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HEAD START ACT

NOVEMBER 24, 2003.—Ordered to be printed

Mr. GREGG, from the Committee on Health, Education, Labor, and Pensions, submitted the following

R E P O R T

together with

ADDITIONAL VIEWS

[To accompany S. 1940]

The Committee on Health, Education, Labor, and Pensions, reported an original bill (S. 1940) to reauthorize the Head Start Act, and for other purposes, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

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I. PURPOSE AND SUMMARY OF THE BILL

The Head Start Improvements for School Readiness Act of 2003 reauthorizes and makes improvements in the Head Start program in order to ensure that children in the program make measurable

progress toward attaining the goal of school readiness. In order to accomplish this, the bill focuses on four areas: (1) improved academic outcomes for children, (2) improved teacher competency and high quality opportunities for professional development, (3) better coordination and collaboration with other programs in the state (including the local public schools), and (4) greater accountability for those providing these valuable services to children.

The bill authorizes \$7.2 billion for fiscal year 2005, \$7.6 billion for fiscal year 2006, \$8.0 billion for fiscal year 2007, and such sums as may be necessary for subsequent years. Each year, 13 percent of Head Start funding is set-aside for the Secretary to allocate funds for Migrant and Seasonal Head Start programs, Indian Head Start programs, training and technical assistance for Head Start grantees and other purposes. For research and evaluation each year \$20 million is reserved. The set-aside for Early Head Start is increased from 10 percent currently to a maximum of 18 percent in fiscal year 2009.

## II. BACKGROUND AND NEED FOR LEGISLATION

Studies document a wide gap between lower and higher income children before they enter kindergarten and despite significant Federal investment, this gap persists. When children begin school behind, they tend to remain behind. The research shows that, on average, Head Start helps to narrow the achievement gap between our nation's poorest children and their more affluent peers, however, the committee believes that modifications within the program could lead to greater outcomes for Head Start children. Long-term positive outcomes and cost-savings include improved school performance and behavior, reduced special education placement, lower school dropout rates, and increased lifelong earning potential.

Head Start was created in 1965 against this backdrop and today stands as one of the nation's most popular domestic programs. Built on the premise that effective intervention in the lives of children can be best accomplished through family and community involvement, Head Start attempts to involve communities and families in both the design and implementation of the program at the local level.

Today, Head Start provides educational and other comprehensive support services to close to one million low income preschool children in order to help prepare those children for school. Because school readiness involves the interrelationship between cognitive and intellectual developmental, physical, social and emotional and other areas of development, Head Start programs provide a broad array of services determined to be necessary, based on an assessment of child and family needs.

Head Start currently serves 910,000 children through 18,000 centers and 829 home-based programs in all 50 states, the District of Columbia, Puerto Rico, and the U.S. territories, and provides services for migrant and Native American populations. Unlike other Federal social services programs that are funded through States, the Department of Health and Human Services awards Head Start grants directly to local agencies, called grantees, which deliver program services. Grantees, estimated at 1570 in fiscal year 2003, may contract with other organizations, called delegate agencies, to run all or part of their programs. Grantees had such contracts with

approximately 575 delegate agencies in fiscal year 2003. Grantees and delegate agencies include public and private school systems, community action agencies, faith-based organizations and other private nonprofit and for profit organizations, local governments, and Indian tribes.

Since the inception of Head Start nearly 40 years ago, the face of poverty has changed dramatically. Single parent families headed by women accounted for about one-third of the poor in 1966; now they represent more than half of those living in poverty. Children have now replaced the elderly as the group most likely to be poor. One child in five in the United States lives in poverty. Disadvantaged children who are part of a racial or ethnic minority group face even harsher realities; 44 percent of all African American children, and 38 percent of all Hispanic children, are poor.

As the needs of children and families changed, so has Head Start. Head Start was first enacted into law in 1965 as a summer program with a budget of \$352 million. In 1995, an appropriation of \$3.3 billion allowed more than 2,000 locally run Head Start programs to serve more than 730,000 children and their families. The appropriation for fiscal year 2003 will be more than double that of 1995—\$6.8 billion.

By its nature, Head Start requires community input in order to be responsive to community needs. Local programs may adapt their services to serve Indian tribes or migrant and seasonal farmworker communities, target homeless children or children of drug-addicted parents or help families transitioning off welfare.

In 1993, Secretary of Health and Human Services Donna Shalala appointed an Advisory Committee on Head Start Quality and Expansion to examine closely the Head Start program and to make recommendations for the future. The recommendations of the Advisory Committee focused on three important areas: (1) the need to improve quality; (2) the need to expand services; and (3) the need to forge partnership with other community providers, including closer coordination with elementary schools, State, and locally sponsored programs, cooperating with the private sector and linking Head Start with other national initiatives. Reauthorizations in the past have enhanced teacher qualifications, attention to cognitive areas of development, created the early Head Start program, and led to program standards and an outcomes framework that attend to all areas of children's development and learning.

The Head Start Improvements for School Readiness Act of 2003 builds on the current foundation by increasing the focus on continued program quality and the achievement of important educational and other outcomes for children that will ensure their school readiness.

### III. LEGISLATIVE HISTORY AND COMMITTEE ACTION

On October 29, 2003 the Senate Committee on Health, Education, Labor and Pensions by a vote of 21–0 reported a committee originated bill to reauthorize the Head Start program.

#### *Hearings and Testimony—Summary of Witnesses*

The Committee on Health, Education, Labor and Pensions held a hearing on July 22, 2003 at 10 a.m. entitled "Reauthorizing Head Start: Preparing Children to Succeed in School and in Life". The

hearing focused on the reauthorization of Head Start program, the President's proposal and H.R. 2210, "The School Readiness Act of 2003".

The following witnesses testified:

Ms. Windy Hill, Associate Commissioner for the Head Start Bureau Administration for Children, Youth and Families, U.S. Department of Health and Human Services, Washington, DC, discussed strengthening the education component of Head Start and improving coordination and integration of State and local childhood services in support of President Bush's proposal;

Dr. G. Reid Lyon, Chief of the Child development and Behavior Branch National Institute of Child Health and Human Development, National Institutes of Health, Washington, DC, emphasized the importance of basing early childhood programs on developmental science and discussed the need for competent teachers, better coordination with other early childhood services, and called for a comprehensive assessment and reporting system to ensure Head Start produces positive outcomes;

Dr. Marnie S. Shaul, Director, Education, Workforce and Income Security Issues, U.S. General Accounting Office, Washington, DC, discussed that while Head Start is key among the array of early childhood programs, there is no national research on the effectiveness of the program. There are studies that show that the skills of Head Start children have improved, but there is no definitive evidence that this improvement is related to participation in the program. A comprehensive study is expected to be completed by 2006:

Ms. Amy Wilkins, Executive Director, Trust for Early Education, Washington, DC, linked between qualified teachers to better outcomes for students and also discussed the importance of strong coordination between Federal and State policies and funding to a successful Head Start program and called;

Ms. Janis Santos, Executive Director of the Holyoke-Chicope-Springfield Head Start Center, Springfield, Massachusetts recommended enhanced teacher qualifications for Head Start teachers and stronger collaboration and strategic planning at the State level. She recommended the government redefine its priorities for Head Start by fully funding the program and enrolling more families above the income guidelines.

#### IV. EXPLANATION OF THE BILL AND COMMITTEE VIEWS

##### *Enhancing the School Readiness of Head Start Children*

Knowledge about children's development and learning has expanded greatly during the past two decades. Research in the neurobiological and behavioral sciences suggests the importance of a child's experience 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, the committee was surprised to discover the lack of a single definition of school readiness that is consistently used across

this country. 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 and other experts, school readiness consists of a broad set of competencies such as cognitive, social, emotional, physical, and language development, motivation and approaches to learning, as well as discipline-specific domains including the arts, literacy, mathematics, science, and social studies. The academic and social competencies that define school readiness start developing long before children enter the elementary classroom.

The committee recognizes that the areas of a young children's development is strongly interconnected, with positive outcomes in one area relying on development in other domains. As such, standards for early learning should, as much as practicable, seek to address a wide range of domains. As such, standards for early learning should, as much as practicable, seek to address a wide range of domains. 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).

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 indepth 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 some 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 many Head Start children are entering kindergarten without the crucial knowledge levels that have been proven to be excellent predictors of later school success. The challenges that so many of these children will experience later in tier academic careers are beginning well before they enter school or enter Head Start. 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, social and emotional competencies necessary to succeed, the Head Start Improvements for School Readiness Act significantly enhances program emphasis on cognitive development and school readiness, while retaining the commitment to providing comprehensive social services. The committee recognizes the importance of all domains of development in order for a child to be school ready, however the committee believes Head Start can be strengthened to help promote greater academic outcomes and school readiness for Head Start children.

One of the critical components of school readiness is the attainment of prereading 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 limited preliteracy skills (i.e. weak phonological awareness and weak phonemic awareness) are more likely to struggle in attaining age-appropriate 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 and understand that letters represent sounds that make up words, 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 be designed to strengthen phonological awareness and instruction to help children understand that words are made up of letters, which correspond to sounds.

The committee also recognizes the importance of other readiness skills for young children. For example, promoting premathematics and prescience knowledge and abilities is an important component of 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 experiences 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.

Scientific advances continually modify the corps of knowledge. The Head Start Improvements for School Readiness Act updates the Head Start quality standards and performance measures to reflect those scientific advances that relate to the areas of competence fundamental to children's school readiness. Head Start grantees are required to demonstrate the capacity to serve eligible children with scientifically based programs that promote school readiness and meet quality standards. Stronger quality standards under the bill will require Head Start teachers to ensure that children enrolled in the program develop and demonstrate the following: language skills; prereading knowledge, including an interest in and appreciation of books, reading and writing either alone or with others; premathematics 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 committee bill continues to require limited English pro-

ficient (LEP) children to further develop their language skills through Head Start, such as making progress toward the acquisition of the English language, while focusing also on the other requirements for children in the program.

While the statutory improvements of the committee bill are expected to raise the cognitive abilities of Head Start children, the committee believes that the Head Start performance standards and measures defined in regulations by the Secretary of Health and Human Services also need significant revision in order to ensure child school readiness. The committee has required that the results based performance measures be reviewed and updated as needed, no less than every four years, based on advances in the science of early childhood development.

#### *Head Start Alignment With K–12 Education*

An alignment of goals and expectations extending from the early years into later schooling, can support better transitions from infant toddler care through preschool programs to kindergarten and into the primary grades, as teachers work within a consistent framework across educational settings. Comprehensive standards, curricula, teaching practices and assessments must be age, developmentally, and linguistically appropriate for young children. These standards, curricula, teaching practices, and assessments must be supported by comprehensive services for children and by the professional development for staff, so as to support each child's positive development and educational growth. Care must be taken to ensure that curricula and other practices that are appropriate for older or more developmentally advanced children are used to educate younger children.

Unfortunately, studies show that many children, including and especially children from low income backgrounds, enter school without the necessary skills 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 demonstrated that strong curriculum and a relationship with a community's local elementary school can advance and strengthen the cognitive and communications skills of low income children. Children attending the Cone Head Start Center have demonstrated 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, educated and trained classroom teachers, and onsite monitoring of teacher instruction and interaction with children.

In an effort to ensure that all children are proficient readers by a young age, the No Child Left Behind Act authorizes significant funds for 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, throughout the act, changes have been made to ensure greater alignment of Head Start's services to early learning and school readiness standards in respective States in which Head Start programs operate and to the K-12 education system. The committee urges programs to support teachers' work within a consistent framework across educational settings, ensuring that standards for early learning are addressed and supported by support and professional development for staff, so as to support each child's positive development and educational growth.

The committee bill also updates the Head Start educational standards in accordance with the latest scientifically based research regarding the skills children need to have in order to be successful in school.

The committee bill 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 has a long history of providing comprehensive child development and support services to young children and families with incomes at far below the poverty level. However, in recent years, States have begun to expand their own early childhood development initiatives. The National Conference of State Legislatures reported in 1998 that 20 States used their own funds to supplement Head Start. Currently, Federal and State programs together provide approximately \$23 billion in funding for childcare and preschool education.

With so many different early childhood programs providing services to the same target population, some States have endeavored to improve coordination and collaboration among the programs. The goal is to create a system that is more responsive to the needs of working parents, and that supports opportunities for children to participate in high quality programs that involve communities in the planning and implementation of service delivery.

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 committee bill 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 has addressed the importance of collaboration by further expanding the current role of the Head Start Collaborator in each State to not only collaborate and coordinate in service delivery but also to promote alignment of Head Start services with early



learning and school readiness goals and standards at the State level. Each Head Start State Collaboration Office will conduct a needs assessment of Head Start agencies in the State with respect to collaboration and coordination of services for children, align services with State early learning goals and standards, provide for greater opportunities for professional development for Head Start staff, and promote partnerships between Head Start and other organizations.

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 committee bill specifies that a variety of new entities 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 for 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.

The committee encourages the Secretary, in awarding collaboration grants to the States, to award funds for designation of a Migrant and Seasonal Farmworker Collaboration Project Director position and an Indian Head Start Collaboration Project Director. Such positions should be assigned the same responsibilities assigned to the State Directors of Head Start Collaboration. While it is important that the State Directors of Head Start Collaboration engage with the migrant and Indian populations in their respective States, these special Project Directors will ensure that the specific issues faced by children and families served by Migrant and Seasonal Head Start and Indian Head Start programs are addressed. These positions will also serve as a conduit for knowledge and understanding of these special populations served by the Head Start and Early Head Start programs.

In the context of greater collaboration, the committee also recognizes the important role of partnerships between Head Start programs and school and public libraries in increasing the preliteracy skills of Head Start participants. Many librarians have worked extensively in the area of improving family literacy and achieved success in integrating research based literacy practices into their work with families with prekindergarten children. Some Head Start programs across the country have long had library partnerships, through which librarians provide literacy training to Head Start staff; utilize a lending library, mobile library van, or other efforts to provide books to children; foster greater parental involvement through reading programs; and offer outreach and programs for limited English proficiency populations. The committee is encouraged by these practices and urges their continuation and expansion.

State Head Start Collaboration offices currently receive about \$8 million in funding each year. Given the new, expanded role Head Start Collaboration offices will play under the bill, the committee urges the Secretary to increase the investment in collaboration offices, if it can be done without reducing the level of services to Head Start children.

#### *State Advisory Councils*

In many States, as well as at the local level, there has been movement to enhance coordination among the variety of early childhood education programs through formal and comprehensive State coordination arrangements. In some States, significant coordination already exists among Head Start, Early Start, child care and State prekindergarten programs and public schools. In some cases, such coordination efforts have taken the form of Councils or Governor's Cabinets.

In keeping with a desire for greater collaboration among Head Start, early learning programs, and other related programs serving young children in the State, the committee has attempted to formalize coordination efforts in all States in a highly inclusive way across the sectors and settings of early childhood programs. In such efforts, the committee intends to bring together a diverse and wide array of agencies, organizations, and early childhood professionals, including (but not limited to) Head Start, family and centerbased child care, and State prekindergarten programs. For States with similar preexisting Councils or entities, additional members may need to be included in order to meet the inclusive list of representatives for the council.

The State Advisory Councils in the committee bill are intended to be consultative and encourage greater State level coordination of efforts and understanding of shared goals for young children, programs and the professionals who provide the critical early education for children from birth until school entry. In particular, the Council is charged with conducting a State needs assessment, developing a professional development system with a career lattice for early childhood program staff, and making recommendations for a statewide, unified data collection system. The committee requires each State Advisory Council to provide opportunities for genuine public input in both its needs assessment and its recommendations, as well as meet with sufficient regularity to review and revise the needs assessments and recommendations.

#### *Training and Technical Assistance*

The committee bill changes the training and technical assistance set-aside from "at least two percent" in current law to "two percent" and directs, for the first time, that half of those funds be sent directly to local grantees so that programs have a reliable source of funding for training and technical assistance activities. The remaining 50 percent spent by the Secretary provides the Secretary adequate flexibility to conduct appropriate Federal training and technical assistance to help individual programs meet the Head Start quality standards.

The committee bill allows for training and technical assistance funds to support a regional or State system of early childhood education training and technical assistance. The committee encourages

the Secretary to include in its regional system, assistance for the Migrant Seasonal Head Start program and the American Indian/Alaska Native programs. The committee encourages the Secretary to provide the training and technical assistance for these two programs through national awards by contractors with knowledge of, and experience in, working with the populations served by these programs.

