

## SCHOOL READINESS ACT OF 2003

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JUNE 26, 2003.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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Mr. BOEHNER, from the Committee on Education and the Workforce, submitted the following

### R E P O R T

together with

### MINORITY VIEWS

[To accompany H.R. 2210]

[Including cost estimate of the Congressional Budget Office]

The Committee on Education and the Workforce, to whom was referred the bill (H.R. 2210) to reauthorize the Head Start Act to improve the school readiness of disadvantaged children, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment is as follows:

Strike all after the enacting clause and insert the following:

#### SECTION 1. SHORT TITLE.

This Act may be cited as the “School Readiness Act of 2003”.

## **TITLE I—HEAD START REAUTHORIZATION AND PROGRAM IMPROVEMENTS**

#### SEC. 101. PURPOSE.

Section 636 of the Head Start Act (42 U.S.C. 9831) is amended to read as follows:

#### “SEC. 636. STATEMENT OF PURPOSE.

“It is the purpose of this subchapter to promote school readiness by enhancing the development of low-income children, through educational instruction in prereading skills, premathematics skills, and language, and through the provision to low-income children and their families of health, educational, nutritional, social and other services that are determined, based on family needs assessments, to be necessary.”.

**SEC. 102. DEFINITIONS.**

Section 637 of the Head Start Act (42 U.S.C. 9832) is amended as follows:

(1) In paragraph (17) by striking “, but for fiscal years” and all that follows down to the period.

(2) By adding the following at the end thereof:

“(18) The term ‘eligible entities’ means an institution of higher education or other agency with expertise in delivering training in early childhood development, family support, and other assistance designed to improve the quality of early childhood education programs.

“(19) The term ‘homeless children’ has the meaning given such term in subtitle B of title VII of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11431 et seq.).”.

**SEC. 103. AUTHORIZATION.**

Section 639 of the Head Start Act (42 U.S.C. 9834) is amended to read as follows:

**“SEC. 639. AUTHORIZATION OF APPROPRIATIONS.**

“(a) IN GENERAL.—There are authorized to be appropriated for carrying out the provisions of this subchapter \$6,870,000,000 for the fiscal year 2004 and such sums as may be necessary for fiscal years 2005 through 2008.

“(b) SPECIFIC PROGRAMS.—From the amount appropriated under subsection (a), the Secretary shall make available not more than \$20,000,000 for fiscal year 2004, and such sums as may be necessary for each of fiscal years 2005 through 2008, to carry out such other research, demonstration, and evaluation activities, including longitudinal studies, under section 649.

“(1) not more than \$7,000,000 for each of fiscal years 2004 through 2008 to carry out impact studies under section 649(g); and

“(2) not more than \$13,000,000 for fiscal year 2004, and such sums as may be necessary for each of fiscal years 2005 through 2008, to carry out other research, demonstration, and evaluation activities, including longitudinal studies, under section 649.

“(c) ADMINISTRATIVE EXPENSES.—There are authorized to be appropriated \$5,000,000 for each of fiscal years 2004 through 2008 to assist participating States with the administrative expenses associated with implementing a program under section 643A.”.

**SEC. 104. ALLOTMENT OF FUNDS; LIMITATIONS ON ASSISTANCE.**

Section 640 of the Head Start Act (42 U.S.C. 9835) is amended as follows:

(1) In subsection (a)(2):

(A) By striking “1998” in subparagraph (A) and inserting “2003”.

(B) By amending subparagraph (B) to read as follows:

“(B) payments, subject to paragraph (7) to Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and the Virgin Islands of the United States;”.

(2) By striking the last sentence of paragraph (2) of subsection (a).

(3)(A) By amending subsection (a)(2)(C) to read as follows:

“(C) training and technical assistance activities that are sufficient to meet the needs associated with program expansion and to foster program and management improvement as described in section 648 of this subchapter, in an amount for each fiscal year which is not less than one percent, and shall not exceed 2 percent, of the amount appropriated for such fiscal year, of which—

“(i) not less than 50 percent shall be made available to local Head Start agencies to comply with the standards described in section 641A(a)(1), of which not less than 50 percent shall be used to comply with the standards described in section 641A(a)(1)(B) and for the uses described in clauses (iii), (iv), and (vii) of subsection (a)(3)(B);

“(ii) not less than 30 percent shall be made available to support a State system of early childhood education training and technical assistance;

“(iii) not less than 20 percent shall be made available to the Secretary to assist local programs in meeting the standards described in section 641A(a)(1); and

“(iv) not less than \$3,000,000 of the amount in clause (iii) appropriated for such fiscal year shall be made available to carry out activities described in section 648(c)(4);”.

(B) By inserting the following at the end of subsection (a)(2):

“If less than 2 percent of the amount appropriated for such fiscal year is made available for the activities authorized in subparagraph (C), then the Secretary is authorized to use at least 25 percent of such funds to fund migrant and seasonal Head Start programs for expansion of services. If sufficient migrant and seasonal eligible

children are not available to use such funds, then enrollment priority shall be given to other disadvantaged populations referred to in subparagraph (A).”.

(4) In subsection (a)(3)(A) by inserting at the end thereof:

“(iii) After the reservation of amounts under paragraph (2)(including the 2 percent amount referred to in paragraph (2)(C)) and the 60 percent amount referred to in subparagraph (A) of this paragraph, a portion of the remaining funds shall be made available to expand services to underserved populations, such as children receiving services under the Early Head Start and Migrant and Seasonal Head Start programs.”.

(5) In subsection (a)(3)(A)(i)(I) by striking “1999” and all that follows down to the semicolon and inserting “2004 through 2008”.

(6) By amending subsection (a)(3)(B) to read as follows:

“(B) Funds reserved under this paragraph (referred to in this paragraph as ‘quality improvement funds’) shall be used to accomplish any or all of the following goals:

“(i) Ensuring that Head Start programs meet or exceed standards pursuant to section 641A(a)(1).

“(ii) Ensuring that such programs have adequate numbers of qualified staff, and that such staff is furnished adequate training, including developing skills to promote the development of language skills, premathematic skills, and prereading in young children and in working with children with non-English language background, children referred by child welfare services, and children with disabilities, when appropriate.

“(iii) Developing and financing the salary scales described under section 644(a) and section 653, in order to ensure that salary levels and benefits are adequate to attract and retain qualified staff for such programs.

“(iv) Using salary increases to improve staff qualifications, and to assist with the implementation of programs specifically designed to enable lead instructors to become more effective educators, for the staff of Head Start programs, and to encourage the staff to continually improve their skills and expertise by informing the staff of the availability of Federal and State incentive and loan forgiveness programs for professional development.

“(v) Improving community-wide strategic planning and needs assessments for such programs and collaboration efforts for such programs, including collaborations to increase program participation by underserved populations of eligible children.

“(vi) Ensuring that the physical environments of Head Start programs are conducive to providing effective program services to children and families, and are accessible to children with disabilities and their parents.

“(vii) Ensuring that such programs have qualified staff that can promote language skills and literacy growth of children and that can provide children with a variety of skills that have been identified, through scientifically based reading research, as predictive of later reading achievement.

“(viii) Providing assistance to complete post-secondary course work needed to attain baccalaureate degrees in early childhood education.

“(ix) Making such other improvements in the quality of such programs as the Secretary may designate.

“(x) To promote the regular attendance and stability of highly mobile children, including migrant and homeless children.”.

(7) By amending subsection (a)(3)(C) to read as follows:

“(C) Quality improvement funds shall be used to carry out any or all of the following activities:

“(i)(I) Not less than one-half of the amount reserved under this paragraph, to improve the compensation (including benefits) of classroom teachers and other staff of Head Start agencies providing instructional services and thereby enhancing recruitment and retention of qualified staff, including recruitment and retention pursuant to achieving the requirements set forth in section 648A(a). The expenditure of funds under this clause shall be subject to section 653. Salary increases, in excess of cost-of-living allowance, provided with such funds shall be subject to the specific standards governing salaries and salary increases established pursuant to section 644(a).

“(II) If a Head Start agency certifies to the Secretary for such fiscal year that part of the funds set aside under subclause (I) to improve wages cannot be expended by such agency to improve wages because of the operation of section 653, then such agency may expend such part for any of the uses specified in this subparagraph (other than wages).

“(III) From the remainder of the amount reserved under this paragraph (after the Secretary carries out subclause (I)), the Secretary shall carry out any or all of the activities described in clauses (ii) through (vii), placing the highest priority on the activities described in clause (ii).

“(ii) To train classroom teachers and other staff to meet the education standards described in section 641A(a)(1)(B), through activities—

“(I) to promote children’s language and prereading growth, through techniques identified through scientifically based reading research;

“(II) to promote the acquisition of the English language for non-English background children and families;

“(III) to foster children’s school readiness skills through activities described in section 648A(a)(1); and

“(IV) to educate and provide training necessary to improve the qualifications particularly with respect to such assistance to enable more instructors to meet the degree requirements under section 648A(a)(2)(A) and to support staff training, child counseling, and other services necessary to address the problems of children participating in Head Start programs, including children from dysfunctional families, children who experience chronic violence in their communities, and children who experience substance abuse in their families.

“(iii) To employ additional Head Start staff, including staff necessary to reduce the child-staff ratio lead instructors who meet the qualifications of section 648A(a) and staff necessary to coordinate a Head Start program with other services available to children participating in such program and to their families.

“(iv) To pay costs incurred by Head Start agencies to purchase insurance (other than employee benefits) and thereby maintain or expand Head Start services.

“(v) To supplement amounts provided under paragraph (2)(C) to provide training necessary to improve the qualifications of the staff of the Head Start agencies, and to support staff training, child counseling, and other services necessary to address the problems of children participating in Head Start programs, including children from dysfunctional families, children who experience chronic violence in their communities, and children who experience substance abuse in their families.

“(vi) To conduct outreach to homeless families in an effort to increase the program participation of eligible homeless children.

“(vii) Such other activities as the Secretary may designate.

“(viii) To conduct outreach to migrant and seasonal farm-working families and families with children with a limited English proficiency.”.

(8) In subsection (a)(4) by striking “1998” in subparagraph (A) and inserting “2003”.

(9) In subsection (a)(5)(B)—

(A) by striking “may” and inserting “shall”; and

(B) by inserting “early childhood education” after “regarding”.

(10) By amending subsection (a)(5)(C) to read as follows:

“(C) In order to improve results for children, a State that receives a grant under subparagraph (B) shall—

“(i) appoint an individual to serve as the State Director of Collaboration between—

“(I) the appropriate regional office of the Administration for Children and Families;

“(II) the State educational agency;

“(III) the State Department of Health and Human Services;

“(IV) the State agency that oversees child care;

“(V) the State agency that assists children with developmental disabilities;

“(VI) the State Head Start Association;

“(VII) the State network of child care resource and referral agencies;

“(VIII) local educational agencies;

“(IX) community-based and faith-based organizations;

“(X) State representatives of migrant and seasonal Head Start programs;

“(XI) State representatives of Indian Head Start programs;

“(XII) State and local providers of early childhood education and child care; and

“(XIII) other entities carrying out programs serving low-income children and families in the State;

“(ii) ensure that the State Director of Collaboration holds a position with sufficient authority and access to ensure that the collaboration described in subparagraph (B) is effective and involves a range of State agencies;

“(iii) involve the entities described in section clause (i) to develop a strategic plan for the coordinated outreach to identify eligible children and implementation strategies based on a needs assessment conducted by the Office of the State

Director of Collaboration which shall include an assessment of the availability of high quality prekindergarten services for low-income children in the State. Such assessment shall be completed within one year after the date of enactment of the 'School Readiness Act of 2003' and be updated on an annual basis and shall be made available to the general public within the State;

"(iv) ensure that the collaboration described in subparagraph (B) involves coordination of Head Start services with health care, welfare, child care, child protective services, education, and community service activities, family literacy services, activities relating to children with disabilities (including coordination of services with those State officials who are responsible for administering part C and section 619 of the Individuals with Disabilities Education Act), and services for homeless children (including coordination of services with the Office of Coordinator for Education of Homeless Children and Youth designated under section 722 (g)(1)(J)(ii) of the McKinney-Vento Homeless Education Assistance Improvements Act of 2001;

"(v) consult with the chief State school officer, local educational agencies, and representatives of local Head Start agencies and providers of early childhood education and care in unified planning regarding early care and education services at both the State and local levels, including collaborative efforts to develop school readiness standards; and

"(vi) consult with the chief State school officer, local educational agencies, State child care administrators, State human services administrators, representatives of local resource and referral agencies, local early childhood councils, providers of early childhood education and care and other relevant State and local agencies, and representatives of the State Head Start Associations to plan for the provision of full-working-day, full calendar year early care and education services for children."

(11) By amending clause (i) of subsection (a)(5)(D) by inserting "and providers of services supporting early childhood education and child care" after "Associations".

(12) By amending subsection (a)(6)(A) to read as follows:

"(A) From amounts reserved and allotted pursuant to paragraphs (2) and (4), the Secretary shall use, for grants for programs described in section 645A(a) of this subchapter, a portion of the combined total of such amounts equal to at least 10 percent for fiscal years 2004 through 2008, of the amount appropriated pursuant to section 639(a), except as provided in subparagraph (B)."

(13) By inserting the following before the period at the end of subsection (f):  
"including models that leverage the existing capacity and capabilities of the delivery system of early childhood education and child care".

(14) By inserting the following after "manner that will" in subsection (g)(2)(G): "leverage the existing delivery systems of such services and".

(15) By amending subsection (g)(2)(C) to read as follows:

"(C) the extent to which the applicant has undertaken community-wide strategic planning and needs assessments involving other community organizations and public agencies serving children and families (including organizations and agencies providing family support services and protective services to children and families, and organizations serving families in whose homes English is not the language customarily spoken), and organizations and public entities serving children with disabilities and homeless children (including the local educational agency liaison designated under section 722(g)(1)(J)(ii) of the McKinney-Vento Homeless Education Assistance Improvements Act of 2001);".

(16) By inserting in subsection (g)(2)(H) after "serving the community involved" the following: "including the liaison designated under section 722(g)(1)(J)(ii) of the McKinney-Vento Homeless Education Assistance Improvements Act of 2001,".

(17) By adding the following new subsections at the end thereof:

"(m) ENROLLMENT OF HOMELESS CHILDREN.—The Secretary shall by regulation prescribe policies and procedures to remove barriers to the enrollment and participation of eligible homeless children in Head Start programs. Such regulations shall require Head Start agencies to:

"(1) implement policies and procedures to ensure that eligible homeless children are identified and prioritized for enrollment,

"(2) allow homeless families to apply to, enroll in and attend Head Start programs while required documents, such as proof of residency, immunization and other medical records, birth certificates and other documents, are obtained within a reasonable time frame, and

"(3) coordinate individual Head Start centers and programs with efforts to implement Subtitle VII-B of the McKinney-Vento Homeless Assistance Act.

“(n) SAVINGS PROVISION.—Nothing in this Act shall be construed to require a State to establish a program of early education for children in the State, to require any child to participate in a program of early education, to attend school, or to participate in any initial screening prior to participation in such program, except as provided under section 612(a)(3), (consistent with section 614(a)(1)(C)), of the Individuals with Disabilities Education Act.

“(o) MATERIALS.—All curricula and instructional materials funded under this subchapter shall be scientifically based and age appropriate. Parents shall have the ability to inspect, upon request, any curricula or instructional materials.”.

#### SEC. 105. DESIGNATION OF AGENCIES.

Section 641 of the Head Start Act (42 U.S.C. 9836) is amended as follows:

(1) In subsection (a)—

(A) by inserting after “community” in the first place it appears “, including a community-based or faith-based organization”;

(B) by inserting “(1)” after “(a)”;

(C) by redesignating paragraphs (1) and (2) as subparagraphs (A) and (B), respectively; and

(D) by adding the following at the end thereof:

“(2) In order to be designated as a Head Start agency and to receive a grant under this subchapter, a grantee shall establish grantee-determined goals for improving the school readiness of children participating in a program under this subchapter, which shall include goals for—

“(A) educational instruction in prereading, premathematical, and language skills; and

“(B) the provision of health, educational, nutritional, social, and other services.

“(3) In order to receive a grant subsequent to the initial grant provided following the date of enactment of this subchapter, the grantee shall demonstrate that it has met the goals described in paragraph (2).

“(4) Progress in meeting such goals shall not be measured primarily or solely by the results of assessments.”

(2) By amending subsection (c) to read as follows:

“(c) In the administration of the provisions of this section, the Secretary shall, in consultation with the chief executive officer of the State involved if such State expends non-Federal funds to carry out Head Start programs, give priority in the designation of Head Start agencies to any local public or private nonprofit or for-profit agency which is receiving funds under any Head Start program on the date of the enactment of this Act that fulfills the program and financial management requirements, standards described in section 641A(a)(1), results-based performance measures developed by the Secretary under section 641A(b), or other requirements established by the Secretary.”.

(3) By amending subsection (d) to read as follows:

“(d) If no entity in a community is entitled to the priority specified in subsection (c), then the Secretary may designate a Head Start agency from among qualified applicants in such community. In selecting from among qualified applicants for designation as a Head Start agency, the Secretary shall give priority to any qualified agency that functioned as a Head Start delegate agency in the community and carried out a Head Start program that the Secretary determines met or exceeded such performance standards and such results-based performance measures. In selecting from among qualified applicants for designation as a Head Start agency, the Secretary shall consider the effectiveness of each such applicant to provide Head Start services, based on—

“(1) any past performance of such applicant in providing services comparable to Head Start services, including how effectively such applicant provided such comparable services;

“(2) the capacity of such applicant to serve eligible children with scientifically-based programs that promote school readiness of children participating in the program;

“(3) the plan of such applicant to meet standards set forth in section 641A(a)(1), with particular attention to the standards set forth in subparagraphs (A) and (B) of such section;

“(4) the plan of such applicant to provide comprehensive health, nutritional, educational, social, and other services needed to prepare children to succeed in school;

“(5) the plan of such applicant to coordinate the Head Start program it proposes to carry out with other preschool programs, including Early Reading First and Even Start programs under title I, part B, subparts 1 and 2 of the Elementary and Secondary Education Act of 1965; other preschool programs carried out

under title I of the Act; programs under part C and section 619 of the Individuals with Disabilities Education Act; State prekindergarten programs; and with the educational programs such children will enter at the age of compulsory school attendance;

“(6) the plan of such applicant to coordinate the Head Start program it proposes to carry out with private entities with resources available to assist the Head Start Program meet its program needs;

“(7) the plan of such applicant—

“(A) to seek the involvement of parents of participating children in activities (at home and in the center involved where practicable) designed to help such parents become full partners in the education of their children;

“(B) to afford such parents the opportunity to participate in the development, conduct, and overall performance of the program at the local level;

“(C) to offer (directly or through referral to local entities, such as entities carrying out Even Start programs under part B of chapter 1 of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2741 et seq.), public and school libraries, and family support programs) to such parents—

“(i) family literacy services; and

“(ii) parenting skills training;

“(D) to offer to parents of participating children substance abuse counseling (either directly or through referral to local entities), including information on drug-exposed infants and fetal alcohol syndrome;

“(E) at the option of such applicant, to offer (directly or through referral to local entities) to such parents—

“(i) training in basic child development;

“(ii) assistance in developing communication skills;

“(iii) opportunities for parents to share experiences with other parents; or

“(iv) any other activity designed to help such parents become full partners in the education of their children;

“(F) to provide, with respect to each participating family, a family needs assessment that includes consultation with such parents about the benefits of parent involvement and about the activities described in subparagraphs (C) (D), and (E) in which such parents may choose to become involved (taking into consideration their specific family needs, work schedules, and other responsibilities); and

“(G) to extend out reach to fathers in order to strengthen the role of fathers in families by working directly with fathers and father-figures through such activities as including fathers in home visits; implementing father outreach efforts, providing opportunities for direct father-child interactions; and targeting increased male participation in the program;

“(8) the ability of such applicant to carry out the plans described in paragraphs (2), (3), and (4);

“(9) other factors related to the requirements of this subchapter;

“(10) the plan of such applicant to meet the needs of non-English background children and their families, including needs related to the acquisition of the English language;

“(11) the plan of such applicant to meet the needs of children with disabilities;

“(12) the plan of such applicant who chooses to assist younger siblings of children who will participate in the proposed Head Start program to obtain health services from other sources;

“(13) the plan of such applicant to collaborate with other entities carrying out early childhood education and child care programs in the community; and

“(14) the plan of such applicant to meet the needs of homeless children.”.

#### **SEC. 106. QUALITY STANDARDS; MONITORING OF HEAD START AGENCIES AND PROGRAMS.**

Section 641A of the Head Start Act (42 U.S.C. 9836a) is amended as follows:

(1) In subsection (a)(1)(B) by amending clause (ii) to read as follows:

“(ii) additional education standards to ensure that the children participating in the program, at a minimum develop and demonstrate—

“(I) language skills;

“(II) prereading knowledge and skills, including interest in and appreciation of books, reading and writing either alone or with others;

“(III) premathematics knowledge and skills, including aspects of classification, seriation, number, spatial relations, and time;

“(IV) cognitive abilities related to academic achievement;

- “(V) social and emotional development important for environments constructive for child development, early learning, and school success; and
- “(VI) in the case of limited-English proficient children, progress toward acquisition of the English language.”.
- (2) By amending subsection (a)(2)(B) to read as follows:
- “(B) take into consideration—
- “(i) past experience with use of the standards in effect under this subchapter on October 27, 1998;
- “(ii) changes over the period since October 27, 1998, in the circumstances and problems typically facing children and families served by Head Start agencies;
- “(iii) developments concerning best practices with respect to early childhood education and development, children with disabilities, family services, program administration, and financial management;
- “(iv) projected needs of an expanding Head Start program;
- “(v) guidelines and standards currently in effect or under consideration that promote child health services, and projected needs of expanding Head Start programs;
- “(vi) changes in the population of children who are eligible to participate in Head Start programs, including the language background and family structure of such children;
- “(vii) the need for, and state-of-the-art developments relating to, local policies and activities designed to ensure that children participating in Head Start programs make a successful transition to schools; and
- “(viii) the unique challenges faced by individual programs, including those that are seasonal or short term, and those that serve rural populations; and”.
- (3) In subsection (a)(2)(C)(ii) by striking all that follows “in effect on” down to the period and inserting “October 27, 1998”.
- (4) By amending subsection (b)(2) to read as follows:
- “(2) CHARACTERISTICS OF MEASURES.—The performance measures developed under this subsection shall—
- “(A) be used to assess the impact of the various services provided by Head Start programs and, to the extent the Secretary finds appropriate, administrative and financial management practices of such programs;
- “(B) be adaptable for use in self-assessment, peer review, and program evaluation of individual Head Start agencies and programs;
- “(C) be developed for other program purposes as determined by the Secretary;
- “(D) be appropriate for the population served; and
- “(E) be reviewed no less than every 4 years, based on advances in the science of early childhood development.
- The performance measures shall include the performance standards described in subsection (a)(1)(A) and (B).”.
- (5) By amending subsection (b)(4) to read as follows:
- “(4) EDUCATIONAL MEASURES.—Results based measures shall be designed for the purpose of promoting the competencies of children participating in Head Start programs specified in subsection (a)(1)(B)(ii), with an emphasis on measuring those competencies that have a strong scientifically-based predictability of a child’s school readiness and later performance in school.”.
- (6) In subsection (c)(1)(C) by striking “the standards” and inserting “one or more of the performance measures developed by the Secretary under subsection (b).”.
- (7) By amending subsection (c)(2) to read as follows:
- “(2) CONDUCT OF REVIEWS.—The Secretary shall ensure that reviews described in subparagraphs (A) through (C) of paragraph (1)—
- “(A) that incorporate a monitoring visit, do so without prior notice of the visit to the local agency or program;
- “(B) are conducted by review teams that shall include individuals who are knowledgeable about Head Start programs and, to the maximum extent practicable, the diverse (including linguistic and cultural) needs of eligible children (including children with disabilities) and limited-English proficient children and their families;
- “(C) include as part of the reviews of the programs, a review and assessment of program effectiveness, as measured in accordance with the results-based performance measures developed by the Secretary pursuant to subsection (b) and with the standards established pursuant to subparagraphs (A) and (B) of subsection (a)(1);



“(D) seek information from the communities and the States involved about the performance of the programs and the efforts of the Head Start agencies to collaborate with other entities carrying out early childhood education and child care programs in the community;

“(E) seek information from the communities where Head Start programs exist about innovative or effective collaborative efforts, barriers to collaboration, and the efforts of the Head Start agencies and programs to collaborate with the entities carrying out early childhood education and child care programs in the community;

“(F) include as part of the reviews of the programs, a review and assessment of whether a program is in conformity with the income eligibility requirements, as defined in section 645 and regulations promulgated thereunder;

“(G) include as part of the reviews of the programs, a review and assessment of whether programs have adequately addressed the population and community needs (including populations of children with a limited English proficiency and children of migrant and seasonal farm-working families); and

“(H) include as part of the review the extent to which the program addresses the community needs and strategic plan identified in section 640(g)(2)(C).”.

(8) By amending so much of subsection (d)(1) as precedes subparagraph (A) to read as follows:

“(1) DETERMINATION.—If the Secretary determines, on the basis of a review pursuant to subsection (c), that a Head Start agency designated pursuant to section 641 fails to meet the standards described in subsection (a) or results-based performance measures developed by the Secretary under subsection (b), or fails to adequately address the community needs and strategic plan identified in 640(g)(2)(C), the Secretary shall—”

(9) By amending subsection (d)(2) to read as follows:

“(2) QUALITY IMPROVEMENT PLAN.—

“(A) AGENCY AND PROGRAM RESPONSIBILITIES.—In order to retain a designation as a Head Start agency under this subchapter, or in the case of a Head Start Program, in order to continue to receive funds from such agency, a Head Start agency, or Head Start program that is the subject of a determination described in paragraph (1) (other than an agency or program required to correct a deficiency immediately or during a 90-day period under clause (i) or (ii) of paragraph (1)(B)) shall—

“(i) develop in a timely manner, a quality improvement plan which shall be subject to the approval of the Secretary, or in the case of a program, the sponsoring agency, and which shall specify—

“(I) the deficiencies to be corrected;

“(II) the actions to be taken to correct such deficiencies; and

“(III) the timetable for accomplishment of the corrective actions specified; and

“(ii) eliminate each deficiency identified, not later than the date for elimination of such deficiency specified in such plan (which shall not be later than 1 year after the date the agency or program received notice of the determination and of the specific deficiency to be corrected).

“(B) SECRETARIAL RESPONSIBILITY.—Not later than 30 days after receiving from a Head Start agency a proposed quality improvement plan pursuant to subparagraph (A), the Secretary shall either approve such proposed plan or specify the reasons why the proposed plan cannot be approved.

“(C) AGENCY RESPONSIBILITY FOR PROGRAM IMPROVEMENT.—Not later than 30 days after receiving from a Head Start program, a proposed quality improvement plan pursuant to subparagraph (A), the sponsoring agency shall either approve such proposed plan or specify the reasons why the proposed plan cannot be approved.”.

(10) In subsection (d)(3) by inserting “and programs” after “agencies”.

(11) Subsection (e) is amended to read as follows:

“(e) SUMMARIES OF MONITORING OUTCOMES.—Not later than 120 days after the end of each fiscal year, the Secretary shall publish a summary report on the findings of reviews conducted under subsection (c) and on the outcomes of quality improvement plans implemented under subsection (d), during such fiscal year. Such information shall be made available to all parents with students receiving assistance under this Act in a understandable and uniform format, and to the extent practicable, provided in a language that the parents can understand, and in addition, make the information widely available through public means such as distribu-

tion through public agencies, and at a minimum posting such information on the Internet immediately upon publication.”.

**SEC. 107. POWERS AND FUNCTIONS OF HEAD START AGENCIES.**

Section 642 of the Head Start Act (42 U.S.C. 9837(b)) is amended as follows:

(1) By amending subsection (b) to read as follows:

“(b) In order to be so designated, a Head Start agency shall also—

“(1) establish a program with standards set forth in section 641A(a)(1), with particular attention to the standards set forth in subparagraphs (A) and (B) of such section;

“(2) demonstrate capacity to serve eligible children with scientifically-based curricula and other interventions that help promote the school readiness of children participating in the program;

“(3) establish effective procedures by which parents and area residents concerned will be enabled to directly participate in decisions that influence the character of programs affecting their interests;

“(4) provide for their regular participation in the implementation of such programs;

“(5) provide technical and other support needed to enable parents and area residents to secure on their own behalf available assistance from public and private sources;

“(6) seek the involvement of parents of participating children in activities designed to help such parents become full partners in the education of their children, and to afford such parents the opportunity to participate in the development, conduct, and overall performance of the program at the local level;

“(7) conduct outreach to schools in which Head Start children enroll, local educational agencies, the local business community, community-based organizations, faith-based organizations, museums, and libraries to generate support and leverage the resources of the entire local community in order to improve school readiness;

“(8) offer (directly or through referral to local entities, such as entities carrying out Even Start programs under part B of chapter 1 of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2741 et seq.)), to parents of participating children, family literacy services and parenting skills training;

“(9) offer to parents of participating children substance abuse counseling (either directly or through referral to local entities), including information on drug-exposed infants and fetal alcohol syndrome;

“(10) at the option of such agency, offer (directly or through referral to local entities), to such parents—

“(A) training in basic child development;

“(B) assistance in developing communication skills;

“(C) opportunities to share experiences with other parents;

“(D) regular in-home visitation; or

“(E) any other activity designed to help such parents become full partners in the education of their children;

“(11) provide, with respect to each participating family, a family needs assessment that includes consultation with such parents about the benefits of parent involvement and about the activities described in paragraphs (4) through (7) in which such parents may choose to be involved (taking into consideration their specific family needs, work schedules, and other responsibilities);

“(12) consider providing services to assist younger siblings of children participating in its Head Start program to obtain health services from other sources;

“(13) perform community outreach to encourage individuals previously unaffiliated with Head Start programs to participate in its Head Start program as volunteers; and

“(14)(A) inform custodial parents in single-parent families that participate in programs, activities, or services carried out or provided under this subchapter about the availability of child support services for purposes of establishing paternity and acquiring child support; and

“(B) refer eligible parents to the child support offices of State and local governments.”.

(2) Amend subsection (c) to read as follows:

“(c) The head of each Head Start agency shall coordinate and collaborate with the State agency responsible for administering the State program carried out under the Child Care and Development Block Grant Act of 1990 (42 U.S.C. 9858 et seq.), and other early childhood education and development programs, including programs under subtitle VII-B of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11431-11435), Even Start programs under part B of chapter 1 of title I of the Ele-

mentary and Secondary Education Act of 1965 (20 U.S.C. 2741 et seq.), and programs under Part C and section 619 of the Individuals with Disabilities Education Act (20 U.S.C. 1431-1445, 1419), and the Child Abuse Prevention and Treatment Act (42 U.S.C. 5106a), serving the children and families served by the Head Start agency to carry out the provisions of this subchapter.”.

(3) In subsection (d) by redesignating paragraphs (2) through (4) as paragraph (3) through (5) and inserting the following new paragraph after paragraph (1): “(2) In communities where both public prekindergarten programs and Head Start programs operate, a Head Start agency shall coordinate with the local educational agency or other public agency responsible for the operation of the prekindergarten program and providers of prekindergarten, including for outreach to identify eligible children.”.

(5) In paragraph (3) (as redesignated) of subsection (d), strike “and” at the end of subparagraph (A) and insert the following after subparagraph (A) and redesignate subparagraph (B) as (C):

“(B) collaborating to increase the program participation of underserved populations of eligible children; and”.

#### **SEC. 108. HEAD START ALIGNMENT WITH K-12 EDUCATION.**

Section 642A of the Head Start Act (42 U.S.C. 9837a) is amended as follows:

(1) The heading is amended to read as follows:

##### **“SEC. 642A. HEAD START ALIGNMENT WITH K-12 EDUCATION.”.**

(2) In paragraph (2) after “social workers,” insert the following: “McKinney-Vento liaisons as established under section 722 (g)(1)(J)(ii) of the McKinney-Vento Homeless Education Assistance Improvements Act of 2001,”.

(3) Add the following new paragraph after paragraph (2) and redesignate paragraphs (3) through (7) as (4) through (8):

“(3) developing continuity of developmentally appropriate curricula between Head Start and local educational agencies to ensure an effective transition and appropriate shared expectations for children’s learning and development as they make such transition to school;”.

(4) Paragraph (6)(as redesignated by paragraph (3) of this section) is amended to read as follows:

“(6) developing and implementing a family outreach and support program in cooperation with entities carrying out parental involvement efforts under Title I of the Elementary and Secondary Education Act of 1965 and family outreach and support efforts under subtitle VII-B of the McKinney-Vento Homeless Assistance Act;”.

(4) In paragraph (7)(as redesignated by paragraph (3) of this section) by inserting “and continuity in parental involvement activities” after “developmental continuity”.

(5) Strike “and” at the end of paragraph (7)(as redesignated by paragraph (3) of this section) and strike the period at the end of paragraph (8)(as redesignated by paragraph (3) of this section) and insert a semicolon.

(6) Add the following after paragraph (8):

“(9) helping parents to understand the importance of parental involvement in a child’s academic success while teaching them strategies for maintaining parental involvement as their child moves from Head Start to elementary school; and

“(10) developing and implementing a system to increase program participation of underserved populations of eligible children.”.

#### **SEC. 109. ADMINISTRATIVE REQUIREMENTS AND STANDARDS.**

Section 644 of the Head Start Act (42 U.S.C. 9839) is amended in subsection (f)(2) by redesignating subparagraphs (A) through (E) as (B) through (F) and inserting the following new subparagraph before subparagraph (B) (as so redesignated):

“(A) a description of the consultation conducted by the Head Start agency with the providers in the community demonstrating capacity and capability to provide services under this Act, and of the potential for collaboration with such providers and the cost effectiveness of such collaboration as opposed to the cost effectiveness of the purchase of a facility;”

#### **SEC. 110. ELIGIBILITY.**

Section 645(a) of the Head Start Act (42 U.S.C. 9843) is amended as follows:

(1) By striking “to a reasonable extent” in paragraph (1)(B)(i) and inserting “not to exceed 10 percent of the total enrollment” and by striking “benefit from such programs” and inserting “benefit from such programs, including children referred by child welfare services.”.

(2) By adding the following new paragraph at the end thereof:

“(3) The amount of a basic allowance provided under section 403 of title 37, United States Code, on behalf of an individual who is a member of the uniformed services for housing that is acquired or constructed under the authority of subchapter IV of chapter 169 of title 10, United States Code, or any other related provision of law, shall not be considered to be income for purposes of determining the eligibility of a child of the individual for programs assisted under this subchapter.”.

**SEC. 111. EARLY HEAD START PROGRAMS.**

(a) IN GENERAL.—Section 645A of the Head Start Act (42 U.S.C. 9643) is amended as follows:

(1) By amending paragraphs (4) and (5) of subsection (b) to read as follows:

“(4) provide services to parents to support their role as parents (including parenting skills training and training in basic child development) and to help the families move toward self-sufficiency (including educational and employment services as appropriate);

“(5) coordinate services with services (including home-based services) provided by programs in the State and programs in the community (including programs for infants and toddlers with disabilities) to ensure a comprehensive array of services (such as health and mental health services, and family support services).”.

