony on HHS Draft Bill on Head Start Reauthorization**
DEADLINE:	**Noon Monday, March 23, 1998**

In accordance with OMB Circular A-19, OMB requests the views of your agency on the above subject before advising on its relationship to the program of the President. **Please advise us if this item will affect direct spending or receipts for purposes of the "Pay-As-You-Go" provisions of Title XIII of the Omnibus Budget Reconciliation Act of 1990.**

COMMENTS: Joint hearing before Senate Labor and Human Resources/House Education and the Workforce Subcommittees on Thursday, March 26th. Olivia Golden is the HHS witness.

Committee staff have requested the HHS statement by March 23rd.

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Janet R. Forsgren
OMB LA

CONCLUSION

I appreciate this opportunity to speak with you and look forward to working with the Congress as we take Head Start into the 21st century. My staff and I are available to work with your committees on this important reauthorization and to provide any assistance needed to ensure that Head Start continues to make a difference for America's children and families.

I would be happy to respond to your questions.

highly successful Head Start Fellowship program. This program enables local Head Start staff and others in the field of child development to expand their knowledge and experience while making significant contributions to the Head Start program. We think it would be extremely beneficial to the Head Start program to offer this opportunity to a greater number of Head Start staff and other child development specialists across the nation. Finally, we would suggest a few technical adjustments to eliminate or correct now-outdated provisions of the Act.

We believe this straightforward approach to reauthorization will reaffirm the bipartisan consensus of support for Head Start as our nation's flagship early childhood program and provide the right framework for continued expansion and improvement efforts. These recommendations will allow Head Start to continue expanding enrollment with a more diverse mix of full-day/full-year and infant/toddler options, strengthen our efforts to improve programs with a new set of tools, and help Head Start in moving into even more substantial working partnerships with states and communities as they manage and fund other early childhood, welfare, health, and public education services.

The one key change which must be made in the Head Start statute is to build on the innovative Early Head Start program established in 1994 by gradually increasing the authorized set aside to 10 percent by 2002, meeting the President's goal to double the number of children in Early Head Start. Continued expansion of Early Head Start is a vital investment for three reasons. First, we now understand as a result of research how early experiences with parents and caregivers shape brain development, language acquisition, and a host of related physical, cognitive, and social capacities in infants and toddlers. Second, we know how to translate this knowledge into a solid program strategy that meets the needs of, and makes a difference for, both children and their families. Third, as more parents with infants and toddlers are working to support their families, Early Head Start is becoming a vital catalyst to inspire other public and private investment for very young children and a crucial model of quality services that will guide program development and front-line staff practice in a wide range of other agencies and programs.

In addition to this one fundamental change, we would recommend an increase in the amount of funds the Secretary may reserve for the system through research, development, and outreach efforts. To accomplish this task, Head Start must further expand its promising partnerships with other early childhood agencies to create more quality child care services by combining the best of Head Start's model of comprehensive services and well-trained classroom staff with the best of child care's heritage of supporting working families with full-day, full-year and other forms of flexible service.

We can address these challenges by working toward another bipartisan reauthorization that maintains and builds on the strong foundation set down in 1994. Specifically, we urge your committees to extend the authorization for the Head Start program for another four years through 2002, with only a few limited modifications. It is essential to maintain the important existing provisions that support program improvement and accountability, including challenging and comprehensive performance standards and outcome measures; a strong system for monitoring and enforcement; and sustained, targeted investment in quality improvements, staff compensation and professional development, and technical assistance.

What I hope to have portrayed today through these vivid examples is that, as a result of the solid base provided by the 1994 reauthorization, Head Start today is bigger, better, more accountable, more diverse and effective in its forms and functions, and better connected to significant state and local partners than at any time in its history. We've created a base of stronger local agencies, updated management systems and significant new forms of service to our nation's most needy children, families, and communities.

