

Head Start Reauthorization, An Update—

In November 2007, the U.S. Senate and House of Representatives passed the Improving Head Start for School Readiness Act of 2007 (H.R.1429) by overwhelming margins. The bill authorizes funding for the next five years. President Bush is expected to sign the bill into law in the near future.

The legislation authorizes more money for Head Start increasing funding to \$7.3 billion in FY 2008, up from \$6.9 billion in FY 2007. Furthermore, the legislation increases Head Start funding in upcoming years. However, while the legislation authorizes increased funding, appropriations are handled separately. What this means is that even though Congress has authorized funding increases for Head Start over the next five years, Congress will have to approve or appropriate these funding increases each year.

Even though Head Start funding for FY 2008 is authorized at \$7.3 billion, the Labor, Health and Human Services (HHS), and Education appropriations bill for FY 2008 (H.R. 3043) increase Head Start by a mere \$154 million. This bill, however, was recently vetoed by President Bush. It is important to note that without funding Head Start at the levels authorized through the reauthorizing legislation, the program will be unable to implement many of the changes in the bill. Further, if funding levels continue to remain inadequate, many programs will be forced to cut critical services for low-income and disadvantaged children and families. Congress has until the third week in December to act on appropriations before they adjourn for the Christmas recess.

There is good news, however. The reauthorization of Head Start strengthens early childhood services for disadvantaged children, increases access for families, expands eligibility to reach more low-income children and minorities, improves teacher quality, and preserves parent involvement in Head Start programs. The legislation also bolsters accountability, maintains the role of the parents on the policy councils, does away with the controversial National Reporting System (NRS), and preserves federal-to-local control over the program.

Outlined below are some of the major provisions included in the reauthorization. This information might be helpful to you in the upcoming months, especially if you are negotiating a contract. Also included are recommendations that could help strengthen Locals' bargaining contracts. **Please keep in mind that annual appropriations will determine the final funding of Head Start and consequently, will impact program implementation.**

<i>Key Provisions of Head Start Reauthorization</i>		
Increases Head Start Funding		<ul style="list-style-type: none"> <u>Reauthorization</u>: authorizes funding levels at \$7.35 billion for FY 2008; \$7.65 billion for 2009; \$7.99 billion for 2010; and such sums as necessary for FY 2001 and 2012 <u>Appropriations</u>: the FY 2008 Labor, HHS and Education appropriations bill increases Head Start funding by only \$154 million for 2008. <i>President Bush recently vetoed this appropriations bill. As a result, the exact funding increase for Head Start (if any) will be determined by the passage of the pending appropriations bill.</i>
Provides Flexibility	Income Eligibility	<ul style="list-style-type: none"> Allows 35 percent of children served by a grantee to have family incomes between 100 and 135% of FPL

and Supports to Working Families		(i.e., \$20,650 to \$26,845 for a family of four) as long as the grantee can guarantee that children with family incomes below 100% of FPL are being fully served.
	Supports Working Families	<ul style="list-style-type: none"> Allows agencies to convert part-day Head Start program into full-day, year-round services
	Supports School Readiness	<ul style="list-style-type: none"> Provides resources to enable parents to ensure that their children are ready for school Improves the transition of Head Start children to school through better coordination between programs and school, shared teacher training, and the alignment of curriculum to state early learning standards and kindergarten skills
	Expands Early Head Start	<ul style="list-style-type: none"> Provides \$83 million to expand Early Head Start, serving an additional 8,000 low-income infants and toddlers Sets aside half of all expansion funds for Early Head Start expansion and gives programs the flexibility to convert slots previously used to serve preschoolers to slots for infants and toddlers
	Supports Special Populations	<ul style="list-style-type: none"> Reserves \$15 million in FY08 and \$20 million in subsequent years to support migrant, seasonal and Indian Head Start programs Encourages programs to reach out to homeless children, children with disabilities, and children with Limited English Proficiency (LEP)
Supports Professional Development and Training	Cost of Living Adjustments (COLA)	<ul style="list-style-type: none"> Guarantees Head Start programs an annual cost-of-living increase (<i>this will be determined by funding in annual appropriations bills</i>) Quality improvement funds can also be used for salary increases
	Teacher and Teacher Assistant Qualifications	<ul style="list-style-type: none"> Sets a goal requiring all Head Start teachers to have an Associate's degree by 2011 and half of all Head Start teachers nationwide to have Bachelor's degrees in early childhood education or related field by 2013 Requires all Head Start curriculum specialists to have at least a Bachelor's degree Requires all teachers' assistants to have at least a Child Development Associate credential and to be working towards completing a degree Requires at least one full-time infant and toddler specialist in each state
	Training and Technical Assistance	<ul style="list-style-type: none"> Sets aside 2.5 to 3% of funds for training and technical assistance Provides a career advancement plan for every Head Start employee Establishes a new partnership between colleges and universities to better prepare and increase the number of staff serving Native American, African American, and Latino children Requires all Head Start teachers to have at least 15