The committee bill also restricts the use of training and technical assistance funds for travel expenditures associated with attending conferences when similar training and technical assistance is available locally. It is the committee's view that occasional travel may be necessary, but that excessive travel to Head Start conferences and events, especially conferences and events outside of the continental U.S., is generally not the most appropriate or effective use of Federal training and technical assistance funds. Whenever possible, Head Start programs should utilize local or regionally based training opportunities and should limit 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 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 both by Head Start agencies and the Department of Health and Human Services, 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 purposes. 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.

#### *Funds for Quality Improvement*

The Head Start Improvements for 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 committee bill 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 programs to reach new goals for teacher quality, the committee bill requires the Secretary of Health and Human Services to reserve 50 percent of all new Head Start funds for purposes of quality improvement. Not less than half of that 50 percent must be used to increase teacher salaries and assist programs in recruiting and retaining quality staff. Funds also may 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.

*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 compare Head Start relative to other children in other preschool programs serving a similar population or other situations if not enrolled in Head Start. The committee eagerly awaits data from the National Head Start Impact Study, which is expected to demonstrate the effectiveness 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 National Academy of Sciences to establish an independent panel of experts to review the current body of early childhood research. This review is needed to provide recommendations on 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. While the Secretary is not required to adopt the recommendations of the panel, the committee hopes the recommendations of this panel (and those of other experts in the field) will inform and guide the Secretary as he determines and implements the recommended educational standards for Head Start participants.

The committee notes with some concern that there exists a paucity of research focusing on American Indian and Alaska Native Head Start programs, and therefore exists scant information available on these programs. The committee strongly recommends that the Secretary undertake a study or set of studies designed to focus on this population, with a focus on issues such as curriculum development, availability and need for services, appropriate research methodologies and measures for these populations, and best practices for teaching and educating American Indian and Alaska Native Head Start students. Furthermore, the committee underscores the importance of providing tribes and tribal organizations (such as the National Indian Head Start Directors Association) the opportunity to contribute to and collaborate on this research, with tribes retaining as much local control over this process as is practicable.

### *Family Literacy*

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. For decades, Head Start programs have coordinated with the Even Start family literacy program. Since the 1998 reauthorization of Head Start more than 5,000 Head Start staff have 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 might be better prepared for school and Head Start parents might be better able to fulfill their role as their child's first and best teacher.

### *Father Involvement*

The committee has included language requiring Head Start programs to extend outreach to fathers, in appropriate cases, in order to strengthen the role of fathers in families, in the education of their young children, and in the Head Start program. The committee hopes that Head Start agencies will take appropriate steps to encourage fathers and father figures to participate in the academic, social, and emotional development of children enrolled in Head Start programs. The committee feels strongly that fathers should be included in the program in order to provide children with a more stable learning environment and a better chance of long term emotional and social health.

### *Underserved and At-Risk Populations*

While all children served by Head Start are economically 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 a Department of Health and Human Services 2001 study less than 19 percent of the eligible children of migrant and seasonal workers receive Head Start services. The committee bill attempts to increase the participation of the children of migrant and seasonal workers by increasing the percentage set aside to 5 percent.

In an effort to address the unique challenges faced by American Indian and Alaska Native students, the committee bill 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 and requires annual consultation with the Secretary. The committee believes that 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 De-

partment 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 committee bill 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 bill 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 Head Start Improvements for 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 (consistent with State and local law). 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 committee bill 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.

#### *Limited English Proficient Children and Families*

Approximately 27 percent of the children served by Head Start speak a language other than English at home and come to Head Start centers not speaking any English. These children speak over 140 languages. After English, the most common languages spoken by Head Start children are Spanish, Chinese, Hmong, and Vietnamese. Given demographic projections for the immigrant community, the number of children who will come to Head Start speaking

a language other than English will only increase in the foreseeable future.

During this reauthorization of Head Start, the committee prioritized improving the delivery of services for limited English proficient children and their families. The bill establishes a requirement that grantees set policies to identify and serve limited English proficient students through linguistically appropriate approaches so that such students have a meaningful opportunity to participate in Head Start programs.

The committee urges the Secretary and the Head Start Bureau to continue and enhance activities to ensure that limited English proficient students are served by high quality Head Start programs, including activities to assist Head Start grantees to adopt teaching strategies that provide language rich learning environments, literacy development, and materials appropriate for limited English proficient students.

The committee recognizes the development of Native language immersion and cultural programs as an important strategy for meeting the needs of children served by Indian Head Start programs, guided by the discretion of the individual Tribal grantees.

#### *Children With Disabilities in Head Start*

Head Start grantees are required to enroll and provide comprehensive educational, medical, and social services to children with disabilities and their families. Since 1972, Congress has required that no less than 10 percent of the children a grantee serves are children with disabilities. Grantees are going above and beyond this requirement—children with disabilities now comprise 13 percent of the total Head Start population.

Today, over 125,000 disabled children participate in Head Start with a variety of challenges including speech and language impairments, autism, orthopedic impairments, mental retardation, developmental delays, learning disabilities, and other disabilities. Such children receive individualized services in an inclusive, integrated environment that prepares them for school. The population of children with disabilities served in Head Start has increased by 17,000 children since 1997.

The committee recognizes the important role Head Start plays in seeking out, identifying and serving low income children with disabilities. Therefore, it encourages grantees to maintain current strategies delineated in Federal performance standards for comprehensively addressing the needs of children with disabilities. Grantees must: continue outreach to identify and enroll children with disabilities; provide comprehensive educational, medical, and social services to children with disabilities; coordinate programs and systems (such as IDEA and Medicaid/EPSTDT programs) to ensure that a wide range of needs are met; and provide funding for provider training and technical assistance specifically related to the care of children with disabilities.

#### *Assessments of Young Children*

Recent research on child development and learning has shown that focused attention to children's cognitive development as well as their social, emotional, and physical development must be integrated for children's optimal readiness for school. Consistent with

that research, Head Start programs are currently guided in their curriculum and program practice by the Head Start Outcomes Framework, which provides guidance on all domains of child development and learning, with a variety of indicators within each domain.

Recent reports conducted by the National Academy of Sciences, such as *Neurons to Neighborhoods* and *Eager to Learn*, have demonstrated the need to consider carefully the variation in each child of his or her development and background in developing standards for Head Start programs, expected outcomes for Head Start children, and effective and appropriate pedagogy and assessment.

The committee believes that educational assessments are an essential component of program evaluation and improving student achievement. Through valid assessments, much can be learned about program strengths and weaknesses, what a child has or has not learned, and which instructional techniques work best with different children.

Currently, Head Start programs use locally designed assessments to monitor child development and growth, and to improve instruction and services to maximize children's learning. The committee bill acknowledges the importance of assessments in Head Start and has included a requirement that agencies establish effective procedures and provide for the regular assessment of Head Start children, such as observational assessments, direct formal assessments, or parent and provider interviews, taking into consideration the age of the child. Because academic outcomes and assessments for young children are emerging areas of knowledge and practice, the committee recognizes the need to consult and rely on recommendations from independent experts in the development and application of such outcomes and assessments. As such, the committee has included requirements in the Act that the National Academy of Sciences review and make recommendations on appropriate academic requirements, benchmarks, and assessments for children in Head Start. The committee encourages the Secretary to take the panel's recommendations, as well as those of other experts in the field, into consideration when reviewing, developing, and revising outcomes and assessments in Head Start.

#### *Teacher Quality and Staff Qualifications*

The committee believes that well educated and skilled teachers are a key to early childhood program quality and better outcomes for children. Research consistently demonstrates a link between the learning potential of children and the knowledge, skills and competency of classroom teachers. Teachers in Head Start must be adequately trained and educated, particularly in effectively providing prereading, language, and premathematics instruction. This is a critical goal in order for Head Start children to become adequately prepared for kindergarten.

While nationally, Head Start has met the requirement that 50 percent of its teachers have at least an Associates degree, the committee feels we can, and should do better. Therefore the committee bill includes a requirement that, no later than September 30, 2009, all Head Start teachers in center-based programs at least have an Associate's degree and experience in early childhood education. The bill also requires that by September 30, 2010, 50 percent of all



Head Start teachers in each center based program have a bachelor's degree in early childhood and demonstrated teaching competencies in early childhood.

The committee's primary objective is to improve outcomes for children in Head Start programs by raising the quality of the programs serving these children. The committee believes that Head Start should be helping children develop their literacy and language skills and promoting strong cognitive development. The new teacher requirements will help Head Start centers develop programs that can meet these needs as they become better informed and skilled in providing effective instruction and supports for children's development and readiness for school.

According to the National Institute for Early Education Research has found, "[t]eachers who have earned a BA are better equipped to provide high quality preschool education than are teachers with a 2 year degree (AA), Child Development Associate (CDA) certificate, or High School diploma (even when these teachers have had training in child development.)"

Research clearly indicates that vocabulary is a critical building block to later literacy. Research also shows that the size and complexity of young children's vocabularies are directly related to the size and complexity of the vocabularies of the adults with whom children interact—both parents and teachers. Well educated teachers who themselves have strong literacy skills, rich vocabularies and employ complex speech patterns, provide stronger early literacy experiences to children than do teachers with lower levels of education. Literacy and verbal skill levels are clearly linked to formal educational attainment levels. For example: The National Adult Literacy Survey found that individuals with Associate's degrees are twice as likely to have literacy skills below the competent level as are individuals who have earned Bachelor's degrees.

The committee understands that the requirement for the number of individuals with Bachelor's degrees set out in the legislation may be challenging for certain grantees, states, and regions. Therefore the committee has given the Secretary broad waiver authority for grantees, including rural and seasonal programs, that can demonstrate a good faith effort to satisfy the degree requirements as provided in the committee bill.

The committee also notes the challenge facing Indian Head Start programs which are often located in remote and isolated areas without access to post secondary institutions. It is the committee's hope, however, that these challenges can be addressed by additional access to distance education. The committee bill includes a proposal to provide additional funding to Tribal Colleges and Universities. The committee intends for this funding to help the staff of Indian Head Start programs attend Tribal Colleges and Universities where such institutions exist, in order to meet the teacher requirements of this legislation in a way that respects the traditional values of Native American tribes.

Finally, the committee bill 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.

### *Program Quality*

Head Start programs are operating in a highly competitive job market due to the nation's economic strength. Head Start employs over 198,000 dedicated staff members (including 51,000 teachers) to provide the comprehensive array of educational and social services which comprise the Head Start program. While program quality depends on the availability of quality materials, equipment, and community partners to provide comprehensive services, the quality of Head Start programs is primarily dependent upon staff quality. Therefore, staff development continues to be a high priority of this committee.

Programs must be able to attract and retain qualified staff despite competition for skilled workers from a wide range of industries beyond child development and educational service areas and to develop and retain the qualified work force needed to ensure Head Start program quality. 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.

The committee recognizes that a well designed Head Start classroom with an effective prereading program delivered by a competent teacher is vital for later reading proficiencies and school readiness. Head Start teachers must be equipped with an understanding of how oral language, prereading and early literacy develops in children and how parental and classroom instruction and involvement can optimize that development. Children need exposure to concepts about print, open-ended conversations that grow their vocabularies and oral language skills, an understanding of the relationships between letters and sounds, ability in phonemic awareness and early writing as well as prereading development. Teachers need professional development that spans their training and careers to strengthen the knowledge and skills for promoting children's language, prereading and early writing, as well as other cognitive areas.

Quality programs contribute significantly to children's development. There is growing recognition that participation in high quality early childhood education and care programs are important indicators of later school success and of children's later success in life. This is due in part to the fact that these programs impact children precisely at the point when children's development is rapid, dramatic, and multidimensional. The committee continues to place a significant emphasis on program quality and has therefore required 50 percent of new funds to be set aside for these purposes.

### *Early Head Start*

Neurological research demonstrates that it is during the first three years of life that the brain undergoes its most dramatic development, and children acquire the ability to think, speak, learn, and reason. 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 groundbreaking 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).

The critical development which occurs during the first three years of a child’s life is well documented: all infants and toddlers need positive learning experiences to foster their intellectual, social, and emotional development and to lay the foundation for later school success. Infants and toddlers living in high-risk environments need additional supports to promote their healthy growth and development. Disparities in children’s cognitive and social abilities become evident well before they enter Head Start or PreKindergarten programs at age four.

The Early Head Start program minimizes these disparities and ensures that children enter school ready to learn. The National Evaluation of Early Head Start—a rigorous, large scale, random-assignment evaluation—concluded that Early Head Start is making a positive difference in areas associated with children’s success in school, family self-sufficiency, and parental support of child development.

In light of these findings, the committee has added amendments to expand the Early Head Start program, increasing the current 10 percent set aside of total Head Start appropriations to 18 percent by 2009, so long as these increases will not reduce services for children in Head Start programs.

Services for parents to support their role as parents are a critical component of the Early Head Start program. There is considerable evidence to support the notion that programs that combine child focused educational activities with explicit attention to parent child interaction patterns and relationship building have the greatest impact for at-risk children. The National Evaluation of Early Head Start—a rigorous, large scale, random assignment evaluation—concluded that EHS parents were more involved and provided more support for their child’s language development and learning than control group parents. This clearly shows that the two generation focus is critical to the success of EHS.

The committee expects that Early Head Start programs will continue to offer services to parents to support their role as parents and will continue to be responsible for the provision of services to parents that meet the Head Start Performance Standards. These services may continue to be provided either directly by the Early Head Start programs or through formal partnerships with community agencies. Early Head Start programs will continue to encourage parent participation in these services.

Given the recent changes in the overall Head Start training and technical assistance system, the committee encourages the Secretary to ensure that Early Head Start programs and staff continue to receive opportunities for specialized infant and toddler training and technical assistance.

#### *Designation and Competition of Head Start Agencies*

The committee bill requires Head Start agencies to establish program goals for improving the school readiness of children participating in Head Start, and to include goals related to meeting Head Start’s performance standards as well as educational outcome standards described in section 641A of the Act. Specifically, the act

requires existing Head Start programs to address goals related to (1) improving school readiness of children participating in the program (2) meeting the performance standards, educational standards described in section 641A and education expectations, and (3) establishing results based school readiness goals that are aligned with requirements and expectations for local public schools.

Expanding the universe of organizations eligible to compete and operate Head Start programs may result in stronger Head Start programs overall. The committee has therefore included a provision requiring recompetition of Head Start grants every five years. During the recompetition process priority is given to any high performing Head Start agency that is (1) currently receiving assistance (2) meets or exceeds the program and financial management requirements, standards described in section 641(A)(a)(1), or other requirements established by the secretary, (3) has no unresolved programmatic deficiencies and has not had findings of deficiencies during the last triennial review; (4) can demonstrate active collaborations with the State in the provision of services to children. The committee duly anticipates high performing grantees to receive subsequent redesignation as Head Start grantees.

#### *Head Start Performance Standards, Educational Standards and Measures*

As a national laboratory for early childhood development, Head Start has always been concerned with the quality of its programs and its effects on children and families. Since 1975, Head Start has focused on the quality of services provided and has assessed quality through process indicators, such as the number of teachers with early childhood education degrees or Child development Credentials. These indicators have been measured primarily through compliance with the Head Start Performance Standards using the ON-Site Program Review Instrument (OSPRI) once every three years. Process indicators will continue to be important to Head Start because of the belief that the quality and quantity of services provided are inextricably linked to the effects of the program.

In 1995, Head Start joined efforts throughout the Federal Government to develop performance measures to promote accountability through the assessment of program quality and outcomes. These performance measures are helping Head Start change its focus from process to outcomes and toward results oriented evaluation in accordance with the Government Performance and Results Act of 1993 (P.L. 103-620), the recommendations of the 1993 Advisory Committee on Head Start Quality and Expansion and the mandate of section 641A(b) of the 1994 Reauthorization of the Head Start Act.

The performance measures developed in response to enhanced educational focus are providing methods and procedures for assessing, annually and over long periods, the quality and effectiveness of programs operated by Head Start agencies.

However, while the performance standards establish a minimally acceptable level of services, they do not directly measure program quality or effectiveness. Head Start's performance measures, on the other hand, which provide a measure of program quality and effectiveness, had not generally been applied to local grantees until the

1998 reauthorization; rather, they have been used to gauge a national picture of Head Start program quality.

*The National Reporting System*

In 1998, the committee included and Congress passed a provision requiring the current national performance measures to be applied locally and specifically, to be applied as part of the monitoring and triennial compliance reviews and directed the Secretary to develop additional performance measures to assess the educational achievement of children in Head Start. The Department of Health and Human Services National Reporting System was designed and implemented in order to fulfill this objective.

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, literacy, and math indicators all four and five years old in the Head Start program. 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. Researchers agree that multiple assessments of young children are needed to determine young children's learning and development.

Currently, Head Start children participate in multiple 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 Reporting System is not designed to replace any of the current assessments used by local programs. Rather, it is an additional tool to enable program staff to be identified that would benefit from additional technical assistance in order to make better progress in achieving school readiness.