However, Head Start also faces a number of significant challenges in the years ahead. First, despite strong public support and recent funding increases, Head Start only serves roughly 40 percent of the eligible preschool children and a tiny fraction of the eligible infants and toddlers. Second, while we've improved staff compensation and invested in quality improvements, Head Start staff still earn less than comparably trained and experienced workers in other occupations and local agencies are hard pressed to maintain quality as they respond to the growing needs of families for full-day, full-year services. Third, Head Start must fulfill its historic role as the national laboratory for America's child care, early childhood, and parent support will help young children prepare for school as well as support parents as they move into employment.

We have continued to strengthen Head Start research, launching several new long-term studies in collaboration with other federal partners. The Department of Education's Early Childhood Longitudinal Study will follow a nationally representative sample of 25,000 kindergarten children, including a substantial subsample of children who attended Head Start. Head Start is also contributing to the National Institute of Child Health and Human Development's (NICHD) seven-year longitudinal Study of Early Child Care which will track the cognitive, health, and social development of over 1,200 infants in a variety of child care and Head Start centers and informal care arrangements. Other new research partnerships include projects with the National Institute of Mental Health on mental health needs and services for Head Start families, and, with NICHD, a special study of how fathers in Early Head Start are involved with their children.

THE AGENDA AHEAD

advanced management training program for Head Start Directors through the John E. Anderson Graduate School of Management at the University of California at Los Angeles. An exciting new five-year, $16 million joint venture with the Conrad N. Hilton Foundation will provide special training to Head Start staff in working with infants and toddlers with disabilities and their families.

In another significant partnership, Head Start has made a commitment to link with local child care agencies to help meet growing needs of low-income families for quality child care. The majority of Head Start programs provide part-day classroom services, but report that many Head Start families are employed or moving into welfare-to-work initiatives. Therefore, we set a priority in last year's competition for expanding Head Start enrollment to encourage Head Start agencies to join forces with local child care providers to provide high quality, full-day services. The outcome was a dramatic shift in the pattern of new services -- more than 30,000 new children will be served in full-day forms of Head Start and more than 400 Head Start agencies will be partnering with other community child care and early childhood agencies and resources. We believe these new models and Oklahoma are adding state funds to expand services to very young children, using our Performance Standards as guidelines for their state funding.

To enhance our partnerships with states, we have created a network of 52 Head Start-State Collaboration Offices to connect local Head Start programs with state initiatives in areas such as child care, health, family literacy, welfare reform and public education. In Washington State, the Collaboration Office and the Administration for Children and Families Regional Office have brokered a creative partnership with the Costco and Washington Works Corporations to help Head Start parents who are looking for a job. Head Start parents in Costco's Wholesale Retail Internship Program participate in a comprehensive, 10-month program of paid work experience, employment training and community college courses which lead to 45 academic credits and a certificate that qualifies them for further job opportunities at Costco and other companies. Head Start agencies help families with child care, transportation and other needs.

In an important Head Start-private sector partnership, Johnson and Johnson, Inc. for the past seven years has co-sponsored an resources and contributions. Last year over 1.3 million volunteers worked in Head Start, and local citizens, health professionals, businesses, and voluntary organizations donated everything from eyeglasses to computers to space for classrooms in support of local programs. However, in recent years, Head Start has stepped up to new levels of collaboration with both public and private sector partners.

One rapidly growing area of partnerships is between Head Start and state-funded early childhood programs. In part based on the example and success of Head Start, more than 32 states are now investing to expand and improve child care, prekindergarten and other preventive initiatives. For instance, Ohio has increased funding to expand Head Start services from less than $20 million in 1992 to more than $83 million this year, and Minnesota has boosted its support from $6.5 million to $37.5 million in the same period.

We have worked closely with these and other states to create full-fledged cooperative approaches to joint funding, program monitoring, staff training and technical assistance. Similarly, sparked by the example of Early Head Start, states such as Kansas

Budget Act of 1997, of serving 1 million children by 2002.