(2) By amending paragraph (8) of subsection (b) to read as follows:

“(8) ensure formal linkages with the agencies and entities described in section 644(b) of the Individuals with Disabilities Education Act (20 U.S.C. 1444(b)) and providers of early intervention services for infants and toddlers with disabilities under the Individuals with Disabilities Education Act (20 U.S.C. 1400 et seq.) and the agency responsible for administering the Section 106 of the Child Abuse Prevention and Treatment Act (42 U.S.C. 5106a); and”.

(3) In subsection (g)(2)(B) by striking “and” at the end of clause (iii), by striking the period at the end of clause (iv) and inserting “; and” and by inserting the following at the end:

“(v) providing professional development designed to increase program participation for underserved populations of eligible children.”.

(b) MIGRANT AND SEASONAL PROGRAMS.—Section 645A(d)(1) of the Head Start Act (42 U.S.C. 9643(d)(1)) is amended to read as follows:

“(1) entities operating Head Start programs under this subpart, including migrant and seasonal Head Start programs; and”.

(c) COMMUNITY- AND FAITH-BASED ORGANIZATIONS.—Section 645A(d)(2) of the Head Start Act (42 U.S.C. 9643(d)(2)) is amended by inserting “, including community- and faith-based organizations” after “entities” in the second place it appears.

**SEC. 112. TECHNICAL ASSISTANCE AND TRAINING.**

Section 648 of the Head Start Act (42 U.S.C. 9843) is amended as follows:

(1) By inserting the following new subsection after subsection (a) and redesignating subsections (b) through (e) as subsections (c) through (f):

“(b) The Secretary shall make available to each State the money reserved in section 640(a)(2)(C)(ii) to support a State-based system delivering training and technical assistance that improves the capacity of Head Start programs within a State to deliver services in accordance with the Head Start standards in section 641A(a)(1), with particular attention to the standards set forth in subparagraphs (A) and (B) of such section. The Secretary shall—

“(1) ensure eligible entities within a State are chosen by the Secretary, in consultation with the State Collaboration Board described in section 640(a)(5)(C)(i), through a competitive bid process;

“(2) ensure that existing agencies with demonstrated expertise in providing high quality training and technical assistance to improve the delivery of Head Start services, including the State Head Start Association, State agencies, migrant and seasonal Head Start programs operating in the State, and other entities currently providing training and technical assistance in early education, be included in the planning and coordination of the State system of training and technical assistance; and

“(3) encourage States to supplement the funds authorized in section 640(a)(2)(C)(ii) with State, Federal, or local funds other than Head Start funds, to expand activities beyond Head Start agencies to include other providers of other early childhood services within a State.”.

(2) In subsection (d) (as redesignated):

(A) In paragraph (2), after “disabilities” insert “and for activities described in section 1221(b)(3) of the Elementary and Secondary Education Act of 1965”.

(B) In paragraph (5) after “assessment” insert “, including the needs of homeless children and their families”.

(C) By striking “and” at the end of paragraph (10), by striking the period at the end of paragraph (11) and inserting “; and” and by inserting the following at the end:

“(12) assist Head Start agencies and programs in increasing program participation of eligible homeless children.”.

(3) In subsection (e) (as redesignated by paragraph (1)) by inserting “, including community- and faith-based organizations” after “entities”.

(4) By amending subsection (f) (as redesignated by paragraph (1)) to read as follows:

“(f) The Secretary shall provide, either directly or through grants or other arrangements, funds from programs authorized under this subchapter to support an organization to administer a centralized child development and national assessment program leading to recognized credentials for personnel working in early childhood development and child care programs, training for personnel providing services to non-English language background children (including services to promote the acquisition of the English language), training for personnel providing services to children determined to be abused or neglected, training for personnel providing services to children referred by or receiving child welfare services, training for personnel in helping children cope with community violence, and resource access projects for personnel working with disabled children.”.

(5) Insert at the end of the section:

“(g) **HELPING PERSONNEL BETTER SERVE MIGRANT AND SEASONAL FARM-WORKING COMMUNITIES AND HOMELESS FAMILIES.**—The Secretary shall provide, either directly or through grants, or other arrangements, funds for training of Head Start personnel in addressing the unique needs of migrant and seasonal working families, families with a limited English proficiency, and homeless families.

“(h) **AUTHORIZED ACTIVITIES.**—The majority of funds expended under this section shall be used to provide high quality, sustained, intensive, and classroom-focused training and technical assistance in order to have a positive and lasting impact on classroom instruction. Funds shall be used to carry out activities related to any or all of the following:

“(1) Education and early childhood development.

“(2) Child health, nutrition, and safety.

“(3) Family and community partnerships.

“(4) Other areas that impact the quality or overall effectiveness of Head Start programs.

“(i) **PROHIBITION ON USE OF FUNDS.**—Funds under this subchapter used for training shall be used for needs identified annually by a grant applicant or delegate agency in their program improvement plan, except that funds shall not be used for long-distance travel expenses for training activities available locally or regionally or for training activities substantially similar to locally or regionally available training activities.

“(j) **DEFINITION.**—For purposes of this section, the term ‘eligible entities’ means an institution of higher education or other entity with expertise in delivering training in early childhood development, family support, and other assistance designed to improve the delivery of Head Start services.”.

#### **SEC. 113. STAFF QUALIFICATIONS AND DEVELOPMENT.**

Section 648A of the Head Start Act (42 U.S.C. 9843a) is amended as follows:

(1) By amending paragraph (2) of subsection (a) to read as follows:

“(2) **DEGREE REQUIREMENTS.**—

“(A) **IN GENERAL.**—The Secretary shall ensure that not later than September 30, 2008, at least 50 percent of all Head Start teachers nationwide in center-based programs have—

“(i) a baccalaureate, or advanced degree in early childhood education;

or

“(ii) a baccalaureate, or advanced degree in a field related to early childhood education, with experience in teaching preschool children.

“(B) **PROGRESS.**—Each Head State agency shall provide to the Secretary a report indicating the number and percentage of classroom instructors with child development associate credentials and associate, baccalaureate, or advanced degrees. The Secretary shall compile all program reports and make them available to the Committee on Education and the Workforce of the United States House of Representatives and the Committee on Health, Education, Labor, and Pensions of the United States Senate.

“(C) **REQUIREMENT FOR NEW HEAD START TEACHERS.**—Within 3 years after the date of enactment of this clause, the Secretary shall require that

all Head Start teachers nationwide in center-based programs hired following the date of enactment of this subparagraph—

“(i) have an associate, baccalaureate, or advanced degree in early childhood education;

“(ii) have an associate, baccalaureate, or advanced degree in a field related to early childhood education, with experience in teaching preschool children; or

“(iii) be currently enrolled in a program of study leading to an associate degree in early childhood education and agree to complete degree requirements within 3 years from the date of hire.

“(D) SERVICE REQUIREMENTS.—The Secretary shall establish requirements to ensure that individuals who receive financial assistance under this Act in order to comply with the requirements under section 648A(a)(2) shall subsequently teach in a Head Start center for a period of time equivalent to the period for which they received assistance or repay the amount of the funds.”.

(2) By adding the following at the end thereof:

“(f) PROFESSIONAL DEVELOPMENT PLANS.—Every Head Start agency and program shall create, in consultation with an employee, a professional development plan for all full-time employees who provide direct services to children.”.

#### SEC. 114. RESEARCH, DEMONSTRATIONS, AND EVALUATION.

Section 649 of the Head Start Act (42 U.S.C. 9844) is amended as follows:

(1) By amending subsection (a)(1)(B) to read as follows:

“(B) use the Head Start programs to develop, test, and disseminate new ideas and approaches for addressing the needs of low-income preschool children (including children with disabilities and children determined to be abused or neglected) and their families and communities (including demonstrations of innovative non-center based program models such as home-based and mobile programs), and otherwise to further the purposes of this subchapter.”.

(1) By striking paragraph (9) of subsection (d) and inserting “(9) REPEALED.—”.

(2) By striking clause (i) of subsection (g)(1)(A) and redesignating clauses (ii) and (iii) as clauses (i) and (ii).

(3) In subsection (g)(7)(C)(i) by striking “1999” and inserting “2003”, striking “2001” and inserting “2005”, and striking “2003” and inserting “2006”.

(4) By amending subsection (h) to read as follows:

“(h) NAS STUDY.—

“(1) IN GENERAL.—The Secretary shall use funds allocated in section 640(a)(2)(C)(iii) to contract with the National Academy of Sciences for the Board on Children, Youth, and Families of the National Research Council to establish an independent panel of experts to review and synthesize research, theory and applications in the social, behavioral and biological sciences and shall make recommendations on early childhood pedagogy with regard to each of the following:

“(A) Age and developmentally appropriate Head Start academic requirements and outcomes, including but not limited to the domains in 641A(a)(B).

“(B) Differences in the type, length, mix and intensity of services necessary to ensure that children from challenging family and social backgrounds including: low-income children, children of color, children with special needs, and children with limited English proficiency enter kindergarten ready to succeed.

“(C) Appropriate assessments of young children for the purposes of improving instruction, services, and program quality, including systematic observation assessment in a child’s natural environment, parent and provider interviews, and accommodations for children with disabilities and appropriate assessments for children with special needs, including English language learners.

“(2) COMPOSITION.—The panel shall consist of multiple experts in each of the following areas:

“(A) Child development and education, including cognitive, social, emotional, physical, approaches to learning, and other domains of child development and learning.

“(B) Professional development, including teacher preparation, to individuals who teach young children in programs.

“(C) Assessment of young children, including screening, diagnostic and classroom-based instructional assessment; children with special needs, including children with disabilities and limited English proficient children.

“(3) **TIMING.**—The National Academy of Sciences and the Board shall establish the panel not later than 90 days after the date of enactment of this paragraph. The panel should complete its recommendations within 18 months of its convening.

“(4) **APPLICATION OF PANEL REPORT.**—The results of the panel study shall be used as guidelines by the Secretary to develop, inform and revise, where appropriate, the Head Start education performance measures and standards and the assessments utilized in the Head Start program.”.

**SEC. 115. REPORTS.**

Section 650 of the Head Start Act (42 U.S.C. 9845) is amended as follows:

(1) The first sentence of subsection (a) is amended to read as follows: “At least once during every 2-year period, the Secretary shall prepare and submit, to the Committee on Education and the Workforce of the House of Representatives and the Committee on Health, Education, Labor and Pensions of the Senate, a report concerning the status of children (including disabled, homeless, and non-English language background children) in Head Start programs, including the number of children and the services being provided to such children.”.

(2) Paragraph (8) of subsection (a) is amended by inserting “, homelessness” after “background”.

**SEC. 116. HEAD START NONDISCRIMINATION PROVISIONS.**

Section 654 of the Head Start Act (42 U.S.C. 9849) is amended to read as follows:

**“SEC. 654. NONDISCRIMINATION PROVISIONS.**

“(a)(1) The Secretary shall not provide financial assistance for any program, project, or activity under this subchapter unless the grant or contract with respect thereto specifically provides that no person with responsibilities in the operation thereof will discriminate with respect to any such program, project, or activity because of race, creed, color, national origin, sex, political affiliation, or beliefs.

“(2) Paragraph (1) shall not apply to a recipient of financial assistance under this subchapter that is a religious corporation, association, educational institution, or society, with respect to the employment of individuals of a particular religion to perform work connected with the carrying on by such corporation, association, educational institution, or society of its activities. Such recipients shall comply with the other requirements contained in this subsection.

“(b) No person in the United States shall on the ground of sex be excluded from participation in, be denied the benefits of, be subjected to discrimination under, or be denied employment in connection with any program or activity receiving assistance under this subchapter. The Secretary shall enforce the provisions of the preceding sentence in accordance with section 602 of the Civil Rights Act of 1964. Section 603 of such Act shall apply with respect to any action taken by the Secretary to enforce such sentence. This section shall not be construed as affecting any other legal remedy that a person may have if such person is excluded from participation in, denied the benefit of, subjected to discrimination under, or denied employment (except as provided in subsection (a)(2)), in the administration of any program, project, or activity receiving assistance under this subchapter.

“(c) The Secretary shall not provide financial assistance for any program, project, or activity under this subchapter unless the grant or contract relating to the financial assistance specifically provides that no person with responsibilities in the operation of the program, project, or activity will discriminate against any individual because of a handicapping condition in violation of section 504 of the Rehabilitation Act of 1973, except as provided in subsection (a)(2).”.

**SEC. 117. EFFECTIVE DATE.**

The amendments made by this Act shall be effective with respect to fiscal years beginning on and after October 1, 2003.

## **TITLE II—STATE DEMONSTRATION PROGRAM**

**SEC. 201. STATE DEMONSTRATION PROGRAM.**

The Head Start Act is amended by inserting after section 643 the following new section:

**“SEC. 643A. STATE DEMONSTRATION PROGRAM.**

“(a) **GRANTS.**—

“(1) **IN GENERAL.**—

“(A) **ELIGIBLE STATES.**—In the case of each eligible State that submits to the Secretary an application that fulfills the requirements of this section,

the Secretary, from amounts appropriated under section 639(a), shall make a grant to the State to carry out a State demonstration program under this section, except that the Secretary shall not make such grants to more than 8 eligible States.

“(B) DETERMINATION.—The Secretary shall make awards to those States that demonstrate—

“(i) that the State standards generally meet or exceed the standards that ensure the quality and effectiveness of programs operated by Head Start agencies;

“(ii) the capacity to deliver high quality early childhood education services to prepare children, including low-income children, for school; and

“(iii)—success in improving the school readiness of children.

“(2) STATE ELIGIBILITY.—A State shall be eligible to participate in the program under this section if it meets each of the following criteria:

“(A) The State has an existing State supported system providing public prekindergarten to children prior to entry into kindergarten.

“(B) The State has implemented standards for school readiness that include standards for language, prereading and premathematics development for prekindergarten that are aligned with State kindergarten through twelfth grade academic content standards and which shall apply to all programs receiving funds under this part or provides an assurance that such standards will be aligned by the end of the second fiscal year of participation.

“(C) State and locally appropriated funds for prekindergarten services and Head Start services in the fiscal year immediately preceding the fiscal year for which the State applies for the program under this section shall not be less than 50 percent of the Federal funds that the grantees in the State received under this Act in the immediately preceding fiscal year for services to Head Start eligible children, excluding amounts for services provided under section 645A.

“(D) The State has established a means for inter-agency coordination and collaboration in the development of the plan under subsection (h).

“(b) LEAD AGENCY.—A program under this section shall be administered by a State governmental entity designated by the Chief Executive Officer of the State as the lead State agency.

“(c) STATE OPERATION OF PROGRAM.—The State may conduct all or any part of the program under this section (including the activities specified in subsection (g)) directly or by grant, contract, or cooperative agreement.

“(d) TRANSITION.—

“(1) IN GENERAL.—For 36 months after the effective date of this section, the State shall continue to provide funds to each local grantee who—

“(A) was receiving funds under this subchapter, as in effect prior to the date of enactment of this section, and

“(B) is serving the geographic area covered by the plan in section 643A(h). Such continuing grants shall be made in accordance with the terms of the grant made to the local grantee immediately prior to such date of enactment. This paragraph shall not apply to a grant applicant who has experienced substantial uncorrected deficiencies on Department of Health and Human Services monitoring reports during any year of the most recent 5-year period, or to a grantee that, as determined by the State, does not comply with the State plan described in subsection 643A(h) submitted to the Secretary.

“(e) FEDERAL FINANCIAL ASSISTANCE.—

“(1) ALLOCATION OF FEDERAL ALLOTMENTS TO STATE PROGRAMS.—From each total amount described in paragraph (2) allotted to a State for a fiscal year, the Secretary shall pay to a State with a program approved under this section for such fiscal year an amount equal to—

“(A) if the State program is statewide, 100 percent of such total amount; and

“(B) if the State program is limited to a geographic area or areas, the sum of—

“(i) an amount equal to the amount received by grantees in such geographic area or areas for the Federal fiscal year preceding the first fiscal year of the State program under this section; plus

“(ii) an amount bearing the same ratio to the excess (if any) above the total amount for such preceding fiscal year as the number of children less than 5 years of age from families whose income is below the poverty line in the geographic area or areas included in the program



bears to the total number of such children in the State (as determined using the same data used pursuant to section 640(a)(4)(B)).

“(2) FUNDS ALLOCATED.—For purposes of paragraph (1), amounts described in this paragraph are:

“(A) BASIC STATE ALLOTMENTS.—Amounts allotted to States pursuant to section 640(a)(4), including amounts reserved pursuant to section 640(a)(5), excluding amounts for services provided under section 645A.

“(B) STATE ALLOTMENTS OF EXPANSION FUNDS.—Amounts allotted to States pursuant to section 640(a)(3)(D)(i)(I) for program expansion.

“(C) QUALITY IMPROVEMENT FUNDS.—Quality improvement funds (if any) reserved pursuant to section 640(a)(3).

“(D) TRAINING AND TECHNICAL ASSISTANCE FUNDS.—An amount bearing the same ratio to the amount set aside for training and technical assistance activities pursuant to section 640(a)(2)(C)(i) and (ii) as the State’s share of amounts allotted under section 640(a)(4)(B) bears to the total amount so allotted (and for purposes of subparagraph (A), such amount shall be considered an amount allotted to the State for the fiscal year).

“(3) NON-FEDERAL MATCH.—(A) In determining the amount of Federal and non-Federal contributions for purposes of this section, the amounts required to be expended by the State under subsection (h)(14)(B) (relating to maintenance of effort) shall be excluded.

“(B) Financial assistance made available to a State under this subchapter shall be in an amount equal to 95 percent of the total amount expended for such programs. The Secretary shall require non-Federal contributions in an amount equal to 5 percent of the total amount expended under this subchapter for such programs.

“(C) Non-Federal contributions may be made in cash or in kind, fairly evaluated, including plant, equipment, or services.

“(4) COMBINED OPERATIONS WITH OTHER EARLY CHILDHOOD EDUCATION PROGRAMS.—A State may combine funds for a program under this section with funds for other early childhood programs serving children in the same age group, as long as all applicable requirements of this subchapter are met with respect to either—

“(A) the entire combined program; or

“(B) each child served in such combined program for whom the services provided are funded from appropriations under this subchapter or non-Federal matching contributions under this subchapter.

“(5) USE OF FUNDS WITHOUT REGARD TO ALLOTMENT PURPOSES.—A State may use funds received pursuant to this section for any program purpose set forth in section 636, without regard to the purposes for such funds specified in section 640.

“(6) OTHER FUNDS.—Funds received under this section shall not supplant any non-Federal, State or local funds that would otherwise be used for activities authorized under this section or similar activities carried out in the State.

“(f) COORDINATION AND CHOICE.—

“(1) IN GENERAL.—A State demonstration Program shall be coordinated with the education programs of local educational agencies in the State to ensure that the program is effectively designed to develop in children in the program the knowledge and behaviors necessary to transition successfully to kindergarten and to succeed in school.

“(2) PROGRAMS CONCERNED.—

“(A) REQUIRED PROGRAMS.—Such coordination shall occur regarding the implementation of the following:

“(i) The Early Reading First and Even Start programs under title I, part B, subparts 2 and 3 of the Elementary and Secondary Education Act of 1965, and other preschool programs carried out under title I of that Act.

“(ii) State prekindergarten programs.

“(iii) The Ready-to-Learn Television Program under subpart 3 of Part D of title II of the Elementary and Secondary Education Act.

“(B) OPTIONAL PROGRAMS.—Such coordination may occur regarding the implementation of the following:

“(i) Programs under the Child Care and Development Block Grant Act.

“(ii) Other publicly funded early childhood education programs.

“(3) PARENTAL CHOICE.—The program shall allow parents to choose the preschool program for their child.

“(g) REQUIRED SERVICES.—With funds under this section, the State shall provide services described in section 641A at least as extensive as were provided, and to at

least as many low-income children and families in each fiscal year as were provided such services, with such funds in the base year in the State (or, if applicable, in the geographic area included in the State program). A program under this section shall include the following comprehensive activities designed to promote school readiness and success in school:

- “(1) CHILD DEVELOPMENT AND EDUCATION.—Activities with enrolled children that promote—
  - “(A) cognitive development, language development, prereading, and premathematics knowledge and skills;
  - “(B) physical development, health, and nutrition (including through coordination with, and referral of children and families to local health service entities; and
  - “(C) social development important for environments constructive for child development, early learning, and school success.
- “(2) PARENT EDUCATION AND INVOLVEMENT.—Activities with the parents of enrolled children directed at enhancing and encouraging—
  - “(A) involvement in, and ability to support, their children’s educational development;
  - “(B) parenting skills and understanding of child development; and
  - “(C) ability to participate effectively in decisions relating to the education of their children.
- “(3) SOCIAL AND FAMILY SUPPORT SERVICES.—Activities directed at securing appropriate social and family support services for enrolled children and their families, primarily through referral and coordination with local, State, and Federal entities that provide such services.
- “(4) HEAD START SERVICES.—For purposes of paragraph (1) Head Start services furnished in a State program under this section shall include all Head Start services, other than—
  - “(A) Indian Head Start programs and migrant and seasonal Head Start programs supported with funds reserved under section 640(a)(2)(A); and
  - “(B) Early Head Start services provided under section 645A.
- “(h) STATE PLAN.—A State proposing to administer a program under this section shall submit a State plan to the Secretary. The State plan shall include the following:
  - “(1) LEAD STATE AGENCY.—The plan shall identify the entity designated by the Chief Executive Officer of the State as the lead State agency.
  - “(2) GEOGRAPHIC AREA.—The plan shall specify whether the program is statewide, and, if it is not, identify the geographic area or areas covered by the plan. A geographic area may be a city, county, standard metropolitan statistical area, or such other geographic area in the State.
  - “(3) PROGRAM PERIOD.—A State program under this section shall be in effect for 5 Federal fiscal years.
  - “(4) PROGRAM DESCRIPTION.—The plan shall describe the services under subsection (f) to be provided in the program and arrangements the State proposes to use to provide the services specified in subsection (g), including how the State will leverage existing delivery systems for such services.
  - “(5) NEEDS ASSESSMENT.—The plan shall describe the results of a State needs assessment and shall provide an assurance that the State will use the results to identify the needs for early childhood education services within a State or geographic area to be served and is targeting services to those areas of greatest need and to expand and improve services to disadvantaged children in the State.
  - “(6) ASSURANCE OF COMPLIANCE.—The plan shall provide an assurance that the State program will comply with the requirements of this section, including each of the following:
    - “(A) PRIORITY FOR LOW-INCOME CHILDREN.—Requirements established pursuant to section 645(a) concerning the eligibility and priority of individuals for participation in Head Start programs.
    - “(B) CONTINUATION FOR EXISTING PROVIDERS.—An applicant who received funds under this subchapter in prior fiscal years and has not corrected any substantial deficiencies identified in the past 5 years shall not be eligible to receive any grants, contract, or cooperative agreements under this section.
    - “(C) PARTICIPATION OF CHILDREN WITH DISABILITIES.—Requirements pursuant to section 640(d) concerning Head Start enrollment opportunities and services for children with disabilities.
    - “(D) PROVISIONS CONCERNING FEES AND COPAYMENTS.—The provisions of section 645(b) concerning the charging of fees and the circumstances under which copayments are permissible.

“(E) FEDERAL SHARE; STATE AND LOCAL MATCHING.—The provisions of section 640(b) limiting Federal financial assistance for Head Start programs, and providing for non-Federal contributions.

“(F) ADMINISTRATIVE COSTS.—The provisions of section 644(b) limiting the share of program funds that may be used for developing and administering a program.

“(G) FEDERAL PROPERTY INTEREST.—Applicable provisions of this subchapter regarding the Federal Government interest in property (including real property) purchased, leased, or renovated with Federal funds.

“(7) IDENTIFICATION OF BARRIERS.—The plan shall identify barriers in the State to the effective use of Federal, State, and local public funds, and private funds, for early education and care that are available to the State on the date on which the application is submitted.

“(8) STATE GUIDELINES FOR SCHOOL READINESS.—The plan shall include—

“(A) a State definition of school readiness;

“(B) a description of the State’s general goals for school readiness, including how the State intends to—

“(i) promote and maintain ongoing communication and collaboration between providers of early care and education and local educational agencies in the State;

“(ii) align early childhood and kindergarten curricula to ensure program continuity; and

“(iii) ensure that children successfully transition to kindergarten.

“(9) TEACHER QUALIFICATIONS.—The plan shall assure that the qualifications and credentials for early childhood teachers meet or exceed the standards in section 648A(a)(2)(A), (B), and (C).

“(10) PROFESSIONAL DEVELOPMENT.—The plan shall provide a description of the State plan for assuring the ongoing professional development of early childhood educators and administrators including how the State intends to—

“(A) improve the competencies of early childhood educators in meeting the cognitive and other developmental needs of young children through effective instructional strategies, methods, and skills;

“(B) develop and implement initiatives to effectively recruit and promote the retention of well-qualified early childhood educators;

“(C) encourage institutions of higher education, providers of community-based training, and other qualified providers to develop high-quality programs to prepare students to be early childhood education professionals; and

“(D) improve the quality of professional development available to meet the needs of teachers that serve preschool children.

“(11) QUALITY STANDARDS.—The State shall describe the State’s standards, applicable to all agencies, programs, and projects that receive funds under this subchapter, including a description of—

“(A) standards with respect to services required to be provided, including health, parental involvement, nutritional, social, transition activities described in section 642(d) of this subchapter, and other services;

“(B)(i) education standards to promote the school readiness of children participating in a State program under Title II of this subchapter; and

“(ii) additional education standards to ensure that the children participating in the program, at a minimum develop and demonstrate—

“(I) language skills;

“(II) prereading knowledge and skills, including interest in and appreciation of books, reading and writing either alone or with others;

“(III) premathematics knowledge and skills, including aspects of classification, seriation, number, spatial relations, and time;

“(IV) cognitive abilities related to academic achievement;

“(V) social development important for environments constructive for child development, early learning, and school success; and

“(VI) in the case of limited-English proficient children, progress toward acquisition of the English language;

“(C) the State’s minimum standards for early childhood teacher credentials and qualifications;

“(D) the student-teacher ratio for each age-group served;

“(E) administrative and financial management standards;

“(F) standards relating to the condition and location of facilities for such agencies, programs, and projects; and

“(G) such other standards as the State finds to be appropriate.

“(12) STATE ACCOUNTABILITY SYSTEM.—

“(A) IN GENERAL.—The State plan shall—

“(i) ensure that individual providers are achieving results in advancing the knowledge and behaviors identified by the State as prerequisites for kindergarten success; and

“(ii) specify the measures the State will use to evaluate the progress toward achieving such results and the effectiveness of the State program under this section, and of individual providers in such program.

“(B) PUBLICATION OF RESULTS.—

“(i) IN GENERAL.—Subject to clause (ii), the results shall be made publicly available in the communities served by the program.

“(ii) CONFIDENTIALITY SAFEGUARDS.—The system shall have in effect privacy safeguards ensuring that information on children included in data and results made public in accordance with clause (i) shall be in aggregated form, and shall not include information allowing identification of individual children.

“(13) TRANSITION PLAN.—The initial State plan shall make provision for transition from the direct Federal program under section 640 to the demonstration program.

“(14) COOPERATION WITH RESEARCH STUDIES.—The plan shall provide assurances that the State will cooperate with research activities described in section 649.

“(15) MAINTENANCE OF EFFORT.—The State plan shall—

“(A) contain a commitment to provide data, at such times and in such format as the Secretary requires, concerning non-Federal expenditures and numbers of children and families served in preschool and Head Start programs during the base year and each fiscal year covered under the State plan, sufficient to satisfy the Secretary that the State program will meet its obligation with respect to the maintenance of effort requirement under subparagraph (B); and

“(B) assure that the resources (which may be cash or in-kind) contributed by the State government to child care for preschool-aged children and other preschool programs, including Head Start, in the State (or, if applicable, in the geographic area included in the State program) for each fiscal year in which the program under this section is in effect shall be in an amount at least equal to the total amount of such State governmental resources contributed to support such programs in the State (or geographic area) for the base year.

“(16) TRAINING AND TECHNICAL ASSISTANCE.—The State plan shall describe the training and technical assistance activities that shall provide high quality, sustained, intensive, and classroom-focused training and technical assistance in order to have a positive and lasting impact on classroom instruction.

“(i) RECORDS, REPORTS AND AUDITS.—The State agency administering the State program, and each entity participating as a Head Start service provider, shall maintain such records, make such reports, and cooperate with such audits as the Secretary may require for oversight of program activities and expenditures.

“(j) INAPPLICABILITY OF PROVISIONS CONCERNING PRIORITY IN AGENCY DESIGNATION.—The provisions of subsections (c) and (d) of section 641 (concerning priority in designation of Head Start agencies, successor agencies, and delegate agencies) shall not apply to a State program under this section.

“(k) CONSULTATION.—A State proposing to administer a program under this section shall submit, with the plan under this section, assurances that the plan was developed through timely and meaningful consultation with appropriate public and private sector entities, including—

“(1) representatives of agencies responsible for administering early education and care programs in the State, including Head Start providers;

“(2) parents;

“(3) the State educational agency and local educational agencies;

“(4) early childhood education professionals;

“(5) kindergarten teachers and teachers in grades 1 through 4;

“(6) child welfare agencies;

“(7) child care resource and referral agencies;

“(8) child care providers; and

“(9) a wide array of persons interested in and involved with early care and early education issues in the State, such as representatives of—

“(A) health care professionals;

“(B) the State agency with responsibility for the special supplemental nutrition program for women, infants, and children established by section 17 of the Child Nutrition Act of 1966;

“(C) institutions of higher education;

“(D) community-based and faith-based organizations;

- “(E) the business community;
- “(F) State legislators and local officials;
- “(G) museums and libraries;
- “(H) other relevant entities in the State; and
- “(I) other agencies that provide resources for young children.

“(1) STATE PLAN SUBMISSION.—An application shall be submitted by a State pursuant to this section to the Secretary, in consultation with the Secretary of Education, and shall be deemed to be approved by the Secretary unless the Secretary makes a written determination, prior to the expiration of a reasonable time beginning on the date on which the Secretary received the application, that the application is not in compliance with this section.

“(m) TREATMENT OF FUNDS.—If a State or local government contributes its own funds to supplement activities carried out under the applicable programs, the State or local government has the option to separate out the Federal funds or commingle them. If the funds are commingled, the provisions of this subchapter shall apply to all of the commingled funds in the same manner, and to the same extent, as the provisions apply to the Federal funds.

“(n) FEDERAL OVERSIGHT AUTHORITY; CORRECTIVE ACTION; WITHDRAWAL OF APPROVAL.—

“(1) FEDERAL OVERSIGHT.—The Secretary shall retain the authority to oversee the operation of the State program under this section, including through review of records and reports, audits, and onsite inspection of records and facilities and monitoring of program activities and operations.

“(2) CORRECTION OF DEFICIENCIES.—If the Secretary determines that a State program under this section substantially fails to meet the requirements of this section, the Secretary shall notify the State of the deficiencies identified and require corrective action as follows:

“(A) DEFICIENCIES CAUSING IMMEDIATE JEOPARDY.—The Secretary shall require immediate corrective action to eliminate a deficiency that the Secretary finds threatens the health or safety of staff or program participants or poses a threat to the integrity of Federal funds.

“(B) OTHER DEFICIENCIES.—The Secretary, taking into consideration the nature and magnitude of a deficiency not described in subparagraph (A), and the time reasonably required for correction, may—

“(i) require the State to correct the deficiency within 90 days after notification under this paragraph; or

“(ii) require the State to implement a quality improvement plan designed to correct the deficiency within one year from identification of the deficiency.

“(3) WITHDRAWAL OF APPROVAL.—If the deficiencies identified under paragraph (2) are not corrected by the deadlines established by the Secretary, the Secretary shall initiate proceedings to withdraw approval of the State program under this section.

“(4) PROCEDURAL RIGHTS.—A State subject to adverse action under this subsection shall have the same procedural rights as a Head Start agency subject to adverse action under section 641A.

“(o) INDEPENDENT EVALUATION.—

“(1) IN GENERAL.—The Secretary shall contract with an independent organization outside of the Department to design and conduct a multi-year, rigorous, scientifically valid, quantitative evaluation of the State demonstration program.

“(2) PROCESS.—The Secretary shall award a contract within 180 days of the date of enactment of the School Readiness Act of 2003, to an organization that is capable of designing and carrying out an independent evaluation described in this subsection.

“(3) ANALYSIS.—The evaluation shall include an analysis of each State participating in the State demonstration program, including—

“(A) A quantitative description of the State prekindergarten program and Head Start programs within such State, as such programs existed prior to participation in the State demonstration program, including:

“(i) data on the characteristics of the children served, including the overall number and percentages of children served disaggregated by socioeconomic status, race and ethnicity of those served;

“(ii) the quality and characteristics of the services provided to such children; and

“(iii) the education attainment of instructional staff.

“(B) A quantitative and qualitative description of the State program after each year of participation in the State demonstration, which shall include each of the following:

“(i) A description of changes in the administration of the State program, including the Head Start program, within such State.

“(ii) The rate of progress of the State in improving the school readiness of disadvantaged children in the key domains of development.

“(iii) Data as described in subparagraph (A), as updated annually.

“(iv) The extent to which each State has met the goals established by such State with respect to annual goals as described under section 643(h)(10).

“(4) REPORT.—(A) The Secretary shall provide an interim report on the progress of such evaluation and of the progress of States participating in the State demonstration in increasing the availability of high quality prekindergarten services for low-income children not later than October 1, 2006 to the Committee on Education and the Workforce in the House of Representatives and the Committee on Health, Education, Labor, and Pensions in the Senate.

“(B) The Secretary shall provide a final report to the Committee on Education and the Workforce in the House of Representatives and the Committee on Health, Education, Labor, and Pensions in the Senate, not later than October 1, 2007, which shall include an overall evaluation of the State demonstration program, including an assessment of its success in increasing the overall availability of high quality prekindergarten services for low income children in each of the participating States as compared to a representative sample of non-participating States.

“(p) DEFINITION.—For purposes of this section, the term ‘base year’ means the fiscal year 2003.”.

#### PURPOSE

H.R. 2210, the School Readiness Act of 2003, amends and improves the Head Start Act to improve the school readiness of disadvantaged children, and for other purposes.

#### COMMITTEE ACTION

#### SUBCOMMITTEE HEARINGS

On March 6, 2003, the Subcommittee on Education Reform held a hearing on Head Start: Working Toward Improved Results for Children. The hearing addressed the effectiveness of the Head Start program in preparing low-income children for school. The testifying witnesses included Dr. Wade Horn, Assistant Secretary of the Administration for Children and Families, Department of Health and Human Services, Washington, DC; Governor John Rowland of Connecticut; Ms. Nell Carvell, developer of the LEAP Curriculum used in the Cone Head Start Center of Dallas, Texas; Mr. Ron Herndon, Chairman of the National Head Start Association located in Arlington, Virginia, and Mr. Dwayne Crompton, Executive Director of the KCMC Child Development Corporation of Kansas City, Missouri.