		<ul style="list-style-type: none"> hours of in-service training each year Ensures training in infant and toddler development for all Early head Start teachers
	Civil Rights Protections	<ul style="list-style-type: none"> Maintains civil rights protections that prohibit religious discrimination
Strengthens Quality Initiatives	Quality Set-Aside	<ul style="list-style-type: none"> Reserves 40% of new Head Start funds for quality enhancements in programs, including salary increases for staff
	National Reporting System (NRS)	<ul style="list-style-type: none"> Terminates the use of NRS testing of four- and five-year-olds enrolled in Head Start
Enhances Governance and Monitoring	Program Structure and Governance	<ul style="list-style-type: none"> Maintains the current federal-to-local structure as opposed to giving states increased control over Head Start Delineates a clear system of governance for Head Start programs including shared decision-making between parent policy councils and governing boards
	Parent Role	<ul style="list-style-type: none"> Maintains the authority of parents on the Policy Council except for the hiring and firing of the Head Start director, executive director, director of human resources, chief financial officer and any other person in an equivalent position
	Program Coordination	<ul style="list-style-type: none"> Creates state-based State Advisory Council on Early Education and Care to assess need and coordinate resources and programs for families and children from birth to school entry Requires agencies to enter into a memorandum of understanding with local education agencies to coordinate preschool programs and activities
	Program Monitoring	<ul style="list-style-type: none"> Increases focus of Board of Directors on fiscal and accountability issues Adds unannounced site inspections, as needed, to Head Start's monitoring process
	Program Re-competition	<ul style="list-style-type: none"> Requires programs failing to provide a high-quality early education program to re-compete for their grant using an application review process developed by an expert panel

Opportunities for Strengthening Bargaining Contracts—Many Locals will be bargaining Head Start contracts in the near future and might want to consider including some of the following provisions in your contracts:

- Compensation and Benefits**—The newly reauthorized Head Start legislation increases program funding for FY08 and in upcoming years. However, Congress has to annually approve this funding. As mentioned above, the Labor, HHS and Education appropriations bill for FY 2008 increases Head Start by only \$154 million, falling \$307 million short of the funding levels recommended in the reauthorizing legislation. President Bush recently vetoed this funding request, calling for further budget cuts. While the Head Start program was expected to see a funding increase, an increase (if any) will be determined by a final appropriations bill signed by the President (or through a veto override in Congress).

That said, the newly reauthorized legislation includes an annual cost of living increase for Head Start programs. Furthermore, the legislation sets aside 40 percent of new money for quality initiatives including increases in staff salaries. If Head Start receives new money, programs will be able to increase staff and teacher salaries. We encourage you to include a realistic¹ cost of living increase in your contracts, and make adjustments to employee benefits. However, some flexibility around this provision might be necessary as funding for Head Start has yet to be finalized and does not necessarily guarantee an increase.

- ***Professional Development and Workforce Training***—The legislation sets a goal requiring all Head Start teachers to have an Associate’s degree by 2011 and half of all teachers nationwide to have to have Bachelor’s degree in early childhood education or relevant coursework by 2013. Teacher’s assistants are required to have at least a Child Development Associate’s credential and be working toward completing a degree. Programs will not be penalized if they do not meet the 50 percent teaching requirement by 2013.

To strengthen the Head Start workforce, the legislation sets aside 40 percent of new funds for quality initiatives. An additional 2.5 to 3 percent of funds are dedicated to training and technical assistance. Using quality set-aside funds for staff training and development will help many teachers and teacher’s assistants get better qualified and on their way to meeting the legislation’s educational requirements. To that extent, we encourage you to include in your contracts provisions that encourage employees to pursue training and developmental opportunities. Contract provisions should also guarantee employees time-off for training and formal education, as well as reimbursements or financial incentives to get that training.

Additionally, the legislation establishes new partnerships with colleges and universities to better prepare staff serving minority children. Furthermore, the legislation also provides assistance with implementing career development programs for staff to strengthen their skills and expertise. Early Head Start teachers, for example, will receive training in infant and toddler development. We encourage you to take advantage of the various training and development resources available under Head Start by including such workforce development provisions in your contract.

Coordination of Early Care and Education Services—The legislation improves the transition of Head Start children to school through better coordination between programs and school, shared teacher training, and the alignment of curriculum to state early learning standards. Locals might have an opportunity to further strengthen workforce development by aligning and coordinating staff development and training with the K-12 system. In particular, Locals might be able to provide Head Start teachers with the same training and development supports that K-12 teachers receive through this alignment.

Additionally, the Head Start reauthorization requires states to create Advisory Councils on Early Education and Care to determine needs across programs serving children from birth to age six. These Councils will develop recommendations regarding the professional development of Head Start educators, collaboration between early childhood programs, and will upgrade early learning standards. States will also receive federal grant funds up to \$100 million (funding permitted) to promote the development and expansion of their early care and education systems. If these Councils are funded and if Congress is able to appropriate funding for states’ early care and education systems, this might offer an additional opportunity to tap in to new money for staff workforce training and development.