The new national assessment is generally focused on evaluating children's competencies in prereading, premathematics, and language skills, and is conducted by teachers and other staff familiar with the children in a play based, interactive or observational manner. The assessment, which will be conducted in 4 and 5 year old children enrolled in Head Start, 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. While the committee appreciates and understands the concerns about specific aspects of the NRS, specifically about the study design, content, administration, and use of test results, the committee does not recommend suspending the development of this much needed accountability system. The committee urges the Administration to continue with its efforts to develop an enhanced accountability system that is capable of addressing all aspects of a child's development, instead of narrowly focusing on only certain domains of school readiness. The committee is confident that the

Administration will continue to work in good faith with all Members of Congress and the public to address concerns about the new accountability system.

#### *Transition*

Successful transition from preschool into K-12 is one of Head Start's primary objectives. The committee has long recognized that transition activities are a partnership in which the Head Start and local education agencies must cooperate; therefore compatible transition requirements are outlined both in the Head Start statute and in the Elementary and Secondary Education Act.

Previously, the committee provided a set aside to fund thirty one demonstration projects designed to identify and replicate best practices for extending a Head Start like model of comprehensive services into kindergarten and the first three grades of elementary school, thereby facilitating the transition of Head Start children into their local school systems. Based on the success of this initiative, two Information Memos sharing project results were disseminated to all Head Start grantees. In addition, three training guides have been developed and numerous training opportunities made available to assist grantees in incorporating best practices identified by this effort.

These demonstration projects were discontinued in fiscal year 1996 consistent with the terms of their original awards. The committee feels strongly about the continuation of the transition activities which have been demonstrated to be effective and should now be an integral part of every Head Start program.

The committee commends the Administration's efforts to foster an environment in which transition activities are integrated into program operations in a manner similar to each of the other vital services provided to families. It is the committee's intent that those efforts continue and that grantees be provided continued training and technical assistance to make that goal a reality.

#### *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 skills and 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 Head Start Improvements and School Readiness Act requires that triennial reviews occur, to the extent prac-

ticable, 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 committee bill also requires that grantees develop annual program goals and demonstrate that they have met, or are making progress toward meeting these goals as a condition of refunding. Priority for continuation of funding (which is now automatic), will only be permitted for high performing grantees. All other grantees will have their grants fully recompeted every 5 years. The committee included this historic new provision to ensure that Head Start grantees and the programs under them strive for and are held accountable for continuous quality improvement.

To help ensure that Head Start programs are providing the highest quality services to students, the committee bill 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 who have a demonstrated expertise in early childhood development and Head Start program operations, including knowledge and expertise about the Head Start performance standards. 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.

#### *Oversight and Monitoring*

At least once every three years each Head Start and Early Head Start agency receives a comprehensive onsite review by the Department of Health and Human Services. These monitoring reviews play a vital role in assuring that Head Start agencies are providing high quality services.

The committee believes that oversight by the Secretary of the Department of Health and Human Services is an important element in ensuring that Head Start grantees meet the guidelines established for their program. Appropriate oversight ensures that program effectiveness can be assessed and measured, that only qualified programs continue to receive Federal funding, and that inefficient or abusive use of Federal funds is halted.

The PRISM monitoring of Head Start grantees undertaken by the Department is critical to realizing the goals of adequate oversight of the program. Head Start's current monitoring system is the gold standard in the field of early care and education. As such, amendments are added to the act to ensure that such monitoring is conducted in all Head Start centers, to provide for greater accountability and oversight.

Currently, ACF regional office employees serve the dual role of leading monitoring reviews and overseeing the provision of training and technical assistance. We share the goal of the Department in preserving the integrity of these two discrete processes. However, the committee believes that, because of their years of training and their expertise with the Head Start program, its' regulations and policies, employees of the Department of Health and Human Serv-

ices should (to the extent determined appropriate by the Secretary) continue to be included on teams sent out to monitor and evaluate Head Start programs.

#### *Under-Enrollment*

Under current law, Head Start grantees are expected to fully meet their funded enrollment and to maintain a waiting list. This is required in order to ensure program integrity and ready access to program services by eligible low income children. The committee is concerned about reports indicating that some Head Start grantees have experience problems achieving and maintaining their full funded enrollment and are operating with significant under enrollment while others experience shortfalls in their capacity to provide or maintain services to eligible children. Given the importance of this issue and its implications for Head Start, the committee believes a statutory approach to dealing with under enrolled grantees is warranted.

While the full extent to which Head Start programs are under enrolled is unknown, the committee believes, given very limited Federal resources, that under enrollment at any level is an unacceptable and potentially a serious problem, and one that needs an immediate solution.

The committee bill provides for reduction of Head Start grants and redistribution of funds in cases of under enrollment. The committee bill has been carefully drafted to provide for shared accountability in addressing issues of enrollment of Head Start children. The bill requires each Head Start program to report on a monthly basis to the Secretary a figure which reflects the program's actual enrollment, including a description of an enrollment shortfall if such actual enrollment is less than the funded enrollment prescribed by the grant held by the Head Start agency.

The bill also requires the Secretary (on a semi-annual basis) to determine which Head Start agencies are under-enrolled, and directs the agency (in collaboration with the Secretary) to provide for a plan and timetable in which to address issues of under-enrollment in agencies operating with less than 95 percent of enrollment.

In reviewing enrollment data, the committee bill directs the Secretary to take into consideration the quality and extent of outreach, recruitment, and community needs assessments, changing demographics, mobility of populations, and the identification of new underserved low income populations; facilities related issues that may impact enrollment; the ability to provide full-day programs, where needed, through Head Start funds or through collaboration with other funds or programs; the availability and use by families of other preschool and child care options (including parental care) in the local area; and agency management procedures that may impact efficient enrollment. Agencies identified by the Secretary shall be provided timely and on-going technical assistance to reduce under-enrollment, but are considered to be out of compliance immediately.

Upon receipt of technical assistance, the Head Start agency will implement its plan to address under-enrollment. If 1 year after the date of implementation of the plan, the Head Start agency continues to operate at less than full enrollment, the Secretary shall (where determined appropriate) continue to provide technical as-



sistance to the agency. If after 18 months, a Head Start agency is still operating with an actual enrollment that is less than 95 percent of the agency's funded enrollment, the Secretary may designate such agency as chronically under-enrolled and recapture, withhold, or reduce the base grant by a percentage equal to the percentage difference between funded and actual enrollment for the most recent year in which the agency is determined to be under-enrolled.

If the Secretary, after implementation of the plan, finds that the causes of under-enrollment are beyond the agency's control; the shortfall can reasonably be expected to be temporary; or the number of slots allotted to the agency is small enough that under-enrollment does not constitute a significant shortfall, the Secretary may waive or reduce the percentage reductions in the base grant.

The Secretary shall use the recovered funds to distribute to other Head Start agencies within the State that demonstrate that they will use such funds to increase enrollment in their Head Start programs. If there is no agency within a State that meets this requirement, the Secretary shall use such amounts to redirect funds to other Head Start agencies.

#### *Financial Audits*

In addition to conducting on-site inspections, regional ACF staff also monitor grantees' compliance with regulations by annually reviewing their financial audit reports. Auditors may select and review samples of financial transactions to determine whether a grantee has followed established procedures and program regulations. If a grantee administers more than one federal grant—as is often the case with large nonprofit agencies, school districts, and municipalities—relatively small grants may not be reviewed in much detail.

In addition to a lack of detail, financial audit reports may not provide timely information for monitoring current grantee operations. Grantees have 9 months to submit financial audit reports for any given year. It may take several additional months before officials in the HHS Office of Inspector General review the audit report, summarize the findings and submit the findings to the appropriate regional officials. Grantees that are classified as "high risk" do not face termination of their funding unless they are also classified as deficient, which usually involves an on-site inspection. As a result, ACF may wait up to 3 years until the next regularly scheduled triennial inspection before it classifies a high-risk grantee as deficient and requires it to develop a quality improvement plan and face possible termination from the program.

The committee is very concerned about this process and encourages the Secretary to adopt additional measures that would permit an annual review of grantee financial status.

#### *Combat Pay Ineligibility*

The committee feels strongly that as our soldiers are overseas fighting to defend our freedom it is our responsibility to make sure we take care of their children and families. When soldiers receive combat pay because they are working in dangerous situations this extra income should not adversely affect their family's eligibility for programs such as Head Start. The Subcommittee on Children and

Families has held a series of joint hearings with the Armed Services Subcommittee on Personnel on issues affecting military families. The committee included language to address the problem of soldiers not being able to access certain benefits, such as Head Start, due to income ineligibility when they receive combat pay. This language is intended to ensure that families in the military receiving combat pay and who would otherwise be eligible for Head Start would not be deemed ineligible because of that income supplement.

*Grantee Responsibility to Seriously Deficient Delegate Agencies*

This legislation includes language that would strengthen the ability of Head Start grantees to defund delegate agencies that have serious deficiencies. Head Start grantees, in addition to the oversight already conducted by the Secretary, are asked to clearly define procedures for defunding a seriously deficient program as well as that program's appeals process. It is the intent of the committee that such procedures be fair to all parties but not unduly cumbersome or time-consuming.

Grantees are expected to define their procedures for evaluating delegate agencies to minimize the circumstances that would necessitate defunding and ensure that all of its delegate agencies are held accountable for performance and successfully address any deficiencies in a timely manner.

Any delegate agency found seriously deficient must be notified of the possibility of termination. During the notice period, monthly monitoring visits and technical assistance may be provided by the Head Start grantee. The grantee could also elect to release funds on a reimbursement basis instead of in advance, particularly in the event of questionable fiscal practices by the delegate agency. After a reasonable notice period, if deficiencies are not corrected, the termination will take effect. The grantee is then responsible for ensuring continuity of Head Start services for the children and families affected.

*Accessibility to Books in the Classroom*

To further expand the availability of books in Head Start classrooms, the committee bill recommends that State Head Start Collaboration offices promote partnerships between Head Start agencies and other organizations to enhance the Head Start curriculum, including partnerships to promote more books in Head Start classrooms.

Because of the importance of creating a literacy rich environment for children in Head Start, the committee further encourages the Secretary to recommend a sufficient number of children's books for each Head Start classroom and to encourage Head Start programs to collaborate with a local library, where available, that is interested in that collaboration, to develop innovative programs to excite children about the world of books, such as programs that involve taking children to the library for story hour; promoting use of library cards for families so that children can bring books home; developing a lending library or using a mobile library van; entering into a financial agreement with the library to provide the Head Start classroom book collection or to supplement the collection with books on various themes of the week, to provide fresh books in the

classroom on a regular basis; and carrying out other activities through partnerships, to promote literacy and excitement about the world of print.

*Centers of Excellence*

The committee bill includes provisions from S. 1474, the Centers of Excellence in Early Childhood, which was originally proposed by Senator Alexander on July 28, 2003. The committee included S. 1474 as part of the Head Start Improvements for School Readiness Act because the committee supports the underlying goal of giving grants to Head Start programs that are exemplary and leveraging excellent programs to model best practices so that other programs can achieve excellence. The legislation authorizes the Governors to nominate and the Secretary of Health and Human Services (HHS) to create a nationwide network of 200 Centers of Excellence in Early Childhood build around exemplary Head Start programs.

All Head Start centers need to excel in school readiness, accountability, and coordination of services; improving the performance of all centers in these areas is the focus of this legislation. States have primary responsibility for setting standards for and funding public education. A child who arrives at school too far behind the starting line may never catch up. In addition, the state is in the best position to help coordinate the variety of public and private programs that have been created since Head Start was established. In order to increase coordination between Head Start and the public schools system and other State-run social service programs, such as Medicaid and the child care block grant, centers that have the potential to drive effective collaboration within their State (including the District of Columbia and Puerto Rico) would be nominated by their Governor.

The Secretary of HHS would select 149 Centers of Excellence of the centers that receive nominations from their Governor. The Secretary would name an additional 51 centers, with a goal of having at least one Center of Excellence in each State and the District of Columbia. It is also the committee's intent that one or more Indian and migrant Head Start programs would be also be recognized as Centers of Excellence. The committee encourages Governors to look for exemplary Indian Head Start programs and migrant and seasonal Head Start programs within their respective states. In addition, it is the committee's intent that Governors are encouraged to look to Head Start centers offering Early Head Start programs. The significance of years 0–3 in child development is now widely understood, and it is important for Centers of Excellence to be able to encourage best practices in serving the very young.

Head Start programs identified, as Centers of Excellence would receive a Federal bonus grant of at least \$100,000 and up to \$500,000 in each of 5 years, in addition to its base funding. It is the committee's intent that bonus grant funding for the Centers would vary depending on the number of children served at a Center of Excellence. It is the hope of the committee that as we continue to work through the legislative process and new money is available some of this money will be designated for the Centers of Excellence.

The Centers of Excellence bonus grants will be used for centers:

(1) to work in their community to model the best of what Head Start can do for at-risk children and families, including getting those children ready for school and ready for academic success,

(2) to coordinate all early childhood services in their community,

(3) to offer training and support to all professionals working with at-risk children,

(4) to track these families and ensure seamless continuity of services from prenatal to age 8, with an emphasis on working in partnership with public schools to ensure that Head Start children succeed in school,

(5) to become models of excellence by all performance measures and be willing to be held accountable for good outcomes for our most disadvantaged children, and

(6) to have the flexibility to serve additional Head Start or Early Head Start children or provide more full-day services to better meet the needs of working parents.

The committee has included Early Head Start, Migrant and Seasonal Head Start, and Indian Head Start programs as participants in the Centers of Excellence Program. The committee feels that all Head Start programs could benefit greatly by the exemplary practices modeled in Early Head Start programs for infants and toddlers, as well as practices tailored to the needs of children in Indian, Migrant, and Seasonal Head Start programs. The committee has not included a requirement to designate a minimum number of such agencies as Centers of Excellence, but urges the Secretary to ensure that at least one agency is selected from each of the Head Start Bureau's American Indian/Alaska Native and Migrant and Seasonal Head Start Program Branches.

#### *Funding*

The committee bill authorize the Head Start program at \$7.2 billion for fiscal year 2005, \$7.6 billion for fiscal year 2006, \$8 billion for fiscal year 2007, and such sums for fiscal years 2008 and 2009. By increasing the authorization level in the Head Start program by \$400 million in each of the next three fiscal years, the committee is affirming its desire to improve and enhance program quality while also reasonably expanding the program to reach additional eligible children and families living in poverty.

#### *Participation in Head Start Programs*

The committee recognizes that in large part, due to the success of welfare reform, some low income families earning a little above the Federal poverty level whose children would benefit from Head Start services are not able to participate in the program because they are not income eligible. Because of the federal nature of the Head Start program, the committee felt it important to use federal poverty level as the guide for participation rather than State measures such as State median income, for example. The committee has raised the eligibility level from 100 percent to 130 percent of Federal poverty, matching the eligibility level for the free school lunch, school breakfast and special milk programs and providing additional opportunities for participation by working poor families in Head Start.

*Migrant and Seasonal Head Start Programs and Indian Head Start Programs*

The committee has included several provisions to improve access to Head Start services by children of migrant and seasonal farm workers, as well as by Indian children.

According to a study conducted by the Department of Health and Human Services in 2001, the Migrant and Seasonal Head Start programs have consistently received less than 4 percent of the Head Start annual appropriation over the last 8 years, enabling them to serve only 19 percent of eligible migrant and seasonal children, compared to 60 percent of the eligible population served by regular Head Start. While the Indian Head Start programs serves over 23,000 children each year, there still exists a need to expand services to additional eligible children.

The committee has moved to address this issue by ensuring that, with respect to Migrant and Seasonal Head Start programs, not less than 5 percent of the Head Start annual appropriation be directed to Migrant and Seasonal Head Start programs. The committee has also moved to expand needed services to the Indian community by ensuring that not less than 4 percent of the Head Start annual appropriation be directed to Indian Head Start programs. The committee has taken care to ensure that funding increases provided to enable these populations to reach children currently on waiting lists and to establish new programs in areas that lack services to these populations of children not occur until it is clear that the number of children served in existing Head Start programs is not reduced as funding shortfalls are addressed.

*Priority Funding and Regular Head Start Expansion Grants*

The committee bill includes provisions that after current Head Start programs are adjusted for inflation to ensure the provision of comprehensive services to at least the same number of children served in the preceding fiscal year, any remaining funds are to be used 50 percent for quality improvement activities and 50 percent for program expansion grants.