On June 3, 2003, the Subcommittee on Education Reform held a second hearing, discussing H.R. 2210, the School Readiness Act of 2003. Ms. Amy Wilkins, Executive Director of The Trust for Early Education, Washington, DC; Dr. Robert Lawrence, Assistant Director of Collaborative Services and Director of the Head Start State Collaboration Project in the Georgia Office of School Readiness of Atlanta, Georgia (accompanied by Ms. Daphne Haley, Director of the Pre-kindergarten Division of the Georgia Office of School Readiness of Atlanta, Georgia); and Ms. Helga Lemke, Executive Director of the Community Action Partnership of Sonoma County, in Santa Rosa, California all testified before the Subcommittee.

## LEGISLATIVE ACTION

On Tuesday, May 22, 2003, Representative Michael N. Castle, along with Representatives Boehner (R-OH), Brown (R-SC), Cunningham (R-CA), Isakson (R-GA), McKeon, (R-CA), Murphy (R-PA), Regula (R-OH), and Wilson (R-SC) introduced H.R. 2210, the School Readiness Act of 2003, a bill to reauthorize the Head Start Act through 2008.

On Thursday, June 12, 2003 the Subcommittee on Education Reform considered H.R. 2210 in legislative session and reported it favorably, as amended, to the Committee on Education and the Workforce. The rollcall vote was 11–9. The Subcommittee adopted the following amendments:

1. An amendment in the nature of a substitute offered by Mr. Castle, adopted by a rollcall vote of 11–9. The substitute amendment contained technical and clarifying changes to both Title I and Title II of the base bill, as well as the following:

- Language declaring that monitoring visits would be unannounced;
- Language clarifying that faith-based Head Start providers may hire only those with similar religious beliefs;
- A limitation of eight on the number of states permitted to participate in the demonstration program;
- A requirement that the education standards developed by the states in the demonstration address the same categories as in the Title I program;
- An elimination of the option to include Early Head Start in the state demonstration; and
- A requirement that an interim report be provided to Congress evaluating the progress made by states participating in the demonstration toward increasing the availability of high quality pre-school to low-income children.

2. An amendment offered by Mr. Osborne, adopted by voice vote. Mr. Osborne's amendment maintains and strengthens parental involvement as children transition from Head Start to kindergarten.

3. An amendment offered by Mr. Upton, adopted by a roll call vote of 10–8. Mr. Upton's amendment extends the period of time for which current local Head Start grantees receive funding at the fiscal year 2003 level or higher. In the substitute, the time period is listed as one year. The amendment increases the hold harmless period to three years.

4. An amendment offered by Mrs. Biggert, adopted by voice vote. Mrs. Biggert's amendment, through both allowable and required uses of funds, increases and improves Head Start services to homeless children by ensuring that grantees conduct outreach to the local homeless population and requiring coordination between grantees and school based coordinators authorized by the McKinney-Vento Homeless Education Improvement Act.

5. Three amendments offered en bloc by Mr. Grijalva, adopted by voice vote. Mr. Grijalva's first amendment requires that in the periodic review of the Head Start grantee, an assessment be conducted regarding the extent to which the program has met community needs, particularly the needs of limited English proficient and migrant and seasonal populations. The second, as an allowable use of funds, directs local grantees to use quality improvement funds for

outreach to limited English proficient and migrant and seasonal families. The third of Mr. Grijalva's amendments, as a required use of technical and training assistance funds, mandates that the Secretary provide funds for the training of Head Start personnel in addressing the unique needs of limited English proficient and migrant and seasonal families.

6. Two amendments offered en bloc by Mr. Ehlers, adopted, as altered, by voice vote. Mr. Ehlers' first amendment further clarifies "pre-mathematics knowledge and skills" as used in education standards under the quality standards in both Title I and Title II. Mr. Ehlers' second amendment includes migrant and seasonal Head Start programs as Early Head Start eligible service providers, and also includes migrant and seasonal Head Start providers in the list of entities that must be consulted with when developing a state-wide system of training and technical assistance.

7. An amendment offered by Mr. Platts, adopted by voice vote. Mr. Platts' amendment requires states participating in the demonstration described in Title II to have early childhood education standards that "generally meet or exceed" the national Head Start standards. In addition, the amendment requires standards for teacher qualifications that "meet or exceed" those outlined in the School Readiness Act of 2003.

8. An amendment offered by Mrs. Davis of California, adopted by a roll call vote of 11–6. Mrs. Davis' amendment reinserts the wording containing "social and emotional" in the various places it was removed in the substitute.

9. An amendment offered by Mr. Kind, adopted by voice vote. Mr. Kind's amendment, through a required use of funds, directs the Secretary to contract with the National Academy of Sciences' Board of Children, Youth, and Families of the National Research Council and the Institute of Medicine. The contract would establish an independent panel of experts to research and make recommendations on early childhood pedagogy. The Secretary shall use these recommendations where appropriate to revise Head Start education performance standards, measures, and assessments.

10. An amendment offered by Mr. Van Hollen, adopted by voice vote. Mr. Van Hollen's amendment requires the creation of developmentally appropriate curricula between Head Start and the local educational agency to ensure an effective transition and appropriate shared expectations during the transition from Head Start programs to kindergarten.

11. An amendment offered by Mr. Davis and Mr. Case, adopted 11–9. This amendment strikes language replacing "multi-cultural nature of" with "variations of" in the substitute referencing section 649. It also inserts "including linguistic and cultural" to describe issues about which the reviewers should have knowledge to effectively conduct reviews of Head Start programs.

12. An amendment offered by Mrs. Majette, adopted by voice vote. Mrs. Majette's amendment requires consideration of both education standards and comprehensive services standards when designating agencies to be Head Start providers and when selecting providers to consult when creating a statewide system of training and technical assistance.

On June 18–19, 2003 the Committee on Education and the Workforce considered H.R. 2210 in legislative session. On June 19, 2003,



the Committee reported the bill favorably, as amended, to the House of Representatives. The rollcall vote was 27–20. The Committee adopted the following amendments:

1. An amendment in the nature of a substitute offered by Mr. Castle, adopted by voice vote. The substitute amendment contained technical and clarifying changes to both Title I and Title II of the base bill, as well as the following:

- Language clarifying that no more than 10 percent of children who do not meet Head Start income eligibility requirements may be served by the program;
- Language clarifying that nothing in the School Readiness Act should be construed to require a state to establish a program of early education for children in the state or require any child to participate in a program of early education;
- Language requiring all curricula and instructional materials to be scientifically based, age-appropriate, and provided to parents for inspection upon their request;
- Language requiring the Secretary to consult with a state's collaboration board when awarding state training and technical assistance grants;
- Language addressing issues related to abused or neglected children in need of Head Start services;
- Language clarifying that states participating in the state demonstration program have the option of separating or commingling state and federal funds, and that all commingled early education funds are to be treated as federal funds;
- Language requiring grantees participating in the state option must comply with the state plan, even during the three year hold harmless period; and
- Language stipulating that the three year hold harmless period takes effect on the date of enactment of the School Readiness Act.

2. An amendment offered by Mrs. Biggert, adopted by voice vote. This amendment adds language restricting the use of training and technical assistance funds for long distance travel when similar training is available locally.

3. An amendment offered by Mr. Ehlers, adopted by voice vote. This amendment, through an allowable use of funds, adds language giving migrant and seasonal Head Start programs priority in receiving money to serve additional children, if the budget for training and technical assistance money is less than 2 percent.

4. An amendment offered by Mrs. Musgrave, adopted by voice vote. This amendment adds language requiring Head Start agencies to consult with local preschool and child care providers to assess the cost effectiveness of collaboration before deciding building or purchasing a new facility.

5. An amendment offered by Mr. Tierney, adopted by voice vote. This amendment adds homeless families as one of the populations requiring specific outreach and training by Head Start programs and personnel.

6. An amendment offered by Mr. Davis of Illinois, adopted by voice vote. This amendment requires grantees to extend outreach to fathers and conduct other activities performed in order to strengthen the role of fathers in families.

7. An amendment offered by Mrs. Musgrave, adopted by voice vote. This amendment requires states, when submitting an application to participate in the state demonstration program, to include in their plan how they will leverage existing systems for the delivery of early childhood education services.

#### SUMMARY

##### *Purpose*

The School Readiness Act of 2003 reforms Head Start to improve the overall school readiness of disadvantaged children through an increased academic focus and the continued provision of health, nutrition, and other services.

#### TITLE I

##### *Funding*

The School Readiness Act authorizes \$6.87 billion for fiscal year 2004, and such sums as may be necessary for fiscal years 2005 through 2008. This is a \$202 million increase over fiscal year 2003 levels. Of the total amount, \$20 million is authorized for new or ongoing reports and evaluations of the Head Start program. An additional \$5 million is authorized for each fiscal year from 2004 through 2008 to help Governors who develop and implement a coordinated state system for early childhood education.

##### *Academic focus/school readiness*

The School Readiness Act establishes new quality standards that ensure children enrolled in the program develop and demonstrate: language skills; pre-reading knowledge, including an interest in and appreciation of books; reading and writing; pre-mathematics knowledge, such as recognition of numbers and counting; cognitive abilities related to academic achievement; and social development important for environments constructive for child development, early learning and school success. The School Readiness Act continues to require limited English proficient (LEP) children to make progress toward acquisition of the English language. It requires applicants to demonstrate the capacity to serve eligible children with scientifically based programs that promote school readiness and meet quality standards.

##### *Teacher quality/professional development*

In response to consistent research findings that teacher quality directly affects child outcomes, the School Readiness Act of 2003 requires at least 50 percent of Head Start teachers nationwide to have a baccalaureate degree by September 30, 2008, and all new Head Start teachers hired after three years from the date of enactment to have at least an associate degree or be enrolled in a program leading to a degree in early childhood education or related field. All Head Start grantees are required to create a professional development plan for each full-time employee who provides direct services to children.

##### *Coordination and collaboration*

The School Readiness Act enhances coordination of Head Start with numerous public and private entities in an effort to generate

support and leverage the resources of the entire local community to improve school readiness. Head Start grantees are asked to coordinate their programs with state pre-kindergarten and other publicly funded early childhood education programs, the chief state school officer, and local education agencies. The School Readiness Act also encourages Head Start collaboration with community- and faith-based organizations, state and local social service agencies, museums, libraries, and the private sector. State collaboration grants are to be funded in each state and be managed by a high-level official appointed by the Governor. The Director of State Collaboration is required to create a board that includes state and local entities involved in providing services to low-income children and their families. The board will work with the Director of State Collaboration to assess community needs and implement activities to improve statewide coordination and collaboration of early childhood education.

*Training and technical assistance (T&TA)*

The School Readiness Act changes the training and technical assistance (T&TA) set-aside from at least 2 percent to at least 1 percent, but no more than 2 percent, to provide additional flexibility with program dollars. Of the total amount reserved for T&TA, 50 percent is directed to local Head Start agencies for use in complying with performance standards; 30 percent will support state networks providing early childhood education training; and 20 percent is provided to the Secretary to assist local Head Start programs in meeting the performance standards.

The School Readiness Act authorizes the use of funds to develop a coordinated statewide system of training and technical assistance. States are encouraged, but not required, to supplement Head Start funds with additional state funds to leverage the T&TA infrastructure for use by other early childhood educators. The entity designated to provide T&TA at the state level is to be selected by the Secretary, in consultation with the collaboration board under the direction of the State Director of Collaboration, by a competitive bid process.

## TITLE II

Title II of H.R. 2210 authorizes a state demonstration program to allow a limited number of states the opportunity to integrate preschool programs with Head Start to create a seamless system of early education and care with the goal of ensuring that all participating children are prepared to succeed in school.

*Eligibility*

The state demonstration is limited to 8 states with a proven investment in early childhood education and an established, pre-existing preschool system with school readiness guidelines and quality standards. In order to be eligible a state would need to demonstrate that it:

- Currently invests in Head Start or state pre-kindergarten programs at a funding level that is equal to at least half of the state's head start allotment;
- Has existing pre-K state standards aligned with state K-12 education standards (a state with pre-existing standards

may be eligible if such standards are not aligned with state K–12 standards if the state agrees to realign standards within two years);

- Has existing professional development criteria for early childhood educators; and
- Has an established means of inter-agency coordination.

#### *Participation*

Eligible states would be required to submit a plan to the Secretary of Health and Human Services that would describe how the state intends to coordinate Head Start programs with other publicly funded early education programs, including state preschool programs, Early Reading First, Even Start, and Title I preschool activities. States would be encouraged, but not required, to coordinate child care programs that receive funding under the Child Care and Development Block Grant and other child care services with the above programs.

#### *Commitment to state funding for early childhood education*

A state participating in the demonstration program would be required to maintain or expand its financial commitment to early childhood education. To qualify for participation, a state must invest at a level that is equal to at least half of the state's Head Start allotment. States would be restricted from displacing current spending on early childhood education with funds received by the state to support Head Start. Participating states would not be permitted to use federal or state early childhood education funds for anything other than Head Start and other early education programs. States that participate in the demonstration project must remain committed to investing non-federal dollars in early childhood education at the state level through maintenance of effort (MOE) based on fiscal year 2003 spending and a 5 percent state match requirement from any non-federal sources (in addition to the MOE). For the purposes of the state match, in-kind contributions such as professional development and building space may be considered as state spending, but states could not include dollars spent from federal block grants (for example, TANF or CCDBG) or other federal sources in their calculation of state spending on early childhood education.

#### *Quality standards*

In order to participate in the state demonstration program, states must have standards for school readiness and comprehensive services that “generally meet or exceed” the federal Head Start standards. These state standards that meet or exceed Head Start standards are required in the following areas:

- Services to be provided (including health, parental involvement, nutritional, social and transition);
  - Education standards to promote school readiness;
  - Administrative financial management;
  - The condition and location of facilities operating programs;
- and
- Other standards the state determines to be appropriate.

States must require that their early childhood teachers meet or exceed federal Head Start standards: all new hires must have an

associate degree by 2005 and half of all teachers have a bachelor degree by 2008. Finally, states must continue to provide the same level of comprehensive services, including health and nutrition services, parental involvement and social and family support services.

*Protection for current grantees*

Current grantees that have not experienced substantial and uncorrected deficiencies on HHS monitoring reports within the past 5 years would continue to receive funding for three years after the date of enactment of the School Readiness Act of 2003. In order to continue providing services in a state participating in the demonstration program, grantees must adhere to all state plan requirements of that state.

*Evaluation*

The bill authorizes an independent evaluation of the state demonstration program designed and conducted by an independent advisory committee to produce findings on the success of the demonstration in improving the quality of services provided and the progress of the state in improving the school readiness of disadvantaged children. An interim report is due to Congress by October 1, 2006 and a final report by October 1, 2007.

## COMMITTEE VIEWS

### OVERVIEW

Head Start was established in 1965 by President Lyndon B. Johnson as part of the War on Poverty and is one of the nation's most popular domestic programs. The program provides educational and other support services to prepare extremely low-income children for school. Strengthening early childhood education programs, including Head Start, is one of President George W. Bush's top domestic policy agenda items. Head Start is the federal government's largest effort to prepare the nation's most disadvantaged children for school.

Head Start provides a range of services, including education, nutrition, health, and parent training, to over 20 million preschool children and their families living in poverty. Federal Head Start funds are provided directly to local grantees, rather than through states. Programs are locally designed and administered by a network of about 1,500 public and private nonprofit agencies, or grantees. Grantees are required to reserve at least ten percent of their slots for children with disabilities. In 1994, Early Head Start was established to serve pre-natal mothers and infants and toddlers under the age of three.

The School Readiness Act of 2003, H.R. 2210, reforms Head Start to improve the overall school readiness of disadvantaged children through an increased focus on academic performance. Improving school preparedness and teacher quality are key components of H.R. 2210. These goals are critical given the new requirements of the No Child Left Behind Act, which mandates that children read on grade level by the end of third grade.

The School Readiness Act closely mirrors the Administration's Head Start plan that builds upon the themes and conceptual

framework for early childhood education outlined in the Good Start, Grow Smart plan introduced by the President last year. It includes a state demonstration program that would allow 8 eligible states with pre-existing state pre-kindergarten programs to integrate Head Start into their state-run system of early childhood education. However, the School Readiness Act would not move the program's administrative functions from the Department of Health and Human Services to the Department of Education as proposed by the President.

#### ENHANCING THE SCHOOL READINESS OF HEAD START CHILDREN

Knowledge about children's learning has expanded greatly during the past two decades. Research in the neurobiological and behavioral sciences suggests the importance of a child's experiences during the first years of life for healthy brain development. From birth through age five, children rapidly develop the capabilities on which subsequent development builds. According to child development expert Dr. T. Berry Brazelton, "A child's experiences in the first months and years of life determine whether he or she will enter school eager to learn or not."

Given all that has been learned about the development of young children, there is not a single definition of school readiness that is consistently used across this country. A group of researchers at the Frank Porter Graham Child Development Center at the University of North Carolina have defined school readiness as the condition of children when they enter school, and the capacity of schools to educate the children enrolled. According to the research team, "the readiness puzzle can only be solved if the two pieces fit together" (Bailey, 1999).

While the resources to fund Head Start are significant, results have sometimes been mixed. Studies indicate that children who are enrolled in Head Start make some progress, but are still lagging far behind the national average in school readiness. A recent publication by the U.S. Department of Health and Human Services (HHS), *Strengthening Head Start: What the Research Shows*, provides an in-depth analysis of the outcomes for children and families served by the Head Start program. Based on data from the Family and Child Experiences Survey (FACES), the HHS analysis concludes that both higher and lower achieving Head Start children have low scores on school readiness evaluations overall and show limited progress after completion of the Head Start program. In other words, Head Start children enter and leave the program with below-average skills and knowledge levels (HHS, 2003).

These data indicate that Head Start children are entering kindergarten without the crucial knowledge levels that have been proven to be excellent predictors of later school success. The problems that so many of these children will experience later in their academic careers are beginning well before they enter school. The importance of all children achieving academic parity upon entry into kindergarten is critical since children who start behind have been shown to stay behind.

To accomplish the goal of ensuring that Head Start children develop the cognitive competencies necessary to succeed, the School Readiness Act significantly enhances program emphasis on cognitive development and school readiness, while retaining the com-

mitment to providing comprehensive social services. It is the Committee's view that Head Start, a program to enhance school readiness, has historically placed an unbalanced emphasis on providing health and social services to children and their families, which has resulted in Head Start children not making the cognitive gains necessary to begin school with an equal opportunity to succeed. The Committee recognizes the importance of all domains of development in order for a child to be school ready, however Head Start is not making good on its promise if Head Start children are not fully prepared to enter school.

A critical component of school readiness is the attainment of pre-reading abilities. As such, Head Start programs should provide children from low income families a high-quality, oral language and literature-rich environment. Through scientific research, much has been learned about the way children learn to read, and the strong foundation that is important before children are given formal reading instruction in kindergarten and first grade. Consistent with the Early Reading First initiative launched as part of the No Child Left Behind Act, Head Start must play a pivotal role in this effort. In addition to caring for the emotional and social needs of children under their care, Head Start programs must encourage and promote cognitive development activities along with professional development for teachers and staff based on scientific research in reading.

Children who have poor beginning reading skills are less likely to develop better reading skills through their school careers. There are several generalizations about reading instruction that should be taken into account by Head Start teachers. For example, if children can correctly identify letters of the alphabet before they enter kindergarten, it is more likely that they will learn to read words in school faster than children who do not possess this knowledge. Experimental findings consistently confirm that children's knowledge of the alphabet is a strong predictor of their later progress in learning to read words accurately, quickly and automatically. Professional development and instructional activities should include an understanding of semiotic concepts, a term to describe the general theory of signs and symbols that represent written language, comprised of syntactics, semantics and pragmatics.

Head Start programs, in seeking to achieve the best pre-reading outcomes for children, are encouraged to access scientific, research-based screening tools in order to assist Head Start children by fashioning activities and instruction to meet their specific needs. One such screening tool is the National Center for Learning Disabilities' Get Ready to Read! pre-reading program. This allows teachers to screen four-year-olds to determine their familiarity with pre-reading concepts and provide parents, early childhood teachers, and caregivers with research-based information about how to build young children's pre-reading abilities.

The Committee also recognizes the importance of pre-mathematics skills for young children. Promoting pre-mathematics and pre-science knowledge and abilities is important for school readiness. These competencies may be promoted through early science and math experiences, including observing with senses, predicting, inferring, defining and controlling variables, working in teams, and communicating discoveries. Examples of science and math experi-

ences may include planting different seeds, with various types of growing medium, light, and water; building towers with various block sizes; employing ramps and different balls; watching ice melt in different environments, etc.

The School Readiness Act updates the Head Start quality standards and performance measures to reflect scientific advances relating to the core areas of competence fundamental to children's school readiness. The new quality standards will require Head Start teachers to ensure that children enrolled in the program develop and demonstrate the following: language skills; pre-reading knowledge, including an interest in and appreciation of books, reading and writing either alone or with others; pre-mathematics knowledge, such as recognition of numbers and counting; cognitive abilities related to academic achievement; and, social development important for environments constructive for child development, early learning and school success. Additionally, the School Readiness Act eliminates the previous educational performance measures that were arbitrary and misaligned with the school readiness competencies specified under the quality and educational standards section.

Finally, the School Readiness Act continues to require limited English proficient (LEP) children to make progress toward acquisition of the English language, and requires Head Start grantees to demonstrate the capacity to serve eligible children with scientifically based programs that promote school readiness and meet quality standards.

While the statutory improvements of H.R. 2210 are expected to raise the cognitive abilities of Head Start children, the Committee believes that the Head Start performance measures defined in regulations by the Secretary of Health and Human Services also need revision. The performance standards provided in regulations appear to be in many cases redundant, burdensome, and not measurable. Additionally, the regulations disproportionately address health and social development relative to standards for cognitive development and learning. For this reason, H.R. 2210 requires that the results-based performance measures be updated no less than every four years, based on advances in the science of early childhood development.

#### TEACHER QUALITY

According to the National Research Council report, *Eager to Learn*, all preschool programs should have a teacher with at least a bachelor's degree in early childhood education or a related field (National Research Council, 2000). Well-educated teachers are a key to early childhood program quality and outcomes for children. Research consistently demonstrates a link between the learning potential of children and the level of education and training of classroom teachers. A lack of professional preparation and low compensation affect a host of outcomes that may hamper a child's readiness to enter kindergarten.

Since its inception, the Head Start program has been providing training and professional development to its workers. Today, a certified Child Development Associate, or CDA, is required in every Head Start classroom, and half of all Head Start teachers have at least an associate's degree in child development or a related field.



This is good progress, but we can do better. Improved academic achievement in Head Start simply cannot be accomplished without well-qualified Head Start teachers who are trained in evidence-based literacy techniques and understand the importance of a language-rich, interactive environment for children.

Research clearly shows that teachers with a minimum of a bachelor's degree and specialized training in early childhood development are significantly more engaged with children, less critical, and less detached from students in their classrooms than teachers with less formal education. Research also demonstrates that higher teacher qualifications directly translate into better results for children in critical areas of development, including the attainment of the competencies needed to be successful in school.

The School Readiness Act requires that a greater number of Head Start teachers are adequately trained and educated in early childhood development, particularly in effectively providing pre-reading, language, and pre-mathematics instruction. This is a critical goal in order for Head Start children to become adequately prepared for kindergarten. In the 1998 reauthorization, Congress required that 50 percent of Head Start teachers acquire a minimum of an associate degree by 2003—a goal that Head Start has successfully met.

The School Readiness Act of 2003 sets a new target for teacher qualifications. It requires that by three years after enactment all newly hired Head Start teachers have at least an associate degree or be enrolled in a program leading to an associate degree within three years. Additionally, it would require that half of all Head Start teachers nationwide have a minimum of a baccalaureate degree by 2008. This revised requirement has been praised by several groups who advocate on behalf of young children, including the Trust for Early Education, the Children's Defense Fund, the National Association for the Education of Young Children, Fight Crime Invest in Kids, and the National Institute for Early Education Research.

H.R. 2210 also requires all Head Start grantees to create a professional development plan for all full-time employees who provide direct educational services to children. The Committee believes that this activity will result in high quality professional development that directly benefits the individual instructor, Head Start students, and the overall program.

#### ACCOUNTABILITY

While 85 percent of Head Start grantees provide quality services according to the latest monitoring report issued by the U.S. Department of Health and Human Services, there are some grantees that are not fulfilling their obligation to ensure that our nation's neediest children enter school with the knowledge they need to succeed. This is evidenced by the approximately 170 Head Start programs that have been terminated by the Department due to concerns over their quality over the past 10 years.

The Committee believes the current Head Start monitoring system is not adequate to ensure that programs are consistently delivering the level of high quality services necessary for children to advance in all areas of development. Evidence that program quality varies greatly is a concern of Congress and of high performing

grantees that are negatively impacted by the poor quality of lower performing grantees. It is the Committee's view that the scheduled triennial review process, coupled with an automatic renewal of grants on an annual basis, does not provide adequate assurances to the Congress and the public about Head Start program operations. Therefore the School Readiness Act requires that triennial reviews occur on an unscheduled basis. It is the Committee's view that unscheduled reviews will help to ensure that all programs are performing at the highest levels possible at all times.

The School Readiness Act also requires that grantees develop annual program goals and demonstrate that these goals are met as a condition of re-funding. Continuation of funding, which is now automatic, will be contingent on grantees achieving grantee-determined goals for quality improvement. The Committee included this new provision to ensure that Head Start grantees and the programs under them strive for and are held accountable for continuous quality improvement.

The School Readiness Act also requests an analysis of the income eligibility of participating children as part of the program reviews. While this is currently a fairly common practice, the Committee feels that adding specific statutory authority will help to better ensure that Head Start services are being targeted to those children who are most in need of them.

To help ensure that Head Start programs are providing the highest quality services to students, the School Readiness Act also allows the U.S. Department of Health and Human Services to contract out for activities associated with the monitoring of Head Start grantees. Monitoring is an important part of the Department's responsibility for overseeing Head Start. In order to ensure the integrity of the monitoring process, the Committee believes HHS should be allowed to contract out monitoring responsibilities to impartial third parties. With an independent evaluator in place, the Committee and the public can be assured that the monitoring process will not be influenced, even unintentionally, by the personal relationships between grantees and the regional offices that they rely on for guidance and assistance.

#### THE NATIONAL REPORTING SYSTEM

Based on authority in current law, the National Reporting System (NRS) was developed by the Department of Health and Human Services to provide a much needed accountability system for Head Start. The NRS is a brief, standardized test given at the beginning and end of each program year to assess on a limited set of language and literacy indicators all four and five year olds in the Head Start program. The assessment is in the final stage of development and is scheduled to enter the field this summer. The primary purpose of the assessment is to have a common measurement instrument to evaluate how well individual Head Start programs and grantees are doing in preparing children for school.

There is general agreement by childhood development experts on the use of assessments, and children are assessed regularly in nearly every preschool program around the country, including in all Head Start classrooms. Currently, Head Start children participate in assessments that are locally designed and implemented. In some cases, these assessments may be useful to inform the instructional

needs of individual children, but they can not be used to evaluate and compare rates of progress and the readiness of children in Head Start programs nationwide.

The new national assessment is generally focused on evaluating children's competencies in pre-reading, pre-mathematics, and language skills, and is conducted by teachers familiar with the children in a play-based, interactive or observational manner. According to the Administration, the assessment takes approximately 15–20 minutes per child and will occur at the beginning and end of each year in Head Start prior to kindergarten.

It is the Committee's view that a stronger accountability system is needed to ensure that Head Start children are prepared for school, but many Committee Members continue to have concerns about specific aspects of the NRS. Currently, there are many unanswered questions concerning the study design, content, administration, and use of test results. Furthermore, the Committee urges the Administration to develop an accountability system that addresses all aspects of a child's development, instead of narrowly focusing on only certain domains of school readiness. The Committee believes that an open dialogue is needed among HHS, Congress, and the Head Start community.

Despite these outstanding issues, the Committee does not recommend suspending the development of a much needed accountability system. The Committee is confident that the Administration will work in good faith with all Members of Congress and the public to address concerns about the new accountability system.

#### HEAD START ALIGNMENT WITH K–12 EDUCATION

The landmark No Child Left Behind Act dramatically reformed the Elementary and Secondary Education Act of 1965 by increasing resources and demanding results from our nation's educational system. More specifically, the law required a narrowing of the achievement gap that exists between disadvantaged students and their more advantaged peers so that all children are able to read on grade level by the end of the third grade.

Research shows that children who read well in the early grades are far more successful in later years. According to the National Institute for Child Health and Development, school readiness consists of a broad set of competencies. These academic and social competencies that define school readiness start developing long before children enter the elementary classroom. However, studies show that many children enter school without the necessary knowledge and abilities to succeed. States report that between 20 percent to nearly half of all children entering school are not prepared to succeed in school. Evidence further suggests that children who start behind tend to stay behind. For these reasons, the Committee recognizes the importance of coordinating preschool programs, including Head Start, with K–12 education goals. It is critical that Head Start programs work closely with local educational agencies to coordinate curricula and facilitate a smooth transition from Head Start into school.

The Language Enrichment Activities Program, or LEAP, developed for the Cone Head Start Center in Dallas has proven that the right curriculum and a strong relationship with a community's local elementary school can successfully strengthen the cognitive

and communications skills of low-income children. Children attending the Cone Head Start Center have proven that children from low-income families can perform at levels comparable to children from a higher socioeconomic level when given a quality preschool experience that includes a strong curriculum aligned with the K-12 system.

In an effort to ensure that all children are proficient readers by a young age, the No Child Left Behind Act dedicates significant resources to reading programs such as Early Reading First and Reading First. These programs establish clear and specific expectations for what can and should happen for all students by insisting that they have the necessary language, cognitive, and early reading skills for continued success in school.

The Committee recognizes that the No Child Left Behind Act and Head Start share the same goal of ensuring that all of our nation's students are able to succeed in school. Therefore the School Readiness Act updates the Head Start performance standards in accordance with the latest scientifically based research regarding the knowledge children need to have in order to be successful in school.

The School Readiness Act also helps to ensure a seamless system of education for children of all ages by requiring states to consult with their chief state school officer, local educational agencies, and local Head start agencies when developing school readiness standards and general plans for the coordinated delivery of early care and education services at both the state and local level.

#### INCREASED NEED FOR COORDINATION AND COLLABORATION

Head Start is one of many federal and state programs that together provide approximately \$23 billion in funding for childcare and preschool education. Because many of these programs have developed independently, it is often difficult to coordinate these programs to best serve the needs of eligible children and families.

The Committee is concerned that the fragmented service delivery system that has resulted from uncoordinated programs can hinder program improvement and prevent needy children and families from obtaining the full array of services for which they qualify. Therefore the School Readiness Act attempts to improve the coordination of programs in order to reduce the duplication of services, prevent under enrollment, and allow gaps in services for needy children and families to be more easily addressed. The Committee remains convinced that the more efficient use of resources will result in the expansion and improvement of services for more eligible children.

The Committee has been impressed by the ongoing efforts of some Head Start programs and a select number of states to coordinate programs. For example, the Committee heard testimony from Connecticut Governor John Rowland regarding Connecticut's School Readiness and Child Day Care Program, which provides high quality preschool services for Head Start age children in the state. This program links preschools with health care services, parent employment programs, family resource centers and local elementary schools. As a result, approximately 97 percent of children enrolled in the program receive health care through the state's free or low-cost health plan for children.

The testimony of Robert Lawrence, the Assistant Director of Collaborative Services and Director of the Head Start State Collaboration Project within the Georgia Office of School Readiness, also provided the Committee with critical information about the excellent job the state of Georgia has done when it comes to bringing together a variety of entities to improve results for children. One example can be seen in the Georgia Professional Development Initiative, which is a partnership between the Office of School Readiness, the Georgia Department of Technical and Adult Education, the Georgia Child Care Council, the Department of Human Resources, the Georgia Early Learning Initiative, the Region IV Administration for Children and Families and Quality Assist, Inc. The purpose of this initiative is to assist staff that work in Head Start, pre-kindergarten and other early care and education programs to complete their education and improve their qualifications to work with young children.

In an effort to replicate the efforts of states like Connecticut and Georgia, H.R. 2210 authorizes the Secretary to award a collaboration grant annually to each state. This will ensure that all states are engaged in the necessary coordination and collaboration of services. Specifically the legislation enhances coordination of Head Start with other entities serving children in the state, including: state pre-kindergarten and other publicly funded early childhood education programs, public elementary and secondary schools, community and faith-based organizations, museums, and libraries in an effort to improve outcomes for children and leverage the resources of local communities in order to improve school readiness.

The Committee feels strongly that the Director of State Collaboration should be a position of significant authority, appointed by the Governor and preferably located within the Office of the Governor. This centralized authority will allow for a more comprehensive coordination of services statewide, which will assist in providing “wrap-around” child care services and health care and employment services that are critical to the working poor.

In an effort to engage all community stakeholders, the School Readiness Act specifies that a variety of new entities must participate in state collaboration activities. Some of these entities include: state and local educational agencies, state Departments of Health and Human Services, representatives of the state Head Start association, representatives from the state network of child care resource and referral agencies, and community and faith-based organizations. The addition of these entities will allow all states to develop a more seamless system for the provision of services to needy children and families, as well as leveraging the experience and expertise of a variety of organizations and individuals.

#### TRAINING AND TECHNICAL ASSISTANCE

The School Readiness Act changes the training and technical assistance set-aside from “at least two percent” in current law to “at least one percent, but no more than two percent.” This change will provide additional flexibility with program dollars to allow a greater number of eligible children to be served. It is estimated that a one percent reduction in training and technical assistance funding would create 10,500 additional slots for Head Start eligible children. A reduction in training and technical assistance dollars

would continue to provide adequate funding for these activities (about \$70 million per year) and help to ensure that these funds are spent responsibly. The current statutory requirement to spend at least two percent on training and technical assistance (approximately \$165 million) has resulted in the ineffective, even questionable use of these funds.

The School Readiness Act also restricts the use of training and technical assistance funds for travel expenditures associated with attending conferences when similar training and technical assistance is not available locally. It is the Committee's view that occasional travel may be necessary, but that excessive travel to Head Start conferences or events is generally not an appropriate or effective use of training and technical assistance funds. Whenever possible, Head Start programs should utilize local or regionally based training opportunities and should restrict travel to occasions when an identified training need cannot be met through local or regional resources. All training and technical assistance expenditures should be consistent with the training and technical assistance needs identified in a grantee's annual plan for training and technical assistance.

The Committee believes that better information is needed on how funds for training and technical assistance are spent, and better accountability mechanisms for their use are needed. The Committee urges the Department of Health and Human Services to require better data reporting on the use of training and technical assistance dollars so that Congress has access to more complete information when assessing the amount of funds needed for this purpose. Better data reporting also will help the Department and Congress identify the most effective uses of these funds so that Head Start instructors and administrators are gaining the knowledge needed to improve program management and the delivery of services to children and their families.

The School Readiness Act for the first time would direct one-half of all training and technical assistance dollars to local grantees so that programs have a reliable source of funding for training and technical assistance activities. The training and technical assistance budget also authorizes thirty percent of training and technical assistance funding to assist states in developing a coordinated statewide system of training and technical assistance through a competitive grant system, and provides the Secretary adequate flexibility to conduct appropriate federal training and technical assistance to help individual programs meet the Head Start quality standards.