In addition to enrolling more preschool children, Head Start has expanded to serve infants and toddlers. Prompted by compelling new research on brain development in very young children, the 1994 reauthorization created the Early Head Start program, extending the benefits of Head Start's comprehensive quality services to this younger age group. We successfully launched this nationwide initiative through a series of open national competitions that funded Early Head Start programs in 173 communities in the 50 states, the District of Columbia and Puerto Rico to serve 22,000 children birth to age three. This year we will be making awards to establish approximately 200 additional programs to extend Early Head Start services to up to 39,000 children in total. This initiative also includes a state-of-the-art research strategy to learn in a systematic way about the long-term outcomes of this program and to assess what types of program strategies are most effective.

Forging New Partnerships

Since its inception in 1965, Head Start has drawn on community salaries and fringe benefits for Head Start's more than 145,000 staff members. Average salaries for teachers increased from $14,600 in 1992 to approximately $17,800 in 1997, the proportion of Head Start grantees providing retirement benefits increased by 24 percent, and virtually all agencies are now providing comprehensive health insurance. These investments helped Head Start maintain an annual staff turnover rate of less than 8 percent, much lower than the estimated 33 percent annual turnover rate in child care centers that lack the resources to provide adequate salaries and fringe benefits.

Expanding Head Start Services

Over the past five years, steady increased investment in Head Start has allowed a total of nearly 175,000 more children to receive Head Start's comprehensive health, nutrition, and high quality early childhood education services while their parents also participate, volunteer and learn. At the same time, Head Start agencies are also working to provide more high quality full-day, full-year services to meet the needs of parents moving from welfare to work. This successful expansion has put us on track to achieve the President's goal, supported by the Balanced skills, and knowledge of numbers. Data on parent involvement is equally impressive; 80 percent or more are attending parent-teacher conferences and observing in their child's classroom, more than 70 percent are volunteering in the classroom, and one-third are involved in program planning and decision-making.

Fourth, we made program quality a priority in the way we fund programs. Based on Congressional mandates, a portion of each year's funding increase has been allocated to locally-designed quality improvement initiatives and investments in staff salaries and fringe benefits. Over the last four years agencies hired additional family service workers to work more intensively with parents on adult literacy, job training, parenting education, and substance abuse treatment. These additional staff members will be a vital asset in supporting Head Start parents as they participate in new welfare reform initiatives.

An increasing body of research on early childhood and child care programs shows that success for children depends on stable, well-trained teams of staff members in classrooms. Toward this end, local agencies have made small but steady improvements in improvements in the relatively small proportion of agencies with quality problems.

Step three in our quality initiative was to complete the design and initial implementation of a new system to define, measure and track progress on the key outcomes of Head Start services. Our performance measures encompass outcomes in key areas from enhancing children's health and learning, to strengthening families as the primary nurturers of their children, to ensuring that Head Start is a well-managed program that involves parents in decision-making. We established four new Quality Research Centers to develop and field test a system to assess and track these outcomes. And we have completed collection and analysis of pilot data on a nationally representative sample of 2,400 children and families from 40 Head Start programs across the country through our Family and Child Experiences Survey (FACES). # Initial results from FACES show that the quality in Head Start classrooms is good; no classrooms are rated in the poor range. Perhaps most importantly, program quality -- including small class sizes, favorable child:adult ratios, a variety of learning materials, and more sensitive and responsive teaching -- is positively related to child outcomes in vocabulary, prewriting

Start program. The first step called for in the 1994 legislative mandates was to complete the first revision in 20 years of Head Start's Program Performance Standards, our template for holding programs accountable for delivering high quality services to every child and family. The revised standards, effective January 1, 1998, are clearer and easier to use, provide valuable new guidance on quality practices in program management and in serving infants and toddlers, and reflect the latest research on the best ways to work with young children and their families.

A second important provision in the 1994 reauthorization was support for tough enforcement to make sure that every agency lives up to the Performance Standards. We have taken a new tough stance whenever our on-site program monitoring teams found serious deficiencies in program compliance with the Performance Standards. We have replaced 90 grantees that were unable to correct performance problems promptly, in each instance making arrangements to continue services through another local agency. In many other cases, grantees targeted as deficient were successful in making substantial improvements in management and program practices and moving back into compliance with Head Start standards. Taken together, these efforts led to significant

Respond flexibly to the needs of today's children and families, including those currently unserved; and

Forge new partnerships at the community, state, and federal levels, renewing and recrafting these partnerships to fit the changes in families, communities, and state and national policy.