In allocating the remaining 50 percent of expansion funds, the committee made it a priority to eliminate apparent discrepancies in the allocation of Head Start dollars among the States. The committee is responding to the inclusion of a 1978 hold harmless provision that has created a disparity in how money was allocated between the States despite the increase in appropriations. In short, since 1979, 22 States have been funded at levels higher than their child poverty population warranted. As a result, the ability of many States to serve their eligible population has been compromised. For example, some States such as Nevada are serving only 30 percent of their eligible population and other States such as Maine serve 89 percent of their eligible population. In order to begin to address this inequity, the committee has included the requirement that 65 percent of any new money (expansion of the current program) for Head Start would be allocated on a priority basis to those States that are underfunded (based on the percentage of eligible children being served in that State.) Although the committee acknowledges this will not solve the funding discrepancies between the States, we feel it is a step in the right direction.

The committee also intends 65 percent of the Head Start expansion funds be made available to programs in States (including Migrant and Seasonal Head Start programs), that continue to have significant numbers of eligible children left unserved.

#### V. COST ESTIMATE

Due to time constraints the Congressional Budget Office estimate was not included in the report. When received by the committee, it will appear in the Congressional Record at a later time.

#### VI. APPLICATION OF LAW TO THE LEGISLATIVE BRANCH

Section 102(b)(3) of Public Law 104–1, the Congressional Accountability Act (CAA) requires a description of the application of this bill to the legislative branch. This bill does not amend any act that applies to the legislative branch.

#### VII. REGULATORY IMPACT STATEMENT

The committee has determined that there will be minimal increases in the regulatory burden imposed by this bill.

#### VIII. SECTION-BY-SECTION ANALYSIS

##### *Section 1. Short Title*

This Act may be cited as the “Head Start Improvements for School Readiness Act.”

##### *Section 2. Statement of Purpose*

This section modifies section 636 by adding the goal of educational instruction in prereading, premathematics and language skills in the promotion of school readiness and development.

##### *Section 3. Definitions*

This Section amends section 637 by adding community-based organizations to the definition of potential delegate agencies (2). Section 637(17) is amended to remove the Federated States of Micronesia, the Republic of the Marshall Islands, and the Republic of Palau from the definition of “State.” Section 637(18) defines “homeless child” as one who lacks a regular or adequate nighttime residence or whose residence is a temporary shelter as defined in the McKinney-Vento Homeless Assistance Act. Section 637(19) defines “limited English proficient” with respect to a child as someone enrolled or preparing to enroll in Head Start, someone who was not born in the United States or whose native language is not English, or someone whose difficulty in speaking or understanding English may be sufficient to deny such child the opportunity to participate fully in society or the ability to successfully achieve in a classroom in which the language of instruction is English.

##### *Section 4. Financial Assistance for Head Start Programs*

This Section amends section 638 to reauthorize financial assistance to Head Start agencies for five years.

*Section 5. Authorization of Appropriations*

This Section amends section 639 to reauthorize the Head Start Act at \$7,215,000,000 for fiscal year 2005, \$7,615,000,000 for fiscal year 2006, \$8,015,000,000 for fiscal year 2007, and such sums as may be necessary for fiscal years 2008 and 2009.

From the amount appropriated, the Secretary can make available up to \$20,000,000 for fiscal year 2004 to carry out research, demonstration, and evaluation activities including longitudinal studies under section 649, and such sums for fiscal years 2005–2009, of which no more than \$7,000,000 used for impact studies under section 649(g) for fiscal years 2004–2009.

*Section 6. Allotment of Funds*

This Section amends section 640 by requiring the Secretary to reserve a sum each fiscal year for Indian Head Start and migrant and seasonal Head Start programs that is the total of not less than 4 percent of the amount appropriated for Indian programs under section 639 for that fiscal year and not less than 5 percent of that appropriated amount for migrant and seasonal programs, but not if reserving such percentages would reduce the number of children served by Head Start programs relative to the number of children served upon the date of enactment of this Act. After ensuring that each grant recipient for Indian and migrant and seasonal programs have received a sufficient amount to serve the same number of children as were served by the date of enactment, the Secretary shall distribute 65 percent of the remaining funds to priority grant recipients in the States serving the smallest percentages of eligible children and distributing the remaining 35 percent on a competitive basis.

This Section outlines rules in the provision and administration of technical and training assistance in great detail including limiting assistance as described in section 648 in an amount for each fiscal year equal to 2 percent of the amount appropriated under section 639 of which: 50 percent shall be made available to agencies to comply with the standards in section 641A(a)(1) and 50 percent shall be made available to the Secretary to support a regional or State system of early childhood education training and technical assistance and to assist local programs including Indian and migrant and seasonal programs or which not less than \$3,000,000 shall be made available to carry out the activities described in 648(d)(4). In order to provide assistance, this Section requires the Secretary to reserve 50 percent of such excess amount for each fiscal year 2005–2009.

This Section requires that funds for quality improvement may be used to ensure such programs have adequate numbers of qualified staff and that such staff is furnished adequate training; developing and financing the salary scales and benefits standards under section 644(a) and 653 to ensure that salary levels and benefits are adequate to attract and retain qualified staff for such programs. Quality improvement funds may be used for salary increases to assist with implementation of quality programs, improve staff qualification or encourage staff to continually improve their skills and expertise.

Quality improvement from reserved funds may also take the form of a collaboration grant from the Secretary to each State to

facilitate collaboration between Head Start agencies and entities that carry out other activities designed to benefit low-income families and children from birth to school entry. Such grants shall be used to promote alignment of Head Start services with State early learning and school readiness goals and standards; encourage Head Start agencies to coordinate activities with the State agency responsible for administering the State program carried out under the Child Care and Development Block Grant Act of 1990; promote better linkages between Head Start agencies and other child and family agencies that provide health, mental health or family services, or other child or family supportive services; and carry out activities of the State Director of Head Start Collaboration. To improve coordination and delivery of early education services to children in the State, a State that receives such a grant is required to appoint a State Director of Head Start Collaboration; ensure that the Director holds a position with sufficient authority and access to ensure that the collaboration is effective and involves a range of State agencies; and involve the State Head Start Association in the selection of the Director and involve the Association in determinations relating to the ongoing direction of the collaboration office. Not later than one year after the date of enactment of this Act, the Director must conduct an assessment that addresses the needs of Head Start agencies in the State with respect to collaborating, coordinating services, and implementing State early learning and school readiness goals and standards to better serve children enrolled in Head Start programs. Such assessment will be updated annually and shall be made available to the public.

This Section also mandates an assessment of the availability of high quality prekindergarten services for low-income children in the State and requires the Director to develop a strategic plan based on the assessment that will: (1) enhance collaboration and coordination of Head Start services with other entities providing early childhood programs and services, health care, mental health care, welfare, child protective services, education and community service activities; family literacy services, reading readiness programs, services related to disabled children and other programs and services for LEP and homeless children; (2) assist Head Start agencies to develop a plan for the provision of a full working day, full calendar year services for children enrolled in Head Start programs who need such care; (3) assist Head Start agencies to align services with State early learning and school readiness goals and standards and to facilitate collaborative efforts to develop local school readiness standards; (4) enable agencies in the State to better coordinate professional development opportunities for Head Start staff such as assisting 2- and 4-year public and private institutions of higher education to develop articulation agreements; awarding grants to such institutions to develop model early childhood education programs; working with local Head Start agencies to meet the degree requirements in section 648A(a)(2)(A); enabling State Head Start agencies to better coordinate outreach to eligible families; (5) promote partnership between Head Start agencies, State governments, and the private sector to help ensure that low-income pre-school children are receiving comprehensive services to prepare them to enter school ready to learn; and (6) promote partnerships between Head Start agencies, schools, law enforcement,



and substance abuse and mental health treatment agencies to strengthen family and community environments and to reduce the impact on child development of substance abuse, child abuse and other high risk behaviors that compromise healthy development.

This Section requires the Governor of a State to establish a council to serve as the State advisory council on collaboration on early care and education activities for children from birth to school entry. The State Advisory Council shall include: the State Director of Head Start Collaboration; a representative of the appropriate regional office of the Administration for Children and Families; a representative of the State educational agency and local educational agencies; a representative of institutions of higher education; a representative of the State agency responsible for mental health care; a representative of the State agency responsible for teacher professional standards; certification and licensing; a representative of the State agency responsible for child care; early childhood education professionals; kindergarten teachers and teachers in grades 1 through 3; a representative of the State agency responsible for programs under part C of the Individuals with Disabilities Act; a representative of the State interagency coordinating councils established under section 641 of the Individuals with Disabilities Education Act; a representative of the State Head Start Association where appropriate; a representative of the State network of child care resource and referral agencies; a representative of community-based organizations; a representative of State and local providers of early education and child care; a representative of migrant and seasonal Head Start programs and Indian Head Start programs; parents; religious and business leaders; the head of the state library administrative agency; representatives of State and local organizations and other entities providing professional development to early care and education providers; and a representative of other entities determined to be relevant by the chief executive officer of the State.

The State Advisory Council is responsible for conducting a periodic statewide needs assessment concerning early care and education programs; identifying barriers to and opportunities for collaboration and coordination between entities carrying out Federal and State child development, child care, and early childhood education programs; developing recommendations regarding means of establishing a unified data collection system for early care and education programs throughout the State; developing a statewide professional development and career ladder plan for early care and education in the State. The Council shall hold public hearings on the needs assessment and recommendations described in this subsection and the Council shall submit a statewide strategic report concerning the needs assessment and recommendations to the State Director of Head Start Collaboration and the chief executive officer of the State. After submitting the report, the Council shall meet periodically to review any implementation of the recommendations and any changes in State and local needs.

The Secretary is required to use from amounts reserved and allotted for programs described in 645A(a) of this subchapter 10 percent for fiscal year 2004, 11 percent for fiscal year 2005, 13 percent for fiscal year 2006, 15 percent for fiscal year 2007, 17 percent for

fiscal year 2008, and 18 percent for fiscal year 2009, of the amount appropriated pursuant to section 639(a).

This section requires the Secretary to 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 existing capacity and procedures to provide for the conversion of part-day programs to full-day programs or part-day slots to full-day slots.

This section requires the Secretary to issue regulations to ensure the appropriate supervision and background checks of individuals with whom Head Start agencies contract to transport Head Start children.

This section requires the Secretary to conduct an annual consultation in each affected Head Start region, with tribal governments operating Head Start and Early Head Start programs and such consultations will be for the purpose of better meeting the needs of American Indian and Alaska Native children and families, taking into consideration funding allocations, distribution formulas, and other issues affecting Head Start services within tribal communities. Notice of the consultation will be published in the Federal Register prior to the consultations and a detailed report of such consultation shall be prepared and made available to all tribal governments receiving funds under this subchapter.

This Section requires the Secretary to issue regulations and remove barriers to the enrollment and participation of eligible homeless children in Head Start.

This subchapter does not require a State to establish a program of early education for children in the State, nor does it require any child to participate in a program of early education in order to attend preschool, or to participate in any initial screening prior to participation in such program.

This Section requires all funded curricula under this subchapter to be scientifically-based, age appropriate and available for parents to examine.

#### *Section 7. Designation of Head Start Agencies*

This Section amends section 641 by giving the Secretary discretionary authority to designate any local public or private non-profit or for-profit within a community, including community-based organizations, as a Head Start agency. To be designated as Head Start agencies that must establish program goals for improving school readiness of children, including goals for meeting the performance and educational standards as described in 641A and shall establish results-based school readiness goals that are aligned with requirements and expectations of local public schools. To continue to receive grants, agencies must demonstrate progress towards meeting such goals.

In designation and redesignation the Secretary shall, in consultation with each State's chief executive officer, give priority to high performing, eligible agencies that: are already receiving funds under Head Start, meet or exceed program and financial management requirements, have no history of deficiencies during the last three years, and can demonstrate active collaboration with the State in the provision of services for children.

However, if no entity is entitled to the priority, the Secretary shall conduct an open competition and shall consider the effectiveness of each such applicant to provide Head Start services based on the plan of such applicant: (1) to consider past performance of applicants in providing comparable services to Head Start services; (2) to provide health, nutritional, education, and social to prepare children to succeed in school; (3) to use scientifically based programs that promote school readiness; (4) the plan of such applicant to meet standards outlined in 641A(a)(1); (5) the plan of such applicant to coordinate the proposed Head Start program with other local preschool programs, State prekindergarten programs, child care programs, local educational agencies, and reading readiness; (6) to coordinate with public and private entities who are willing to commit resources to assist the Head Start program meet its program needs; (7) to collaborate with a local library to excite children about the world of books; (8) to involve parents in the education of their children at home and at the center and to give them the opportunity to participate in the development and performance of the program at the local level; to offer parents family literacy services, parenting skills training, substance abuse counseling; to offer parents the option to offer training in basic child development, assistance in developing communication skills, opportunities for parents to share experiences with other parents, any other activity designed to help parents become full partners in the education of their children; to provide each participating family a family needs assessment that includes consultation with such parents about the benefits of involvement in their child's education; to extend outreach to fathers to strengthen the role of fathers in families and in the education of their young children, and in Head Start programs, by working directly with fathers and father figures; (9) the plan of such applicant to meet the needs of: LEP children and their families including procedures to identify such children, plans to provide trained personnel and plans to assist children in making progress toward the acquisition of the English language; (10) to meet the needs of disabled children; (11) who chooses to assist younger siblings of children who will participate in the Head Start program to obtain health services from other sources; (12) and the plan of such applicant to collaborate with other entities carrying out early childhood education and child care programs in the community; and (13) to meet the needs of homeless children and children in foster care.

*Section 8. Quality Standards; Monitoring of Head Start Agencies and Programs*

This Section amends section 641A by requiring additional education standards and minimum levels of accomplishment based on recommendations of the National Academy of Sciences panel (described in Section 649(h)) and other experts in the field of early childhood education relating to: (1) language skills related to listening, understanding, speaking, and communicating including: understanding and use of a diverse vocabulary (including knowing the names of colors) and knowledge of how to use oral language to communicate for various purposes; narrative abilities used, for example, to comprehend, tell and respond to a story, or to comprehend instructions; ability to detect and produce sounds of the language

the child speaks or is learning; and clarity of pronunciation and speaking in syntactically and grammatically correct sentences; (2) prereading knowledge and skills including: alphabet knowledge, knowing the letter names and associating letters with their shapes and sounds in the language the child speaks or is learning; phonological awareness and awareness of processes that support reading, for example, rhyming, recognizing speech sounds and separate syllables in spoken words, and putting speech sounds together to make words; knowledge, interest in, and appreciation of books, reading and writing, and knowledge that books have parts such as front, back and title page; early writing, including the ability to write one's own name and other words and phrases; and print awareness and concepts, including recognizing different forms of print and understanding the association between spoken and written words; (3) premathematics knowledge and skills including number recognition; use of early number concepts and operations, including counting, simple adding and subtracting, and knowledge of quantitative relationships such as part versus whole and comparison of numbers of objects; use of early space and location concepts including recognizing shapes, classification, striation, and understanding directionality; and early pattern skills and measurement, including recognizing and extending simple patterns and measuring length, weight and time; (4) scientific abilities including building awareness about scientific skills and methods, such as gathering, describing, and recording information, making observations, explanations and predictions, and expanding scientific knowledge of the environment, time, temperature, and cause and effect relationships; (5) general cognitive abilities relate to academic achievement and child development including reasoning, planning, and problem-solving skills; ability to engage, sustain attention, and persist on challenging tasks; intellectual curiosity, initiative, and task engagement; and motivation to achieve and master concepts and skills; (6) social and emotional development related to early learning and school success including developing: the ability to develop social relationships, demonstrate cooperative behaviors, and relate to teachers and peers in positive and respectful ways; an understanding of the consequences of actions, following rules, and appropriately expressing feelings; a sense of self, such as self-awareness, independence, and confidence; the ability to control negative behaviors with teachers and peers that include impulsiveness, aggression, and noncompliance; and knowledge of civic society and surrounding communities; (7) physical development including developing fine motor skills such as strength, manual dexterity, and hand-eye coordination; and gross motor skills, such as balance and coordinated movements; and (8) in the case of LEP children, progress towards acquisition of the English language while making meaningful progress in the aforementioned areas.

This Section requires that facilities used by Head Start agencies for regularly scheduled center-based and combination program option classroom activities be in compliance with State and local requirements concerning licensing for such facilities and that such facility shall be accessible by State and local authorities for purposes of monitoring and ensuring compliance.

Additionally, this Section requires the Secretary, in developing standards, to consider the unique challenges faced by individual

programs, including seasonal, short term or those that serve rural populations, when developing standards regulations. the Secretary is also required to consult with Indian tribes, American Indian and Alaska Native experts in early childhood development, linguists, and the National Indian Head Start Directors Association in program standards review and promulgation, and educational performance measures for language acquisition and school readiness.