It is the Committee's view that directing specific percentages of funding to the local, state, and federal level will help to ensure that each critical component of the training and technical assistance system receives adequate funding. The Committee believes that half of these funds are appropriately directed to the local level so that grantees can assess and meet their unique needs for program improvement. Funding at the state level is provided to ensure that Head Start programs in each state have a resource available to provide information and guidance. The state-level provider of training and technical assistance will be awarded by competitive grant and may be an institution of higher education or other entity with experts available to assist grantees or individual programs. This

state-based assistance will fill Head Start resource needs that were previously filled through regional contracts provided by the Department of Health and Human Services. The Committee strongly encourages states to supplement Head Start training and technical assistance funds with state funds to expand the state training and technical assistance system. By leveraging the infrastructure put in place using Head Start dollars, supplemental state funds could make the system available to the broader early childhood educator community.

#### FUNDS FOR QUALITY IMPROVEMENT

The School Readiness Act provides greater support for improving program quality by significantly increasing the percentage of new dollars that must be spent on quality improvement. Research has demonstrated that the experiences of young children greatly affect all aspects of their development, including cognitive development. The level of commitment to quality improvement demonstrated in the School Readiness Act is critical if Head Start is to succeed in improving the school readiness of participating children.

In an effort to ensure that Head Start programs are of the highest possible quality, and to ensure that funds are available to assist Head Start reach new goals for teacher quality, the School Readiness Act requires the Secretary of Health and Human Services to reserve 60 percent of all new Head Start funds for purposes of quality improvement. Not less than half of that 60 percent must be used to increase teacher salaries and assist programs in recruiting and retaining quality staff. Funds also be spent on other functions that have been determined to improve program performance, such as providing ongoing professional development based on the latest early childhood research on curriculum and teaching methods, or improving communication with and outreach to families and external partners. The remaining 40 percent of new funds is to be used to expand Head Start services to more eligible children.

#### FACILITIES MANAGEMENT

The Committee understands that Head Start grantees may be experiencing difficulties in meeting the Department's grant period for facility related funding in situations where grantees are governed by an alternate fiscal year. In these cases where a grantee is awarded funds after the start of its fiscal year, grantees have been faced with a limited time period in which to obligate funds. Such grantees are working under an inadequate time period in order to meet all environmental and permitting review and approval processes required at the local or state level. Under current rules, a grantee has to submit a formal grant application to carry over funds, which could take as long as five or six months to receive federal regional approval. In order to meet this process, the Committee recommends that the Department consider providing up to 24 months to grantees that are able to demonstrate the need for a longer time period.

The Committee understands that many current portable facilities being used by Head Start grantees are well over 30 years old and are deteriorating to the point of no longer being suitable. The costs of continuing to repair these aging facilities is significant, particularly in tight markets, often exceeding the cost of replacing these

facilities. The Committee encourages the Department to work closely with grantees to explore innovative solutions to this problem.

The Committee also urges the Department to evaluate the location of Head Start facilities to ensure that services are located in the areas of most need and are conveniently located to the population served by Head Start. The Committee recognizes that over time low-income communities may shift locations, particularly within urban areas, and that in some cases Head Start programs have not moved along with the population. In an effort to reduce the chronic under-enrollment experienced by approximately seven percent of Head Start programs nationwide, the Committee encourages the Department to use its resources efficiently by re-locating programs to areas with the greatest need, and/or reducing funding for programs that continue to operate under-capacity.

#### FAITH-BASED INITIATIVE

Approximately five percent of Head Start programs are operated by faith-based organizations. The School Readiness Act of 2003 amends the Head Start Act to provide consistent requirements for a religious organization with respect to the employment of individuals of a particular religion to perform work connected with activities for which they receive Head Start funding. This incorporates the exemption in hiring by religious organizations contained in Title VII of the Civil Rights Act. Currently under federal law, religious organizations may hire on a religious basis, and any federal legislation governing federal social service funds should continue to protect the rights of religious organizations to hire on a religious basis when they take part in federal social service efforts. However, often these faith-based organizations have been excluded from delivering services for which the federal government commits substantial resources—most simply because they have a religious name or identity. President George W. Bush has called on his Administration and Congress to remove these barriers.

Faith-based organizations cannot be expected to sustain their religious mission without the ability to employ individuals who share the tenets and practices of their faith because it is that faith that motivates them to serve their neighbors in trouble. In *BOWEN v. KENDRICK* the United States Supreme Court upheld a program allowing federal funds to be given to faith-based organizations for family counseling, including faith-based organizations that required their employees to follow religious directives. Without the right to continue to hire on a religious basis, religious organizations are likely to simply withdraw from federal social service efforts altogether, to the detriment of people in need everywhere.

There is a long history of making social service legislation more inclusive by extending the Title VII exemptions in various federal programs. During the Clinton Administration, four separate pieces of legislation were signed that explicitly allow religious organizations providing social services to make employment decisions based on religion, including the Welfare Reform Act of 1996 and the Community Services Block Grant Act of 1998. The School Readiness Act of 2003 would simply make Head Start consistent with the legislation governing other major social service programs. Further, in May of 2003, the House approved almost identical language in the Workforce Reinvestment and Adult Education Act of 2003.



The Committee believes that members of faith-based organizations should enjoy the same right to associate with those sharing their unique vision, as other, non-religious but certainly ideological groups currently enjoy.

#### HEAD START RESEARCH AND EVALUATION

There is an ongoing need for high quality research about the effectiveness of Head Start. During the last reauthorization, the Congress took a giant step forward by commissioning a national study on the impact of Head Start services. This study will be the first of its kind to provide valuable data comparing the outcomes of children in Head Start with similar children who do not participate in this program. The Family and Child Experiences Survey (known as FACES) also can provide valuable information on program performance over time, yet it is not designed to assess the overall quality or success of Head Start relative to other preschool programs serving a similar population. The Committee eagerly awaits data from the National Head Start Impact Study, which is expected to demonstrate the value of Head Start. In addition to current research, with input from the Head Start community, research needs should be continually assessed so that Congress can identify ways in which Head Start can be strengthened to best meet the needs of the children it serves.

The Committee supports a one-time directive to the Board of Children, Youth, and Families of the National Research Council to establish an independent panel of experts to review the current body of early childhood research. This review is needed to determine age and developmentally appropriate academic standards and measurable benchmarks for achievement, the types of services (including classroom instruction) necessary to ensure school readiness, and appropriate methods to assess child progress in preparing for school. This study also is needed to ensure a well-informed approach to developing school readiness standards and will assist states in the process of developing and/or implementing such standards.

#### IMPORTANCE OF PARENTAL INVOLVEMENT AND FAMILY LITERACY

Because parents are a child's first teachers, parental involvement is a critical factor in determining a child's educational success. For many children, particularly low-income children who are eligible for Head Start, having involved parents who are engaged in their education is critical to their future success.

This Committee recognizes the valuable role that parental involvement plays in the success of the Head Start program. The parental involvement requirements in Title I are mirrored in Title II. These provisions are further strengthened by a new provision to ensure that Head Start grantees actively encourage parents to take a strong interest in their children's lives and education. Head Start programs would help parents learn strategies to maintain parental involvement in their children's academic progression as the child transitions from Head Start to elementary school.

Efforts to improve family literacy also are an important component of Head Start. Family literacy activities are critical to ensure parental involvement in their child's education, which is significantly challenged if parents cannot read themselves. In keeping

with the goal of improving school readiness and valuing the role of parents in their children's education, the Committee bill renews its support for training and technical assistance in the area of family literacy services. Since the 1998 reauthorization of Head Start, grantees have received exemplary service from the Head Start Family Literacy Project. As a result, more than 5,000 Head Start staff has received training in providing comprehensive family literacy services and nearly 20,000 children's books have been placed in Head Start classrooms. The Committee commends the work of the Head Start Bureau and the National Center for Family Literacy in its conduct of the Head Start Family Literacy Project. Not only have program grantees found the project's training and technical assistance useful, but evaluations have proven the merit of this important work. The Committee encourages the Secretary to ensure the continuity of these important services so that Head Start children will be better prepared for school and Head Start parents will be better able to fulfill their role as their child's first and best teacher.

#### EARLY HEAD START

Neurological research suggests that the age of birth to three is the most critical period for a child's brain growth. According to many brain researchers, the development between the prenatal period and the first years of life is more extensive than previously thought and susceptible to long-lasting early environmental influences (Moughty, 2003). The ground-breaking report *Starting Points: Meeting the Needs of Our Youngest Children* cites, "Babies raised by caring, attentive adults in safe, predictable environments are better learners than those raised with less attention in less secure settings" (Carnegie Corporation of New York, 1994).

Currently, 10 percent of Head Start funds are allocated specifically for funding the Early Head Start program. Since infants and toddlers have different needs than three and four year olds, operating Early Head Start programs require different environments and specialized expertise in working with very young children. The Committee recognizes that Early Head Start serves a significantly smaller proportion of young children relative to the regular Head Start program, and that increased resources are necessary to provide these services to greater numbers of infants and toddlers. The Committee agrees that Early Head Start services are critically important, but does not increase the set-aside for Early Head Start because to do so would take funding away from the general Head Start program, thereby reducing services for eligible three and four year olds. However, as levels of funding appropriated for Head Start grow over time, so will the overall amount of funds available for Early Head Start. The School Readiness Act, for the first time, directs the Department of Health and Human Services to give priority to Early Head Start and other underserved populations of Head Start-eligible children when allocating Head Start expansion funds.

The Committee is encouraged by the positive effects of Early Head Start on child development and parent self-sufficiency, as documented in the evaluation mandated by Congress and completed in 2002. The strong and careful implementation effort from Early Head Start's inception, supported by a robust training and

technical assistance presence, contributed to these positive outcomes. Given the continued demands on the program as well as the additional professional development requirements, a strong training and technical assistance effort should be sustained over time.

#### UNDERSERVED AND AT-RISK POPULATIONS

While all children served by Head Start are economically and academically in need, there are some subgroups of the eligible Head Start population that are particularly at-risk, and often underserved. The children of migrant and seasonal workers are one of the most underserved populations of Head Start eligible children. According to the National Migrant and Seasonal Head Start Association less than 19 percent of the eligible children of migrant and seasonal workers receive Head Start services. The School Readiness Act attempts to increase the participation of the children of migrant and seasonal workers by specifying that they shall receive priority for at least 25 percent of the funds that are used to expand the number of eligible children served.

In an effort to address the unique challenges faced by American Indian and Alaska Native students, the School Readiness Act includes representatives of Tribal Head Start programs serving large numbers of American Native and Alaska Native children as participants in state level collaboration and coordination of services. Increased input from tribal programs that serve large numbers of American Indian and Alaska Native students will allow for a better understanding of the unique needs of these students.

Homeless children also face substantial barriers when it comes to gaining and maintaining access to Head Start services. The Department of Education's fiscal year 2000 Report to Congress on the Education of Homeless Children and Youth identified Head Start as a program presenting significant barriers to access for homeless children. The School Readiness Act attempts to address this issue by increasing efforts to conduct outreach to homeless families, and leveraging the experience of the homeless liaisons in public schools that are required under the McKinney-Vento Homeless Education Improvement Act. This coordination assists in identifying barriers to serving homeless children and facilitates a smooth transition when homeless children move from Head Start to elementary schools. The School Readiness Act also addresses the issue of required paperwork, which is one of the biggest barriers to enrolling homeless children in Head Start. Homeless families often have difficulty producing the necessary documents, such as birth certificates and immunization records. The School Readiness Act models provisions in the No Child Left Behind Act, that allow eligible homeless students to enroll in Head Start while those documents are being obtained. This will allow needy children to begin accessing critical Head Start services at the earliest possible opportunity.

Through the comprehensive services provided to young children and their families, Head Start and Early Head Start programs can play an important role in preventing the abuse and neglect of children and in protecting children and ameliorating the affects of maltreatment they may have already suffered. Ensuring that children are ready to learn means ensuring that children are safe at home and receive the kind of nurturing and care that all children deserve.

Research shows that abused and neglected children are more likely to suffer poor prospects for success in school; sexually abused and neglected children are at a higher risk for academic failure; that maltreatment appears to be an additional factor over and above poverty that affects the academic achievement of children; and a higher frequency of academic difficulties and school behavior problems is reported among abused children.

The Committee recognizes that abused and neglected children and children at-risk of maltreatment are in need of preventive services and may benefit from Head Start and Early Head Start services. The School Readiness Act builds upon provisions already existing in the Head Start statute that provide for (1) home-based services to Head Start children and their families, (2) staff training in working with children who experience violence, (3) training to parents in parenting skills and basic child development, and (4) collaboration with other agencies and organizations involved in child and family services.

#### THE STATE DEMONSTRATION PROGRAM

A 1999 study by the General Accounting Office (GAO) identified 69 federal programs that provided or supported education and care for children under five in fiscal year 1999. According to the GAO:

When multiple agencies manage multiple early childhood education and care programs, mission fragmentation and program overlap occur. This in turn creates the potential for duplication and service gaps. Though sometimes necessary to meet federal priorities, mission fragmentation and program overlap can create an environment in which programs do not serve participants as efficiently and effectively as possible. To address inefficiencies that may arise under these circumstances, policymakers could choose to coordinate, integrate, or consolidate programs.

For years, experts in early childhood education and child development have been calling for a seamless system of early childhood education that integrates the existing patchwork of programs that includes Head Start, Title I pre-kindergarten, child care, and state pre-kindergarten. The emergence of state pre-K programs has led to the duplication of services and often inconsistent standards for program quality.

State investment in pre-kindergarten initiatives has increased significantly in the past ten years as Governors and the public have recognized the importance of early education in preparing children for school. Some of those states have developed innovative programs and made significant investments so that early education experiences are available for young children, especially those most at risk of school failure. These steps have been taken by a number of states to ensure that their pre-kindergarten programs offer the high quality, comprehensive supports that children and families need (Blank, Schulman, and Ewen, 1999). Today, at least 40 states and the District of Columbia have begun to offer preschool programs for children under five.

Program quality of state-run preschools often varies and further investments are needed to ensure that children enter school ready to succeed (Blank, Schulman, and Ewan, 1999). The Committee

disagrees with the common characterization that all state funded pre-kindergarten programs are low quality. In fact, 27 states have higher teacher education requirements than Head Start, 28 states have teacher-child ratios that are as low or lower than Head Start, 23 states have group size limits that are as low or lower than Head Start, and 19 states offer nutrition, health screening, and family support services (Education Week, 2002). In addition, several states are making significant investments in their preschool programs. For example, a recent analysis by the Trust for Early Education indicates that New Jersey spends over 250 percent of their state allotment for Head Start, and several other states including North Carolina (over 220 percent), Georgia (over 150 percent), Indiana (over 126 percent), and the District of Columbia (over 121 percent) also are making significant state investments in early childhood education.

Since the passage of the No Child Left Behind Act, Governors have an even greater stake in ensuring the school readiness of children since that Act holds states accountable for the academic achievement of children beginning at the end of the third grade. Governors currently oversee K-12 education; childcare programs operating under the Child Care and Development Block Grant; Title I and state-run preschool; and a variety of other social services programs, including Temporary Assistance to Needy Families and Medicaid, which are utilized by Head Start families. However, because states have no authority over the Head Start program, coordination can be challenging and occurs only if individual grantees within a state agree to work with these other players within the larger state system. In his testimony, Rowland stated:

I commend the President for this [state demonstration] initiative and would like to announce that Connecticut wants to be the first state to accept the challenge. We believe that Connecticut has taken a number of steps that are consistent with the President's vision of a coordinated system of early childhood services. This includes clear standards and expectations, greater access for children from low income families, and a system of greater accountability that focuses on preparing children for school . . . Today in Connecticut, children who are born into low income households have access to readiness programs that can help them to overcome the effects of poverty and develop skills that give them a greater chance of success in school and in life.

Evidence shows that most grantees do establish a variety of collaborative relationships with other entities within a state offering services to Head Start children and families. However, under current law Head Start grantees remain autonomous and so are under no legal obligation to take direction from a state government. Likewise, Governors have no ability to set consistent standards for all preschool programs unless they agree to conform to the Head Start standards.

This fragmented service delivery hinders improvements that can affect a child's school readiness. Diverse sources, including the National Governors Association, the U.S. General Accounting Office and the publication Education Weekly, have reported on the prob-

lems and effects of fragmentation. The lack of coordination of early childhood programs can result in overlapping programs and duplication of services, under enrollment and gaps in services, missed opportunities to raise the overall quality of childhood experiences, and fewer full-day, full-year slots to serve the needs of working families.

The Committee believes that federal, state, and local government, along with its partners in the private sector, should be moving towards an integrated, seamless system for early childhood education and care. Ms. Amy Wilkins, Executive Director of Trust for Early Education, states in her testimony before the Committee, "The significance of state funded programs serving a similar universe of children is a reality that Head Start policy must recognize."

According to a 2001 report by the Foundation for Child Development, one effective system is more efficient than several separate systems with regulatory, administrative, and other gaps, redundancies, and other inconsistencies.

Head Start, child care, and education should work together to develop the federal supports and incentives for states to create unified preschool education systems that link their existing public education systems. To the maximum extent possible, the federal government should promote system integration and be itself a model of the collaboration across sectors that is needed to create a unified system of preschool education in every state (Mitchell, 2001).

This sentiment recently was echoed by Dr. James Gallagher, an early childhood expert and researcher at the Frank Porter Graham Child Development Center, University of North Carolina, who commented about the proposed state demonstration program at a Brookings Institution event. "The original concept of designing a comprehensive and integrative state program to serve children of preschool ages that would prepare them socially and cognitively for school, is a sound one in my view." A paper authored by Gallagher and colleague, Dr. Dick Clifford, discusses the needed infrastructure for early childhood and, said Gallagher, "I am still inclined to believe that this infrastructure may hold the key to bringing these programs together in an efficient and economical way."

As states further develop preschool programs, the federal government should partner with states to create and to deliver high quality early education programs. The federal government should offer significant financial incentives, and as a condition of federal funding should require state maintenance of effort and non-supplantation (Mitchell, 2001).

Only states that have demonstrated an ability to effectively deliver high-quality preschool services to children should be eligible to participate in the demonstration program. These states have made the financial investments necessary to build the capacity to administer a high quality, comprehensive, and seamless system of early education and care within their state. There are several states that are well positioned to participate in the Head Start demonstration program, while others must make further progress in order to build this capacity.

In testimony before the Subcommittee on Education Reform, Ms. Amy Wilkins of the Trust for Early Education explained:

We must begin to explore ways in which a federal-state partnership can increase the availability of high-quality early learning programs for all children, but most especially for poor children. With this Head Start reauthorization, Congress has the power to improve the school readiness of children enrolled in Head Start and begin to explore how to leverage the quality of state funded pre-kindergarten programs (2003).

The Committee concurs with testimony from the Trust for Early Education that a federal-state partnership should be carefully designed and that the demonstration proposed in H.R. 2210 should only be available to states that have mature, high-quality programs. The state demonstration program included in Title II of the School Readiness Act limits the number of states that can participate in the demonstration program to eight and sets eligibility requirements that restrict participation to states that have built the capacity needed to successfully integrate Head Start with state-level initiatives. Among the criteria to participate, states must have school readiness standards aligned with K-12 education standards, invest at least half in state dollars relative to amounts received by the state in federal Head Start dollars, meet or exceed minimum qualifications for early childhood teachers currently authorized under Title I, generally meet or exceed Head start performance standards, and have an established means for inter-agency coordination.

The Committee recognizes that the state demonstration must provide states flexibility to evolve into a seamless system while ensuring sufficient time for transition to that new system. The Committee also believes that states participating in the demonstration program will need, in most circumstances, to rely on existing Head Start programs and other service providers that make up the current early education delivery system. It is the Committee's view that when possible, states participating in the demonstration program should continue to utilize existing providers that are providing high quality services in an effort to minimize the potential effects on service provision to children and families. For this reason, states participating in the demonstration program are required to continue funding existing Head Start providers at current levels for a period of at least three years from the date of enactment of this Act. This occurs, provided that the programs demonstrate results in preparing children for school. A hold harmless period of three years provides a reasonable time period for transitioning from the current Head Start program in demonstration states when such transitions are determined to be necessary. A three-year transition assures current grantees that they will continue as grantees provided that they continue to be in compliance with all program standards, and assures parents and their children that they can continue to work with the same Head Start teachers and administrators, which eases potential transition worries for parents and children.

The School Readiness Act of 2003 requires states participating in the demonstration program to have high quality, state-developed

standards that ensure the school readiness of children in their early childhood program. Following introduction of this legislation, the Committee received criticism that states participating in the demonstration program could implement quality standards for Head Start children that were lower than those required by the federal Head Start program. For this reason, the Committee adopted an amendment by Representative Platts that requires states participating in the demonstration program to have standards that generally meet or exceed federal Head Start standards. The Committee believes this language will provide states flexibility to use their own state standards provided that these standards do not fall below those standards required by Head Start.

Requiring states to comply with all of the federal Head Start standards, both in statute and in regulation, would dramatically decrease the flexibility that states will have under the demonstration program. There are hundreds of performance standards, many of which are not measurable and have little direct effect on program quality. The state demonstration concept is to allow participating states the flexibility to innovate beyond what is currently allowed under the law. Limiting this ability by requiring demonstration states to enact the Head Start performance standards would dramatically decrease the value of the demonstration program and diminish the value of the data received by participating states.

While Head Start is a good program, the Head Start standards are not the “gold standard” as some assert. According to a 2002 report by Education Week, 27 states already have higher teacher education requirements than Head Start, 28 states have teacher-child ratios that are as low or lower than Head Start, 23 states have group size limits that are as low or lower than Head Start, and 19 states offer comprehensive programs that include nutrition, health screening, and family support services.

The School Readiness Act requires the U.S. Department of Health and Human Services to commission a well-designed, independent evaluation of the state demonstration program. This evaluation should provide the information needed by Congress to determine the success of the state demonstration program and should be made available in sufficient time to inform the next reauthorization of the Head Start program. The evaluation calls for a quantitative description of the state’s early childhood education activities prior to participation in the demonstration program and a description of changes resulting from the state demonstration, including a state’s rate of progress in improving the school readiness of disadvantaged children.

The state demonstration plan marks the first major reform proposal for Head Start since the program began in 1965. Some contend that Congress is trying to fix a “non-existent” problem, but this Committee disagrees. School readiness evaluations show that Head Start children continue to lag significantly behind their more advantaged peers, and maintaining the status quo should not be acceptable to this Congress. In the words of Committee Chairman John A. Boehner, “We, as a nation, are letting them down.” The state demonstration will give 8 qualified states, on a trial basis, the tools to fix the fragmented delivery system in early childhood education. If states are willing to commit to high standards and funding for early childhood education, then the federal government



should not prevent such states from integrating Head Start with their own early education programs. Unless Congress is willing to take the next step in early childhood education for those states that are ready, we are doing something less than giving disadvantaged children the best start they deserve.

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## SECTION-BY-SECTION ANALYSIS

*Section 1. Short title*

Cites the short title as the “School Readiness Act of 2003.”

## TITLE I—HEAD START REAUTHORIZATION AND PROGRAM IMPROVEMENTS

*Section 101. Purpose*

Amends Section 636 of the Head Start Act (42 U.S.C. 9831). Sets forth the purpose of Title I and Title II of this bill.

*Section 102. Definitions*

Amends Section 637 of the Head Start Act (42 U.S.C. 9832). Modifies and adds to the definitions under this act.

*Section 103. Authorization*

Amends Section 639 of the Head Start Act (42 U.S.C. 9834). Authorizes funds to carry out this act, including specific programs and administrative expenses.

*Section 104. Allotment of funds; limitations on assistance*

Amends Section 640 of the Head Start Act (42 U.S.C. 9835). Designates the purposes and percentages for funding. Adds language outlining agencies that are necessary for collaboration. Strikes language discussing past studies that are no longer applicable. Adds language giving migrant and seasonal Head Start programs priority in receiving money for serving additional children, if the appropriations for training and technical assistance money are less than 2 percent.

*Section 105. Designation of agencies*

Amends Section 641 of the Head Start Act (42 U.S.C. 9836). Adds language naming faith-based organizations as eligible grantees. Declares that grantees must establish goals for enhancing the school readiness of children participating in that program. Adds details and further requirements for the plans submitted by grantees.

*Section 106. Quality standards; monitoring of Head Start agencies and programs*

Amends Section 641A of the Head Start Act (42 U.S.C. 9836a). Changes the quality standards, adds specific dates of reference, and adds language requiring the review to assess grantees compliance with income eligibility requirements and to seek information regarding general collaboration efforts, and efforts to address the needs of the children of limited English proficient and migrant and seasonal farm-working families.

*Section 107. Powers and functions of Head Start agencies*

Amends Section 642 of the Head Start Act (42 U.S.C. 9837(b)). Adds language requiring the grantees to establish a program with standards referenced in Section 641A, demonstrate capacity to serve children with scientifically-based curricula, conduct outreach to various organizations to generate support and coordinate the recruitment of children.

*Section 108. Head Start alignment with K–12 education*

Amends the heading for Section 642A of the Head Start Act (42 U.S.C. 9837a). Changes the heading to read as follows: “Sec. 642A. Head Start Alignment with K–12 Education.”. Adds language to include McKinney-Vento liaisons among the school staff to be communicated.

*Section 109. Administrative requirements and standards*

Amends Section 644 of the Head Start Act (42 U.S.C. 9839). Adds language requiring Head Start Agencies to consult with local early education and child care providers regarding the cost effectiveness of collaboration versus the cost effectiveness of the purchase of a new facility.

*Section 110. Eligibility*

Amends Section 645(a) of the Head Start Act (42 U.S.C. 9843). Adds language that prohibits military housing to count as income in determining a child’s eligibility to enroll in a Head Start program.

*Section 111. Early Head Start programs*

Amends Section 645A of the Head Start Act (42 U.S.C. 9843). Adds language to include migrant and seasonal Head Start programs as an eligible service provider for Early Head Start.

*Section 112. Technical assistance and training*

Amends Section 648 of the Head Start Act (42 U.S.C. 9843). Adds language allowing, depending on a State’s financial contribution, a state-based system that delivers training and technical assistance to both Head Start Agencies (including migrant and seasonal Head Start programs), and other providers of early childhood services in the state. Adds language requiring the Secretary to provide funds for training Head Start personnel in addressing the unique needs of homeless families, migrant and seasonal farm working families, and families with limited English proficiency. Also adds language disallowing training and technical assistance funds to be used for long distance travel when similar training is available locally.

*Section 113. Staff qualifications and development*

Amends Section 648A of the Head Start Act (42 U.S.C. 9843a). Adds language requiring Head Start teachers to do the following: all have an associate degree or be enrolled in a program working towards that degree within three years of enactment, 50% to have a Baccalaureate degree by September 30th, 2008, and those that have received financial assistance under Section 648A to teach in a Head Start Center for an amount of time equal to the time period in which they received financial assistance. Also requires all Head Start agencies to create professional development plans for all full-time employees who provide direct services to children.

*Section 114. Research, demonstrations, and evaluation*

Amends Section 649 of the Head Start Act (42 U.S.C. 9844). Eliminates language regarding the Secretary’s activities in relation to conducting research, demonstration, and evaluation. Eliminates

additional language regarding a study comparing the experiences of Head Start children to those who did not participate in a Head Start program. Adds language requiring the Secretary to contract with the National Academy of Sciences and the National Research Council to establish an independent panel of experts to research and make recommendations on early childhood pedagogy, derived from the research. The Secretary shall use these recommendations where appropriate in relation to Head Start education performance standards, measures, and assessments.

*Section 115. Reports*

Amends Section 650 of the Head Start Act (42 U.S.C. 9845). Adds language requiring the Secretary to include the status of homeless children in his bi-annual report to the Committee on Education and the Workforce (House of Representatives), and to the Committee on Health, Education, Labor, and Pensions (Senate).

*Section 116. Head Start nondiscrimination provisions*

Amends Sections 654 of the Head Start Act (42 U.S.C. 9849). Adds language restoring the right of religious organizations to take religion into consideration when making hiring decisions, in accordance with Title VII of the Civil Rights Act of 1964.

*Section 117. Effective date*

Sets forth the effective date of the act and states that amendments made by the act shall apply to fiscal years beginning on and after October 1, 2003.

## TITLE II—STATE DEMONSTRATION PROGRAM

*Section 201. State demonstration program*

Amends the Head Start Act by inserting a new section (643A) describing the State Demonstration program, including details regarding the grants, eligibility, operation, funding, coordination and choice, required services, plan, consultation, federal oversight, and evaluation.

### EXPLANATION OF AMENDMENTS

The Amendment in the Nature of a Substitute is explained in the body of this report.

### APPLICATION OF LAW TO THE LEGISLATIVE BRANCH

Section 102(b)(3) of Public Law 104–1 requires a description of the application of this bill to the legislative branch. H.R. 2210 amends and improves the Head Start Act to improve the school readiness of disadvantaged children. The bill does not prevent legislative branch employees' coverage under this legislation.

### UNFUNDED MANDATE STATEMENT

Section 423 of the Congressional Budget and Impoundment Control Act (as amended by Section 101(a)(2) of the Unfunded Mandates Reform Act, P.L. 104–4) requires a statement of whether the provisions of the reported bill include unfunded mandates. H.R.

2210 amends and improves the Head Start Act to improve the school readiness of disadvantaged children. As such, the bill does not contain any unfunded mandates.

## Rollcall Votes

## COMMITTEE ON EDUCATION AND THE WORKFORCE

ROLL CALL 1 BILL H.R. 2210 DATE June 18, 2003

AMENDMENT NUMBER 3 DEFEATED 20 - 25

SPONSOR/AMENDMENT Mr. Grijalva / amendment to increase overall authorization level in order to set aside additional dollars for migrant and seasonal Head Start programs

MEMBER	AYE	NO	PRESENT	NOT VOTING
Mr. BOEHNER, Chairman		X		
Mr. PETRI, Vice Chairman		X		
Mr. BALLENGER		X		
Mr. HOEKSTRA				X
Mr. McKEON		X		
Mr. CASTLE		X		
Mr. JOHNSON		X		
Mr. GREENWOOD		X		
Mr. NORWOOD				X
Mr. UPTON		X		
Mr. EHLERS		X		
Mr. DeMINT		X		
Mr. ISAKSON		X		
Mrs. BIGGERT		X		
Mr. PLATTS		X		
Mr. TIBERI		X		
Mr. KELLER		X		
Mr. OSBORNE		X		
Mr. WILSON		X		
Mr. COLE		X		
Mr. PORTER		X		
Mr. KLINE		X		
Mr. CARTER		X		
Mrs. MUSGRAVE		X		
Mrs. BLACKBURN		X		
Mr. GINGREY		X		
Mr. BURNS		X		
Mr. MILLER	X			
Mr. KILDEE	X			
Mr. OWENS	X			
Mr. PAYNE	X			
Mr. ANDREWS	X			
Ms. WOOLSEY	X			
Mr. HINOJOSA	X			
Mrs. McCARTHY	X			
Mr. TIERNEY	X			
Mr. KIND	X			
Mr. KUCINICH	X			
Mr. WU	X			
Mr. HOLT				X
Mrs. DAVIS	X			
Ms. McCOLLUM	X			
Mr. DAVIS	X			
Mr. CASE	X			
Mr. GRIJALVA	X			
Ms. MAJETTE	X			
Mr. VAN HOLLEN	X			
Mr. RYAN				X
Mr. BISHOP	X			
TOTALS	20	25		4

## COMMITTEE ON EDUCATION AND THE WORKFORCE

ROLL CALL 3 BILL H.R. 2210 DATE June 18, 2003

AMENDMENT NUMBER 5 DEFEATED 21 - 26

SPONSOR/AMENDMENT Mr. Miller / amendment to strike Title II State Demonstration Program and replace with a Collaboration Program

MEMBER	AYE	NO	PRESENT	NOT VOTING
Mr. BOEHNER, Chairman		X		
Mr. PETRI, Vice Chairman		X		
Mr. BALLENGER		X		
Mr. HOEKSTRA		X		
Mr. McKEON		X		
Mr. CASTLE		X		
Mr. JOHNSON		X		
Mr. GREENWOOD		X		
Mr. NORWOOD				X
Mr. UPTON		X		
Mr. EHLERS		X		
Mr. DeMINT		X		
Mr. ISAKSON		X		
Mrs. BIGGERT		X		
Mr. PLATTS		X		
Mr. TIBERI		X		
Mr. KELLER		X		
Mr. OSBORNE		X		
Mr. WILSON		X		
Mr. COLE		X		
Mr. PORTER		X		
Mr. KLINE		X		
Mr. CARTER		X		
Mrs. MUSGRAVE		X		
Mrs. BLACKBURN		X		
Mr. GINGREY		X		
Mr. BURNS		X		
Mr. MILLER	X			
Mr. KILDEE	X			
Mr. OWENS	X			
Mr. PAYNE				X
Mr. ANDREWS	X			
Ms. WOOLSEY	X			
Mr. HINOJOSA	X			
Mrs. McCARTHY	X			
Mr. TIERNEY	X			
Mr. KIND	X			
Mr. KUCINICH	X			
Mr. WU	X			
Mr. HOLT	X			
Mrs. DAVIS	X			
Ms. McCOLLUM	X			
Mr. DAVIS	X			
Mr. CASE	X			
Mr. GRIJALVA	X			
Ms. MAJETTE	X			
Mr. VAN HOLLEN	X			
Mr. RYAN	X			
Mr. BISHOP	X			
TOTALS	21	26		2

## COMMITTEE ON EDUCATION AND THE WORKFORCE

ROLL CALL 4 BILL H.R. 2210 DATE June 18, 2003

AMENDMENT NUMBER 6 DEFEATED 22 - 26

SPONSOR/AMENDMENT Mr. Davis / amendment to create a new \$340 million grant program for teachers

MEMBER	AYE	NO	PRESENT	NOT VOTING
Mr. BOEHNER, Chairman		X		
Mr. PETRI, Vice Chairman		X		
Mr. BALLENGER		X		
Mr. HOEKSTRA		X		
Mr. McKEON		X		
Mr. CASTLE		X		
Mr. JOHNSON		X		
Mr. GREENWOOD		X		
Mr. NORWOOD				X
Mr. UPTON		X		
Mr. EHLERS		X		
Mr. DeMINT		X		
Mr. ISAKSON		X		
Mrs. BIGGERT		X		
Mr. PLATTS		X		
Mr. TIBERI		X		
Mr. KELLER		X		
Mr. OSBORNE		X		
Mr. WILSON		X		
Mr. COLE		X		
Mr. PORTER		X		
Mr. KLINE		X		
Mr. CARTER		X		
Mrs. MUSGRAVE		X		
Mrs. BLACKBURN		X		
Mr. GINGREY		X		
Mr. BURNS		X		
Mr. MILLER	X			
Mr. KILDEE	X			
Mr. OWENS	X			
Mr. PAYNE	X			
Mr. ANDREWS	X			
Ms. WOOLSEY	X			
Mr. HINOJOSA	X			
Mrs. McCARTHY	X			
Mr. TIERNEY	X			
Mr. KIND	X			
Mr. KUCINICH	X			
Mr. WU	X			
Mr. HOLT	X			
Mrs. DAVIS	X			
Ms. McCOLLUM	X			
Mr. DAVIS	X			
Mr. CASE	X			
Mr. GRIJALVA	X			
Ms. MAJETTE	X			
Mr. VAN HOLLEN	X			
Mr. RYAN	X			
Mr. BISHOP	X			
TOTALS	22	26		1