This vision of Head Start formed the basis of the 1994 reauthorization and since that time we have worked to successfully implement the key provisions of this legislation.

IMPLEMENTATION OF THE 1994 HEAD START REAUTHORIZATION

I would now like to summarize some of our key accomplishments over the past four years to expand and strengthen the quality of this program across the nation.

<u>Enhancing Program Quality</u>

We have taken four important new steps to promote continuous improvement and a stronger focus on outcomes in every local Head

There are long-term positive effects of participation in Head Start on academic achievement and reduction in grade repetition.

This pattern of positive outcomes is further bolstered by conclusions of the Packard Foundation's Center for Children's recent analysis of nearly 150 studies of high quality early intervention programs in the U.S. and other nations, including Head Start.

Since its inception in 1965, one of the key reasons for Head Start's success has been sustained, bipartisan support for the program and the ability of leaders from the Administration and Congress to work hand in hand to make continued program expansion and improvement a top priority. This support was clearly demonstrated in Secretary Shalala's Advisory Committee on Head Start Quality and Expansion where we worked together to develop a set of recommendations for the future of the Head Start program. The Committee concluded that Head Start of the 21st century must:

Ensure quality and strive to attain excellence in every local program;

Head Start is very much "locally owned and operated". Over 1,400 public and private non-profit community agencies manage Head Start programs, guided by a common framework of national standards and policies. There are 42,200 Head Start classes meeting across the country every day. Head Start agencies have considerable flexibility in designing programs to meet the needs of local families and to mesh with the efforts of other community early childhood agencies and programs.

Most importantly, research is showing that Head Start works. Data from our new Head Start Family and Child Experiences Survey, the Department of Education's National Household Education Survey, and the Bureau of Labor Statistics' National Longitudinal Study of Youth, show that:

Head Start children are more advanced in early literacy and verbal skills compared to similar children who have not attended early childhood programs;

Parents are involved at high levels in Head Start activities and in supporting their children's learning at home; and

1994 legislation, and making these and a few other small changes, we can reaffirm the bipartisan consensus for program quality and accountability, combined with community flexibility in program planning, implementation and decision making. Further, this straightforward approach to reauthorization retains promising new improvements, including performance outcome measures and a variety of research and evaluation initiatives.

AN OVERVIEW OF THE HEAD START PROGRAM

Head Start's mission is to help prepare young economically disadvantaged children for success in school and life through a comprehensive program of early education, health and nutrition services. In addition, programs work hard to educate, support, and advance the economic and social progress of Head Start parents. This year, 830,000 children will attend Head Start in more than 16,000 community-based centers and 595 home-based programs. They come from low-income families; 60 percent of Head Start families earn less than $9,000 per year and 45 percent receive benefits under the Temporary Assistance for Needy Families program.

I am pleased to appear before you today to offer the Administration's strong support for prompt and bipartisan reauthorization of the Head Start program. This joint hearing exemplifies the cooperative spirit that Congress and the Administration have traditionally committed to America's premier early childhood development program.

Together in 1994, we engaged in an historic effort that critically reexamined every feature of the Head Start program. Following this review, the Congress enacted bipartisan legislation that created a blueprint for quality and expansion of the Head Start program and established a solid foundation for moving Head Start into the 21st century.

Today, I would like to urge you to enact a bipartisan reauthorization that maintains the strong foundation set down in 1994. We recommend extending the authorization for another four years at such sums as may be necessary. We also urge the Congress to build upon the innovative Early Head Start program you initiated in 1994 by gradually increasing it to 10 percent of program funds by 2002. By keeping the core provisions of the

TESTIMONY OF OLIVIA GOLDEN

Assistant Secretary
Administration for Children and Families

before the

Children and Families Subcommittee
Senate Labor and Human Resources Committee

and the

Early Childhood, Youth and Families Subcommittee
House Education and the Workforce Committee

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