This Section amends section 641A by adding a new section, “Evaluation is and Corrective Actions for Delegation Agencies; (641A(a)(4)). This section requires the Secretary to establish procedures for evaluating delegate agencies as well as procedures for defunding delegate agencies and procedures for appealing such defunding decisions. Each Head Start agency shall evaluate its delegate agencies using procedures established in this Act and shall inform the delegate agencies of the deficiencies to be corrected. To ensure corrective actions, the Head Start agency may: initiate procedures to terminate the designation of the agency unless the agency corrects the deficiency; conduct monthly monitoring visits to such delegate agency until all deficiencies are corrected or the Head Start agency decides to defund such delegate agency; and release funds to such delegate agency only as reimbursements until all deficiencies are corrected or the Head Start agency decides to defund such delegate agency.

This Section requires performance measures to be appropriate for the population served and be reviewed no less than every four years based on advances in early childhood development science.

This Section requires results-based outcome measures to be designed for the purpose of promoting the competencies of Head Start children 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. This Section permits Head Start agencies to establish and implement additional local results-based educational performance measures and goals.

This Section mandates unannounced site inspections of Head Start Centers and sets rules for prompt follow-up reviews to agencies and programs that fail to meet one or more of the performance measures developed by the Secretary, and in the case of programs cited with substantial deficiencies a review is required within 6 months of the initial citation. Reviews may incorporate without or with limited prior notice as is necessary to ensure the participation of parents and key staff members. Reviews will be conducted by teams that include individuals who are knowledgeable about Head Start and other early childhood programs and, to the maximum extent practicable, the diverse needs of eligible children and LEP children and their families. Review will include assessment of program effectiveness measured in accordance with the results-based measures developed by the Secretary. Reviews will seek information from communities and States about innovative or effective collaborative efforts, barriers to collaboration, and collaboration efforts of Head Start agencies. Review teams will also review and assess whether a program is in conformity with the income eligibility requirements and regulations of Section 645. Reviews will assess whether programs are adequately addressing the population and community needs (including LEP, migrant and seasonal farm-worker children). Reviews will also assess outcomes and perform-

ance as they relate to State-, local-, and agency-determined school readiness goals.

This Section also requires that in order for a Head Start agency to retain designation and continue to receive funds if it has failed to meet quality standards or results-based performance measures it must develop in a timely manner a quality improvement plan subject to the Secretary's approval or (in some cases) the sponsoring agency. The Secretary or sponsoring agency must respond to the proposed improvement plan within 30 days of receiving it from an agency, either approving it, or giving reasons for not approving it. This Section requires within 120 days of the fiscal year's end the Secretary to publish a summary on the outcome findings which must be made widely available to the public as well as to the parents of Head Start children.

This Section establishes rules for allowing for the reduction of grants and redistribution of funds in cases of under-enrollment. Each Head Start agency is required to report actual enrollment to the Secretary monthly and if that number is below the funded enrollment stated in the base grant, the agency must explain the enrollment shortfall. The Secretary must determine which agencies are under-enrolled based on at least 4 months of data. In cases of less than 95 percent enrollment, the Secretary will develop in collaboration with the agency, a plan and timetable for correcting under-enrollment considering quality, extent of outreach, community needs assessment, changing demographics, identification of new underserved low-income populations, any facilities-related issues affecting enrollment, ability to provide full-day programs where needed through Head Start funds or through collaboration with other funding sources where available, the availability and use by families of other preschool and child care options, and agency management procedures that may impact enrollment.

This Section requires that the Secretary provide timely and ongoing technical assistance to an agency for the purpose of implementing the plan but if, after one year after the plan is implemented and under-enrollment persists the Secretary shall continue to provide technical assistance where determined appropriate. After 18 months of being under-enrolled the Secretary may designate such agency as chronically under-enrolled and may recapture, withhold or reduce the base grant by a percentage equal to the percentage difference between funded and actual enrollment. But if the enrollment shortfall is beyond the agency's control, is expected to be temporary or the number of slots allotted to the agency is small enough that under-enrollment does not constitute a significant shortfall, the Secretary may waive or reduce percentage reductions.

In terms of redistribution of funds, the Secretary may use amounts recovered through reductions in a fiscal year to redirect funds to other Head Start agencies within the State to increase enrollment in their programs. In the case that there is no agency in the State that qualifies for the additional grant money, the Secretary may redirect funds to Head Start agencies in other States that do meet the requirements. Recaptured funds from under-enrolled agencies serving Indian or migrant children shall be awarded to other agencies serving those same special populations.

The Secretary will adjust as necessary the funded enrollment indicated in the grant award of a Head Start agency receiving redistributed amounts.

*Section 9. Centers of Excellence in Early Childhood*

Subject to the availability of funds, this new Section 641B requires the Secretary to establish a program in which he designates up to 200 exemplary Head Start agencies as Centers of Excellence in Early Childhood, with at least one designee per state and the District of Columbia as well as not less than one Indian Head Start program and not less than one migrant and seasonal Head Start program, for a five-year term. During the period of that designation and subject to the availability of appropriations, the agency shall be eligible to receive a bonus grant. State Governors shall nominate centers and applications must contain such information as the Secretary may require, and in case of Indian, migrant and seasonal Head Start programs, program branches shall nominate centers for this distinction.

Applications shall include: (1) evidence that the Head Start program has significantly improved the school readiness and academic outcomes of Head Start children; (2) evidence that the program meets or exceeds Head Start standards and performance measures in section 641A (a) and (b) as evidenced by successful completion of programmatic and monitoring reviews and has no substantial deficiencies; (3) evidence that the program is making progress toward attaining the goals in section 648A; (4) evidence demonstrating the existence of a collaborative partnership between the agency and the State or a State agency; (5) a nomination letter from the Governor demonstrating the agency's ability to carry out the coordination, transition and training services of the program to be carried out under the bonus grant, including coordination of activities with State and local agencies that provide early childhood services to children and families in the community; and (6) information demonstrating the existence of or the agency's plan to establish a local council for excellence in early childhood education which shall include representatives of all institutions, agencies, and groups involved in the work of the center for eligible children and other at risk children and their families.

The Secretary shall base the amount of the bonus grant on the number of children served at the center of excellence and subject to the availability of funding, make such a bonus grant in an amount not less than \$100,000/year which may be used to: (1) provide services to additional eligible children; (2) better meet the needs of working families in the community served by the center by serving more children in Early Head Start or full-working-day, full calendar year Head Start programs; (3) model and disseminate best practices for achieving early academic success including achieving school readiness and developing rereading and premathematics skills for at-risk children and achieving the English acquisition for limited English proficient children, and to provide seamless service delivery for eligible children and their families; (4) coordinate early childhood and social services available in the community served by the center for at-risk children prenatal through age 8 and their families; (5) provide training for Head Start teachers and staff and develop agency leaders; (6) provide ef-

fective transitions between Head Start programs and elementary school and to provide training and technical assistance to help the providers increase their ability to work with low-income, at-risk children and their families; and (7) carry out other activities determined by the center to improve the overall quality of the Head Start program.

The Secretary may revoke an agency's designation if it is determined that the agency is not demonstrating adequate performance.

In the second year as a center of excellence, the center will work with its delegate agencies, other Head Start agencies and other providers of early childhood services in the community to encourage the agencies and providers to carry out model programs and by the second year of such designation shall establish the local council for excellence in early childhood education.

This Section requires the Secretary to make a grant to an independent organization to conduct research on the ability of the centers of excellence to improve the school readiness of Head Start children and to positively impact school results in the earliest grades and shall also conduct research to measure the success of the centers at encouraging delegate agencies and additional Head Start agencies to meet measurable improvements in the area of school readiness. The report is required no later than 4 years after the date of enactment of the Head Start Improvements for School Readiness Act of 2003 and is to be submitted to the Secretary and Congress.

Under this Section, \$90,000,000 is appropriated for fiscal year 2004 and each subsequent year to make bonus grants to centers of excellence including \$2,500,000 to pay for the Secretary's administrative costs in carrying out this section and \$2,000,000 for the research activities described under this subsection.

#### *Section 10. Powers and Functions of Head Start Agencies*

This Section amends section 642 to require that in order to be designated as a Head Start agency an agency must have authority under its charter or applicable law to receive and administer funds and contributions from private or local public sources which may be used in support of a Head Start program, and funds under any Federal or State assistance program pursuant to which a public or private nonprofit or for profit agency, could act as grantee, contractor, or sponsor of projects appropriate for inclusion in a Head Start program. Such agency must also be empowered to transfer funds and delegate powers of its governing board and its overall program responsibilities. These powers must include the power to make transfers and delegations covering component projects in all cases where this will contribute to efficiency and effectiveness or further program objectives.

This Section also requires that in order to be designated a Head Start agency must establish a program with all standards set forth in 641A(a)(1), must: (1) establish a program with all standards set forth in section 641A(a)(1); (2) demonstrate the capacity to serve eligible children with scientifically based curricula and other services that promote school readiness; (3) establish effective procedures and provide for the regulator assessment of Head Start children including observational and direct formal assessment where appropriate; (4) seek the involvement of parents, community members,



and local businesses in the design and implementation of the program; (5) provide for the regular participation of parents and community members in the implementation of such programs; (6) provide technical and other support needed to enable such parents and area residents to secure available assistance from public and private sources; (7) establish effective procedures to facilitate the involvement of parents of Head Start children in activities designed to help such parents become full partners in the education of their children; (8) conduct outreach to schools in which Head Start children will 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; (9) offer services or referrals to parents of Head Start children family literacy services and parenting skills training, drug and alcohol counseling, including information on the effect of drug exposure on infants and fetal alcohol syndrome; and (10) at the option of such agency offer to such parents training in basic child development and cognition, assistance in developing literacy and communication skills, opportunities to share experiences with other parents, regular in home visitation, and any other activity designed to help parents become full partners in the education of their children including, (1) provide participating families a family needs assessment, (2) consider providing services to assist younger siblings of Head Start children to obtain health services from other sources, (3) perform community outreach to encourage volunteers for the Head Start program, (4) inform single parents who participate in programs and activities about the availability of child support services for purposes of establishing paternity and acquiring child support, and (5) refer eligible parents to the child support offices of State and local governments.

Each Head Start agency shall take steps to ensure to the maximum extent possible that children maintain the developmental and educational gains achieved in Head Start programs and build upon such gains in further schooling.

In communities where both public prekindergarten programs and Head Start programs operate, the Head Start agency shall coordinate activities with the local educational agency and other pre-k providers including outreach to identify eligible children. With parental permission, Head Start staff will also work with elementary schools to discuss teaching strategies and options and ensure a smooth elementary school transition for such children. The head of each Head Start agency shall coordinate activities 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 and other programs carrying out early childhood education and development programs. Head Start agencies will also collaborate with local educational agencies on shared use of transportation and facilities and to reduce duplication of services while increasing participation of underserved populations of eligible children and exchanging information on the provision of noneducational services to such children.

To promote continued parental involvement when children transition to school, this Section requires Head Start agencies to provide training to parents: to inform them about their rights and re-

sponsibilities regarding their children's education, to enable them to understand and work with schools in order to communicate with teachers and other school personnel; and to support the schoolwork of the children and to participate to appropriate decisions relating to the education of their children.

This Section mandates that each Head Start agency shall consult with child development experts and classroom teachers to develop teacher hiring and evaluation assessments which shall measure: whether the teacher possesses an appropriate literacy level to implement Head Start curricula and whether the teacher has mastered other functions outlined in 648A(a)(1) of this bill.

Head Start agencies are expected to enroll 100 percent of its funded enrollment and maintain an active waiting list at all time with ongoing outreach to communities to identify underserved populations.

#### *Section 11. Head Start Transition and Alignment with K-12 Education*

This Section renames section 642A "The Head Start Transition and Alignment with K-12 Education." This Section is amended to require each agency to coordinate with local educational agencies and schools in which Head Start children will enroll to: (1) develop and implement records transferring procedures; (2) establish ongoing communication channels between Head Start staff and school counterparts to facilitate program coordination; (3) develop continuity of developmentally appropriate curricula and practice between the Head Start agency and local educational agency to ensure an effective transition and appropriate shared expectations for learning and development as the children make the transition to school; (4) conduct parent-teacher meetings; (5) organize and participate in joint training including transition-related training of school and Head Start staff; (6) develop and implement family outreach and support programs, taking LEP families into consideration; (7) assist families, administrators and teachers in enhancing educational and developmental continuity and continuity of parental involvement in activities between Head Start services and elementary school classes; (8) link Head Start language, numeracy and literacy services with those provided by local educational agencies; (9) help parents understand the importance of parental involvement in a child's academic success while teaching the parents strategies for maintaining parental involvement as their child moves from the Head Start program to elementary school; (10) develop and implement a system to increase participation of underserved eligible children in program; and (11) coordinate activities and collaborate to ensure that curricula used in the Head Start program is aligned with State Early Learning Standards regarding cognitive, social, emotional, and physical competencies that children entering kindergarten are expected to demonstrate.

#### *Section 12. Submission of Plans to Governors*

This Section amends section 643 to require approval from a State Governor of a proposed Head Start plan for a contract, agreement, grant or other assistance before an agency may carry out a Head Start program in the State. Governor approval is not required, however, for Indian, migrant and seasonal Head Start programs.

### *Section 13. Participation in Head Start Programs*

This Section amends Section 645(a)(1)(A) by expanding the eligibility for participation in Head Start programs to include children whose families are below 130% of the poverty line.

This Section requires that military housing upgrades and special pay relating to duty subject to hostile fire or combat not be considered income for the purposes of determining Head Start program eligibility of the children of uniformed services members 645(a)(3)(B).

### *Section 14. Early Head Start Programs*

This Section renames section 645A “Early Head Start Programs.” Section 645A is amended by requiring Head Start agencies to provide additional services to parents to support their role as parents including parenting skills and basic child development training. Such training includes home-based services and family support services. This Section also requires that Early Head Start agencies develop a systematic transitioning process for children and parents from Early Head Start into Head Start or other local early childhood education programs, as well as establish communication channels between Early Head Start and Head Start staffs to coordinate programs.

This Section amends Section 645A to include agencies responsible for administering section 106 of the Child Abuse Prevention and Treatment Act as a group with which Early Head Start agencies shall ensure formal linkages.

This Section expands the definition of “Eligible Services Providers” to include tribal governments and entities operating migrant and seasonal Head Start programs, as well as community-based organizations that meet program participation standards.

This Section also allows the Secretary to use funds for training and technical assistance to provide professional development and personnel enhancement activities on effective methods of conducting parent education, home visiting, and promoting quality early childhood development, on methods of recruiting and retaining qualified staff and on methods to increase program participation for underserved populations of eligible children.

This Section mandates that not later than September 30, 2009, all teachers providing direct services to Early Head Start children and families have a minimum of a child development associate credential or an associate degree and have been trained in early childhood development or equivalent coursework.

This Section requires the Secretary to establish standards for training, qualification, and the conduct of home visits for home visitor staff in Early Head Start programs to further enhance the quality of services provided to families of participating children. Such standards established by the Secretary shall include: structured child-focused home visiting that promotes parents’ ability to support the child’s cognitive, social, emotional, and physical development; effective strengths-based parent education, including methods to encourage parents as their child’s first teachers; early childhood development with respect to children from birth through age 3; methods to help parents promote emergent literacy in their children from birth to age 3; health, vision, hearing and developmental screenings; strategies for helping families coping with cri-

sis; and the relationship of health and well-being of pregnant women to prenatal and early child development.

*Section 15. Records and Audits*

The Section amends section 647(a) by requiring each Head Start agency receiving financial assistance to maintain and submit a complete accounting of their administrative expenses including salaries and compensation annually to the Secretary.

*Section 16. Technical Assistance and Training*

This Section amends section 648 by requiring the Secretary to make available funds set aside in 640(a)(2)(C)(ii) to support a regional or State system of early childhood education training and technical assistance that improves the capacity of Head Start programs within a region or State to deliver services in accordance with the Head Start standards described in section 641A(a)(1). The Secretary shall: ensure that 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, and other entities currently providing training and technical assistance in early education are included in the planning and coordination of the system; and encourage States to supplement the funds authorized in section 640(a)(2)(C)(ii) with Federal, State, or local funds other than Head Start funds, to expand training and technical assistance activities beyond Head Start agencies to include other providers of early childhood services within a region or State.

In allocating resources for technical assistance and training under this section, the Secretary shall also assist Head Start agencies and programs in increasing the program participation of eligible homeless children.

This Section recognizes Head Start personnel from community and faith-based organizations as eligible to receive grants for training in the use of the performing and visual arts to include community and faith-based organizations.