## COMMITTEE ON EDUCATION AND THE WORKFORCE

ROLL CALL 2 BILL H.R. 2210 DATE June 18, 2003

AMENDMENT NUMBER 7 DEFEATED 20 – 25

SPONSOR/AMENDMENT Ms. Woolsey / amendment to strike the religious non-discrimination exemption for faith-based Head Start providers

MEMBER	AYE	NO	PRESENT	NOT VOTING
Mr. BOEHNER, Chairman		X		
Mr. PETRI, Vice Chairman		X		
Mr. BALLENGER		X		
Mr. HOEKSTRA		X		
Mr. McKEON		X		
Mr. CASTLE		X		
Mr. JOHNSON		X		
Mr. GREENWOOD				X
Mr. NORWOOD				X
Mr. UPTON		X		
Mr. EHLERS		X		
Mr. DeMINT		X		
Mr. ISAKSON		X		
Mrs. BIGGERT		X		
Mr. PLATTS		X		
Mr. TIBERI		X		
Mr. KELLER		X		
Mr. OSBORNE		X		
Mr. WILSON		X		
Mr. COLE		X		
Mr. PORTER		X		
Mr. KLINE		X		
Mr. CARTER		X		
Mrs. MUSGRAVE		X		
Mrs. BLACKBURN		X		
Mr. GINGREY		X		
Mr. BURNS		X		
Mr. MILLER	X			
Mr. KILDEE	X			
Mr. OWENS	X			
Mr. PAYNE				X
Mr. ANDREWS	X			
Ms. WOOLSEY	X			
Mr. HINOJOSA	X			
Mrs. McCARTHY	X			
Mr. TIERNEY	X			
Mr. KIND	X			
Mr. KUCINICH	X			
Mr. WU	X			
Mr. HOLT	X			
Mrs. DAVIS				X
Ms. McCOLLUM	X			
Mr. DAVIS	X			
Mr. CASE	X			
Mr. GRIJALVA	X			
Ms. MAJETTE	X			
Mr. VAN HOLLEN	X			
Mr. RYAN	X			
Mr. BISHOP	X			
TOTALS	20	25		4

## COMMITTEE ON EDUCATION AND THE WORKFORCE

ROLL CALL 5 BILL H.R. 2210 DATE June 19, 2003

AMENDMENT NUMBER 9 DEFEATED 20 - 26

SPONSOR/AMENDMENT Mr. Kind / amendment to eliminate the Secretary's flexibility to provide for training and technical assistance and to redirect funds that would provide additional Head Start slots for students

MEMBER	AYE	NO	PRESENT	NOT VOTING
Mr. BOEHNER, Chairman		X		
Mr. PETRI, Vice Chairman		X		
Mr. BALLENGER		X		
Mr. HOEKSTRA				X
Mr. McKEON		X		
Mr. CASTLE		X		
Mr. JOHNSON		X		
Mr. GREENWOOD		X		
Mr. NORWOOD		X		
Mr. UPTON		X		
Mr. EHLERS		X		
Mr. DeMINT		X		
Mr. ISAKSON		X		
Mrs. BIGGERT		X		
Mr. PLATTS		X		
Mr. TIBERI		X		
Mr. KELLER		X		
Mr. OSBORNE		X		
Mr. WILSON		X		
Mr. COLE		X		
Mr. PORTER		X		
Mr. KLINE		X		
Mr. CARTER		X		
Mrs. MUSGRAVE		X		
Mrs. BLACKBURN		X		
Mr. GINGREY		X		
Mr. BURNS		X		
Mr. MILLER	X			
Mr. KILDEE	X			
Mr. OWENS	X			
Mr. PAYNE	X			
Mr. ANDREWS	X			
Ms. WOOLSEY	X			
Mr. HINOJOSA				X
Mrs. McCARTHY	X			
Mr. TIERNEY				X
Mr. KIND	X			
Mr. KUCINICH	X			
Mr. WU	X			
Mr. HOLT	X			
Mrs. DAVIS	X			
Ms. McCOLLUM	X			
Mr. DAVIS	X			
Mr. CASE	X			
Mr. GRIJALVA	X			
Ms. MAJETTE	X			
Mr. VAN HOLLEN	X			
Mr. RYAN	X			
Mr. BISHOP	X			
TOTALS	20	26		3

## COMMITTEE ON EDUCATION AND THE WORKFORCE

ROLL CALL 6 BILL H.R. 2210 DATE June 19, 2003

AMENDMENT NUMBER 10 DEFEATED 20 - 26

SPONSOR/AMENDMENT Mr. Van Hollen / amendment to raise the authorization levels and increase the percent set aside for Early Head Start

MEMBER	AYE	NO	PRESENT	NOT VOTING
Mr. BOEHNER, Chairman		X		
Mr. PETRI, Vice Chairman		X		
Mr. BALLENGER		X		
Mr. HOEKSTRA				X
Mr. McKEON		X		
Mr. CASTLE		X		
Mr. JOHNSON		X		
Mr. GREENWOOD		X		
Mr. NORWOOD		X		
Mr. UPTON		X		
Mr. EHLERS		X		
Mr. DeMINT		X		
Mr. ISAKSON		X		
Mrs. BIGGERT		X		
Mr. PLATTS		X		
Mr. TIBERI		X		
Mr. KELLER		X		
Mr. OSBORNE		X		
Mr. WILSON		X		
Mr. COLE		X		
Mr. PORTER		X		
Mr. KLINE		X		
Mr. CARTER		X		
Mrs. MUSGRAVE		X		
Mrs. BLACKBURN		X		
Mr. GINGREY		X		
Mr. BURNS		X		
Mr. MILLER	X			
Mr. KILDEE	X			
Mr. OWENS	X			
Mr. PAYNE	X			
Mr. ANDREWS	X			
Ms. WOOLSEY	X			
Mr. HINOJOSA				X
Mrs. McCARATHY	X			
Mr. TIERNEY				X
Mr. KIND	X			
Mr. KUCINICH	X			
Mr. WU	X			
Mr. HOLT	X			
Mrs. DAVIS	X			
Ms. McCOLLUM	X			
Mr. DAVIS	X			
Mr. CASE	X			
Mr. GRIJALVA	X			
Ms. MAJETTE	X			
Mr. VAN HOLLEN	X			
Mr. RYAN	X			
Mr. BISHOP	X			
TOTALS	20	26		3

## COMMITTEE ON EDUCATION AND THE WORKFORCE

ROLL CALL 7 BILL H.R. 2210 DATE June 19, 2003

AMENDMENT NUMBER 14 DEFEATED 20 - 26

SPONSOR/AMENDMENT Ms. McCollum / amendment to create a new \$75 million program for Head Start grantees to comply with transportation (school bus) regulations

MEMBER	AYE	NO	PRESENT	NOT VOTING
Mr. BOEHNER, Chairman		X		
Mr. PETRI, Vice Chairman		X		
Mr. BALLENGER		X		
Mr. HOEKSTRA				X
Mr. McKEON		X		
Mr. CASTLE		X		
Mr. JOHNSON		X		
Mr. GREENWOOD		X		
Mr. NORWOOD		X		
Mr. UPTON		X		
Mr. EHLERS		X		
Mr. DeMINT		X		
Mr. ISAKSON		X		
Mrs. BIGGERT		X		
Mr. PLATTS		X		
Mr. TIBERI		X		
Mr. KELLER		X		
Mr. OSBORNE		X		
Mr. WILSON		X		
Mr. COLE		X		
Mr. PORTER		X		
Mr. KLINE		X		
Mr. CARTER		X		
Mrs. MUSGRAVE		X		
Mrs. BLACKBURN		X		
Mr. GINGREY		X		
Mr. BURNS		X		
Mr. MILLER	X			
Mr. KILDEE	X			
Mr. OWENS	X			
Mr. PAYNE	X			
Mr. ANDREWS	X			
Ms. WOOLSEY	X			
Mr. HINOJOSA				X
Mrs. McCARTHY	X			
Mr. TIERNEY				X
Mr. KIND	X			
Mr. KUCINICH	X			
Mr. WU	X			
Mr. HOLT	X			
Mrs. DAVIS	X			
Ms. McCOLLUM	X			
Mr. DAVIS	X			
Mr. CASE	X			
Mr. GRIJALVA	X			
Ms. MAJETTE	X			
Mr. VAN HOLLEN	X			
Mr. RYAN	X			
Mr. BISHOP	X			
TOTALS	20	26		3

## COMMITTEE ON EDUCATION AND THE WORKFORCE

ROLL CALL 8 BILL H.R. 2210 DATE June 19, 2003

AMENDMENT NUMBER 15 DEFEATED 20 - 27

SPONSOR/AMENDMENT Mr. Kind / amendment to suspend implementation of the National Reporting System

MEMBER	AYE	NO	PRESENT	NOT VOTING
Mr. BOEHNER, Chairman		X		
Mr. PETRI, Vice Chairman		X		
Mr. BALLENGER		X		
Mr. HOEKSTRA		X		
Mr. McKEON		X		
Mr. CASTLE		X		
Mr. JOHNSON		X		
Mr. GREENWOOD		X		
Mr. NORWOOD		X		
Mr. UPTON		X		
Mr. EHLERS		X		
Mr. DeMINT		X		
Mr. ISAKSON		X		
Mrs. BIGGERT		X		
Mr. PLATTS		X		
Mr. TIBERI		X		
Mr. KELLER		X		
Mr. OSBORNE		X		
Mr. WILSON		X		
Mr. COLE		X		
Mr. PORTER		X		
Mr. KLINE		X		
Mr. CARTER		X		
Mrs. MUSGRAVE		X		
Mrs. BLACKBURN		X		
Mr. GINGREY		X		
Mr. BURNS		X		
Mr. MILLER	X			
Mr. KILDEE	X			
Mr. OWENS	X			
Mr. PAYNE	X			
Mr. ANDREWS	X			
Ms. WOOLSEY	X			
Mr. HINOJOSA				X
Mrs. McCARTHY	X			
Mr. TIERNEY				X
Mr. KIND	X			
Mr. KUCINICH	X			
Mr. WU	X			
Mr. HOLT	X			
Mrs. DAVIS	X			
Ms. McCOLLUM	X			
Mr. DAVIS	X			
Mr. CASE	X			
Mr. GRIJALVA	X			
Ms. MAJETTE	X			
Mr. VAN HOLLEN	X			
Mr. RYAN	X			
Mr. BISHOP	X			
TOTALS	20	27		2

## COMMITTEE ON EDUCATION AND THE WORKFORCE

ROLL CALL 9 BILL H.R. 2210 DATE June 19, 2003

AMENDMENT NUMBER 17 DEFEATED 17 - 30

SPONSOR/AMENDMENT Mr. Kucinich / amendment to raise the authorization level to \$22.8 billion, require an 8-hour day program availability, and raise the poverty line eligibility for participation

MEMBER	AYE	NO	PRESENT	NOT VOTING
Mr. BOEHNER, Chairman		X		
Mr. PETRI, Vice Chairman		X		
Mr. BALLENGER		X		
Mr. HOEKSTRA		X		
Mr. McKEON		X		
Mr. CASTLE		X		
Mr. JOHNSON		X		
Mr. GREENWOOD		X		
Mr. NORWOOD		X		
Mr. UPTON		X		
Mr. EHLERS		X		
Mr. DeMINT		X		
Mr. ISAKSON		X		
Mrs. BIGGERT		X		
Mr. PLATTS		X		
Mr. TIBERI		X		
Mr. KELLER		X		
Mr. OSBORNE		X		
Mr. WILSON		X		
Mr. COLE		X		
Mr. PORTER		X		
Mr. KLINE		X		
Mr. CARTER		X		
Mrs. MUSGRAVE		X		
Mrs. BLACKBURN		X		
Mr. GINGREY		X		
Mr. BURNS		X		
Mr. MILLER		X		
Mr. KILDEE	X			
Mr. OWENS	X			
Mr. PAYNE	X			
Mr. ANDREWS	X			
Ms. WOOLSEY	X			
Mr. HINOJOSA				X
Mrs. McCARTHY	X			
Mr. TIERNEY				X
Mr. KIND		X		
Mr. KUCINICH	X			
Mr. WU	X			
Mr. HOLT	X			
Mrs. DAVIS	X			
Ms. McCOLLUM	X			
Mr. DAVIS	X			
Mr. CASE		X		
Mr. GRIJALVA	X			
Ms. MAJETTE	X			
Mr. VAN HOLLEN	X			
Mr. RYAN	X			
Mr. BISHOP	X			
TOTALS	17	30		2

## COMMITTEE ON EDUCATION AND THE WORKFORCE

ROLL CALL 10 BILL H.R. 2210 DATE June 19, 2003

H.R. 2210 was ordered favorably reported, as amended, by a vote of 27 - 20

SPONSOR/AMENDMENT Mr. Petri / motion to report the bill to the House with an amendment and with the recommendation that the bill as amended do pass

MEMBER	AYE	NO	PRESENT	NOT VOTING
Mr. BOEHNER, Chairman	X			
Mr. PETRI, Vice Chairman	X			
Mr. BALLENGER	X			
Mr. HOEKSTRA	X			
Mr. McKEON	X			
Mr. CASTLE	X			
Mr. JOHNSON	X			
Mr. GREENWOOD	X			
Mr. NORWOOD	X			
Mr. UPTON	X			
Mr. EHLERS	X			
Mr. DeMINT	X			
Mr. ISAKSON	X			
Mrs. BIGGERT	X			
Mr. PLATTS	X			
Mr. TIBERI	X			
Mr. KELLER	X			
Mr. OSBORNE	X			
Mr. WILSON	X			
Mr. COLE	X			
Mr. PORTER	X			
Mr. KLINE	X			
Mr. CARTER	X			
Mrs. MUSGRAVE	X			
Mrs. BLACKBURN	X			
Mr. GINGREY	X			
Mr. BURNS	X			
Mr. MILLER		X		
Mr. KILDEE		X		
Mr. OWENS		X		
Mr. PAYNE		X		
Mr. ANDREWS		X		
Ms. WOOLSEY		X		
Mr. HINOJOSA				X
Mrs. McCARTHY		X		
Mr. TIERNEY				X
Mr. KIND		X		
Mr. KUCINICH		X		
Mr. WU		X		
Mr. HOLT		X		
Mrs. DAVIS		X		
Ms. McCOLLUM		X		
Mr. DAVIS		X		
Mr. CASE		X		
Mr. GRIJALVA		X		
Ms. MAJETTE		X		
Mr. VAN HOLLEN		X		
Mr. RYAN		X		
Mr. BISHOP		X		
TOTALS	27	20		2

CORRESPONDENCE

HOUSE OF REPRESENTATIVES,  
Washington, DC, June 19, 2003.

Hon. JOHN BOEHNER,  
*Chair, Education and the Workforce Committee,*  
*House of Representatives, Washington, DC.*

DEAR MR. CHAIRMAN: Due to a pressing commitment, I was late for the continuation of the Full Committee markup of H.R. 2210 and missed the votes on the remaining amendments and final passage. I ask that you include in the record that I would have voted for the amendments offered by my Democratic colleagues and would have voted against final passage.

Thank you for your consideration of this request.

Sincerely,

RUBÉN HINOJOSA,  
*Member of Congress.*

STATEMENT OF OVERSIGHT FINDINGS AND RECOMMENDATIONS OF  
THE COMMITTEE

In compliance with clause 3(c)(1) of rule XIII and clause (2)(b)(1) of rule X of the Rules of the House of Representatives, the Committee's oversight findings and recommendations are reflected in the body of this report.

NEW BUDGET AUTHORITY AND CONGRESSIONAL BUDGET OFFICE  
COST ESTIMATE

With respect to the requirements of clause 3(c)(2) of rule XIII of the House of Representatives and section 308(a) of the Congressional Budget Act of 1974 and with respect to requirements of 3(c)(3) of rule XIII of the House of Representatives and section 402 of the Congressional Budget Act of 1974, the Committee has received the following cost estimate for H.R. 2210 from the Director of the Congressional Budget Office:

U.S. CONGRESS,  
CONGRESSIONAL BUDGET OFFICE,  
Washington, DC, June 25, 2003.

Hon. JOHN A. BOEHNER,  
*Chairman, Committee on Education and the Workforce,*  
*House of Representatives, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 2210, the School Readiness Act of 2003.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Donna Wong.

Sincerely,

DOUGLAS HOLTZ-EAKIN,  
*Director.*

Enclosure.



*H.R. 2210—School Readiness Act of 2003*

Summary: H.R. 2210 would reauthorize the Head Start program through 2008. The program is currently authorized through 2003 by the Head Start Act.

CBO estimates that authorizations under the bill would total \$6.9 billion in 2004 and about \$35.9 billion over the 2004–2008 period, assuming that annual levels are adjusted for inflation when specific annual authorizations are not provided. (Without such inflation adjustments, the authorization would total about \$34.4 billion over the 2004–2008 period.) CBO estimates that appropriation of the authorized levels would result in additional outlays of \$31.8 billion over the 2004–2008 period, assuming annual adjustments for inflation (and about \$30.7 billion without adjustments for inflation). Enacting H.R. 2210 would not affect direct spending or receipts.

H.R. 2210 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA) and would impose no costs on state, local, or tribal governments. State and local governments that offer prekindergarten or Head Start programs may be eligible for some of the grant assistance authorized in the bill. Any costs incurred by those public entities would be conditions for receiving federal aid.

Estimated Cost to the Federal Government: The estimated budgetary impact of H.R. 2210, with inflation adjustments for the two components of the bill, is shown in the following table. The costs of this legislation fall within the budget function 500 (education, training, employment, and social services).

	By fiscal year, in millions of dollars—					
	2003	2004	2005	2006	2007	2008
SPENDING SUBJECT TO APPROPRIATION						
Spending under current law:						
Budget authority <sup>1</sup> .....	6,668	1,400	0	0	0	0
Estimated outlays .....	6,609	3,931	936	123	14	0
Proposed changes:						
Head Start:						
Estimated authorization level .....	0	6,870	7,016	7,161	7,320	7,479
Estimated outlays .....	0	3,572	6,602	7,016	7,235	7,394
Administrative expenses for state demonstration program:						
Authorization level .....	0	5	5	5	5	5
Estimated outlays .....	0	3	5	5	5	5
Total proposed changes:						
Estimated authorization level .....	0	6,875	7,021	7,166	7,325	7,484
Estimated outlays .....	0	3,575	6,607	7,020	7,240	7,399
Total spending under H.R. 2210:						
Estimated authorization level .....	6,668	8,275	7,021	7,166	7,325	7,484
Estimated outlays .....	6,609	7,506	7,543	7,143	7,254	7,399

<sup>1</sup> The 2003 level is the amount appropriated that year for the Head Start program including an advance of \$1.4 billion for the 2002 academic year. The 2004 level is the amount appropriated in an advance appropriation for the 2003 academic year.

Note.—Components may not sum to totals because of rounding.

Basis of estimate: H.R. 2210 would reauthorize the Head Start program through 2008. The program is currently authorized through 2003 by the Head Start Act. For this estimate, CBO assumes that the bill will be enacted near the start of fiscal year 2004, that the estimated amounts shown in the table will be appropriated for each year, and that outlays will follow historical spending patterns.

H.R. 2210 would authorize additional appropriations of \$6.9 billion in 2004. CBO estimates that this bill would authorize total funding of \$35.9 billion over the 2004–2008 period assuming that “such sums” amounts provided after 2004 are adjusted for inflation. If the authorized amounts are appropriated, outlays would increase by \$3.6 billion in the first year and by \$31.8 billion over the five-year period.

The above table presents CBO’s estimates for the two components of the bill. The amounts authorized for administrative expenses for states are specified in each year. For the overall Head Start program, CBO’s estimate of authorized levels is the authorized amount for 2004 with that amount inflated in later years.

#### *Head Start*

H.R. 2210 would revise and reauthorize the Head Start program. The program provides comprehensive child development services to low-income children. Services include education, health, nutrition, and social services with the overall goal of increasing the school readiness of young children in low-income families.

Currently, Head Start grants are awarded directly to local grantees that can be either public or private, for profit or nonprofit organizations, or public school systems. The bill would create a state demonstration program that would allow up to eight states to receive the same amount of total funds that local grantees would be eligible to receive under the basic program and to coordinate Head Start with existing prekindergarten programs. Eligible states would have to meet certain criteria including specific standards and services, as well as maintain preexisting funding levels.

The bill would authorize the appropriation of \$6.87 billion in 2004 and such sums as may be necessary in 2005 through 2008 for the overall Head Start program. CBO estimates that total authorizations for the 2004–2008 period would be about \$35.8 billion, assuming adjustments for inflation, with resulting outlays of \$31.8 billion over those five years.

Funding for this program currently is provided on a program-year basis through appropriations in two separate fiscal years: a current fiscal year appropriation and an advance appropriation available October 1 of the next fiscal year. Although the program has been funded by two separate appropriations since 2001, funding does not need to be authorized separately because all of the funds for a program year could be provided in one appropriation. The program is funded at \$6.668 billion for academic year 2003–2004 (\$5.268 billion in 2003 and \$1.4 billion in 2004).

#### *Administrative expenses related to state demonstration program*

The bill also would authorize \$5 million a year for 2004 through 2008 for administrative expenses associated with implementing the new state demonstration program. CBO estimates that providing those amounts would result in outlays of \$22 million over the next five years.

Intergovernmental and private-sector impact: H.R. 2210 contains on intergovernmental or private-sector mandates as defined in UMRA and would impose no costs on state, local, or tribal governments. State and local governments that offer prekindergarten or Head Start programs may be eligible for some of the grant assist-

ance authorized in the bill. Any costs incurred by those public entities would be conditions for receiving federal aid.

Estimate prepared by: Federal costs: Donna Wong; Impact on state, local, and tribal governments: Gregory Waring; impact on the private sector: Nabeel Alsalam.

Estimate approved by: Peter H. Fontaine, Deputy Assistant Director for Budget Analysis.

#### STATEMENT OF GENERAL PERFORMANCE GOALS AND OBJECTIVES

In accordance with clause (3)(c) of House rule XIII, the goal of H.R. 2210 is to improve the Head Start Act to improve the school readiness of disadvantaged children. The Committee expects the Department of Health and Human Services to comply with H.R. 2210 and implement the changes to the law in accordance with the changes.

#### CONSTITUTIONAL AUTHORITY STATEMENT

Under clause 3(d)(1) of rule XIII of the Rules of the House of Representatives, the Committee must include a statement citing the specific powers granted to Congress in the Constitution to enact the law proposed by H.R. 2210. The Committee believes that the amendments made by this bill, which authorize appropriations for Head Start programs, are within Congress' authority under Article I, section 8, clause 1 of the Constitution.

#### COMMITTEE ESTIMATE

Clauses 3(d)(2) of rule XIII of the Rules of the House of Representatives requires an estimate and a comparison by the Committee of the costs that would be incurred in carrying out H.R. 2210. However, clause 3(d)(3)(B) of that rule provides that this requirement does not apply when the Committee has included in its report a timely submitted cost estimate of the bill prepared by the Director of the Congressional Budget Office under section 402 of the Congressional Budget Act.

#### CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in *italic*, existing law in which no change is proposed is shown in roman):

### HEAD START ACT

#### TITLE VI—HUMAN SERVICES PROGRAMS

##### Subtitle A—Authorizations Savings for Fiscal Years 1982, 1983, and 1984

\* \* \* \* \*

#### CHAPTER 8—COMMUNITY SERVICES PROGRAMS

\* \* \* \* \*

## Subchapter B—Head Start Programs

## SHORT TITLE

SEC. 635. This subchapter may be cited as the “Head Start Act”.

**[SEC. 636. STATEMENT OF PURPOSE.]**

**[**It is the purpose of this subchapter to promote school readiness by enhancing the social and cognitive development of low-income children through the provision, to low-income children and their families, of health, educational, nutritional, social, and other services that are determined, based on family needs assessments, to be necessary.**]**

**SEC. 636. STATEMENT OF PURPOSE.**

*It is the purpose of this subchapter to promote school readiness by enhancing the development of low-income children, through educational instruction in prereading skills, premathematics skills, and language, and through the provision to low-income children and their families of health, educational, nutritional, social and other services that are determined, based on family needs assessments, to be necessary.*

## DEFINITIONS

SEC. 637. For purposes of this subchapter:

(1) \* \* \*

\* \* \* \* \*

(17) The term “State” means a State, the Commonwealth of Puerto Rico, the District of Columbia, Guam, American Samoa, the Virgin Islands of the United States, and the Commonwealth of the Northern Mariana Islands**[**, but for fiscal years ending before October 1, 2001 (and fiscal year 2002, if the legislation described in section 640(a)(2)(B)(iii) has not been enacted before September 30, 2001), also means the Federated States of Micronesia, the Republic of the Marshall Islands, and the Republic of Palau**]**.

(18) *The term “eligible entities” means an institution of higher education or other agency with expertise in delivering training in early childhood development, family support, and other assistance designed to improve the quality of early childhood education programs.*

(19) *The term “homeless children” has the meaning given such term in subtitle B of title VII of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11431 et seq.).*

\* \* \* \* \*

**[AUTHORIZATION OF APPROPRIATIONS]**

**[**SEC. 639. (a) There are authorized to be appropriated for carrying out the provisions of this subchapter such sums as may be necessary for fiscal years 1999 through 2003.

**[**(b) From the amount appropriated under subsection (a), the Secretary shall make available—

**[**(1) for each of fiscal years 1999 through 2003 to carry out activities authorized under section 642A, not more than \$35,000,000 but not less than the amount that was made available for such activities for fiscal year 1998;

[(2) not more than \$5,000,000 for each of fiscal years 1999 through 2003 to carry out impact studies under section 649(g); and

[(3) not more than \$12,000,000 for fiscal year 1999, and such sums as may be necessary for each of fiscal years 2000 through 2003, to carry out other research, demonstration, and evaluation activities, including longitudinal studies, under section 649.]

**SEC. 639. AUTHORIZATION OF APPROPRIATIONS.**

(a) *IN GENERAL.*—There are authorized to be appropriated for carrying out the provisions of this subchapter \$6,870,000,000 for the fiscal year 2004 and such sums as may be necessary for fiscal years 2005 through 2008.

(b) *SPECIFIC PROGRAMS.*—From the amount appropriated under subsection (a), the Secretary shall make available not more than \$20,000,000 for fiscal year 2004, and such sums as may be necessary for each of fiscal years 2005 through 2008, to carry out such other research, demonstration, and evaluation activities, including longitudinal studies, under section 649.

(1) not more than \$7,000,000 for each of fiscal years 2004 through 2008 to carry out impact studies under section 649(g); and

(2) not more than \$13,000,000 for fiscal year 2004, and such sums as may be necessary for each of fiscal years 2005 through 2008, to carry out other research, demonstration, and evaluation activities, including longitudinal studies, under section 649.

(c) *ADMINISTRATIVE EXPENSES.*—There are authorized to be appropriated \$5,000,000 for each of fiscal years 2004 through 2008 to assist participating States with the administrative expenses associated with implementing a program under section 643A.

**ALLOTMENT OF FUNDS; LIMITATIONS ON ASSISTANCE**

**SEC. 640. (a)(1) \* \* \***

(2) The Secretary shall reserve 13 percent of the amount appropriated for each fiscal year for use in accordance with the following order of priorities—

(A) Indian Head Start programs, services for children with disabilities, and migrant and seasonal Head Start programs, except that there shall be made available for each fiscal year for use by Indian Head Start programs and by migrant and seasonal Head Start programs, on a nationwide basis, not less than the amount that was obligated for use by Indian Head Start programs and by migrant and seasonal Head Start programs for fiscal year [1998] 2003;

[(B) payments, subject to paragraph (7)—

[(i) to Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and the Virgin Islands of the United States;

[(ii) for fiscal years ending before October 1, 2001, to the Federated States of Micronesia, the Republic of the Marshall Islands, and the Republic of Palau; and

[(iii) if legislation approving renegotiated Compacts of Free Association for the jurisdictions described in clause

(ii) has not been enacted before September 30, 2001, for fiscal year 2002 to those jurisdictions; according to their respective needs, except that such amount shall not exceed one-half of 1 percent of the sums appropriated for any fiscal year;

[(C) training and technical assistance activities which are sufficient to meet the needs associated with program expansion and to foster program and management improvement activities as described in section 648 of this subchapter, in an amount for each fiscal year which is not less than 2 percent of the amount appropriated for such fiscal year, of which not less than \$3,000,000 of the amount appropriated for such fiscal year shall be made available to carry out activities described in section 648(c)(4);]

*(B) payments, subject to paragraph (7) to Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and the Virgin Islands of the United States;*

*(C) training and technical assistance activities that are sufficient to meet the needs associated with program expansion and to foster program and management improvement as described in section 648 of this subchapter, in an amount for each fiscal year which is not less than one percent, and shall not exceed 2 percent, of the amount appropriated for such fiscal year, of which—*

*(i) not less than 50 percent shall be made available to local Head Start agencies to comply with the standards described in section 641A(a)(1), of which not less than 50 percent shall be used to comply with the standards described in section 641A(a)(1)(B) and for the uses described in clauses (iii), (iv), and (vii) of subsection (a)(3)(B);*

*(ii) not less than 30 percent shall be made available to support a State system of early childhood education training and technical assistance;*

*(iii) not less than 20 percent shall be made available to the Secretary to assist local programs in meeting the standards described in section 641A(a)(1); and*

*(iv) not less than \$3,000,000 of the amount in clause (iii) appropriated for such fiscal year shall be made available to carry out activities described in section 648(c)(4);*

\* \* \* \* \*

No funds reserved under this paragraph or paragraph (3) may be combined with funds appropriated under any other Act if the purpose of combining funds is to make a single discretionary grant or a single discretionary payment, unless such funds appropriated under this subchapter are separately identified in such grant or payment and are used for the purposes of this subchapter. [No Freely Associated State may receive financial assistance under this subchapter after fiscal year 2002.] *If less than 2 percent of the amount appropriated for such fiscal year is made available for the activities authorized in subparagraph (C), then the Secretary is authorized to use at least 25 percent of such funds to fund migrant and seasonal Head Start programs for expansion of services. If sufficient migrant and seasonal eligible children are not available to use such funds, then enrollment priority shall be given to other disadvantaged populations referred to in subparagraph (A).*

(3)(A)(i) In order to provide assistance for activities specified in subparagraph (C) directed at the goals specified in subparagraph (B), the Secretary shall reserve, from the amount (if any) by which the funds appropriated under section 639(a) for a fiscal year exceed the adjusted prior year appropriation, a share equal to the sum of—

(I) 60 percent of such excess amount for fiscal year **1999**, 50 percent of such excess amount for fiscal year 2000, 47.5 percent of such excess amount for fiscal year 2001, 35 percent of such excess amount for fiscal year 2002, and 25 percent of such excess amount for fiscal year 2003 **2004 through 2008**; and

\* \* \* \* \*

(iii) *After the reservation of amounts under paragraph (2)(including the 2 percent amount referred to in paragraph (2)(C)) and the 60 percent amount referred to in subparagraph (A) of this paragraph, a portion of the remaining funds shall be made available to expand services to underserved populations, such as children receiving services under the Early Head Start and Migrant and Seasonal Head Start programs.*

[(B) Funds reserved under this paragraph (referred to in this paragraph as “quality improvement funds”) shall be used to accomplish any or all of the following goals:

[(i) Ensuring that Head Start programs meet or exceed performance standards pursuant to section 641A(a)(1)(A).

[(ii) Ensuring that such programs have adequate numbers of qualified staff, and that such staff are furnished adequate training, including developing skills in working with children with non-English language background and children with disabilities, when appropriate.

[(iii) Ensuring that salary levels and benefits are adequate to attract and retain qualified staff for such programs.

[(iv) Using salary increases to improve staff qualifications, and to assist with the implementation of career development programs, for the staff of Head Start programs, and to encourage the staff to continually improve their skills and expertise by informing the staff of the availability of Federal and State incentive and loan forgiveness programs for professional development.

[(v) Improving community-wide strategic planning and needs assessments for such programs and collaboration efforts for such programs.

[(vi) Ensuring that the physical environments of Head Start programs are conducive to providing effective program services to children and families, and are accessible to children with disabilities and their parents.

[(vii) Ensuring that such programs have qualified staff that can promote language skills and literacy growth of children and that can provide children with a variety of skills that have been identified, through scientifically based reading research, as predictive of later reading achievement.

[(viii) Making such other improvements in the quality of such programs as the Secretary may designate.

[(C) Quality improvement funds shall be used to carry out any or all of the following activities:

[(i)(I) Not less than one-half of the amount reserved under this paragraph, to improve the compensation (including benefits) of classroom teachers and other staff of Head Start agencies and thereby enhance recruitment and retention of qualified staff, including recruitment and retention pursuant to achieving the requirements set forth in section 648A(a). The expenditure of funds under this clause shall be subject to section 653. Preferences in awarding salary increases, in excess of cost-of-living allowances, with such funds shall be granted to classroom teachers and staff who obtain additional training or education related to their responsibilities as employees of a Head Start program.

[(II) If a Head Start agency certifies to the Secretary for such fiscal year that part of the funds set aside under subclause (I) to improve wages cannot be expended by such agency to improve wages because of the operation of section 653, then such agency may expend such part for any of the uses specified in this subparagraph (other than wages).

[(III) From the remainder of the amount reserved under this paragraph (after the Secretary carries out subclause (I)), the Secretary shall carry out any or all of the activities described in clauses (ii) through (vii), placing the highest priority on the activities described in clause (ii).

[(ii) To train classroom teachers and other staff to meet the education performance standards described in section 641A(a)(1)(B), through activities—

[(I) to promote children's language and literacy growth, through techniques identified through scientifically based reading research;

[(II) to promote the acquisition of the English language for non-English background children and families;

[(III) to foster children's school readiness skills through activities described in section 648A(a)(1); and

[(IV) to provide training necessary to improve the qualifications of the staff of the Head Start agencies and to support staff training, child counseling, and other services necessary to address the problems of children participating in Head Start programs, including children from dysfunctional families, children who experience chronic violence in their communities, and children who experience substance abuse in their families.

[(iii) To employ additional Head Start staff, including staff necessary to reduce the child-staff ratio and staff necessary to coordinate a Head Start program with other services available to children participating in such program and to their families.

[(iv) To pay costs incurred by Head Start agencies to purchase insurance (other than employee benefits) and thereby maintain or expand Head Start services.

[(v) To supplement amounts provided under paragraph (2)(C) to provide training necessary to improve the qualifications of the staff of the Head Start agencies, and to support staff training, child counseling, and other services necessary to address the problems of children participating in Head Start programs, including children from dysfunctional families, chil-



dren who experience chronic violence in their communities, and children who experience substance abuse in their families.

[(vi) Such other activities as the Secretary may designate.]