¹ COLA increases in recent years have ranged between 1 and 1.5 percent.

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Finally, the legislation creates a separately funded, new “Centers of Excellence,” that recognize high quality grantees that can serve as models for early childhood programs in their communities and states. Nominated by Governors, there will be at least one center per state that receives a bonus grant of at least \$200,000 per year for five years for being a “Center of Excellence.”

Authorized and appropriated funding levels for Head Start by state are attached (see Table 1). Finally, SEIU recommends that Locals survey your members to gauge their needs and ensure that those needs are reflected in your bargaining contract.

If you have any questions about the Head Start reauthorization or annual appropriations process, please email Desiree Hoffman at desiree.hoffman@SEIU.org.

If you need additional research support, please email Arohi Pathak at arohi.pathak@SEIU.org.

Table 1: Authorized and Appropriated Funding Levels for Head Start
(federal fiscal years; dollars in thousands)

State	FY 2006 and FY 2007		FY 2008		
			Authorized	President's Budget	H.R. 3043
Alabama	\$105,468	\$105,468	\$112,533	\$103,944	\$107,817
Alaska	12,337	12,337	13,163	12,159	12,612
Arizona	102,373	102,373	109,230	100,893	104,653
Arkansas	63,824	63,824	68,099	62,901	65,246
California	822,591	822,591	877,692	810,701	840,913
Colorado	67,594	67,594	72,122	66,817	69,100
Connecticut	51,333	51,333	54,772	50,591	52,476
Delaware	13,092	13,092	13,969	12,903	13,384
DC	24,834	24,834	26,497	24,475	25,387
Florida	260,267	260,267	277,701	256,505	266,064
Georgia	166,672	166,672	177,836	164,263	170,384
Hawaii	22,637	22,637	24,153	22,310	23,141
Idaho	22,565	22,565	24,077	22,239	23,068
Illinois	267,812	267,812	285,751	263,941	273,777
Indiana	95,151	95,151	101,525	93,776	97,270
Iowa	50,988	50,988	54,403	50,251	52,124
Kansas	50,372	50,372	53,746	49,644	51,494
Kentucky	106,670	106,670	113,815	105,128	109,046
Louisiana	144,312	144,312	153,979	142,226	147,526
Maine	27,310	27,310	29,139	26,915	27,918
Maryland	77,184	77,184	82,354	76,068	78,903
Massachusetts	107,169	107,169	114,348	105,620	109,556
Michigan	231,993	231,993	247,533	228,640	237,160
Minnesota	71,219	71,219	75,990	70,190	72,805
Mississippi	159,927	159,927	170,640	157,615	163,489
Missouri	117,695	117,695	125,579	115,994	120,316
Montana	20,721	20,721	22,109	20,421	21,183
Nebraska	35,665	35,665	38,054	35,149	36,459
Nevada	24,015	24,015	25,624	23,668	24,550
New Hampshire	13,240	13,240	14,127	13,049	13,535
New Jersey	127,607	127,607	136,155	125,763	130,449
New Mexico	51,730	51,730	55,195	50,982	52,882
New York	428,470	428,470	457,171	422,277	438,013
North Carolina	139,735	139,735	149,095	137,715	142,847
North Dakota	16,988	16,988	18,126	16,742	17,366
Ohio	244,205	244,205	260,563	240,675	249,644
Oklahoma	80,166	80,166	85,536	79,007	81,952
Oregon	58,821	58,821	62,761	57,971	60,131
Pennsylvania	225,685	225,685	240,802	222,423	230,712
Rhode Island	246,599	246,599	263,117	243,035	252,091
South Carolina	21,775	21,775	23,234	21,460	22,260
South Dakota	81,603	81,603	87,069	80,423	83,421
Tennessee	18,620	18,620	19,867	18,351	19,035
Texas	473,492	473,492	505,209	466,648	484,038
Utah	37,353	37,353	39,855	36,813	38,185
Vermont	13,412	13,412	14,310	13,218	13,711
Virginia	98,018	98,018	104,584	96,601	100,201
Washington	99,268	99,268	105,917	97,833	101,479
West Virginia	50,091	50,091	53,446	49,367	51,207
Wisconsin	89,887	89,887	95,908	88,588	91,889
Wyoming	12,236	12,236	13,056	12,059	12,509
Puerto Rico	246,599	246,599	263,117	243,035	252,091
Virgin Islands	7,910	7,910	8,440	7,796	8,086
Unallocated	681,271	681,271	726,906	671,424	696,445
TOTALS	\$6,888,571	\$6,888,571	\$7,350,000	\$6,789,000	\$7,042,000

Source: Federal Funds Information for States (December 4, 2007), Issue Brief 07-53, Head Start Reauthorization Cleared for President's Signature.