This Section requires the Secretary to provide, either directly or through grants or other arrangements, funds to provide services to children determined to be abused or neglected, training for personnel providing services to children referred by entities providing child welfare services or receiving child welfare services. The Secretary shall also provide training and technical assistance funding for Head Start personnel that addresses the unique needs of migrant and seasonal farmworking families, LEP families and homeless families.

This Section requires that funds used under this section shall be used to provide high quality, sustained and intensive training and technical assistance in order to have a positive and lasting impact on classroom instruction. Such funds shall be used to carry out activities related to one or more of the following: education and early childhood development; child health, nutrition and safety; family and community partnerships; other areas that impact the quality or effectiveness of Head Start programs.

This section does not permit training and technical assistance funds to be used for long distance travel expenses for training ac-

tivities available locally or regionally or for activities that are substantially similar to locally or regionally available training activities. Such funds shall be used for needs identified annually by a grant applicant or delegate agency in its program improvement plan.

Funds may be used to support local efforts to enhance early language and preliteracy development of children in Head Start programs and to provide children with high quality oral language skills and environments that are rich in literature in which to acquire language and preliteracy skills. Each agency, in coordination with the appropriate State office and the relevant State Head Start collaboration office shall ensure that all of the agency's teachers receive ongoing training in language and emergent literacy. Such training shall include methods to promote phonological and phonemic awareness and vocabulary development in age-appropriate and culturally and linguistically appropriate manner. Literacy training shall be culturally and linguistically appropriate and support children's development in their home language. Literacy training shall also include training in how to work with parents to enhance positive language and early literacy development at home. Literacy training shall also include specific methods to best address the needs of children who have speech and language delays or have other disabilities.

#### *Section 17. Staff Qualifications and Development*

This Section amends section 648A by requiring all center-based Head Start teachers to have at least an associate degree or equivalent coursework in early childhood or related educational area and teachers must also demonstrate teaching competencies including at a minimum, an appropriate level of literacy, a demonstrated capacity to be highly engaged with children and the ability to effectively implement and early childhood curriculum as determined by the program director by September 30, 2009.

This Section also requires all center-based Head Start curriculum specialists and education coordinators have the capacity to offer assistance to other teachers in the implementation and adaptation of curricula to the group and individual needs of a class and to have a baccalaureate or advanced degree and coursework equivalent relating to early childhood by September 30, 2007.

By September 30, 2007 all center-based Head Start teaching assistants must: have at least a child development associate credential; be enrolled in a program leading to an associate or baccalaureate degree; or be enrolled in a child development associate credential program to be completed within 2 years.

This Section requires that not later than September 30, 2010, 50 percent of all center-based Head Start teachers have a baccalaureate degree relating to early childhood or a related educational area (or equivalent coursework), and demonstrated teaching competencies, as determined by the program including at a minimum, an appropriate level of literacy, a demonstrated capacity to be highly engaged with children and the ability to effectively implement and early childhood curriculum.

The Secretary is to require Head Start agencies to demonstrate continued progress and to submit an annual report indicating the number and percentage of center-based classroom instructors with

child development associate credential or associate, baccalaureate or graduate degrees. The Secretary is required to compile and submit such program reports to the House Committee on Education and the Workforce and the Senate Committee on Health, Education, Labor and Pensions.

Head Start staff who receive financial assistance to pursue a degree are required to teach or work in a Head Start program for at least 3 years after the degree is obtained or repay the total or prorated amount of the financial assistance received based on the length of service completed after receiving the degree.

The Secretary may waive post-secondary degree requirements for an agency (1) that can demonstrate aggressive recruitment efforts have been unsuccessful with people who meet the requirements, (2) or if there is limited access to degree programs due to remote location of the program involved, or (3) if current Head Start staff is enrolled in a program that grants the required degree and will be completed in a year. An agency that receives such a waiver shall ensure that Head Start teachers for the agency who have not met the postsecondary degree requirements but are otherwise highly qualified and competent shall be directly and appropriately supervised by a teacher who has met or exceeded the degree requirements. Waivers cannot be granted for more than one year.

Each Head Start agency and program is required to create a professional development plan for all staff who provide direct services to children in consultation with all employees including a plan for classroom teachers and curriculum specialists to meet the degree requirements.

#### *Section 18. Tribal Colleges and Universities Head Start Partnership*

This Section amends the Act by authorizing the Secretary to award at least 5-year grants to Tribal college and universities to promote school readiness in Indian children by implementing tribal culture and language programs and increasing the number of degrees in early childhood education and related fields among Indian Head Start agency staff, parents of Head Start children, and members of the tribal community involved in Indian Head Start. Such programs shall developed and implemented in technology-mediated formats and grants may be used for technology literacy programs for those served by or associated with Indian Head Start. The Secretary will ensure that the American Indian Programs Branch of the Head Start Bureau of the Department of Health and Human Services is sufficiently staffed to administer the programs in this Section and to provide appropriate technical assistance to the tribal colleges and universities receiving grants. To receive grants, tribal colleges and universities must submit applications to the Secretary for consideration including a certification that a partnership has been established with at least one Indian Head Start agency for the purpose of conducting these activities. This Section authorizes \$10,000,000 to carry out this section for fiscal year 2004 and such sums for fiscal years 2005–2008.

#### *Section 19. Research, Demonstration, and Evaluation*

This Section amends section 649 so that the Secretary will also consider abused or neglected children when developing, testing and

disseminating new ideas for addressing the needs of low-income children.

This Section requires the Secretary to contract with the Board on Children, Youth, and Families of the National Research Council, the Board on Testing and Assessments and the Institute of Medicine of the National Academies to establish an expert panel to review and synthesize research and theories in the social, behavioral, and biological sciences regarding early childhood, and make recommendations regarding: (1) age and developmentally appropriate Head Start academic requirements and outcomes including the standards described in section 641A(a)(1)(B)(ii); (2) differences in the type, length, mix, and intensity of services necessary to ensure school readiness for children from challenging backgrounds; (3) appropriate assessments of children including formal and systematic observations in a child's natural environment; assessments of children's development through parent and provider interviews; assessments of appropriate accommodations for children with disabilities, LEP, and from different cultural backgrounds; (4) identification of existing or recommendations for the development of, scientifically-based, valid and reliable assessments that are capable of measuring child outcomes in the domains important to school readiness, including language skills, prereading ability, premathematics ability, cognitive ability, scientific ability, social and emotional development, and physical development; and (5) appropriate use and application of valid and reliable assessments for such Head Start programs.

The panel will consist of multiple experts in child development, child education, professional development, assessments of young children such as screening, diagnostic, and classroom based instructional assessments, and this panel shall include representatives from the Department of Health and Human Services including representatives from the Centers for Disease Control and Prevention, the National Institute of Mental Health, The National Institute of Child Health and Human Development, the Administration for Children and Families, the National Association for the Education of Young Children, the National Center for Learning Disabilities, the American Academy of Pediatrics, the Institute of Education Sciences of the Department of Education, the Government Accounting Office, and other noted experts in early care and early childhood education.

The panel will be established no later than 90 days after the enactment of this Act and not later than one year after the panel is established shall it complete and submit such recommendations to the Secretary. Amendments made to section 641A(a)(1)(B) shall not be implemented by the Secretary until the panel submits the report.

The Secretary shall, in appropriate cases, use the panel's results and recommendations to develop and revise educational performance measures, standards and assessments.

The Secretary shall also conduct a study on the status of LEP children and their families in Head Start programs and no later than September 30, 2008 shall the Secretary prepare and submit a report containing the results of the study to Congress including information on: the demographics of LEP children from birth through age 5, including the number of such children receiving

Head Start services and the geographic distribution of such children; the nature of Head Start services provided to LEP children and their families including types, duration, intensity, costs of family services and language assistance; procedures in Head Start programs for the assessment of language needs and the transition of LEP children to kindergarten including the extent to which Head Start programs meet the requirements of section 642A for LEP children; the extent to which Head Start programs make use of funds under section 640(a)(3) to improve the quality of Head Start services provided to LEP children and their families; and the qualifications and training provided to Head Start teachers serving LEP children and families; the rate of progress made by LEP children and their families in Head Start programs including: (1) their rate of progress toward meeting educational standards described in section 641A(a)(1)(B)(ii) while enrolled in Head Start, measured between 1990 and 2003; (2) the correlation between such progress and the type of instruction and educational program provided to LEP children; and (3) the correlation between such progress and the health and family services provided by Head Start programs to LEP children and their families.

The Secretary is required to submit interim reports to Congress on the impact research carried out by this Panel. Reports are due: September 30 of 2003, 2005, and 2006.

#### *Section 20. Reports*

Section 650(a) is amended so that the Secretary will also consider homeless children in his reports concerning the status of children. This section also updates the name of the Senate committee charged with oversight of this legislation to "Health, Education, Labor and Pensions."

#### *Section 21. Comparability of Wages*

Section 653 is amended as to mandate that no individual is to be compensated with federal funds in excess of the salary of the Secretary. If this is violated, the Secretary shall withhold from the base grant of the Head Start agency involved for the next fiscal year, an amount equal to the aggregate amount by which the salary that resulted in the violation exceeded the salary of the Secretary.

#### *Section 22. Limitation With Respect to Certain Unlawful Activities*

This Section amends section 655 to forbid participation in civil disturbance, rioting, or unlawful demonstration by individuals assigned by or employed in Head Start agencies.

#### *Section 23. Political Activities*

This Section amends section 656(b) to forbid the participation of any Head Start employee during the hours in which such individual is working on behalf of such program in any political activity associated with an election, or contending faction or group, in an election for public or party office, or any activity to provide voters or prospective voters with transportation to the polls, or any voter registration activity. The Secretary may issue rules and regulations to enforce this section.



*Section 24. Parental Consent Requirement for Health Services*

This Section amends the Act to require written parental consent before administering or referring any health care services or procedures including non-emergency intrusive physical examination of a child in connection with participation in a program. Such services that require written parental permission include examinations: not immediately necessary to protect the health or safety of a child, those that require incision or those which involve exposure of private body parts. This Section does not prohibit agencies from using established methods for handling cases of child abuse and neglect that comply with Federal, State or tribal law.

## IX. ADDITIONAL VIEWS

The signatories of these “Additional Views” support the goals established in the Head Start Improvement for School Readiness Act, and were pleased to work with Chairman Gregg and the majority in drafting bipartisan legislation. However, there are a few areas in the report where we would like to clarify the basis of our views and support.

### *Enhancing the School Readiness of Head Start Children*

Head Start is one of the most studied and evaluated early childhood programs in America. Rigorous studies have found that, after leaving the program, children who attend Head Start make long-term gains. They are less likely to repeat a grade, to require special education classes, or to commit crimes than their non-Head Start peers. They are more likely to graduate from high school and attend college.

Data from the national longitudinal study of Head Start—known as the Family and Child Experiences Survey (FACES)—demonstrates the positive development of Head Start children and their families, as well as the quality of Head Start classrooms. Key findings from FACES reveal that participation in Head Start narrows the gap between Head Start children and the general population of preschool-aged children in domains representing key components of school readiness. FACES data demonstrates a reduction in the school readiness gap between disadvantaged children and their peers in vocabulary and writing skills during the program. Socially, children in Head Start show a reduction in problem behaviors, aggressive behaviors, hyperactive behaviors, and withdrawn behaviors. Physically, they show high rates of immunizations, health screenings, treatment for disabilities, and enrollment in health insurance plans. And as Head Start continues to evolve, outcomes for children participating in the program continue to improve. Data from the 2000 FACES study show that, as compared to 1997, Head Start children show greater gains in book knowledge, letter recognition, and print conventions.

Such progress in the cognitive, social, and physical domains of child development indicates that children are healthy and have the foundations needed to succeed later in kindergarten. Once in kindergarten, children who participated in Head Start demonstrate that they are ready to learn, evidenced by substantial progress toward national norms in word knowledge, letter recognition, math skills, and writing skills. At the end of the kindergarten year, studies have shown that children who participated in Head Start achieved scores of 93 in vocabulary, 96 in early writing skills, and 92 in mathematics relative to a national normed score of 100.

The U.S. Department of Health and Human Services report, entitled *Strengthening Head Start: What the Research Shows*, notes

that “Children graduating from Head Start remain far behind the typical U.S. child.” The signatories of these views deem it both inappropriate and detrimental to gauge the success of the Head Start program solely on the ability of children to reach national norms or the 50th percentile in a given domain of achievement or child developmental. Empirical evidence clearly supports the effectiveness and value of Head Start. Although children participating in Head Start lag behind the national average as they complete the program, they make gains while in the program. Furthermore, Head Start’s effect is ongoing: as the above findings from FACES demonstrate, Head Start children leave the program ready to learn, and continue to make gains throughout kindergarten. To date, no studies have shown State preschool or other early childhood programs to be more effective than Head Start.

In order to judge the full effectiveness of Head Start, an appropriate comparison should be made not to children from middle-income families as that national norm, but rather to children from similar, low-income families who are not able to participate in Head Start. An appropriate and balanced assessment of the Head Start program would consider the expanse of child gains in various domains during and after participation in a Head Start program, taking into consideration the scope of services provided under the program. Because Head Start typically provides services only a few hours a day for a few months of a year, an informed evaluation of Head Start would not anticipate the program effects to overcome all the detriments of poverty facing Head Start children and their families.

#### *Designation of Head Start Agencies*

The Head Start Improvement for School Readiness Act makes changes to specify how programs are designated and subsequently re-designated, further informing the implications of a 5 year term on Head Start funds to local grantees.

Consistent with designation requirements to establish goals for improving school readiness of Head Start children and goals for meeting the performance and educational standards under the act, Head Start programs making progress toward such requirements should be deemed programs of high quality. Such programs in good standing should continue to receive their grants awarded under this act without having to engage in a full competitive process.

When a situation does trigger a competition for Head Start funds (either through the loss of funding of an existing program or the availability of any new funding), the Secretary, in consultation with the Governor of the State involved, is directed to grant priority to certain Head Start agencies in the competitive process.

Specific to making a priority determination, pursuant to programmatic deficiencies or findings of deficiencies defined in the Head Start Improvement for School readiness Act, such determination should be based on the criteria for program deficiencies currently in use by the Department of Health and Human Services. Program deficiencies are determined through the PRISM on-site monitoring review, which occurs every 3 years to evaluate overall program performance.

The PRISM review system considers 18 core questions and over 200 individual items. Individual noncompliance findings are often easily remedied; others indicate more serious performance issues that may lead to deficiencies. Such differences in findings are not intended to be equally weighted for the purpose of this provision. Current regulations provide a definition of deficiency that relies on systematic findings that reflect several areas of noncompliance linked to a common issue.

Deficiency is defined in Head Start's performance standards (45 CFR Part 1304) as:

An area of performance in which an Early Head Start or Head Start grantee agency is not in compliance with state or federal requirements, included but not limited to, the Head Start Act or one or more regulations under parts 1301, 1304, 1305, 1306, or 1308 and which involves: (A) a threat to the health and safety or civil rights of children or staff; (B) a denial to parents of the exercise of their full roles and responsibilities related to program governance; (C) a failure to perform substantially the requirements related to early childhood development and health services, family and community partnerships, or program design and management; or (D) the misuse of Head Start grant funds.

It is the intent of the signatories of these views that the above definition of deficiencies be maintained for purposes of determining priority for high performing Head Start agencies in a competition for funding.

#### *Head Start Research and Evaluation*

Improving children's school readiness has been a priority for Head Start since its inception. Recent research on child development and learning has shown that focused attention to children's cognitive development as well as their social, emotional, and physical development must be integrated for children's optimal readiness for school. Consistent with that research, Head Start programs are currently guided in their curriculum and program practice by the Head Start Outcomes Framework, which provides guidance on all domains of child development and learning, with a variety of indicators within each domain.

Recent reports, such as *Neurons to Neighborhoods* and *Eager to Learn*, have demonstrated the need to consider carefully the variation in each child of his or her development, as well as to provide for the cultural and linguistic environment and background in developing standards for Head Start programs, expected outcomes for Head Start children, and effective and appropriate pedagogy and assessment.

In keeping with Head Start's tradition of improving school readiness, the Head Start School Improvement for School Readiness Act updates the program's educational standards to reflect the advances in core areas of child development, including language, pre-literacy, and pre-math skills, as well as other cognitive abilities, social-emotional development, and physical development.

Because academic outcomes and assessments for young children are emerging areas of knowledge and practice, the act also includes a review of Head Start's outcomes by the National Academy of Sciences, to facilitate greater information and recommendations on appropriate outcomes, as well as their development and application. Once NAS completes its report and recommendations, the Department of Health and Human Services will apply the results of such study to develop, inform and revise Head Start's outcomes. As such, any guidance or mandates for new outcomes will be grounded in independent research and informed by experts and practitioners in the child development and early care and education fields.