(B) *Funds reserved under this paragraph (referred to in this paragraph as “quality improvement funds”) shall be used to accomplish any or all of the following goals:*

(i) *Ensuring that Head Start programs meet or exceed standards pursuant to section 641A(a)(1).*

(ii) *Ensuring that such programs have adequate numbers of qualified staff; and that such staff is furnished adequate training, including developing skills to promote the development of language skills, premathematic skills, and prereading in young children and in working with children with non-English language background, children referred by child welfare services, and children with disabilities, when appropriate.*

(iii) *Developing and financing the salary scales described under section 644(a) and section 653, in order to ensure that salary levels and benefits are adequate to attract and retain qualified staff for such programs.*

(iv) *Using salary increases to improve staff qualifications, and to assist with the implementation of programs specifically designed to enable lead instructors to become more effective educators, for the staff of Head Start programs, and to encourage the staff to continually improve their skills and expertise by informing the staff of the availability of Federal and State incentive and loan forgiveness programs for professional development.*

(v) *Improving community-wide strategic planning and needs assessments for such programs and collaboration efforts for such programs, including collaborations to increase program participation by underserved populations of eligible children.*

(vi) *Ensuring that the physical environments of Head Start programs are conducive to providing effective program services to children and families, and are accessible to children with disabilities and their parents.*

(vii) *Ensuring that such programs have qualified staff that can promote language skills and literacy growth of children and that can provide children with a variety of skills that have been identified, through scientifically based reading research, as predictive of later reading achievement.*

(viii) *Providing assistance to complete post-secondary course work needed to attain baccalaureate degrees in early childhood education.*

(ix) *Making such other improvements in the quality of such programs as the Secretary may designate.*

(x) *To promote the regular attendance and stability of highly mobile children, including migrant and homeless children.*

(C) *Quality improvement funds shall be used to carry out any or all of the following activities:*

(i)(I) *Not less than one-half of the amount reserved under this paragraph, to improve the compensation (including benefits) of classroom teachers and other staff of Head Start agencies providing instructional services and thereby enhancing recruitment and retention of qualified staff, including recruitment and retention pursuant to achieving the requirements set forth in sec-*

tion 648A(a). The expenditure of funds under this clause shall be subject to section 653. Salary increases, in excess of cost-of-living allowance, provided with such funds shall be subject to the specific standards governing salaries and salary increases established pursuant to section 644(a).

(II) If a Head Start agency certifies to the Secretary for such fiscal year that part of the funds set aside under subclause (I) to improve wages cannot be expended by such agency to improve wages because of the operation of section 653, then such agency may expend such part for any of the uses specified in this subparagraph (other than wages).

(III) From the remainder of the amount reserved under this paragraph (after the Secretary carries out subclause (I)), the Secretary shall carry out any or all of the activities described in clauses (ii) through (vii), placing the highest priority on the activities described in clause (ii).

(ii) To train classroom teachers and other staff to meet the education standards described in section 641A(a)(1)(B), through activities—

(I) to promote children's language and prereading growth, through techniques identified through scientifically based reading research;

(II) to promote the acquisition of the English language for non-English background children and families;

(III) to foster children's school readiness skills through activities described in section 648A(a)(1); and

(IV) to educate and provide training necessary to improve the qualifications particularly with respect to such assistance to enable more instructors to meet the degree requirements under section 648A(a)(2)(A) and to support staff training, child counseling, and other services necessary to address the problems of children participating in Head Start programs, including children from dysfunctional families, children who experience chronic violence in their communities, and children who experience substance abuse in their families.

(iii) To employ additional Head Start staff, including staff necessary to reduce the child-staff ratio lead instructors who meet the qualifications of section 648A(a) and staff necessary to coordinate a Head Start program with other services available to children participating in such program and to their families.

(iv) To pay costs incurred by Head Start agencies to purchase insurance (other than employee benefits) and thereby maintain or expand Head Start services.

(v) To supplement amounts provided under paragraph (2)(C) to provide training necessary to improve the qualifications of the staff of the Head Start agencies, and to support staff training, child counseling, and other services necessary to address the problems of children participating in Head Start programs, including children from dysfunctional families, children who experience chronic violence in their communities, and children who experience substance abuse in their families.

(vi) To conduct outreach to homeless families in an effort to increase the program participation of eligible homeless children.

(vii) Such other activities as the Secretary may designate.

(viii) *To conduct outreach to migrant and seasonal farm-working families and families with children with a limited English proficiency.*

\* \* \* \* \*

(4) Subject to section 639(b), the Secretary shall allot the remaining amounts appropriated in each fiscal year among the States, in accordance with latest satisfactory data so that—

(A) each State receives an amount which is equal to the amount the State received for fiscal year **1998** 2003; and

\* \* \* \* \*

(5)(A) \* \* \*

(B) From the reserved sums, the Secretary **may** *shall* award a collaboration grant to each State to facilitate collaboration regarding *early childhood education* activities carried out in the State under this subchapter, and other activities carried out in, and by, the State that are designed to benefit low-income children and families and to encourage Head Start agencies to collaborate with entities involved in State and local planning processes (including the State lead agency administering the financial assistance received under the Child Care and Development Block Grant Act of 1990 (42 U.S.C. 9858 et seq.) and the entities providing resource and referral services in the State) in order to better meet the needs of low-income children and families.

**[(C)]** A State that receives a grant under subparagraph (B) shall—

**[(i)]** appoint an individual to serve as a State liaison between—

**[(I)]** the appropriate regional office of the Administration for Children and Families and agencies and individuals carrying out Head Start programs in the State; and

**[(II)]** agencies (including local educational agencies) and entities carrying out programs serving low-income children and families;

**[(ii)]** involve the State Head Start Association in the selection of the individual, and involve the association in determinations relating to the ongoing direction of the collaboration;

**[(iii)]** ensure that the individual holds a position with sufficient authority and access to ensure that the collaboration described in subparagraph (B) is effective and involves a range of State agencies;

**[(iv)]** ensure that the collaboration described in subparagraph (B) involves coordination of Head Start services with health care, welfare, child care, education, and community service activities, family literacy services, activities relating to children with disabilities (including coordination of services with those State officials who are responsible for administering part C and section 619 of the Individuals with Disabilities Education Act (20 U.S.C. 1431–1445, 1419)), and services for homeless children;

**[(v)]** include representatives of the State Head Start Association and local Head Start agencies in unified planning regarding early care and education services at both the State and local levels, including collaborative efforts to plan for the provi-

sion of full-working-day, full calendar year early care and education services for children; and

[(vi) encourage local Head Start agencies to appoint a State level representative to represent Head Start agencies within the State in conducting collaborative efforts described in subparagraphs (B) and (D), and in clause (v).]

(C) *In order to improve results for children, a State that receives a grant under subparagraph (B) shall—*

*(i) appoint an individual to serve as the State Director of Collaboration between—*

*(I) the appropriate regional office of the Administration for Children and Families;*

*(II) the State educational agency;*

*(III) the State Department of Health and Human Services;*

*(IV) the State agency that oversees child care;*

*(V) the State agency that assists children with developmental disabilities;*

*(VI) the State Head Start Association;*

*(VII) the State network of child care resource and referral agencies;*

*(VIII) local educational agencies;*

*(IX) community-based and faith-based organizations;*

*(X) State representatives of migrant and seasonal Head Start programs;*

*(XI) State representatives of Indian Head Start programs;*

*(XII) State and local providers of early childhood education and child care; and*

*(XIII) other entities carrying out programs serving low-income children and families in the State;*

*(ii) ensure that the State Director of Collaboration holds a position with sufficient authority and access to ensure that the collaboration described in subparagraph (B) is effective and involves a range of State agencies;*

*(iii) involve the entities described in section clause (i) to develop a strategic plan for the coordinated outreach to identify eligible children and implementation strategies based on a needs assessment conducted by the Office of the State Director of Collaboration which shall include an assessment of the availability of high quality prekindergarten services for low-income children in the State. Such assessment shall be completed within one year after the date of enactment of the “School Readiness Act of 2003” and be updated on an annual basis and shall be made available to the general public within the State;*

*(iv) ensure that the collaboration described in subparagraph (B) involves coordination of Head Start services with health care, welfare, child care, child protective services, education, and community service activities, family literacy services, activities relating to children with disabilities (including coordination of services with those State officials who are responsible for administering part C and section 619 of the Individuals with Disabilities Education Act), and services for homeless children (including coordination of services with the Office of Coordinator for Education of Homeless Children and Youth des-*

ignated under section 722 (g)(1)(J)(ii) of the McKinney-Vento Homeless Education Assistance Improvements Act of 2001;

(v) consult with the chief State school officer, local educational agencies, and representatives of local Head Start agencies and providers of early childhood education and care in unified planning regarding early care and education services at both the State and local levels, including collaborative efforts to develop school readiness standards; and

(vi) consult with the chief State school officer, local educational agencies, State child care administrators, State human services administrators, representatives of local resource and referral agencies, local early childhood councils, providers of early childhood education and care and other relevant State and local agencies, and representatives of the State Head Start Associations to plan for the provision of full-working-day, full calendar year early care and education services for children.

(D) Following the award of collaboration grants described in subparagraph (B), the Secretary shall provide, from the reserved sums, supplemental funding for collaboration grants—

(i) to States that (in consultation with their State Head Start Associations and providers of services supporting early childhood education and child care) develop statewide, regional, or local unified plans for early childhood education and child care that include the participation of Head Start agencies; and

\* \* \* \* \*

(6) [(A) From amounts reserved and allotted pursuant to paragraphs (2) and (4), the Secretary shall use, for grants for programs described in section 645A(a), a portion of the combined total of such amounts equal to 7.5 percent for fiscal year 1999, 8 percent for fiscal year 2000, 9 percent for fiscal year 2001, 10 percent for fiscal year 2002, and 10 percent for fiscal year 2003, of the amount appropriated pursuant to section 639(a), except as provided in subparagraph (B).] (A) From amounts reserved and allotted pursuant to paragraphs (2) and (4), the Secretary shall use, for grants for programs described in section 645A(a) of this subchapter, a portion of the combined total of such amounts equal to at least 10 percent for fiscal years 2004 through 2008, of the amount appropriated pursuant to section 639(a), except as provided in subparagraph (B).

\* \* \* \* \*

(f) The Secretary shall establish procedures to enable Head Start agencies to develop locally designed or specialized service delivery models to address local community needs, *including models that leverage the existing capacity and capabilities of the delivery system of early childhood education and child care.*

(g)(1) \* \* \*

(2) For the purpose of expanding Head Start programs, in allocating funds to an applicant within a State, from amounts allotted to a State pursuant to subsection (a)(4), the Secretary shall take into consideration—

(A) \* \* \*

\* \* \* \* \*

[(C) the extent to which the applicant has undertaken community-wide strategic planning and needs assessments involv-

ing other community organizations and public agencies serving children and families (including organizations serving families in whose homes English is not the language customarily spoken), and organizations and public entities serving children with disabilities;】

(C) *the extent to which the applicant has undertaken community-wide strategic planning and needs assessments involving other community organizations and public agencies serving children and families (including organizations and agencies providing family support services and protective services to children and families, and organizations serving families in whose homes English is not the language customarily spoken), and organizations and public entities serving children with disabilities and homeless children (including the local educational agency liaison designated under section 722(g)(1)(J)(ii) of the McKinney-Vento Homeless Education Assistance Improvements Act of 2001);*

\* \* \* \* \*

(G) *the extent to which the applicant proposes to foster partnerships with other service providers in a manner that will leverage the existing delivery systems of such services and enhance the resource capacity of the applicant; and*

(H) *the extent to which the applicant, in providing services, plans to coordinate with the local educational agency serving the community involved, including the liaison designated under section 722(g)(1)(J)(ii) of the McKinney-Vento Homeless Education Assistance Improvements Act of 2001, and with schools in which children participating in a Head Start program operated by such agency will enroll following such program, regarding such services and the education services provided by such local educational agency.*

\* \* \* \* \*

(m) *ENROLLMENT OF HOMELESS CHILDREN.—The Secretary shall by regulation prescribe policies and procedures to remove barriers to the enrollment and participation of eligible homeless children in Head Start programs. Such regulations shall require Head Start agencies to:*

(1) *implement policies and procedures to ensure that eligible homeless children are identified and prioritized for enrollment,*

(2) *allow homeless families to apply to, enroll in and attend Head Start programs while required documents, such as proof of residency, immunization and other medical records, birth certificates and other documents, are obtained within a reasonable time frame, and*

(3) *coordinate individual Head Start centers and programs with efforts to implement Subtitle VII-B of the McKinney-Vento Homeless Assistance Act.*

(n) *SAVINGS PROVISION.—Nothing in this Act shall be construed to require a State to establish a program of early education for children in the State, to require any child to participate in a program of early education, to attend school, or to participate in any initial screening prior to participation in such program, except as provided under section 612(a)(3), (consistent with section 614(a)(1)(C)), of the Individuals with Disabilities Education Act.*

(o) *MATERIALS.*—All curricula and instructional materials funded under this subchapter shall be scientifically based and age appropriate. Parents shall have the ability to inspect, upon request, any curricula or instructional materials.

#### DESIGNATION OF HEAD START AGENCIES

SEC. 641. (a)(1) The Secretary is authorized to designate as a Head Start agency any local public or private nonprofit or for-profit agency, within a community, *including a community-based or faith-based organization*, which [(1)] (A) has the power and authority to carry out the purposes of this subchapter and perform the functions set forth in section 642 within a community; and [(2)] (B) is determined by the Secretary (in consultation with the chief executive officer of the State involved, if such State expends non-Federal funds to carry out Head Start programs) to be capable of planning, conducting, administering, and evaluating, either directly or by other arrangements, a Head Start program.

(2) *In order to be designated as a Head Start agency and to receive a grant under this subchapter, a grantee shall establish grantee-determined goals for improving the school readiness of children participating in a program under this subchapter, which shall include goals for—*

(A) *educational instruction in prereading, premathematical, and language skills; and*

(B) *the provision of health, educational, nutritional, social, and other services.*

(3) *In order to receive a grant subsequent to the initial grant provided following the date of enactment of this subchapter, the grantee shall demonstrate that it has met the goals described in paragraph (2).*

(4) *Progress in meeting such goals shall not be measured primarily or solely by the results of assessments.*

\* \* \* \* \*

[(c)(1) In the administration of the provisions of this section (subject to paragraph (2)), the Secretary shall, in consultation with the chief executive officer of the State involved if such State expends non-Federal funds to carry out Head Start programs, give priority in the designation of Head Start agencies to any local public or private nonprofit or for-profit agency which is receiving funds under any Head Start program on the date of the enactment of this Act unless the Secretary determines that the agency involved fails to meet program and financial management requirements, performance standards described in section 641A(a)(1), results-based performance measures developed by the Secretary under section 641A(b), or other requirements established by the Secretary.

[(2) If there is no agency of the type referred to in paragraph (1) because of any change in the assistance furnished to programs for economically disadvantaged persons, the Secretary shall, in consultation with the chief executive officer of the State if such State expends non-Federal funds to carry out Head Start programs, give priority in the designation of Head Start agencies to any successor agency that is operating a Head Start program in substantially the same manner as the predecessor agency that did receive funds in

the fiscal year preceding the fiscal year for which the determination is made.

[(3) Notwithstanding any other provision of this subsection, the Secretary shall not give such priority to any agency with respect to which financial assistance has been terminated, or an application for refunding has been denied, under this subchapter by the Secretary after affording such agency reasonable notice and opportunity for a full and fair hearing in accordance with section 646(a)(3).

[(d) If no entity in a community is entitled to the priority specified in subsection (c), then the Secretary may designate a Head Start agency from among qualified applicants in such community. In selecting from among qualified applicants for designation as a Head Start agency, the Secretary shall give priority to any qualified agency that functioned as a Head Start delegate agency in the community and carried out a Head Start program that the Secretary determines met or exceeded such performance standards and such results-based performance measures. In selecting from among qualified applicants for designation as a Head Start agency, the Secretary shall consider the effectiveness of each such applicant to provide Head Start services, based on—

[(1) any past performance of such applicant in providing services comparable to Head Start services, including how effectively such applicant provided such comparable services;

[(2) the plan of such applicant to provide comprehensive health, nutritional, educational, social, and other services needed to aid participating children in attaining their full potential;

[(3) the plan of such applicant to coordinate the Head Start program it proposes to carry out, with other preschool programs, including Even Start programs under part B of chapter 1 of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2741 et seq.) and programs under part C and section 619 of the Individuals with Disabilities Education Act (20 U.S.C. 1431–1445, 1419), and with the educational programs such children will enter at the age of compulsory school attendance;

[(4) the plan of such applicant—

[(A) to seek the involvement of parents of participating children in activities (at home and in the center involved where practicable) designed to help such parents become full partners in the education of their children;

[(B) to afford such parents the opportunity to participate in the development, conduct, and overall performance of the program at the local level;

[(C) to offer (directly or through referral to local entities, such as entities carrying out Even Start programs under part B of chapter 1 of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2741 et seq.), public and school libraries, and family support programs) to such parents—

[(i) family literacy services; and

[(ii) parenting skills training;

[(D) to offer to parents of participating children substance abuse counseling (either directly or through referral



to local entities), including information on drug-exposed infants and fetal alcohol syndrome;

[(E) at the option of such applicant, to offer (directly or through referral to local entities) to such parents—

[(i) training in basic child development;

[(ii) assistance in developing communication skills;

[(iii) opportunities for parents to share experiences with other parents; or

[(iv) any other activity designed to help such parents become full partners in the education of their children; and

[(F) to provide, with respect to each participating family, a family needs assessment that includes consultation with such parents about the benefits of parent involvement and about the activities described in subparagraphs (C) (D), and (E) in which such parents may choose to become involved (taking into consideration their specific family needs, work schedules, and other responsibilities);

[(5) the ability of such applicant to carry out the plans described in paragraphs (2), (3), and (4);

[(6) other factors related to the requirements of this subchapter;

[(7) the plan of such applicant to meet the needs of non-English background children and their families, including needs related to the acquisition of the English language;

[(8) the plan of such applicant to meet the needs of children with disabilities;

[(9) the plan of such applicant who chooses to assist younger siblings of children who will participate in the proposed Head Start program to obtain health services from other sources; and

[(10) the plan of such applicant to collaborate with other entities carrying out early childhood education and child care programs in the community.]

*(c) In the administration of the provisions of this section, the Secretary shall, in consultation with the chief executive officer of the State involved if such State expends non-Federal funds to carry out Head Start programs, give priority in the designation of Head Start agencies to any local public or private nonprofit or for-profit agency which is receiving funds under any Head Start program on the date of the enactment of this Act that fulfills the program and financial management requirements, standards described in section 641A(a)(1), results-based performance measures developed by the Secretary under section 641A(b), or other requirements established by the Secretary.*

*(d) If no entity in a community is entitled to the priority specified in subsection (c), then the Secretary may designate a Head Start agency from among qualified applicants in such community. In selecting from among qualified applicants for designation as a Head Start agency, the Secretary shall give priority to any qualified agency that functioned as a Head Start delegate agency in the community and carried out a Head Start program that the Secretary determines met or exceeded such performance standards and such results-based performance measures. In selecting from among qualified applicants for designation as a Head Start agency, the Sec-*

retary shall consider the effectiveness of each such applicant to provide Head Start services, based on—

(1) any past performance of such applicant in providing services comparable to Head Start services, including how effectively such applicant provided such comparable services;

(2) the capacity of such applicant to serve eligible children with scientifically-based programs that promote school readiness of children participating in the program;

(3) the plan of such applicant to meet standards set forth in section 641A(a)(1), with particular attention to the standards set forth in subparagraphs (A) and (B) of such section;

(4) the plan of such applicant to provide comprehensive health, nutritional, educational, social, and other services needed to prepare children to succeed in school;

(5) the plan of such applicant to coordinate the Head Start program it proposes to carry out with other preschool programs, including Early Reading First and Even Start programs under title I, part B, subparts 1 and 2 of the Elementary and Secondary Education Act of 1965; other preschool programs carried out under title I of the Act; programs under part C and section 619 of the Individuals with Disabilities Education Act; State prekindergarten programs; and with the educational programs such children will enter at the age of compulsory school attendance;

(6) the plan of such applicant to coordinate the Head Start program it proposes to carry out with private entities with resources available to assist the Head Start Program meet its program needs;

(7) the plan of such applicant—

(A) to seek the involvement of parents of participating children in activities (at home and in the center involved where practicable) designed to help such parents become full partners in the education of their children;

(B) to afford such parents the opportunity to participate in the development, conduct, and overall performance of the program at the local level;

(C) to offer (directly or through referral to local entities, such as entities carrying out Even Start programs under part B of chapter 1 of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2741 et seq.), public and school libraries, and family support programs) to such parents—

(i) family literacy services; and

(ii) parenting skills training;

(D) to offer to parents of participating children substance abuse counseling (either directly or through referral to local entities), including information on drug-exposed infants and fetal alcohol syndrome;

(E) at the option of such applicant, to offer (directly or through referral to local entities) to such parents—

(i) training in basic child development;

(ii) assistance in developing communication skills;

(iii) opportunities for parents to share experiences with other parents; or

- (iv) any other activity designed to help such parents become full partners in the education of their children;
- (F) to provide, with respect to each participating family, a family needs assessment that includes consultation with such parents about the benefits of parent involvement and about the activities described in subparagraphs (C) (D), and (E) in which such parents may choose to become involved (taking into consideration their specific family needs, work schedules, and other responsibilities); and
- (G) to extend out reach to fathers in order to strengthen the role of fathers in families by working directly with fathers and father-figures through such activities as including fathers in home visits; implementing father outreach efforts, providing opportunities for direct father-child interactions; and targeting increased male participation in the program;
- (8) the ability of such applicant to carry out the plans described in paragraphs (2), (3), and (4);
- (9) other factors related to the requirements of this subchapter;
- (10) the plan of such applicant to meet the needs of non-English background children and their families, including needs related to the acquisition of the English language;
- (11) the plan of such applicant to meet the needs of children with disabilities;
- (12) the plan of such applicant who chooses to assist younger siblings of children who will participate in the proposed Head Start program to obtain health services from other sources;
- (13) the plan of such applicant to collaborate with other entities carrying out early childhood education and child care programs in the community; and
- (14) the plan of such applicant to meet the needs of homeless children.

\* \* \* \* \*

**SEC. 641A. QUALITY STANDARDS; MONITORING OF HEAD START AGENCIES AND PROGRAMS.**

**(a) QUALITY STANDARDS.—**

(1) **ESTABLISHMENT OF STANDARDS.**—The Secretary shall establish by regulation standards, including minimum levels of overall accomplishment, applicable to Head Start agencies, programs, and projects under this subchapter, including—

(A) \* \* \*

(B)(i) \* \* \*

[(ii) additional education performance standards to ensure that the children participating in the program, at a minimum—

[(I) develop phonemic, print, and numeracy awareness;

[(II) understand and use language to communicate for various purposes;

[(III) understand and use increasingly complex and varied vocabulary;

[(IV) develop and demonstrate an appreciation of books; and

[(V) in the case of non-English background children, progress toward acquisition of the English language.]  
 (ii) *additional education standards to ensure that the children participating in the program, at a minimum develop and demonstrate—*

- (I) *language skills;*
- (II) *prereading knowledge and skills, including interest in and appreciation of books, reading and writing either alone or with others;*
- (III) *premathematics knowledge and skills, including aspects of classification, seriation, number, spatial relations, and time;*
- (IV) *cognitive abilities related to academic achievement;*
- (V) *social and emotional development important for environments constructive for child development, early learning, and school success; and*
- (VI) *in the case of limited-English proficient children, progress toward acquisition of the English language.*

\* \* \* \* \*

(2) CONSIDERATIONS IN DEVELOPING STANDARDS.—In developing the regulations required under paragraph (1), the Secretary shall—

(A) \* \* \*

[(B) take into consideration—

[(i) past experience with use of the standards in effect under this subchapter on the date of enactment of this section;

[(ii) changes over the period since the date of enactment of this Act in the circumstances and problems typically facing children and families served by Head Start agencies;

[(iii) developments concerning best practices with respect to early childhood education and development, children with disabilities, family services, program administration, and financial management;

[(iv) projected needs of an expanding Head Start program;

[(v) guidelines and standards currently in effect or under consideration that promote child health services, and projected needs of expanding Head Start programs;

[(vi) changes in the population of children who are eligible to participate in Head Start programs, including the language background and family structure of such children; and

[(vii) the need for, and state-of-the-art developments relating to, local policies and activities designed to ensure that children participating in Head Start programs make a successful transition to public schools; and]

(B) *take into consideration—*

*(i) past experience with use of the standards in effect under this subchapter on October 27, 1998;*

(ii) *changes over the period since October 27, 1998, in the circumstances and problems typically facing children and families served by Head Start agencies;*

(iii) *developments concerning best practices with respect to early childhood education and development, children with disabilities, family services, program administration, and financial management;*

(iv) *projected needs of an expanding Head Start program;*

(v) *guidelines and standards currently in effect or under consideration that promote child health services, and projected needs of expanding Head Start programs;*

(vi) *changes in the population of children who are eligible to participate in Head Start programs, including the language background and family structure of such children;*

(vii) *the need for, and state-of-the-art developments relating to, local policies and activities designed to ensure that children participating in Head Start programs make a successful transition to schools; and*

(viii) *the unique challenges faced by individual programs, including those that are seasonal or short term, and those that serve rural populations; and*

(C)(i) \* \* \*

(ii) ensure that any such revisions in the performance standards will not result in the elimination of or any reduction in the scope or types of health, education, parental involvement, nutritional, social, or other services required to be provided under such standards as in effect on [the date of enactment of the Coats Human Services Reauthorization Act of 1998] *October 27, 1998.*

\* \* \* \* \*

(b) RESULTS-BASED PERFORMANCE MEASURES.—

(1) \* \* \*

[(2) CHARACTERISTICS OF MEASURES.—The performance measures developed under this subsection shall—

[(A) be used to assess the impact of the various services provided by Head Start programs and, to the extent the Secretary finds appropriate, administrative and financial management practices of such programs;

[(B) be adaptable for use in self-assessment, peer review, and program evaluation of individual Head Start agencies and programs, not later than July 1, 1999; and

[(C) be developed for other program purposes as determined by the Secretary.

The performance measures shall include the performance standards described in subsection (a)(1)(B)(ii).]

(2) CHARACTERISTICS OF MEASURES.—*The performance measures developed under this subsection shall—*

*(A) be used to assess the impact of the various services provided by Head Start programs and, to the extent the Secretary finds appropriate, administrative and financial management practices of such programs;*

*(B) be adaptable for use in self-assessment, peer review, and program evaluation of individual Head Start agencies and programs;*

*(C) be developed for other program purposes as determined by the Secretary;*

*(D) be appropriate for the population served; and*

*(E) be reviewed no less than every 4 years, based on advances in the science of early childhood development.*

*The performance measures shall include the performance standards described in subsection (a)(1)(A) and (B).*

\* \* \* \* \*

[(4) EDUCATIONAL PERFORMANCE MEASURES.—Such results-based performance measures shall include educational performance measures that ensure that children participating in Head Start programs—

[(A) know that letters of the alphabet are a special category of visual graphics that can be individually named;

[(B) recognize a word as a unit of print;

[(C) identify at least 10 letters of the alphabet; and

[(D) associate sounds with written words.]

*(4) EDUCATIONAL MEASURES.—Results based measures shall be designed for the purpose of promoting the competencies of children participating in Head Start programs specified in subsection (a)(1)(B)(ii), with an emphasis on measuring those competencies that have a strong scientifically-based predictability of a child's school readiness and later performance in school.*

\* \* \* \* \*

(c) MONITORING OF LOCAL AGENCIES AND PROGRAMS.—

(1) IN GENERAL.—In order to determine whether Head Start agencies meet standards established under this subchapter and results-based performance measures developed by the Secretary under subsection (b) with respect to program, administrative, financial management, and other requirements, the Secretary shall conduct the following reviews of designated Head Start agencies, and of the Head Start programs operated by such agencies:

(A) \* \* \*

\* \* \* \* \*

(C) Followup reviews including prompt return visits to agencies and programs that fail to meet [the standards] *one or more of the performance measures developed by the Secretary under subsection (b).*

\* \* \* \* \*

[(2) CONDUCT OF REVIEWS.—The Secretary shall ensure that reviews described in subparagraphs (A) through (C) of paragraph (1)—

[(A) are performed, to the maximum extent practicable, by employees of the Department of Health and Human Services who are knowledgeable about Head Start programs;

[(B) are supervised by such an employee at the site of such Head Start agency;

[(C) are conducted by review teams that shall include individuals who are knowledgeable about Head Start programs and, to the maximum extent practicable, the diverse (including linguistic and cultural) needs of eligible children (including children with disabilities) and their families;

[(D) include as part of the reviews of the programs, a review and assessment of program effectiveness, as measured in accordance with the results-based performance measures developed by the Secretary pursuant to subsection (b) and with the performance standards established pursuant to subparagraphs (A) and (B) of subsection (a)(1); and

[(E) seek information from the communities and the States involved about the performance of the programs and the efforts of the Head Start agencies to collaborate with other entities carrying out early childhood education and child care programs in the community.]

(2) *CONDUCT OF REVIEWS.*—*The Secretary shall ensure that reviews described in subparagraphs (A) through (C) of paragraph (1)—*

*(A) that incorporate a monitoring visit, do so without prior notice of the visit to the local agency or program;*

*(B) are conducted by review teams that shall include individuals who are knowledgeable about Head Start programs and, to the maximum extent practicable, the diverse (including linguistic and cultural) needs of eligible children (including children with disabilities) and limited-English proficient children and their families;*

*(C) include as part of the reviews of the programs, a review and assessment of program effectiveness, as measured in accordance with the results-based performance measures developed by the Secretary pursuant to subsection (b) and with the standards established pursuant to subparagraphs (A) and (B) of subsection (a)(1);*

*(D) seek information from the communities and the States involved about the performance of the programs and the efforts of the Head Start agencies to collaborate with other entities carrying out early childhood education and child care programs in the community;*

*(E) seek information from the communities where Head Start programs exist about innovative or effective collaborative efforts, barriers to collaboration, and the efforts of the Head Start agencies and programs to collaborate with the entities carrying out early childhood education and child care programs in the community;*

*(F) include as part of the reviews of the programs, a review and assessment of whether a program is in conformity with the income eligibility requirements, as defined in section 645 and regulations promulgated thereunder;*

*(G) include as part of the reviews of the programs, a review and assessment of whether programs have adequately addressed the population and community needs (including populations of children with a limited English proficiency and children of migrant and seasonal farm-working families); and*

*(H) include as part of the review the extent to which the program addresses the community needs and strategic plan identified in section 640(g)(2)(C).*

(d) CORRECTIVE ACTION; TERMINATION.—

[(1) DETERMINATION.—If the Secretary determines, on the basis of a review pursuant to subsection (c), that a Head Start agency designated pursuant to section 641 fails to meet the standards described in subsection (a) or results-based performance measures developed by the Secretary under subsection (b), the Secretary shall—]

*(1) DETERMINATION.—If the Secretary determines, on the basis of a review pursuant to subsection (c), that a Head Start agency designated pursuant to section 641 fails to meet the standards described in subsection (a) or results-based performance measures developed by the Secretary under subsection (b), or fails to adequately address the community needs and strategic plan identified in 640(g)(2)(C), the Secretary shall—*

(A) \* \* \*

\* \* \* \* \*

[(2) QUALITY IMPROVEMENT PLAN.—

[(A) AGENCY RESPONSIBILITIES.—In order to retain a designation as a Head Start agency under this subchapter, a Head Start agency that is the subject of a determination described in paragraph (1) (other than an agency required to correct a deficiency immediately or during a 90-day period under clause (i) or (ii) of paragraph (1)(B)) shall—

[(i) develop in a timely manner, obtain the approval of the Secretary regarding, and implement a quality improvement plan that specifies—

[(I) the deficiencies to be corrected;

[(II) the actions to be taken to correct such deficiencies; and

[(III) the timetable for accomplishment of the corrective actions specified; and

[(ii) eliminate each deficiency identified, not later than the date for elimination of such deficiency specified in such plan (which shall not be later than 1 year after the date the agency received notice of the determination and of the specific deficiency to be corrected).

[(B) SECRETARIAL RESPONSIBILITY.—Not later than 30 days after receiving from a Head Start agency a proposed quality improvement plan pursuant to subparagraph (A), the Secretary shall either approve such proposed plan or specify the reasons why the proposed plan cannot be approved.]

(2) QUALITY IMPROVEMENT PLAN.—

(A) AGENCY AND PROGRAM RESPONSIBILITIES.—*In order to retain a designation as a Head Start agency under this subchapter, or in the case of a Head Start Program, in order to continue to receive funds from such agency, a Head Start agency, or Head Start program that is the subject of a determination described in paragraph (1) (other than an agency or program required to correct a deficiency immediately or during a 90-day period under clause (i) or (ii) of paragraph (1)(B)) shall—*



(i) develop in a timely manner, a quality improvement plan which shall be subject to the approval of the Secretary, or in the case of a program, the sponsoring agency, and which shall specify—

(I) the deficiencies to be corrected;

(II) the actions to be taken to correct such deficiencies; and

(III) the timetable for accomplishment of the corrective actions specified; and

(ii) eliminate each deficiency identified, not later than the date for elimination of such deficiency specified in such plan (which shall not be later than 1 year after the date the agency or program received notice of the determination and of the specific deficiency to be corrected).

(B) *SECRETARIAL RESPONSIBILITY.*—Not later than 30 days after receiving from a Head Start agency a proposed quality improvement plan pursuant to subparagraph (A), the Secretary shall either approve such proposed plan or specify the reasons why the proposed plan cannot be approved.

(C) *AGENCY RESPONSIBILITY FOR PROGRAM IMPROVEMENT.*—Not later than 30 days after receiving from a Head Start program, a proposed quality improvement plan pursuant to subparagraph (A), the sponsoring agency shall either approve such proposed plan or specify the reasons why the proposed plan cannot be approved.

(3) *TRAINING AND TECHNICAL ASSISTANCE.*—The Secretary shall provide training and technical assistance to Head Start agencies and programs with respect to the development or implementation of such quality improvement plans to the extent the Secretary finds such provision to be feasible and appropriate given available funding and other statutory responsibilities.

[(e) *SUMMARIES OF MONITORING OUTCOMES.*—Not later than 120 days after the end of each fiscal year, the Secretary shall publish a summary report on the findings of reviews conducted under subsection (c) and on the outcomes of quality improvement plans implemented under subsection (d), during such fiscal year. Such report shall be widely disseminated and available for public review in both written and electronic formats.]

(e) *SUMMARIES OF MONITORING OUTCOMES.*—Not later than 120 days after the end of each fiscal year, the Secretary shall publish a summary report on the findings of reviews conducted under subsection (c) and on the outcomes of quality improvement plans implemented under subsection (d), during such fiscal year. Such information shall be made available to all parents with students receiving assistance under this Act in a understandable and uniform format, and to the extent practicable, provided in a language that the parents can understand, and in addition, make the information widely available through public means such as distribution through public agencies, and at a minimum posting such information on the Internet immediately upon publication.

## POWERS AND FUNCTIONS OF HEAD START AGENCIES

SEC. 642. (a) \* \* \*

[(b) In order to be so designated, a Head Start agency shall also—

[(1) establish effective procedures by which parents and area residents concerned will be enabled to directly participate in decisions that influence the character of programs affecting their interests;

[(2) provide for their regular participation in the implementation of such programs;

[(3) provide technical and other support needed to enable parents and area residents to secure on their own behalf available assistance from public and private sources;

[(4) seek the involvement of parents of participating children in activities designed to help such parents become full partners in the education of their children, and to afford such parents the opportunity to participate in the development, conduct, and overall performance of the program at the local level;

[(5) offer (directly or through referral to local entities, such as entities carrying out Even Start programs under part B of chapter 1 of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2741 et seq.)), to parents of participating children, family literacy services and parenting skills training;

[(6) offer to parents of participating children substance abuse counseling (either directly or through referral to local entities), including information on drug-exposed infants and fetal alcohol syndrome;

[(7) at the option of such agency, offer (directly or through referral to local entities), to such parents—

[(A) training in basic child development;

[(B) assistance in developing communication skills;

[(C) opportunities to share experiences with other parents;

[(D) regular in-home visitation; or

[(E) any other activity designed to help such parents become full partners in the education of their children;

[(8) provide, with respect to each participating family, a family needs assessment that includes consultation with such parents about the benefits of parent involvement and about the activities described in paragraphs (4) through (7) in which such parents may choose to be involved (taking into consideration their specific family needs, work schedules, and other responsibilities);

[(9) consider providing services to assist younger siblings of children participating in its Head Start program to obtain health services from other sources;

[(10) perform community outreach to encourage individuals previously unaffiliated with Head Start programs to participate in its Head Start program as volunteers; and

[(11)(A) inform custodial parents in single-parent families that participate in programs, activities, or services carried out or provided under this subchapter about the availability of

child support services for purposes of establishing paternity and acquiring child support; and

[(B) refer eligible parents to the child support offices of State and local governments.

[(c) The head of each Head Start agency shall coordinate and collaborate with the State agency responsible for administering the State program carried out under the Child Care and Development Block Grant Act of 1990 (42 U.S.C. 9858 et seq.), and other early childhood education and development programs, including Even Start programs under part B of chapter 1 of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2741 et seq.) and programs under part C and section 619 of the Individuals with Disabilities Education Act (20 U.S.C. 1431–1445, 1419), serving the children and families served by the Head Start agency to carry out the provisions of this subchapter.]

(b) *In order to be so designated, a Head Start agency shall also—*

*(1) establish a program with standards set forth in section 641A(a)(1), with particular attention to the standards set forth in subparagraphs (A) and (B) of such section;*

*(2) demonstrate capacity to serve eligible children with scientifically-based curricula and other interventions that help promote the school readiness of children participating in the program;*

*(3) establish effective procedures by which parents and area residents concerned will be enabled to directly participate in decisions that influence the character of programs affecting their interests;*

*(4) provide for their regular participation in the implementation of such programs;*

*(5) provide technical and other support needed to enable parents and area residents to secure on their own behalf available assistance from public and private sources;*

*(6) seek the involvement of parents of participating children in activities designed to help such parents become full partners in the education of their children, and to afford such parents the opportunity to participate in the development, conduct, and overall performance of the program at the local level;*

*(7) conduct outreach to schools in which Head Start children enroll, local educational agencies, the local business community, community-based organizations, faith-based organizations, museums, and libraries to generate support and leverage the resources of the entire local community in order to improve school readiness;*

*(8) offer (directly or through referral to local entities, such as entities carrying out Even Start programs under part B of chapter 1 of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2741 et seq.)), to parents of participating children, family literacy services and parenting skills training;*

*(9) offer to parents of participating children substance abuse counseling (either directly or through referral to local entities), including information on drug-exposed infants and fetal alcohol syndrome;*

*(10) at the option of such agency, offer (directly or through referral to local entities), to such parents—*

*(A) training in basic child development;*

- (B) assistance in developing communication skills;
- (C) opportunities to share experiences with other parents;
- (D) regular in-home visitation; or
- (E) any other activity designed to help such parents become full partners in the education of their children;

(11) provide, with respect to each participating family, a family needs assessment that includes consultation with such parents about the benefits of parent involvement and about the activities described in paragraphs (4) through (7) in which such parents may choose to be involved (taking into consideration their specific family needs, work schedules, and other responsibilities);

(12) consider providing services to assist younger siblings of children participating in its Head Start program to obtain health services from other sources;

(13) perform community outreach to encourage individuals previously unaffiliated with Head Start programs to participate in its Head Start program as volunteers; and

(14)(A) inform custodial parents in single-parent families that participate in programs, activities, or services carried out or provided under this subchapter about the availability of child support services for purposes of establishing paternity and acquiring child support; and

(B) refer eligible parents to the child support offices of State and local governments.

(c) The head of each Head Start agency shall coordinate and collaborate with the State agency responsible for administering the State program carried out under the Child Care and Development Block Grant Act of 1990 (42 U.S.C. 9858 et seq.), and other early childhood education and development programs, including programs under subtitle VII-B of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11431-11435), Even Start programs under part B of chapter 1 of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2741 et seq.), and programs under Part C and section 619 of the Individuals with Disabilities Education Act (20 U.S.C. 1431-1445, 1419), and the Child Abuse Prevention and Treatment Act (42 U.S.C. 5106a), serving the children and families served by the Head Start agency to carry out the provisions of this subchapter.

(d)(1) \* \* \*

(2) In communities where both public prekindergarten programs and Head Start programs operate, a Head Start agency shall coordinate with the local educational agency or other public agency responsible for the operation of the prekindergarten program and providers of prekindergarten, including for outreach to identify eligible children.

[(2)] (3) A Head Start agency may take steps to coordinate with the local educational agency serving the community involved and with schools in which children participating in a Head Start program operated by such agency will enroll following such program, including—

(A) collaborating on the shared use of transportation and facilities; [and]

(B) collaborating to increase the program participation of underserved populations of eligible children; and

[(B)] (C) exchanging information on the provision of noneducational services to such children.

[(3)] (4) In order to promote the continued involvement of the parents of children that participate in Head Start programs in the education of their children upon transition to school, the Head Start agency shall—

(A) \* \* \*

\* \* \* \* \*

[(4)] (5) The Secretary, in cooperation with the Secretary of Education, shall—

(A) \* \* \*

\* \* \* \* \*

#### [SEC. 642A. HEAD START TRANSITION.]

##### SEC. 642A. HEAD START ALIGNMENT WITH K-12 EDUCATION.

Each Head Start agency shall take steps to coordinate with the local educational agency serving the community involved and with schools in which children participating in a Head Start program operated by such agency will enroll following such program, including—

(1) \* \* \*

(2) establishing channels of communication between Head Start staff and their counterparts in the schools (including teachers, social workers, *McKinney-Vento liaisons as established under section 722 (g)(1)(J)(ii) of the McKinney-Vento Homeless Education Assistance Improvements Act of 2001*, and health staff) to facilitate coordination of programs;

(3) *developing continuity of developmentally appropriate curricula between Head Start and local educational agencies to ensure an effective transition and appropriate shared expectations for children's learning and development as they make such transition to school;*

[(3)] (4) conducting meetings involving parents, kindergarten or elementary school teachers, and Head Start program teachers to discuss the educational, developmental, and other needs of individual children;

[(4)] (5) organizing and participating in joint transition-related training of school staff and Head Start staff;

[(5)] developing and implementing a family outreach and support program in cooperation with entities carrying out parental involvement efforts under title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6301 et seq.);

(6) *developing and implementing a family outreach and support program in cooperation with entities carrying out parental involvement efforts under Title I of the Elementary and Secondary Education Act of 1965 and family outreach and support efforts under subtitle VII-B of the McKinney-Vento Homeless Assistance Act;*

[(6)] (7) assisting families, administrators, and teachers in enhancing educational and developmental continuity *and continuity in parental involvement activities* between Head Start services and elementary school classes; [and]

[(7)] (8) linking the services provided in such Head Start program with the education services provided by such local educational agency[.];

(9) *helping parents to understand the importance of parental involvement in a child's academic success while teaching them strategies for maintaining parental involvement as their child moves from Head Start to elementary school; and*

(10) *developing and implementing a system to increase program participation of underserved populations of eligible children.*

\* \* \* \* \*

**SEC. 643A. STATE DEMONSTRATION PROGRAM.**

(a) GRANTS.—

(1) IN GENERAL.—

(A) *ELIGIBLE STATES.*—*In the case of each eligible State that submits to the Secretary an application that fulfills the requirements of this section, the Secretary, from amounts appropriated under section 639(a), shall make a grant to the State to carry out a State demonstration program under this section, except that the Secretary shall not make such grants to more than 8 eligible States.*

(B) *DETERMINATION.*—*The Secretary shall make awards to those States that demonstrate—*

*(i) that the State standards generally meet or exceed the standards that ensure the quality and effectiveness of programs operated by Head Start agencies;*

*(ii) the capacity to deliver high quality early childhood education services to prepare children, including low-income children, for school; and*

*(iii) success in improving the school readiness of children.*

(2) *STATE ELIGIBILITY.*—*A State shall be eligible to participate in the program under this section if it meets each of the following criteria:*

(A) *The State has an existing State supported system providing public prekindergarten to children prior to entry into kindergarten.*

(B) *The State has implemented standards for school readiness that include standards for language, prereading and premathematics development for prekindergarten that are aligned with State kindergarten through twelfth grade academic content standards and which shall apply to all programs receiving funds under this part or provides an assurance that such standards will be aligned by the end of the second fiscal year of participation.*

(C) *State and locally appropriated funds for prekindergarten services and Head Start services in the fiscal year immediately preceding the fiscal year for which the State applies for the program under this section shall not be less than 50 percent of the Federal funds that the grantees in the State received under this Act in the immediately preceding fiscal year for services to Head Start eligible children, excluding amounts for services provided under section 645A.*

(D) *The State has established a means for inter-agency coordination and collaboration in the development of the plan under subsection (h).*

(b) *LEAD AGENCY.—A program under this section shall be administered by a State governmental entity designated by the Chief Executive Officer of the State as the lead State agency.*

(c) *STATE OPERATION OF PROGRAM.—The State may conduct all or any part of the program under this section (including the activities specified in subsection (g)) directly or by grant, contract, or cooperative agreement.*

(d) *TRANSITION.—*

(1) *IN GENERAL.—For 36 months after the effective date of this section, the State shall continue to provide funds to each local grantee who—*

(A) *was receiving funds under this subchapter, as in effect prior to the date of enactment of this section, and*

(B) *is serving the geographic area covered by the plan in section 643A(h).*

*Such continuing grants shall be made in accordance with the terms of the grant made to the local grantee immediately prior to such date of enactment. This paragraph shall not apply to a grant applicant who has experienced substantial uncorrected deficiencies on Department of Health and Human Services monitoring reports during any year of the most recent 5-year period, or to a grantee that, as determined by the State, does not comply with the State plan described in subsection 643A(h) submitted to the Secretary.*

(e) *FEDERAL FINANCIAL ASSISTANCE.—*

(1) *ALLOCATION OF FEDERAL ALLOTMENTS TO STATE PROGRAMS.—From each total amount described in paragraph (2) allotted to a State for a fiscal year, the Secretary shall pay to a State with a program approved under this section for such fiscal year an amount equal to—*

(A) *if the State program is statewide, 100 percent of such total amount; and*

(B) *if the State program is limited to a geographic area or areas, the sum of—*

(i) *an amount equal to the amount received by grantees in such geographic area or areas for the Federal fiscal year preceding the first fiscal year of the State program under this section; plus*

(ii) *an amount bearing the same ratio to the excess (if any) above the total amount for such preceding fiscal year as the number of children less than 5 years of age from families whose income is below the poverty line in the geographic area or areas included in the program bears to the total number of such children in the State (as determined using the same data used pursuant to section 640(a)(4)(B)).*

(2) *FUNDS ALLOCATED.—For purposes of paragraph (1), amounts described in this paragraph are:*

(A) *BASIC STATE ALLOTMENTS.—Amounts allotted to States pursuant to section 640(a)(4), including amounts reserved pursuant to section 640(a)(5), excluding amounts for services provided under section 645A.*

(B) *STATE ALLOTMENTS OF EXPANSION FUNDS.*—Amounts allotted to States pursuant to section 640(a)(3)(D)(i)(I) for program expansion.

(C) *QUALITY IMPROVEMENT FUNDS.*—Quality improvement funds (if any) reserved pursuant to section 640(a)(3).

(D) *TRAINING AND TECHNICAL ASSISTANCE FUNDS.*—An amount bearing the same ratio to the amount set aside for training and technical assistance activities pursuant to section 640(a)(2)(C)(i) and (ii) as the State's share of amounts allotted under section 640(a)(4)(B) bears to the total amount so allotted (and for purposes of subparagraph (A), such amount shall be considered an amount allotted to the State for the fiscal year).

(3) *NON-FEDERAL MATCH.*—(A) In determining the amount of Federal and non-Federal contributions for purposes of this section, the amounts required to be expended by the State under subsection (h)(14)(B) (relating to maintenance of effort) shall be excluded.

(B) Financial assistance made available to a State under this subchapter shall be in an amount equal to 95 percent of the total amount expended for such programs. The Secretary shall require non-Federal contributions in an amount equal to 5 percent of the total amount expended under this subchapter for such programs.

(C) Non-Federal contributions may be made in cash or in kind, fairly evaluated, including plant, equipment, or services.

(4) *COMBINED OPERATIONS WITH OTHER EARLY CHILDHOOD EDUCATION PROGRAMS.*—A State may combine funds for a program under this section with funds for other early childhood programs serving children in the same age group, as long as all applicable requirements of this subchapter are met with respect to either—

(A) the entire combined program; or

(B) each child served in such combined program for whom the services provided are funded from appropriations under this subchapter or non-Federal matching contributions under this subchapter.

(5) *USE OF FUNDS WITHOUT REGARD TO ALLOTMENT PURPOSES.*—A State may use funds received pursuant to this section for any program purpose set forth in section 636, without regard to the purposes for such funds specified in section 640.

(6) *OTHER FUNDS.*—Funds received under this section shall not supplant any non-Federal, State or local funds that would otherwise be used for activities authorized under this section or similar activities carried out in the State.

(f) *COORDINATION AND CHOICE.*—

(1) *IN GENERAL.*—A State demonstration Program shall be coordinated with the education programs of local educational agencies in the State to ensure that the program is effectively designed to develop in children in the program the knowledge and behaviors necessary to transition successfully to kindergarten and to succeed in school.

(2) *PROGRAMS CONCERNED.*—

(A) *REQUIRED PROGRAMS.*—Such coordination shall occur regarding the implementation of the following:



(i) *The Early Reading First and Even Start programs under title I, part B, subparts 2 and 3 of the Elementary and Secondary Education Act of 1965, and other preschool programs carried out under title I of that Act.*

(ii) *State prekindergarten programs.*

(iii) *The Ready-to-Learn Television Program under subpart 3 of Part D of title II of the Elementary and Secondary Education Act.*

(B) *OPTIONAL PROGRAMS.—Such coordination may occur regarding the implementation of the following:*

(i) *Programs under the Child Care and Development Block Grant Act.*

(ii) *Other publicly funded early childhood education programs.*

(3) *PARENTAL CHOICE.—The program shall allow parents to choose the preschool program for their child.*

(g) *REQUIRED SERVICES.—With funds under this section, the State shall provide services described in section 641A at least as extensive as were provided, and to at least as many low-income children and families in each fiscal year as were provided such services, with such funds in the base year in the State (or, if applicable, in the geographic area included in the State program). A program under this section shall include the following comprehensive activities designed to promote school readiness and success in school:*

(1) *CHILD DEVELOPMENT AND EDUCATION.—Activities with enrolled children that promote—*

(A) *cognitive development, language development, prereading, and premathematics knowledge and skills;*

(B) *physical development, health, and nutrition (including through coordination with, and referral of children and families to local health service entities; and*

(C) *social development important for environments constructive for child development, early learning, and school success.*

(2) *PARENT EDUCATION AND INVOLVEMENT.—Activities with the parents of enrolled children directed at enhancing and encouraging—*

(A) *involvement in, and ability to support, their children's educational development;*

(B) *parenting skills and understanding of child development; and*

(C) *ability to participate effectively in decisions relating to the education of their children.*

(3) *SOCIAL AND FAMILY SUPPORT SERVICES.—Activities directed at securing appropriate social and family support services for enrolled children and their families, primarily through referral and coordination with local, State, and Federal entities that provide such services.*

(4) *HEAD START SERVICES.—For purposes of paragraph (1) Head Start services furnished in a State program under this section shall include all Head Start services, other than—*

(A) *Indian Head Start programs and migrant and seasonal Head Start programs supported with funds reserved under section 640(a)(2)(A); and*

(B) *Early Head Start services provided under section 645A.*

(h) *STATE PLAN.*—A State proposing to administer a program under this section shall submit a State plan to the Secretary. The State plan shall include the following:

(1) *LEAD STATE AGENCY.*—The plan shall identify the entity designated by the Chief Executive Officer of the State as the lead State agency.

(2) *GEOGRAPHIC AREA.*—The plan shall specify whether the program is statewide, and, if it is not, identify the geographic area or areas covered by the plan. A geographic area may be a city, county, standard metropolitan statistical area, or such other geographic area in the State.

(3) *PROGRAM PERIOD.*—A State program under this section shall be in effect for 5 Federal fiscal years.

(4) *PROGRAM DESCRIPTION.*—The plan shall describe the services under subsection (f) to be provided in the program and arrangements the State proposes to use to provide the services specified in subsection (g), including how the State will leverage existing delivery systems for such services.

(5) *NEEDS ASSESSMENT.*—The plan shall describe the results of a State needs assessment and shall provide an assurance that the State will use the results to identify the needs for early childhood education services within a State or geographic area to be served and is targeting services to those areas of greatest need and to expand and improve services to disadvantaged children in the State.

(6) *ASSURANCE OF COMPLIANCE.*—The plan shall provide an assurance that the State program will comply with the requirements of this section, including each of the following:

(A) *PRIORITY FOR LOW-INCOME CHILDREN.*—Requirements established pursuant to section 645(a) concerning the eligibility and priority of individuals for participation in Head Start programs.

(B) *CONTINUATION FOR EXISTING PROVIDERS.*—An applicant who received funds under this subchapter in prior fiscal years and has not corrected any substantial deficiencies identified in the past 5 years shall not be eligible to receive any grants, contract, or cooperative agreements under this section.

(C) *PARTICIPATION OF CHILDREN WITH DISABILITIES.*—Requirements pursuant to section 640(d) concerning Head Start enrollment opportunities and services for children with disabilities.

(D) *PROVISIONS CONCERNING FEES AND COPAYMENTS.*—The provisions of section 645(b) concerning the charging of fees and the circumstances under which copayments are permissible.

(E) *FEDERAL SHARE; STATE AND LOCAL MATCHING.*—The provisions of section 640(b) limiting Federal financial assistance for Head Start programs, and providing for non-Federal contributions.

(F) *ADMINISTRATIVE COSTS.*—The provisions of section 644(b) limiting the share of program funds that may be used for developing and administering a program.

(G) *FEDERAL PROPERTY INTEREST.*—Applicable provisions of this subchapter regarding the Federal Government interest in property (including real property) purchased, leased, or renovated with Federal funds.

(7) *IDENTIFICATION OF BARRIERS.*—The plan shall identify barriers in the State to the effective use of Federal, State, and local public funds, and private funds, for early education and care that are available to the State on the date on which the application is submitted.

(8) *STATE GUIDELINES FOR SCHOOL READINESS.*—The plan shall include—

(A) a State definition of school readiness;

(B) a description of the State's general goals for school readiness, including how the State intends to—

(i) promote and maintain ongoing communication and collaboration between providers of early care and education and local educational agencies in the State;

(ii) align early childhood and kindergarten curricula to ensure program continuity; and

(iii) ensure that children successfully transition to kindergarten.

(9) *TEACHER QUALIFICATIONS.*—The plan shall assure that the qualifications and credentials for early childhood teachers meet or exceed the standards in section 648A(a)(2)(A), (B), and (C).

(10) *PROFESSIONAL DEVELOPMENT.*—The plan shall provide a description of the State plan for assuring the ongoing professional development of early childhood educators and administrators including how the State intends to—

(A) improve the competencies of early childhood educators in meeting the cognitive and other developmental needs of young children through effective instructional strategies, methods, and skills;

(B) develop and implement initiatives to effectively recruit and promote the retention of well-qualified early childhood educators;

(C) encourage institutions of higher education, providers of community-based training, and other qualified providers to develop high-quality programs to prepare students to be early childhood education professionals; and

(D) improve the quality of professional development available to meet the needs of teachers that serve preschool children.

(11) *QUALITY STANDARDS.*—The State shall describe the State's standards, applicable to all agencies, programs, and projects that receive funds under this subchapter, including a description of—

(A) standards with respect to services required to be provided, including health, parental involvement, nutritional, social, transition activities described in section 642(d) of this subchapter, and other services;

(B)(i) education standards to promote the school readiness of children participating in a State program under Title II of this subchapter; and

(ii) *additional education standards to ensure that the children participating in the program, at a minimum develop and demonstrate—*

*(I) language skills;*

*(II) prereading knowledge and skills, including interest in and appreciation of books, reading and writing either alone or with others;*

*(III) premathematics knowledge and skills, including aspects of classification, seriation, number, spatial relations, and time;*

*(IV) cognitive abilities related to academic achievement;*

*(V) social development important for environments constructive for child development, early learning, and school success; and*

*(VI) in the case of limited-English proficient children, progress toward acquisition of the English language;*

*(C) the State's minimum standards for early childhood teacher credentials and qualifications;*

*(D) the student-teacher ratio for each age-group served;*

*(E) administrative and financial management standards;*

*(F) standards relating to the condition and location of facilities for such agencies, programs, and projects; and*

*(G) such other standards as the State finds to be appropriate.*

(12) *STATE ACCOUNTABILITY SYSTEM.—*

*(A) IN GENERAL.—The State plan shall—*

*(i) ensure that individual providers are achieving results in advancing the knowledge and behaviors identified by the State as prerequisites for kindergarten success; and*

*(ii) specify the measures the State will use to evaluate the progress toward achieving such results and the effectiveness of the State program under this section, and of individual providers in such program.*

*(B) PUBLICATION OF RESULTS.—*

*(i) IN GENERAL.—Subject to clause (ii), the results shall be made publicly available in the communities served by the program.*

*(ii) CONFIDENTIALITY SAFEGUARDS.—The system shall have in effect privacy safeguards ensuring that information on children included in data and results made public in accordance with clause (i) shall be in aggregated form, and shall not include information allowing identification of individual children.*

(13) *TRANSITION PLAN.—The initial State plan shall make provision for transition from the direct Federal program under section 640 to the demonstration program.*

(14) *COOPERATION WITH RESEARCH STUDIES.—The plan shall provide assurances that the State will cooperate with research activities described in section 649.*

(15) *MAINTENANCE OF EFFORT.—The State plan shall—*

*(A) contain a commitment to provide data, at such times and in such format as the Secretary requires, concerning*

*non-Federal expenditures and numbers of children and families served in preschool and Head Start programs during the base year and each fiscal year covered under the State plan, sufficient to satisfy the Secretary that the State program will meet its obligation with respect to the maintenance of effort requirement under subparagraph (B); and*

*(B) assure that the resources (which may be cash or in-kind) contributed by the State government to child care for preschool-aged children and other preschool programs, including Head Start, in the State (or, if applicable, in the geographic area included in the State program) for each fiscal year in which the program under this section is in effect shall be in an amount at least equal to the total amount of such State governmental resources contributed to support such programs in the State (or geographic area) for the base year.*

*(16) TRAINING AND TECHNICAL ASSISTANCE.—The State plan shall describe the training and technical assistance activities that shall provide high quality, sustained, intensive, and classroom-focused training and technical assistance in order to have a positive and lasting impact on classroom instruction.*

*(i) RECORDS, REPORTS AND AUDITS.—The State agency administering the State program, and each entity participating as a Head Start service provider, shall maintain such records, make such reports, and cooperate with such audits as the Secretary may require for oversight of program activities and expenditures.*

*(j) INAPPLICABILITY OF PROVISIONS CONCERNING PRIORITY IN AGENCY DESIGNATION.—The provisions of subsections (c) and (d) of section 641 (concerning priority in designation of Head Start agencies, successor agencies, and delegate agencies) shall not apply to a State program under this section.*

*(k) CONSULTATION.—A State proposing to administer a program under this section shall submit, with the plan under this section, assurances that the plan was developed through timely and meaningful consultation with appropriate public and private sector entities, including—*

*(1) representatives of agencies responsible for administering early education and care programs in the State, including Head Start providers;*

*(2) parents;*

*(3) the State educational agency and local educational agencies;*

*(4) early childhood education professionals;*

*(5) kindergarten teachers and teachers in grades 1 through 4;*

*(6) child welfare agencies;*

*(7) child care resource and referral agencies;*

*(8) child care providers; and*

*(9) a wide array of persons interested in and involved with early care and early education issues in the State, such as representatives of—*

*(A) health care professionals;*

*(B) the State agency with responsibility for the special supplemental nutrition program for women, infants, and children established by section 17 of the Child Nutrition Act of 1966;*

- (C) institutions of higher education;
- (D) community-based and faith-based organizations;
- (E) the business community;
- (F) State legislators and local officials;
- (G) museums and libraries;
- (H) other relevant entities in the State; and
- (I) other agencies that provide resources for young children.

(l) *STATE PLAN SUBMISSION.*—An application shall be submitted by a State pursuant to this section to the Secretary, in consultation with the Secretary of Education, and shall be deemed to be approved by the Secretary unless the Secretary makes a written determination, prior to the expiration of a reasonable time beginning on the date on which the Secretary received the application, that the application is not in compliance with this section.

(m) *TREATMENT OF FUNDS.*—If a State or local government contributes its own funds to supplement activities carried out under the applicable programs, the State or local government has the option to separate out the Federal funds or commingle them. If the funds are commingled, the provisions of this subchapter shall apply to all of the commingled funds in the same manner, and to the same extent, as the provisions apply to the Federal funds.

(n) *FEDERAL OVERSIGHT AUTHORITY; CORRECTIVE ACTION; WITHDRAWAL OF APPROVAL.*—

(1) *FEDERAL OVERSIGHT.*—The Secretary shall retain the authority to oversee the operation of the State program under this section, including through review of records and reports, audits, and onsite inspection of records and facilities and monitoring of program activities and operations.

(2) *CORRECTION OF DEFICIENCIES.*—If the Secretary determines that a State program under this section substantially fails to meet the requirements of this section, the Secretary shall notify the State of the deficiencies identified and require corrective action as follows:

(A) *DEFICIENCIES CAUSING IMMEDIATE JEOPARDY.*—The Secretary shall require immediate corrective action to eliminate a deficiency that the Secretary finds threatens the health or safety of staff or program participants or poses a threat to the integrity of Federal funds.

(B) *OTHER DEFICIENCIES.*—The Secretary, taking into consideration the nature and magnitude of a deficiency not described in subparagraph (A), and the time reasonably required for correction, may—

(i) require the State to correct the deficiency within 90 days after notification under this paragraph; or

(ii) require the State to implement a quality improvement plan designed to correct the deficiency within one year from identification of the deficiency.

(3) *WITHDRAWAL OF APPROVAL.*—If the deficiencies identified under paragraph (2) are not corrected by the deadlines established by the Secretary, the Secretary shall initiate proceedings to withdraw approval of the State program under this section.

(4) *PROCEDURAL RIGHTS.*—A State subject to adverse action under this subsection shall have the same procedural rights as

a Head Start agency subject to adverse action under section 641A.

(o) *INDEPENDENT EVALUATION.*—

(1) *IN GENERAL.*—The Secretary shall contract with an independent organization outside of the Department to design and conduct a multi-year, rigorous, scientifically valid, quantitative evaluation of the State demonstration program.

(2) *PROCESS.*—The Secretary shall award a contract within 180 days of the date of enactment of the School Readiness Act of 2003, to an organization that is capable of designing and carrying out an independent evaluation described in this subsection.

(3) *ANALYSIS.*—The evaluation shall include an analysis of each State participating in the State demonstration program, including—

(A) A quantitative description of the State prekindergarten program and Head Start programs within such State, as such programs existed prior to participation in the State demonstration program, including:

(i) data on the characteristics of the children served, including the overall number and percentages of children served disaggregated by socioeconomic status, race and ethnicity of those served;

(ii) the quality and characteristics of the services provided to such children; and

(iii) the education attainment of instructional staff.

(B) A quantitative and qualitative description of the State program after each year of participation in the State demonstration, which shall include each of the following:

(i) A description of changes in the administration of the State program, including the Head Start program, within such State.

(ii) The rate of progress of the State in improving the school readiness of disadvantaged children in the key domains of development.

(iii) Data as described in subparagraph (A), as updated annually.

(iv) The extent to which each State has met the goals established by such State with respect to annual goals as described under section 643(h)(10).

(4) *REPORT.*—(A) The Secretary shall provide an interim report on the progress of such evaluation and of the progress of States participating in the State demonstration in increasing the availability of high quality prekindergarten services for low-income children not later than October 1, 2006 to the Committee on Education and the Workforce in the House of Representatives and the Committee on Health, Education, Labor, and Pensions in the Senate.

(B) The Secretary shall provide a final report to the Committee on Education and the Workforce in the House of Representatives and the Committee on Health, Education, Labor, and Pensions in the Senate, not later than October 1, 2007, which shall include an overall evaluation of the State demonstration program, including an assessment of its success in increasing the overall availability of high quality prekindergarten

*garten services for low income children in each of the participating States as compared to a representative sample of non-participating States.*

(p) *DEFINITION.—For purposes of this section, the term “base year” means the fiscal year 2003.*

#### ADMINISTRATIVE REQUIREMENTS AND STANDARDS

##### SEC. 644. (a) \* \* \*

\* \* \* \* \*

##### (f)(1) \* \* \*

(2) Financial assistance provided under this subchapter may not be used by a Head Start agency to purchase a facility (including paying the cost of amortizing the principal, and paying interest on, loans) to be used to carry out a Head Start program unless the Secretary approves a request that is submitted by such agency and contains—

(A) *a description of the consultation conducted by the Head Start agency with the providers in the community demonstrating capacity and capability to provide services under this Act, and of the potential for collaboration with such providers and the cost effectiveness of such collaboration as opposed to the cost effectiveness of the purchase of a facility;*

[(A)] (B) a description of the site of the facility proposed to be purchased or that was previously purchased;

[(B)] (C) the plans and specifications of such facility;

[(C)] (D) information demonstrating that—

##### (i) \* \* \*

\* \* \* \* \*

[(D)] (E) in the case of a request regarding a previously purchased facility, information demonstrating that the facility will be used principally as a Head Start center, or a direct support facility for a Head Start program; and

[(E)] (F) such other information and assurances as the Secretary may require.

\* \* \* \* \*

#### PARTICIPATION IN HEAD START PROGRAMS

SEC. 645. (a)(1) The Secretary shall by regulation prescribe eligibility for the participation of persons in Head Start programs assisted under this subchapter. Except as provided in paragraph (2), such criteria may provide—

##### (A) \* \* \*

(B) pursuant to such regulations as the Secretary shall prescribe, that—

(i) programs assisted under this subchapter may include, [to a reasonable extent] *not to exceed 10 percent of the total enrollment*, participation of children in the area served who would [benefit from such programs] *benefit from such programs, including children referred by child welfare services, but whose families do not meet the low-*



income criteria prescribed pursuant to subparagraph (A);  
and

\* \* \* \* \*

(3) *The amount of a basic allowance provided under section 403 of title 37, United States Code, on behalf of an individual who is a member of the uniformed services for housing that is acquired or constructed under the authority of subchapter IV of chapter 169 of title 10, United States Code, or any other related provision of law, shall not be considered to be income for purposes of determining the eligibility of a child of the individual for programs assisted under this subchapter.*

\* \* \* \* \*

**SEC. 645A. EARLY HEAD START PROGRAMS FOR FAMILIES WITH INFANTS AND TODDLERS.**

(a) \* \* \*

(b) **SCOPE AND DESIGN OF PROGRAMS.**—In carrying out a program described in subsection (a), an entity receiving assistance under this section shall—

(1) \* \* \*

\* \* \* \* \*

[(4) provide services to parents to support their role as parents and to help the families move toward self-sufficiency (including educational and employment services as appropriate);

[(5) coordinate services with services provided by programs in the State and programs in the community (including programs for infants and toddlers with disabilities) to ensure a comprehensive array of services (such as health and mental health services);]

(4) *provide services to parents to support their role as parents (including parenting skills training and training in basic child development) and to help the families move toward self-sufficiency (including educational and employment services as appropriate);*

(5) *coordinate services with services (including home-based services) provided by programs in the State and programs in the community (including programs for infants and toddlers with disabilities) to ensure a comprehensive array of services (such as health and mental health services, and family support services);*

\* \* \* \* \*

[(8) ensure formal linkages with the agencies and entities described in section 644(b) of the Individuals with Disabilities Education Act (20 U.S.C. 1444(b)) and providers of early intervention services for infants and toddlers with disabilities under the Individuals with Disabilities Education Act (20 U.S.C. 1400 et seq.); and]

(8) *ensure formal linkages with the agencies and entities described in section 644(b) of the Individuals with Disabilities Education Act (20 U.S.C. 1444(b)) and providers of early intervention services for infants and toddlers with disabilities under the Individuals with Disabilities Education Act (20 U.S.C. 1400 et seq.) and the agency responsible for administering the Sec-*

*tion 106 of the Child Abuse Prevention and Treatment Act (42 U.S.C. 5106a); and*

\* \* \* \* \*

(d) **ELIGIBLE SERVICE PROVIDERS.**—To be eligible to receive assistance under this section, an entity shall submit an application to the Secretary at such time, in such manner, and containing such information as the Secretary may require. Entities that may apply to carry out activities under this section include—

[(1) entities operating Head Start programs under this subchapter; and]

(1) *entities operating Head Start programs under this subpart, including migrant and seasonal Head Start programs; and*

(2) other public entities, and nonprofit or for-profit private entities, *including community- and faith-based organizations*, capable of providing child and family services that meet the standards for participation in programs under this subchapter and meet such other appropriate requirements relating to the activities under this section as the Secretary may establish.