*Head Start Performance Standards, Educational Standards, and Measures*

Head Start has a long tradition of delivering comprehensive, high-quality services to foster the healthy and positive development of low-income children, and to promote their school-readiness. The Head Start Program Performance Standards are designed to guide the implementation of Head Start's goals and objectives.

Data collected by the U.S. Department of Education in 1998 shows that the quality of Head Start classrooms is good and compares favorably to the quality of other preschools rated in separate assessments. Findings show that Head Start programs are more likely to meet national accreditation standards for good quality early childhood development programs and to have lower turnover rates than many other early childhood and child care settings. They are also more likely to provide comprehensive services and to involve parents in their children's learning.

Head Start's performance standards are critical to maintaining the highest quality of services in Head Start centers. Such standards include mandatory regulations for Head Start grantees and prescribe the definitive features of a quality Head Start program. Beyond defining the process for providing services to children in the program, the Head Start Program Performance Standards guarantee services such as immunizations, health services, nutrition education, and the involvement of parents in programs.

The signatories of these views note the importance of Head Start's performance standards, and recognize that such standards are directly correlated to the gains in development and school readiness outcomes made by Head Start children.

*The National Reporting System*

The Head Start Improvement for School Readiness Act maintains Head Start's result-based performance measures, as authorized under section 641A(d), to assess the impact of services provided by Head Start programs and identify strengths and weaknesses in the operation of Head Start programs. Currently, Head Start programs use multiple assessments to improve instruction, services, and overall program quality. In addition to the assessments currently administered in Head Start to measure child outcomes, the Department of Health and Human Services has developed the National Reporting System (NRS) to fulfill the performance measurement requirements under the Head Start Act.

The signatories of these views continue to express serious concerns regarding the current design and implementation of the NRS.

As noted in the committee views, the NRS currently measures only two domains of child development: language/literacy and pre-mathematics. Head Start promotes child development in at least eight areas of development, including social-emotional development and physical/health development. As such, the focus on only two domains of child development falls critically short of a balanced measure of school readiness, when all of the eight domains are important to child development and are interconnected. For example, a child's self-esteem grows if she learns a new letter of the alphabet, and a child who is well fed and engaged in positive, supportive relationships is able to better master new cognitive tasks. Any national assessment in Head Start should measure all domains important to child development.

This NRS was also conceptualized and developed on a quick timeline of approximately 1 year, which raises concerns regarding the technical quality, scientific soundness, and integrity of the assessment. Questions have been raised on the reliability of individual items, as well as scientific soundness of compiled items of the NRS at the sub-domain and general levels. Pilot testing of the assessment does not appropriately address such concerns, as the NRS was pilot tested at only one time point, rather than at two points, as would be appropriate for measuring growth over time.

Care must be taken to ensure fairness of the various test items included in the NRS, and avoid biased items that would require prior exposure to places or things to which typical Head Start children may not have had exposure. It is critical that appropriate adaptations are made to permit the full participation of children with disabilities in Head Start, and that attention is paid to ensure that the NRS is not culturally, geographically, or ethnically biased.

Finally, adequate plans for the appropriate implementation of any assessment in Head Start must be developed. As the NRS has been implemented throughout Head Start programs, Directors and staff have noted difficulty in accessing materials and training to administer the assessment.

A robust accountability system should further Head Start's mission of promoting school readiness. However, data from the NRS or from child assessments should not drive funding and high stakes accountability decisions in Head Start programs. Any data gathered from child assessments should be appropriately used to inform and improve instruction and program services in Head Start—not to the detriment of programs. Without making explicit the intended use of data from the NRS, unintended negative consequences may result.

The signatories of these views support the development of assessments in Head Start that are of the highest quality, fair to all children, measure progress over time and from multiple sources, measure all domains important to child development, and include participation by independent experts in the field. The purpose and use of data from assessments must always be clear and shared by all stakeholders, and assessment data should be used only for its intended purpose. The Head Start Improvement for School Readiness Act requires the National Academy of Sciences to review assess-

ments for use in Head Start programs. Consistent with that policy, the NRS should also be reviewed and revised according to the recommendations of the National Academy of Sciences panel, and plans for the development and implementation for such assessment should be informed by public comment.

The signatories of these views urge Congressional oversight and further input in the development and implementation of the National Reporting System, and deem those steps critical in preserving the integrity of evaluation and accountability in Head Start.

The signatories of these views look forward to working with Chairman Gregg and other members of the committee to address these issues as the Head Start Improvement for School Readiness Act comes before the Senate for a final vote.

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## X. CHANGES IN EXISTING LAW

In compliance with rule XXVI paragraph 12 of the Standing Rules of the Senate, the following provides a print of the statute or the part or section thereof to be amended or replaced (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

\* \* \* \* \*

#### 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 *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) \* \* \*

\* \* \* \* \*

(2) The term “delegate agency” means a public, private non-profit (*including a community-based organization*), or for-profit organization or agency to which a grantee has delegated all or part of the responsibility of the grantee for operating a Head Start program.

\* \* \* \* \*

(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. *Mariana Islands.*

(18) *The term “homeless child” means a child described in section 725(2) of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11434a(2)).*

(19) *The term “limited English proficient”, used with respect to a child, means a child—*



*(A) who is enrolled or preparing to enroll in a Head Start program, Early Head Start program, or other early care and education program;*

*(B)(i) who was not born in the United States or whose native language is a language other than English;*

*(ii)(I) who is an Indian (including an Alaskan Native) or a native resident of a United States territory; and*

*(II) who comes from an environment where a language other than English has had a significant impact on the child's level of English language proficiency; or*

*(iii) who is migratory, whose native language is a language other than English, and who comes from an environment where a language other than English is dominant; and*

*(C) whose difficulty in speaking or understanding the English language may be sufficient to deny such child—*

*(i) the ability to successfully achieve in a classroom in which the language of instruction is English; or*

*(ii) the opportunity to participate fully in society.*

#### FINANCIAL ASSISTANCE FOR HEAD START PROGRAMS

SEC. 638. The Secretary may, upon application by an agency which is eligible for designation as a Head Start agency pursuant to section 641, provide financial assistance to such agency *for a period of 5 years* for the planning, conduct, administration, and evaluation of a Head Start program focused primarily upon the children from low-income families who have not reached the age of compulsory school attendance which (1) will provide such comprehensive health, education, parental involvement, nutritional, social, and other services as will enable the children to attain their full potential and attain school readiness; and (2) will provide for direct participation of the parents of such children in the development, conduct, and overall program direction at the local level.

#### 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 \$7,215,000,000 for fiscal year 2005, \$7,615,000,000 for fiscal year 2006, \$8,015,000,000 for fiscal year 2007, and such sums as may be necessary for each of fiscal years 2008 and 2009.

(b) *SPECIFIC PROGRAMS.*—From the amount appropriated under subsection (a), the Secretary shall make available to carry out research, demonstration, and evaluation activities, including longitudinal studies under section 649, not more than \$20,000,000 for fiscal year 2004, and such sums as may be necessary for each of fiscal years 2005 through 2009, of which not more than \$7,000,000 for each of fiscal years 2004 through 2009 shall be available to carry out impact studies under section 649(g).

**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;】

(A) *Indian Head Start programs, services for children with disabilities, and migrant and seasonal Head Start programs, except that—*

(i) *subject to the availability of appropriations, the Secretary shall reserve for each fiscal year for use by Indian Head Start and migrant and seasonal Head Start programs (referred to in this subparagraph as ‘covered programs’), on a nationwide basis, a sum that is the total of not less than 4 percent of the amount appropriated under section 639 for that fiscal year (for Indian Head Start programs), and not less than 5 percent of that appropriated amount (for migrant and seasonal Head Start programs), except that—*

(I) *if reserving the specified percentages for Indian Head Start programs and migrant and seasonal Head Start programs would reduce the number of children served by Head Start programs, relative to the number of children served on the date of enactment of the Head Start Improvements for School Readiness Act, taking into consideration an appropriate adjustment for inflation, the Secretary shall reserve percentages that approach, as closely as practicable, the specified percentages and that do not cause such a reduction; and*

(II) notwithstanding any other provision of this subparagraph, the Secretary shall reserve 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 the previous fiscal year;

(ii) after ensuring that each grant recipient for a covered program has received an amount sufficient to enable the grant recipient to serve the same number of children in Head Start programs as were served by such grant recipient on the date of enactment of the Head Start Improvements for School Readiness Act, taking into consideration an appropriate adjustment for inflation, and after allotting the funds reserved under paragraph (3)(A) as specified in paragraph (3)(D), the Secretary shall distribute the remaining funds available under this subparagraph for covered programs, by—

(I) distributing 65 percent of the remainder by giving priority to grant recipients in the States serving the smallest percentages of eligible children (as determined by the Secretary); and

(II) distributing 35 percent of the remainder on a competitive basis;”

\* \* \* \* \*

[(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);]

(C) training and technical assistance activities that are sufficient to meet the needs associated with program expansion and to foster program and management improvement activities as described in section 648, in an amount for each fiscal year that is equal to 2 percent of the amount appropriated under section 639 for such fiscal year, of which—

(i) 50 percent shall be made available to Head Start agencies to comply with the standards described in section 641A(a)(1) and with the transportation safety regulations issued pursuant to subsection (i) and section 645A(b)(11), and for the uses described in clauses (iii), (iv), and (vii) of paragraph (3)(B);

(ii) 50 percent shall be made available to the Secretary to support a regional or State system of early childhood education training and technical assistance and to assist local programs (including Indian Head Start programs and migrant and seasonal Head Start programs) in meeting the standards described in section 641A(a)(1); and

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

\* \* \* \* \*

(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 *and 50 percent of such excess amount for each of fiscal years 2005 through 2009; and*

\* \* \* \* \*

(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).** *standards and measures pursuant to section 641A.*

**[(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.]**

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

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

*(iii) Developing and financing the salary scales and benefits standards 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 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.]**

*(iv) Using salary increases to—*

*(I) assist with the implementation of quality programs and improve staff qualifications;*

*(II) ensure that staff can promote the language skills and literacy growth of children and can provide children with*

*a variety of skills that have been identified, through scientifically based early reading research, as predictive of later reading achievement; and*

*(III) 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*

\* \* \* \* \*

[(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.]

*(vii) Providing assistance to complete postsecondary coursework including scholarships or other financial incentives, such as differential and merit pay, to enable Head Start teachers to improve competencies and the resulting child outcomes.*

*(viii) Promoting the regular attendance and stability of all Head Start children with particular attention to highly mobile children, including children from migrant and seasonal farmworking families (where appropriate), homeless children, and children in foster care.*

*(ix) 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.] *Salary increases, in excess of cost-of-living allowances, provided with such funds shall be subject to the specific standards governing salaries and salary increases established pursuant to section 644(a).*

\* \* \* \* \*

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

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

[(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).]

*(II) to help limited English proficient children attain the knowledge, skills, and development specified in section 641A(a)(1)(B)(ii) and to promote the acquisition of the English language by such children and families;*

\* \* \* \* \*

[(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.]

*(IV) to provide education and training necessary to improve the qualifications of Head Start staff, particularly assistance to enable more instructors to be fully competent and 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 challenges of children participating in Head Start programs, including children from immigrant, refugee, and asylee families, children from families in crisis, 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, *educational staff who have the qualifications described in 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.

\* \* \* \* \*

(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] *programs.*

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

*(vii) To conduct outreach to migrant and seasonal farmworking families and families with limited English proficient children.*

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

\* \* \* \* \*

(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

**[(B)]** any amount available after all allotments are made under subparagraph (A) for such fiscal year shall be distributed proportionately on the basis of the number of children less than 5 years of age from families whose income is below the poverty line.

**[For purposes of this paragraph, for each fiscal year the Secretary shall use the most recent data available on the number of children less than 5 years of age from families whose income is below the poverty line, as published by the Department of Commerce, unless the Secretary and the Secretary of Commerce determine that use of the most recent data available would be inappropriate or unreliable. If the Secretary and the Secretary of Commerce determine that some or all of the data referred to in this paragraph are inappropriate or unreliable, the Secretaries shall issue a report setting forth their reasons in detail.]**

*(B) any amount available after all allotments are made under subparagraph (A) for such fiscal year shall be distributed as follows:*

*(i) Each State shall receive an amount sufficient to enable such State to serve the same number of children in Head Start programs as were served by such State on the data of enactment of the Head Start Improvements for School Readiness Act, taking into consideration an appropriate adjustment for inflation.*

*(ii) After ensuring that each State has received the amount described in clause (i) and after allotting the funds reserved under paragraph (3)(A) as specified in paragraph (3)(D), the Secretary shall distribute the remaining balance, by—*

*(I) distributing 65 percent of the balance by giving priority to States serving the smallest percentages of eligible children (as determined by the Secretary); and*

*(II) distributing 35 percent of the balance on a competitive basis.*

(5)(A) From amounts reserved and allotted pursuant to paragraph (4), the Secretary shall reserve such sums as may be necessary to award the collaboration grants described in subparagraphs (B) and (D).

**[(B)]** From the reserved sums, the Secretary may award a collaboration grant to each State to facilitate collaboration regarding 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 provision 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).

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

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

[(ii) to States that engage in other innovative collaborative initiatives, including plans for collaborative training and professional development initiatives for child care, early childhood education and Head Start service managers, providers, and staff.]



(B)(i) *From the reserved sums, the Secretary shall award a collaboration grant to each State to facilitate collaboration between Head Start agencies and entities (including the State) that carry out other activities designed to benefit low-income families and children from birth to school entry.*

(ii) *Grants described in clause (i) shall be used to—*

*(I) encourage Head Start agencies to collaborate with entities involved in State and local planning processes to better meet the needs of low-income families and children from birth to school entry;*

*(II) encourage Head Start agencies to coordinate activities 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 entities providing resources and referral services in the State to make full-working-day and full calendar year services available to children;*

*(III) promote alignment of Head Start services with State early learning and school readiness goals and standards;*

*(IV) promote better linkages between Head Start agencies and other child and family agencies, including agencies that provide health, mental health, or family services, or other child or family supportive services; and*

*(V) carry out the activities of the State Director of Head Start Collaboration authorized in subparagraph (D).*

(C) *In order to improve coordination and delivery of early education services to children in the State, a State that receives a grant under subparagraph (B) shall—*

*(i) appoint an individual to serve as the State Director of Head Start Collaboration;*

*(ii) ensure that the State Director of Head Start 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; and*

*(iii) involve the State Head Start Association in the selection of the Director and involve the Association in determinations relating to the ongoing direction of the collaboration office.*

(D) *The State Director of Head Start Collaboration, after consultation with the State Advisory Council described in subparagraph (E), shall—*

*(i) not later than 1 year after the date of enactment of the Head Start Improvements for School Readiness Act, conduct an assessment that—*

*(I) addresses the needs of Head Start agencies in the State with respect to collaborating, coordinating services, and implementing State early learning and school readiness goals and standards to better serve children enrolled in Head Start programs in the State;*

*(II) shall be updated on an annual basis; and*

*(III) shall be made available to the general public within the State;*

*(ii) assess the availability of high quality pre-kindergarten services for low-income children in the State;*

(iii) develop a strategic plan that is based on the assessment described in clause (i) that will—

(I) enhance collaboration and coordination of Head Start services with other entities providing early childhood programs and services (such as child care and services offered by museums), health care, mental health care, welfare, child protective services, education and community service activities, family literacy services, reading readiness programs (including such programs offered by public and school libraries), services relating to children with disabilities (including coordination of services with those State officials who are responsible for administering section 619 and part C of the Individuals with Disabilities Education Act (20 U.S.C. 1419, 1431 et seq.), and other early childhood programs and services for limited English proficient and homeless children (including coordination of services with the Office of Coordinator for Education of Homeless Children and Youths under section 722(d)(3) of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11432(d)(3)));

(II) assist Head Start agencies to develop a plan for the provision of full-working-day, full calendar year services for children enrolled in Head Start programs who need such care;

(III) assist Head Start agencies to align services with State early learning and school readiness goals and standards and to facilitate collaborative efforts to develop local school readiness standards; and

(IV) enable agencies in the State to better coordinate professional development opportunities for Head Start staff, such as by—

(aa) assisting 2- and 4-year public and private institutions of higher education to develop articulation agreements;

(bb) awarding grants to institutions of higher education to develop model early childhood education programs, including practica or internships for students to spend time in a Head Start or prekindergarten program;