\* \* \* \* \*

(g) **MONITORING, TRAINING, TECHNICAL ASSISTANCE, AND EVALUATION.**—

(1) \* \* \*

(2) **TRAINING AND TECHNICAL ASSISTANCE ACCOUNT.**—

(A) \* \* \*

(B) **ACTIVITIES.**—Funds in the account may be used by the Secretary for purposes including—

(i) \* \* \*

\* \* \* \* \*

(iii) providing ongoing training and technical assistance for existing recipients (as of the date of such training or assistance) of grants under subsection (a) and support and program planning and implementation assistance for new recipients of such grants; **[and]**

(iv) providing professional development and personnel enhancement activities, including the provision of funds to recipients of grants under subsection (a) for the recruitment and retention of qualified staff with an appropriate level of education and experience**[/b]; *and***

(v) *providing professional development designed to increase program participation for underserved populations of eligible children.*

\* \* \* \* \*

#### TECHNICAL ASSISTANCE AND TRAINING

SEC. 648. (a) \* \* \*

(b) *The Secretary shall make available to each State the money reserved in section 640(a)(2)(C)(ii) to support a State-based system delivering training and technical assistance that improves the capacity of Head Start programs within a State to deliver services in accordance with the Head Start standards in section 641A(a)(1),*

*with particular attention to the standards set forth in subparagraphs (A) and (B) of such section. The Secretary shall—*

*(1) ensure eligible entities within a State are chosen by the Secretary, in consultation with the State Collaboration Board described in section 640(a)(5)(C)(i), through a competitive bid process;*

*(2) ensure that existing agencies with demonstrated expertise in providing high quality training and technical assistance to improve the delivery of Head Start services, including the State Head Start Association, State agencies, migrant and seasonal Head Start programs operating in the State, and other entities currently providing training and technical assistance in early education, be included in the planning and coordination of the State system of training and technical assistance; and*

*(3) encourage States to supplement the funds authorized in section 640(a)(2)(C)(ii) with State, Federal, or local funds other than Head Start funds, to expand activities beyond Head Start agencies to include other providers of other early childhood services within a State.*

**[(b)]** *(c) The process for determining the technical assistance and training activities to be carried out under this section shall—*

*(1) \* \* \**

*\* \* \* \* \**

**[(c)]** *(d) In allocating resources for technical assistance and training under this section, the Secretary shall—*

*(1) \* \* \**

*(2) supplement amounts provided under section 640(a)(3)(C)(ii) in order to address the training and career development needs of classroom staff (including instruction for providing services to children with disabilities and for activities described in section 1221(b)(3) of the Elementary and Secondary Education Act of 1965) and nonclassroom staff, including home visitors and other staff working directly with families, including training relating to increasing parent involvement and services designed to increase family literacy and improve parenting skills;*

*\* \* \* \* \**

*(5) assist Head Start agencies and programs in conducting and participating in communitywide strategic planning and needs assessment, including the needs of homeless children and their families;*

*\* \* \* \* \**

*(10) assist Head Start agencies in developing innovative program models, including mobile and home-based programs; [and]*

*(11) provide support for Head Start agencies (including policy councils and policy committees, as defined in regulation) that meet the standards described in section 641A(a) but that have, as documented by the Secretary through reviews conducted pursuant to section 641A(c), significant programmatic, quality, and fiscal issues to address[.]; and*

*(12) assist Head Start agencies and programs in increasing program participation of eligible homeless children.*

[(d)] (e) The Secretary may provide, either directly or through grants to public or private nonprofit entities, *including community- and faith-based organizations*, training for Head Start personnel in the use of the performing and visual arts and interactive programs using electronic media to enhance the learning experience of Head Start children. Special consideration shall be given to entities that have demonstrated effectiveness in educational programming for preschool children that includes components for parental involvement, care provider training, and developmentally appropriate related activities.

[(e)] The Secretary shall provide, either directly or through grants or other arrangements, funds from programs authorized under this subchapter to support an organization to administer a centralized child development and national assessment program leading to recognized credentials for personnel working in early childhood development and child care programs, training for personnel providing services to non-English language background children (including services to promote the acquisition of the English language), training for personnel in helping children cope with community violence, and resource access projects for personnel working with disabled children.】

(f) *The Secretary shall provide, either directly or through grants or other arrangements, funds from programs authorized under this subchapter to support an organization to administer a centralized child development and national assessment program leading to recognized credentials for personnel working in early childhood development and child care programs, training for personnel providing services to non-English language background children (including services to promote the acquisition of the English language), training for personnel providing services to children determined to be abused or neglected, training for personnel providing services to children referred by or receiving child welfare services, training for personnel in helping children cope with community violence, and resource access projects for personnel working with disabled children.*

(g) *HELPING PERSONNEL BETTER SERVE MIGRANT AND SEASONAL FARM-WORKING COMMUNITIES AND HOMELESS FAMILIES.—The Secretary shall provide, either directly or through grants, or other arrangements, funds for training of Head Start personnel in addressing the unique needs of migrant and seasonal working families, families with a limited English proficiency, and homeless families.*

(h) *AUTHORIZED ACTIVITIES.—The majority of funds expended under this section shall be used to provide high quality, sustained, intensive, and classroom-focused training and technical assistance in order to have a positive and lasting impact on classroom instruction. Funds shall be used to carry out activities related to any or all of the following:*

- (1) *Education and early childhood development.*
- (2) *Child health, nutrition, and safety.*
- (3) *Family and community partnerships.*
- (4) *Other areas that impact the quality or overall effectiveness of Head Start programs.*

(i) *PROHIBITION ON USE OF FUNDS.—Funds under this subchapter used for training shall be used for needs identified annually by a grant applicant or delegate agency in their program improvement plan, except that funds shall not be used for long-distance travel ex-*

*penses for training activities available locally or regionally or for training activities substantially similar to locally or regionally available training activities.*

*(j) DEFINITION.—For purposes of this section, the term “eligible entities” means an institution of higher education or other entity with expertise in delivering training in early childhood development, family support, and other assistance designed to improve the delivery of Head Start services.*

**SEC. 648A. STAFF QUALIFICATIONS AND DEVELOPMENT.**

**(a) CLASSROOM TEACHERS.—**

**(1) \* \* \***

**[(2) DEGREE REQUIREMENTS.—**

**[(A) IN GENERAL.—**The Secretary shall ensure that not later than September 30, 2003, at least 50 percent of all Head Start teachers nationwide in center-based programs have—

**[(i)** an associate, baccalaureate, or advanced degree in early childhood education; or

**[(ii)** an associate, baccalaureate, or advanced degree in a field related to early childhood education, with experience in teaching preschool children.

**[(B) PROGRESS.—**The Secretary shall require Head Start agencies to demonstrate continuing progress each year to reach the result described in subparagraph (A).**]**

**(2) DEGREE REQUIREMENTS.—**

**(A) IN GENERAL.—***The Secretary shall ensure that not later than September 30, 2008, at least 50 percent of all Head Start teachers nationwide in center-based programs have—*

*(i) a baccalaureate, or advanced degree in early childhood education; or*

*(ii) a baccalaureate, or advanced degree in a field related to early childhood education, with experience in teaching preschool children.*

**(B) PROGRESS.—***Each Head State agency shall provide to the Secretary a report indicating the number and percentage of classroom instructors with child development associate credentials and associate, baccalaureate, or advanced degrees. The Secretary shall compile all program reports and make them available to the Committee on Education and the Workforce of the United States House of Representatives and the Committee on Health, Education, Labor, and Pensions of the United States Senate.*

**(C) REQUIREMENT FOR NEW HEAD START TEACHERS.—***Within 3 years after the date of enactment of this clause, the Secretary shall require that all Head Start teachers nationwide in center-based programs hired following the date of enactment of this subparagraph—*

*(i) have an associate, baccalaureate, or advanced degree in early childhood education;*

*(ii) have an associate, baccalaureate, or advanced degree in a field related to early childhood education, with experience in teaching preschool children; or*

*(iii) be currently enrolled in a program of study leading to an associate degree in early childhood education*

*and agree to complete degree requirements within 3 years from the date of hire.*

*(D) SERVICE REQUIREMENTS.—The Secretary shall establish requirements to ensure that individuals who receive financial assistance under this Act in order to comply with the requirements under section 648A(a)(2) shall subsequently teach in a Head Start center for a period of time equivalent to the period for which they received assistance or repay the amount of the funds.*

\* \* \* \* \*

*(f) PROFESSIONAL DEVELOPMENT PLANS.—Every Head Start agency and program shall create, in consultation with an employee, a professional development plan for all full-time employees who provide direct services to children.*

#### **SEC. 649. RESEARCH, DEMONSTRATIONS, AND EVALUATION.**

(a) IN GENERAL.—

(1) REQUIREMENT; GENERAL PURPOSES.—The Secretary shall carry out a continuing program of research, demonstration, and evaluation activities, in order to—

(A) \* \* \*

[(B) use the Head Start programs to develop, test, and disseminate new ideas and approaches for addressing the needs of low-income preschool children (including children with disabilities) and their families and communities (including demonstrations of innovative noncenter-based program models such as home-based and mobile programs), and otherwise to further the purposes of this subchapter.]

*(B) use the Head Start programs to develop, test, and disseminate new ideas and approaches for addressing the needs of low-income preschool children (including children with disabilities and children determined to be abused or neglected) and their families and communities (including demonstrations of innovative non-center based program models such as home-based and mobile programs), and otherwise to further the purposes of this subchapter.*

\* \* \* \* \*

(d) SPECIFIC OBJECTIVES.—The research, demonstration, and evaluation activities under this subchapter shall include components designed to—

(1) \* \* \*

\* \* \* \* \*

[(9) study the experiences of small, medium, and large States with Head Start programs in order to permit comparisons of children participating in the programs with eligible children who did not participate in the programs, which study—

[(A) may include the use of a data set that existed prior to the initiation of the study; and

[(B) shall compare the educational achievement, social adaptation, and health status of the participating children and the eligible nonparticipating children; and]

(9) REPEALED.—

\* \* \* \* \*

## (g) NATIONAL HEAD START IMPACT RESEARCH.—

## (1) EXPERT PANEL.—

(A) IN GENERAL.—The Secretary shall appoint an independent panel consisting of experts in program evaluation and research, education, and early childhood programs—

[(i) to review, and make recommendations on, the design and plan for the research (whether conducted as a single assessment or as a series of assessments) described in paragraph (2), within 1 year after the date of enactment of the Coats Human Services Reauthorization Act of 1998;]

[(ii)] (i) to maintain and advise the Secretary regarding the progress of the research; and

[(iii)] (ii) to comment, if the panel so desires, on the interim and final research reports submitted under paragraph (7).

\* \* \* \* \*

## (7) REPORTS.—

(A) \* \* \*

\* \* \* \* \*

## (C) TRANSMITTAL OF REPORTS TO CONGRESS.—

(i) IN GENERAL.—The Secretary shall transmit, to the committees described in clause (ii), the first interim report by September 30, [1999] 2003, the second interim report by September 30, [2001] 2005, and the final report by September 30, [2003] 2006.

\* \* \* \* \*

## [(h) QUALITY IMPROVEMENT STUDY.—

[(1) STUDY.—The Secretary shall conduct a study regarding the use and effects of use of the quality improvement funds made available under section 640(a)(3) since fiscal year 1991.

[(2) REPORT.—The Secretary shall prepare and submit to Congress not later than September 2000 a report containing the results of the study, including information on—

[(A) the types of activities funded with the quality improvement funds;

[(B) the extent to which the use of the quality improvement funds has accomplished the goals of section 640(a)(3)(B);

[(C) the effect of use of the quality improvement funds on teacher training, salaries, benefits, recruitment, and retention; and

[(D) the effect of use of the quality improvement funds on the development of children receiving services under this subchapter.]

## (h) NAS STUDY.—

(1) IN GENERAL.—The Secretary shall use funds allocated in section 640(a)(2)(C)(iii) to contract with the National Academy of Sciences for the Board on Children, Youth, and Families of the National Research Council to establish an independent panel of experts to review and synthesize research, theory and applications in the social, behavioral and biological sciences

and shall make recommendations on early childhood pedagogy with regard to each of the following:

(A) Age and developmentally appropriate Head Start academic requirements and outcomes, including but not limited to the domains in 641A(a)(B).

(B) Differences in the type, length, mix and intensity of services necessary to ensure that children from challenging family and social backgrounds including: low-income children, children of color, children with special needs, and children with limited English proficiency enter kindergarten ready to succeed.

(C) Appropriate assessments of young children for the purposes of improving instruction, services, and program quality, including systematic observation assessment in a child's natural environment, parent and provider interviews, and accommodations for children with disabilities and appropriate assessments for children with special needs, including English language learners.

(2) COMPOSITION.—The panel shall consist of multiple experts in each of the following areas:

(A) Child development and education, including cognitive, social, emotional, physical, approaches to learning, and other domains of child development and learning.

(B) Professional development, including teacher preparation, to individuals who teach young children in programs.

(C) Assessment of young children, including screening, diagnostic and classroom-based instructional assessment; children with special needs, including children with disabilities and limited English proficient children.

(3) TIMING.—The National Academy of Sciences and the Board shall establish the panel not later than 90 days after the date of enactment of this paragraph. The panel should complete its recommendations within 18 months of its convening.

(4) APPLICATION OF PANEL REPORT.—The results of the panel study shall be used as guidelines by the Secretary to develop, inform and revise, where appropriate, the Head Start education performance measures and standards and the assessments utilized in the Head Start program.

#### **SEC. 650. REPORTS.**

(a) STATUS OF CHILDREN.—[At least once during every 2-year period, the Secretary shall prepare and submit, to the Committee on Education and the Workforce of the House of Representatives and the Committee on Labor and Human Resources of the Senate, a report concerning the status of children (including disabled and non-English language background children) in Head Start programs, including the number of children and the services being provided to such children.] At least once during every 2-year period, the Secretary shall prepare and submit, to the Committee on Education and the Workforce of the House of Representatives and the Committee on Health, Education, Labor and Pensions of the Senate, a report concerning the status of children (including disabled, homeless, and non-English language background children) in Head Start programs, including the number of children and the services being provided to such children. Such report shall include—



(1) \* \* \*

\* \* \* \* \*

(8) information concerning children participating in programs that receive Head Start funding, including information on family income, racial and ethnic background, *homelessness*, disability, and receipt of benefits under part A of title IV of the Social Security Act;

\* \* \* \* \*

#### 【NONDISCRIMINATION PROVISIONS

【SEC. 654. (a) The Secretary shall not provide financial assistance for any program, project, or activity under this subchapter unless the grant or contract with respect thereto specifically provides that no person with responsibilities in the operation thereof will discriminate with respect to any such program, project, or activity because of race, creed, color, national origin, sex, political affiliation, or beliefs.

【(b) No person in the United States shall on the ground of sex be excluded from participation in, be denied the benefits of, be subjected to discrimination under, or be denied employment in connection with any program or activity receiving assistance under this subchapter. The Secretary shall enforce the provisions of the preceding sentence in accordance with section 602 of the Civil Rights Act of 1964. Section 603 of such Act shall apply with respect to any action taken by the Secretary to enforce such sentence. This section shall not be construed as affecting any other legal remedy that a person may have if such person is excluded from participation in, denied the benefit of, subjected to discrimination under, or denied employment in connection with, any program, project, or activity receiving assistance under this subchapter.

【(c) The Secretary shall not provide financial assistance for any program, project, or activity under this subchapter unless the grant or contract relating to the financial assistance specifically provides that no person with responsibilities in the operation of the program, project, or activity will discriminate against any individual because of a handicapping condition in violation of section 504 of the Rehabilitation Act of 1973.】

#### **SEC. 654. NONDISCRIMINATION PROVISIONS.**

*(a)(1) The Secretary shall not provide financial assistance for any program, project, or activity under this subchapter unless the grant or contract with respect thereto specifically provides that no person with responsibilities in the operation thereof will discriminate with respect to any such program, project, or activity because of race, creed, color, national origin, sex, political affiliation, or beliefs.*

*(2) Paragraph (1) shall not apply to a recipient of financial assistance under this subchapter that is a religious corporation, association, educational institution, or society, with respect to the employment of individuals of a particular religion to perform work connected with the carrying on by such corporation, association, educational institution, or society of its activities. Such recipients shall comply with the other requirements contained in this subsection.*

*(b) No person in the United States shall on the ground of sex be excluded from participation in, be denied the benefits of, be sub-*

*jected to discrimination under, or be denied employment in connection with any program or activity receiving assistance under this subchapter. The Secretary shall enforce the provisions of the preceding sentence in accordance with section 602 of the Civil Rights Act of 1964. Section 603 of such Act shall apply with respect to any action taken by the Secretary to enforce such sentence. This section shall not be construed as affecting any other legal remedy that a person may have if such person is excluded from participation in, denied the benefit of, subjected to discrimination under, or denied employment (except as provided in subsection (a)(2)), in the administration of any program, project, or activity receiving assistance under this subchapter.*

*(c) The Secretary shall not provide financial assistance for any program, project, or activity under this subchapter unless the grant or contract relating to the financial assistance specifically provides that no person with responsibilities in the operation of the program, project, or activity will discriminate against any individual because of a handicapping condition in violation of section 504 of the Rehabilitation Act of 1973, except as provided in subsection (a)(2).*

\* \* \* \* \*

## MINORITY VIEWS

H.R. 2210, as reported by the Committee on Education and the Workforce, is an ill-advised and unprecedented attack on the early education and child care services the federal government now provides for young children. This legislation, if enacted, will weaken the social, health, and academic components of Head Start and, more fundamentally, lead to the dismantling of Head Start, as we know it.

Under the auspices of improving state collaboration and child outcomes, this bill would block grant the program to eight states with unproven and untested preschool programs. The bill, despite the rhetoric surrounding it, establishes no real system for ensuring quality, accountability, or performance. These provisions of H.R. 2210 discard Head Start's comprehensive approach to providing services, weaken education standards, curtail parent involvement, diminish oversight and accountability, and allow state supplantation of federal funds. The bill diverts funds from local programs to governors while relieving states of the responsibility to meet the current federal performance standards that have made Head Start so successful. It is an unjustified, unproven, and unnecessary experiment that has more to do with conservative ideology than good policy.

Equally troubling, this bill repeals current civil rights protections and allows programs to discriminate in their hiring practices based on religion. This is part of an ongoing campaign by this Administration and the Republican leadership to bring down the wall that separates church and state and to subject child services workers to hiring and firing practices based on their personal values and beliefs rather than their on-the-job performance.

The Minority is strongly opposed to Title II and the provisions allowing discriminations in this bill.

Head Start is the premiere early education program in this country. Started in 1964 under President Johnson, it is a highly successful and comprehensive child development and early education program for low-income children, ages birth to five years old, and their families. It has played a very important role in helping over 20 million children and their families in its long history.

Head Start was created to help counter some of the devastating effects that poverty has on children and families. Its goal was to help very disadvantaged children be better prepared to succeed in school and in life. Child development experts concluded that the most effective approach was to consider the needs of the whole child and provide comprehensive services such as health and nutrition. In addition, parental involvement was a cornerstone in Head Start because the experts believed parents were children's most important and influential teachers and to have long-term success, the program should consider the family, as well as the child.

Head Start currently serves over 900,000 children and families with the goal of helping children begin school ready to succeed. In addition to providing research-based academic curricula, Head Start also provides an array of comprehensive services such as, health and mental health screenings and services, nutrition, dental and vision services, and extensive parental involvement in their education. For example, in 2002, 89% of Head Start children received medical screenings and 24% were diagnosed as needing treatment. More than 47,000 children received services for asthma, more than 20,000 children received services for hearing problems, more than 25,000 children received treatment for vision problems, and 93% of children received immunizations. Over 71,000 children were diagnosed with speech and language impairments and received services. Parent services are also prioritized in Head Start programs because parents are children's primary teachers and therefore central to quality early education. Additionally, 867,000 Head Start parents volunteered in their local program, more than 296,000 parents received parenting education through program services and referrals, more than 246,000 parents received health education through program services and referrals, and more than 95,000 parents received adult education services through the program or referrals.

Head Start is one of the most evaluated federal programs, and research concludes that Head Start works. Children who attend Head Start make significant gains relative to national norms in vocabulary, early writing, letter recognition and social behavior, and they enter school better prepared than low-income children who do not attend Head Start. Head Start students show IQ gains, are less likely to need special education services, are less likely to repeat a grade, are more likely to graduate from high school and are less likely to commit crimes in adolescence.

It is true that Head Start does not completely eliminate the school readiness gap. And it is also true that there is room for improvement in the program. However, the Majority's claim that the continuing school readiness gap is a sign of Head Start's inadequacy and provides rationale for turning the program over to the states is specious. Poverty has devastating effects on children and families and is one of the strongest factors in hindering academic progress. Child development and education experts believe it is "totally illogical and unrealistic" to expect any early education program to eliminate the school readiness gap. The truth is that no state pre-school program has ever demonstrated that it does as good a job as Head Start in preparing low-income children to succeed in school.

Instead of dismantling a successful program, the Minority believes the focus of reauthorization should be on keeping the Head Start program intact and strengthening the program so this country's poorest children can receive the high quality, comprehensive early education they need to achieve in school and reach their full potential. Dozens of groups, including the NEA, AFT, Easter Seals, Children's Defense Fund, Catholic Charities of America, National Head Start Association, ACLU, National League of Cities, NAEYC, United Way of America, SEIU, AFSCME and the NAACP strongly oppose this bill. Thousands of our constituents have contacted us

to express their opposition to this legislation. Rather than pursuing a bill that will lead to a partisan passage of Head Start for the first time in its history, we should reconsider the block grant approach and work within the current successful Head Start structure to create the best possible program for America's poorest children.

#### TITLE I

Title I of this bill amends the Head Start program for non-block grant states. There are a number of provisions in this title that the Minority supports because they will build upon Head Start's success and help it evolve into an even stronger program. In particular, the Minority supports the increased emphasis on pre-literacy, language and pre-mathematics skills, and the direction of an independent NAS study designed to integrate the best science and best practices into Head Start's educational performance standards and utilization of assessments. In addition, the Minority supports improvements to teacher quality. However, there are also a number of provisions in this title opposed by the Minority.

##### *Authorization level*

Head Start and Early Head Start serve children from birth to 5 years old whose family income is at or below the federal poverty line. The 2003 poverty line for a family of 3 is \$15,260. Currently, because of inadequate funding, only 60% of eligible preschool children, 3% of eligible infants and toddlers, and 19% of eligible migrant and seasonal children are served by their respective Head Start programs. Despite the President's statement April 2, 2002 that "we must make sure that every child enters school ready to learn—every child—not just one, not just a few, but every, single child," this bill's authorization provides only a 2.9% increase over last year's appropriation. This just barely covers the cost of inflation, leaving hundreds of thousands of America's poorest children unable to attend Head Start.

In addition to expanding Head Start for all children, the Minority strongly feels expansion to serve children of migrant and seasonal farm workers is critically important. Migrant and Seasonal Head Start programs operate seasonally to meet the needs of children and families as they harvest crops. MSHS seeks to break the cycle of poverty created by moving from place to place by offering high quality child education programs for children ages birth to school entry age. Currently, the program serves only 19% of children eligible for MSHS. The Majority's bill does little to help the situation, leaving nearly 130,000 children of migrant and seasonal workers neglected by Head Start. The Minority believes we must make every effort to ensure that these children, who are born into poverty and harsh conditions, receive every opportunity available to attain a quality education.

##### *Training and technical assistance*

The Head Start Act currently reserves at least two percent of the appropriation for training and technical assistance (T/TA). Data from the Department of Health and Human Services (HHS) shows that it has spent about 2.5% in recent years (\$134 million in FY02) on T/TA. The current T/TA system emphasizes continuous quality

improvement for all programs. The focus on training and technical assistance recognizes that continued improvements in the quality of Head Start programs and services are dependent upon a well-funded and well-designed training and technical assistance system. Regular, ongoing training and professional development for all Head Start staff is essential to the program's continued success.

In addition, the science associated with helping to prepare children for a lifetime of learning continues to evolve and inform best practices, and must be integrated into the Head Start classroom. T/TA funds that are sent to local programs are being used to train staff in a variety of areas including: early childhood curriculum implementation; assessing the development of children; child health and safety; human resources training; and family services. For example, this money is used to help teachers learn how to integrate early literacy to every area of curriculum. This means teachers learn how to incorporate more basic counting, alphabet learning and reading skills into the curriculum in all the classrooms. Another example is that this money is used to help programs improve the role of fathers in their child's development.

If we are serious about improving quality, it is illogical to cut back the funding for quality improvements. Yet this bill decreases the main pot of money used for on-going quality improvements in Head Start Centers. This decreases the 2% floor set-aside to an undetermined amount between 1% and 2%. That could mean pulling over \$70 million away from program improvements just next year. The T/TA set-aside takes on even greater importance under the Majority's budget because Head Start's second pot of money for quality improvements only gets money when funding grows, and this bill's authorization just barely covers inflation.

#### *Teacher quality*

Democratic Members strongly support the idea of increasing teacher quality in Head Start as a critical component to increasing overall program quality and helping more children reach kindergarten better prepared to succeed. Research finds that teacher education is related to better outcomes in children's cognitive, social and emotional development. This bill takes important strides in teacher quality by requiring that 50% of Head Start teachers nationwide have at least a baccalaureate degree by 2008, and by requiring that by 2005, all new teachers have at least an associate's degree or be enrolled in a program to achieve an associate degree. However, this bill provides almost nothing to support the implementation of this important teacher quality provision. On average, Head Start teachers make just \$21,000 while kindergarten teachers make over \$41,000. In order to attract and retain highly qualified teachers, Head Start must improve teacher salaries and access to early education scholarships. According to an analysis by CRS, the authorization level in this bill will provide approximately \$33 million in FY03 specifically for teacher salary increases and scholarships. An analysis by the Trust for Early Education suggests this budget figure will fall over \$300 million short in just the first year of the bill, and \$2 billion short over the life of the reauthorization. Improving teacher quality is very important, but without providing

the means to support the provision, the initiative is severely undercut.

*Discrimination in hiring*

H.R. 2210 contains a provision that repeals longstanding civil rights protections for employees of Head Start programs operating through faith based organizations. Since 1981, the Head Start Act has included a nondiscrimination provision that assured fundamental civil rights protections for Head Start teachers and volunteers. It has had strong bipartisan support since its passage.

The Majority claims that this provision would make Head Start consistent with Title VII of the Civil Rights Act of 1964. We disagree. By maintaining current law in Section 654 of the Head Start Act, the Committee affirms a civil rights standard that has coexisted with Title VII since 1981. Section 654 allows that with regard to funding of faith-based organizations, government funds, collected from all taxpayers, should not be used to support discrimination. In addition, it is important to note that these very provisions have not hampered the participation of faith-based organizations in Head Start programs.

We strongly support the right of religious institutions to preserve the integrity of their own religious character when it comes to religious activities. We disagree that it is healthy for American society, or in conformance with basic American principles of fairness and equal treatment under the law, for the federal government to provide funds for secular purposes to any organization, which would then use these funds in a discriminatory fashion on religious grounds. In fact, in a poll conducted in 2001 by the Pew Research Center and the Pew Forum on Religion and Public Life on President Bush's faith-based initiative, 78% of those polled shared this view.

We are also greatly concerned that the provision to remove civil rights protections for employees could have a negative impact on the children and families who participate in these programs. Tens of thousands of already at-risk 3 and 4-year old children could lose their Head Start teachers—who often are the most important adults to whom they have bonded, other than their parents. In addition, countless parents will be blocked from climbing the ladder out of poverty that has already taken thousands of parents from being a parent volunteer to being a trained and paid Head Start teacher—simply because the parents do not share the federally-funded employer's religious beliefs.

Head Start is a model for demonstrating that a prohibition on religious employment discrimination is fully compatible with federal assistance to faith-based charities. Faith-based charities have taken good advantage of these federally funded programs to advance their charitable work in a manner which the President finds worthy for expansion—and we have heard no suggestion that the faith-based charities involved with Head Start or numerous other social service programs have seen their own faith communities erode.

The Minority vehemently opposes this assault on civil rights protections and is joined by numerous religious and secular organizations, including the Baptist Joint Committee, the Episcopal

Church, the Presbyterian Church (U.S.A.), the United Church of Christ, Justice and Witness Ministries, American Civil Liberties Union and the United Methodist Church. The Coalition Against Religious Discrimination, an advocacy organization comprised of religious, civil rights, labor, education and healthy advocacy organizations noted in their June 17, 2003 letter to Members of the Committee that “allowing discrimination based on religion would significantly impede the important goals of Head Start, sending a damaging message to Head Start students.”

## TITLE II

The Minority adamantly opposes Title II in its entirety. The rationale that the block grant is the solution to closing the school readiness gap is flawed and illogical. State preschool programs are untested and unproven. Not only is there no research showing that state preschool programs produce better results than Head Start, there is no research demonstrating the effectiveness of state preschool programs at all. The No Child Left Behind Act was crafted because Congress believed the solution to the achievement gap in K–12 education was stronger standards and stronger accountability. Yet the Majority and this bill address the same achievement gap in young children by eliminating standards and accountability. This block grant solution is the wrong approach and will lead to the demise of a highly successful program.

There are numerous problems with this Title. First, states are eligible for the block grant without demonstrating expertise or commitment to high-quality comprehensive or proven preschool programs. To apply for the block grant, states must meet for weak eligibility criteria. None of these eligibility criteria ensure that states could or would run programs as high quality and effective as Head Start.

Second, the block grant guts quality comprehensive services. None of the thirteen areas of Head Start performance standards (e.g., “education and early child development,” “health and safety”) that lay out the comprehensive services and high level of quality that have made Head Start successful are required. The bill emphasizes comprehensive services being met through referrals to outside services, essentially encouraging states to provide a lower level of services.

Third, this title weakens educational performance standards. The block grant requires no minimum threshold on school readiness standards, child-staff ratios, classroom size, or curriculum content. These are central to education and program quality and there is great variation in States in content and quality of these standards.

Fourth, the block grant weakens oversight and evaluation. States meeting the eligibility criteria have their applications deemed approved by the Secretary by default, meaning little oversight or evaluation of the quality or appropriateness of the State plan. In addition, there is not minimum threshold required of States’ internal evaluations—they define their own success.

Fifth, this Title reduces the role of parents in children’s success. Teaching parenting strategies and involving parents in their children’s education is strongly related to children’s achievement in school, and that’s why parent involvement in their child’s develop-



ment and education, health and nutrition, mental health, community advocacy and transition activities to kindergarten have been a cornerstone of the Head Start programs. But this title requires only minimal parental involvement and makes no reference to the parent policy councils, which is what helps make Head Start a local program addressing local needs.

Finally, this Title allows States to have an overall decrease in early education services statewide. The title's supplantation restrictions are considered almost impossible to enforce by GAO. Moreover, the block grant permits supplanting federal funds, so nothing bars States from diverting ESEA or TANF funds to other purposes and using the block grant funds to fill in the holes.

### *Amendments*

Due to the extensive problems in this legislation, Democratic Members offered a series of amendments. Below is a description of these amendments and how the Committee acted upon them.

Mr. Grijalva, with Mr. Hinojosa, offered an amendment that would increase funding to serve more children in Migrant and Seasonal Head Start (MSHS). Currently, the program serves only 19% of children eligible for MSHS, whereas Regional Head Start serves 60% of eligible children. This bill does little to change the situation, leaving nearly 130,000 children of migrant and seasonal workers behind. Completely closing this funding gap between MSHS and Regional Head Start may be unrealistic in the near future, but moving towards parity by making a modest increase in funding for MSHS programs is an important first step. This amendment provided the money to expand MSHS by 10,000 more children. This amendment was defeated on a party-line vote.

Ms. Woolsey offered an amendment that would retain current law protecting employee civil rights and prohibit discrimination in hiring based on religion. H.R. 2210 repeals this longstanding civil rights protection designed to protect Head Start teachers, staff and parent volunteers. This bill would allow Head Start programs run by a religious organization to discriminate in their hiring and would allow programs to immediately fire staff because of their religion. The Woolsey amendment would have maintained the civil rights protection in the current law. The amendment was defeated on a party-line vote.

Mr. Miller, with Ms. Woolsey, offered an amendment that would have kept this bill from dismantling the Head Start program, strengthened the academic components of Head Start, and provided States the ability to coordinate and align Head Start with other early education programs. This amendment struck Title II of the bill, preserving the current federal-to-local funding structure for Head Start and maintaining Head Start's high quality program performance standards and strong federal oversight. This amendment also added provisions to Title I of the bill to strengthen Head Start collaboration offices by giving them increased authority to align Head Start and early education programs. The amendment was defeated on a party-line vote.

Mr. D. Davis, with Mrs. McCarthy and Mr. Bishop, offered an amendment providing funding specifically for teacher salaries and scholarships to support the teacher quality requirements in the

bill. The Republican bill requires 50% of Head Start teachers nationwide to have to least baccalaureate degrees by 2008 and beginning 2005, requires all new teachers to have at least an associate degree or be enrolled in a program to achieve an associate degree. This bill provides only \$33 million in FY03 for implementing the teacher quality provision. This bill's authorization will fall over \$300 million short in just the first year of the bill. This amendment fixes this glaring flaw to improving teacher quality by providing sufficient authorization to support higher quality teachers in Head Start. The amendment was defeated on a party-line vote.

Mr. Kind offered an amendment to restore this bill's cuts to training and technical assistance funds. Current law creates a set-aside of "at least 2%" for training and technical assistance. This bill allows the current set-aside to be reduced as low as 1 percent, thus substantially decreasing the money available for improving program quality. The Minority strongly opposes this provision because we will not make Head Start stronger by slashing money used to make programs better. This amendment would have restored the current set-aside. The amendment was defeated on a party-line vote.

Mr. Van Hollen with Mr. Tierney and Ms. Majette, offered an amendment to provide full funding for preschoolers and double the percentage of infants and toddlers receiving Early Head Start over the next 5 years. Currently, only 60% of eligible preschool children receive Head Start and only 3% of infants and toddlers receive Early Head Start because of inadequate funding. The authorization in this bill does little to address this problem, as it just barely covers the cost of inflation. The amendment was defeated on a party-line vote.

Mrs. McCollum, with Mr. Van Hollen and Mr. Ryan, offered an amendment to provide Head Start grantees with funding to meet bus safety regulations. The Congress previously passed a mandate regarding the safety requirements of bus transportation for Head Start children, but no money was provided to help programs implement the provision. This amendment helps programs retain their enrollment levels and keeps programs from decreasing their services by providing funding for Head Start programs to meet the federal requirement regarding safety modifications of buses used for transportation. The amendment was defeated on a party-line vote.

Mr. Kind offered an amendment to suspend the National Reporting System pending the results of the study requested of the National Academy of Sciences in the bill. The Administration is currently implementing a countrywide testing system for Head Start children despite protests by early child education experts who believe the system is heavily flawed and inappropriate. This amendment would suspend the National testing pending a study by experts and would require the Secretary to use the report as guidelines for developing an appropriate method of using assessments to improve child outcomes and program quality. The amendment was defeated on a party-line vote.

The minority welcomed the passage in subcommittee of an amendment by Ms. S. Davis to revert to the original language of current law to include both social and emotional development as goals for the Scope and Design of Early Head Start, the evaluation

of programs, and the training of personnel throughout the text; and to an amendment by Mr. Case to restore references to “cultural” and “multicultural” from current law.

GEORGE MILLER.  
RAUL M. GRIJALVA.  
RON KIND.  
TIMOTHY BISHOP.  
RUSH HOLT.  
TIMOTHY RYAN.  
DANNY K. DAVIS.  
JOHN F. TIERNEY.  
CHRIS VAN HOLLEN.  
RUBÉN HINOJOSA.  
LYNN C. WOOLSEY.  
DALE E. KILDEE.  
CAROLYN MCCARTHY.  
SUSAN A. DAVIS.  
DAVID WU.  
ED CASE.  
DENNIS J. KUCINICH.  
BETTY MCCOLLUM.  
DENISE L. MAJETTE.  
ROBERT E. ANDREWS.  
MAJOR R. OWENS.  
DONALD M. PAYNE.