(cc) working with local Head Start agencies to meet the degree requirements described in section 648A(a)(2)(A), including providing distance learning opportunities for Head Start staff, where needed to make higher education more accessible to Head Start staff; and

(dd) enabling the State Head Start agencies to better coordinate outreach to eligible families;

(iv) promote partnerships between Head Start agencies, State governments, and the private sector to help ensure that preschool children from low-income families are receiving comprehensive services to prepare the children to enter school ready to learn;

(v) consult with the chief State school officer, local educational agencies, and providers of early childhood education and care to conduct unified planning regarding early care and

*education services at both the State and local levels, including undertaking collaborative efforts to develop and make improvements in school readiness standards;*

*(vi) promote partnerships (such as the partnerships involved with the Free to Grow initiative) between Head Start agencies, schools, law enforcement, and substance abuse and mental health treatment agencies to strengthen family and community environments and to reduce the impact on child development of substance abuse, child abuse, domestic violence, and other high risk behaviors that compromise healthy development;*

*(vii) promote partnerships between Head Start agencies and other organizations in order to enhance the Head Start curriculum, including partnerships to promote inclusion of more books in Head Start classrooms and partnerships to promote coordination of activities with the Ready-to-Learn Television program carried out under subpart 3 of part D of title II of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6775 et seq.); and*

*(viii) identify other resources and organizations (both public and private) for the provision of in-kind services to Head Start agencies in the State.*

*(E)(i) The Governor of the State shall designate or establish a council to serve as the State advisory council on collaboration on early care and education activities for children from birth to school entry (in this subchapter referred to as the "State Advisory Council").*

*(ii) The Governor may designate an existing entity to serve as the State Advisory Council, if the entity includes representatives described in subclause (I) through (XXIV) of clause (iii).*

*(iii) Members of the State Advisory Council shall include, to the maximum extent possible—*

*(I) the State Director of Head Start Collaboration;*

*(II) a representative of the appropriate regional office of the Administration for Children and Families;*

*(III) a representative of the State educational agency and local educational agencies;*

*(IV) a representative of institutions of higher education;*

*(V) a representative (or representatives) of the State agency (or agencies) responsible for health or mental health care;*

*(VI) a representative of the State agency responsible for teacher professional standards, certification, and licensing;*

*(VII) a representative of the State agency responsible for child care;*

*(VIII) early childhood education professionals;*

*(IX) kindergarten teachers and teachers in grades 1 through 3;*

*(X) health care professionals;*

*(XI) child development specialists, including specialists in prenatal, infant, and toddler development;*

*(XII) a representative of the State agency responsible for assisting children with developmental disabilities;*

*(XIII) a representative of the State agency responsible for programs under part C of the Individuals with Disabilities Education Act (20 U.S.C. 1431 et seq.);*

(XIV) a representative of the State interagency coordinating councils established under section 641 of the Individuals with Disabilities Education Act (20 U.S.C. 1441);

(XV) a representative of the State Head Start Association (where appropriate), and other representatives of Head Start programs in the State;

(XVI) a representative of the State network of child care resources and referral agencies;

(XVII) a representative of community-based organizations;

(XVIII) a representative of State and local providers of early childhood education and child care;

(XIX) a representative of migrant and seasonal Head Start programs and Indian Head Start programs (where appropriate);

(XX) parents;

(XXI) religious and business leaders;

(XXII) the head of the State library administrative agency;

(XXIII) representatives of State and local organizations and other entities providing professional development to early care and education providers; and

(XXIV) a representative of other entities determined to be relevant by the chief executive officer of the State.

(iv)(I) The State Advisory Council shall be responsible for, in addition to responsibilities assigned to the council by the chief executive officer of the State—

(aa) conducting a periodic statewide needs assessment concerning early care and education programs for children from birth to school entry;

(bb) identifying barriers to, and opportunities for, collaboration and coordination between entities carrying out Federal and State child development, child care, and early childhood education programs;

(cc) developing recommendations regarding means of establishing a unified data collection system for early care and education programs throughout the State;

(dd) developing a statewide professional development and career ladder plan for early care and education in the State; and

(ee) reviewing and approving the strategic plan, regarding collaborating and coordinating services to better serve children enrolled in Head Start programs, developed by the State Director of Head Start Collaboration under subparagraph (D)(iii).

(II) The State Advisory Council shall hold public hearings and provide an opportunity for public comment on the needs assessment and recommendations described in subclause (I). The State Advisory Council shall submit a statewide strategic report containing the needs assessment and recommendations described in subclause (I) to the State Director of Head Start Collaboration and the chief executive officer of the State.

(III) After submission of a statewide strategic report under subclause (II), the State Advisory Council shall meet periodically to review any implementation of the recommendations in such report and any changes in State and local needs.

[(E)] (F) \* \* \*

\* \* \* \* \*

[(F)] (G) \* \* \*

(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)] *10 percent for fiscal year 2004, 11 percent for fiscal year 2005, 13 percent for fiscal year 2006, 15 percent for fiscal year 2007, 17 percent for fiscal year 2008, and 18 percent for fiscal year 2009, of the amount appropriated pursuant to section 639(a).*

[(B)(i) If the Secretary does not submit an interim report on the preliminary finding of the Early Head Start impact study currently being conducted by the Secretary (as of the date of enactment of the Head Start Amendments of 1998) to the appropriate committees by June 1, 2001, the amount of the reserved portion for fiscal year 2002 that exceeds the reserved portion for fiscal year 2001, if any, shall be used for quality improvement activities described in section 640(a)(3) and shall not be used to serve an increased number of eligible children under section 645A.

[(ii) If the Secretary does not submit a final report on the Early Head Start impact study to the appropriate committees by June 1, 2002, or if the Secretary finds in the report that there are substantial deficiencies in the programs carried out under section 645A, the amount of the reserved portion for fiscal year 2003 that exceeds the reserved portion for fiscal year 2002, if any, shall be used for quality improvement activities described in section 640(a)(3) and shall not be used to serve an increased number of eligible children under section 645A.

[(iii) In this subparagraph:

[(I) The term “appropriate committees” means the Committee on Education and the Workforce and the Committee on Appropriations of the House of Representatives and the Committee on Labor and Human Resources and the Committee on Appropriations of the Senate.

[(II) The term “reserved portion”, used with respect to a fiscal year, means the amount required to be used in accordance with subparagraph (A) for that fiscal year.]

[(C)] (B)(i) For any fiscal year for which the Secretary determines that the amount appropriated under section 639(a) is not sufficient to permit the Secretary to reserve the portion described in subparagraph (A) without reducing the number of children served by Head Start programs or adversely affecting the quality of Head Start services, relative to the number of children served and the quality of the services during the preceding fiscal year, the Secretary may reduce the percentage of funds [required to be] reserved for the portion described in subparagraph (A) for the fiscal year for which the determination is made, but not below the percentage required to be so reserved for the preceding fiscal year.

\* \* \* \* \*

(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] *needs, including—*

(1) *models that leverage the capacity and capabilities of the delivery system of early childhood education and child care; and*

(2) *procedures to provide for the conversion of part-day programs to full-day programs or part-day slots to full-day slots.*  
(g)(1) \* \* \*

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

\* \* \* \* \*

[(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 serving families in whose home 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 communitywide strategic planning and needs assessments involving other community organizations and Federal, State, and local 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 individuals, 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 Assistance Act (42 U.S.C. 11432(g)(1)(J)(ii);*

(D) the extent to which the family and community needs assessment of the applicant reflects a need to provide full-working-day or full calendar year services and the extent to which, and manner in which, the applicant demonstrates the ability to collaborate and participate with [other local] *the State and local* community providers of child care or preschool services to provide full-working-day full calendar year services;

(E) the numbers of eligible children in each community who *would like to participate but* are not participating in a Head Start program or any other early childhood program;

\* \* \* \* \*

(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 local educational agency liaison designated under section 722(g)(1)(J)(ii) of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11432(g)(1)(J)(ii),* 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.

\* \* \* \* \*

(i) The Secretary shall issue regulations establishing requirements for the safety features, and the safe operation, of vehicles used by Head Start agencies to transport children participating in Head Start programs *and requirements to ensure the appropriate supervision and background checks of individuals with whom the agencies contract to transport those children.*

\* \* \* \* \*

(l)(1) \* \* \*

\* \* \* \* \*

(4)(A) *For the purposes of paragraph (3), the Secretary shall conduct an annual consultation in each affected Head Start region, with tribal governments operating Head Start and Early Head Start programs.*

(B) *The consultations shall be for the purpose of better meeting the needs of American Indian and Alaska Native children and families pertinent to subsections (a), (b), and (c) of section 641, taking into consideration funding allocations, distribution formulas, and other issues affecting the delivery of Head Start services within tribal communities.*

(C) *The Secretary shall publish a notification of the consultations in the Federal Register prior to conducting the consultations.*

(D) *A detailed report of each consultation shall be prepared and made available, on a timely basis, to all tribal governments receiving funds under this subchapter.*

(m) **ENROLLMENT OF HOMELESS CHILDREN.**—*The Secretary shall issue regulations 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 receive appropriate priority for enrollment;*

(2) *allow homeless children to apply to, enroll in, and attend Head Start programs while required documents, such as proof of residency, proof of immunization, and other medical records, birth certificates, and other documents, are obtained within a reasonable timeframe (consistent with State law); and*

(3) *coordinate individual Head Start programs with efforts to implement subtitle B of title VII of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11431 et seq.).*

(n) **RULE OF CONSTRUCTION.**—*Nothing in this subchapter 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 in order to attend preschool, or to participate in any initial screening prior to participation in such program, except as provided under section 612(a)(3) of the Individuals with Disabilities Education Act (20 U.S.C. 1412(a)(3)) and consistent with section 614(a)(1)(C) of such Act (20 U.S.C. 1414(a)(1)(C)).*

(o) *MATERIALS.*—All curricula funded under this subchapter shall be scientifically based and age appropriate. Parents shall have the opportunity to examine any such curricula or instructional materials funded under this subchapter.

【SEC. 641. (a) The Secretary is authorized to designate as a Head Start agency any local public or private nonprofit or for-profit agency, within a community, which (1) 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) 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.

【(b) For purposes of this subchapter, a community may be a city, county, or multicounty or multicounty unit within a State, an Indian reservation (including Indians in any off-reservation area designated by an appropriate tribal government in consultation with the Secretary), or a neighborhood or other area (irrespective of boundaries or political subdivisions) which provides a suitable organizational base and possesses the commonality of interest needed to operate a Head Start program.

【(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 form 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

[(i) 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.

[(e) If no agency in the community receives priority designation under subsection (c), and there is no qualified applicant in the community, the Secretary shall designate a qualified agency to carry out the Head Start program in the community on an interim basis until a qualified applicant from the community is so designated.

[(f) The Secretary shall require that the practice of significantly involving parents and area residents affected by the program in selection of Head Start agencies be continued.

[(g) If the Secretary determines that a nonprofit agency and a for-profit agency have submitted applications for designation of equivalent quality under subsection (d), the Secretary may give priority to the nonprofit agency. In selecting from among qualified applicants for designation as a Head Start agency under subsection (d), the Secretary shall give priority to applicants that have demonstrated capacity in providing comprehensive early childhood services to children and their families.]

#### **SEC. 641. DESIGNATION OF HEAD START AGENCIES.**

##### **(a) DESIGNATION.—**

*(1) IN GENERAL.—The Secretary is authorized to designate as a Head Start agency any local public or private nonprofit or for-profit agency, within a community-base organization that—*

*(A) has power and authority to carry out the purpose of this subchapter and perform the functions set forth in section 642 within a community; and*

*(B) is determined to be capable of planning, conducting, administering, and evaluating, either directly or by other arrangements, a Head Start program.*

*(2) REQUIRED GOALS FOR DESIGNATION.—In order to be designated as a Head Start agency, an entity described in paragraph (1) shall establish program goals for improving the school readiness of children participating in a program under*

*this subchapter, including goals for meeting the performance standards and additional educational standards described in section 641A and shall establish results-based school readiness goals that are aligned with requirements and expectations for local public schools.*

*(3) ELIGIBILITY FOR SUBSEQUENT GRANTS.—In order to receive a grant under this subchapter subsequent to the initial grant provided following the date of enactment of the Head Start Improvements for School Readiness Act, an entity described in paragraph (1) shall demonstrate that the entity has met or is making progress toward meeting the goals described in paragraph (2).*

*(b) COMMUNITIES.—For purposes of this subchapter, a community may be a city, county, or multicounty or multicounty unit within a State, an Indian reservation (including Indians in any off-reservation area designated by an appropriate tribal government in consultation with the Secretary), or a neighborhood or other area (irrespective of boundaries or political subdivisions) that provides a suitable organizational base and possesses the commonality of interest needed to operate a Head Start program.*

*(c) PRIORITY IN DESIGNATION.—In administering the provisions of this section, the Secretary shall, in consultation with the chief executive officer of the State involved, give priority in the designation (including redesignation) of Head Start agencies to any high-performing Head Start agency or delegate agency that—*

*(1) is receiving assistance under this subchapter;*

*(2) meets or exceeds program and financial management requirements, standards described in section 641A(a)(1), results-based outcome measures described in section 641A(b)(4), or other requirements established by the Secretary;*

*(3) has no unresolved programmatic deficiencies and has not had findings of deficiencies during the last triennial review under section 641A(c); and*

*(4) can demonstrate, through agreements such as memoranda of understanding, active collaboration with the State in the provision of services for children (such as the provision of extended day services, education, professional development and training for staff, and other types of cooperative endeavors).*

*(d) DESIGNATION WHEN ENTITY HAS PRIORITY.—If no entity in a community is entitled to the priority specified in subsection (c), the Secretary shall, after conducting an open competition, designate a Head Start agency from among qualified applicants in such community.*

*(e) EFFECTIVENESS.—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, educational, nutritional, social, and other services needed to aid participating children in attaining their full potential, and to prepare children to succeed in school;*

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

(4) 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;

(5) the plan of such applicant to coordinate the Head Start program the applicant proposes to carry out with other preschool programs, including—

(A) the Early Reading First and Even Start programs under subparts 2 and 3 of part B of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6371 et seq., 6381 et seq.);

(B) programs under section 619 and part C of the Individuals with Disabilities Education Act (20 U.S.C. 1419, 1431 et seq.);

(C) State prekindergarten programs;

(D) child care programs;

(E) the educational programs that the children in the Head Start program involved will enter at the age of compulsory school attendance; and

(F) reading readiness programs such as those conducted by public and school libraries;

(6) the plan of such applicant to coordinate the Head Start program that the applicant proposes to carry out with public and private entities who are willing to commit resources to assist the Head Start program in meeting its program needs;

(7) the plan of such applicant to collaborate with a local library, where available, that is interested in that collaboration, to—

(A) develop innovative programs to excite children about the world of books, such as programs that involve—

(i) taking children to the library for a story hour;

(ii) promoting the use of library cards;

(iii) developing a lending library or using a mobile library van; and

(iv) providing fresh books in the Head Start classroom on a regular basis;

(B) assist in literacy training for Head Start teachers; and

(C) support parents and other caregivers in literacy efforts;

(8) 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 and overall conduct 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 subpart 3 of part B of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6381 et seq.), pub-

*lic and school libraries, and entities carrying out 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 the effect of drug exposure on 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 (including cognitive development);*
- (ii) assistance in developing literacy and communication skills;*

*(iii) opportunities to share experiences with other parents (including parent mentor relationships);*

*(iv) regular in-home visitation; or*

*(v) 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 outreach to fathers, in appropriate cases, in order to strengthen the role of fathers in families, in the education of their young children, and in the Head Start program, by working directly with fathers and father figures through activities such as—*

*(i) in appropriate cases, including fathers in home visits and providing opportunities for direct father-child interactions; and*

*(ii) targeting increased male participation in the conduct of the program;*

*(9) the ability of such applicant to carry out the plans described in paragraphs (2), (4), and (5);*

*(10) other factors related to the requirements of this subchapter;*

*(11) the plan of such applicant to meet the needs of limited English proficient children and their families, including procedures to identify such children, plans to provide trained personnel, and plans to provide services to assist the children in making progress toward the acquisition of the English language;*

*(12) the plan of such applicant to meet the needs of children with disabilities;*

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

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

(15) *the plan of such applicant to meet the needs of homeless children and children in foster care.*".

\* \* \* \* \*

**SEC. 641A. QUALITY STANDARDS; MONITORING OF HEAD START AGENCIES AND PROGRAMS.**

(a) **QUALITY STANDARDS.—**

(1) \* \* \*

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

(B)(i) **education performance standards** *educational performance standards* to ensure the school readiness of children participating in a Head Start program, on completion of the Head Start program and prior to entering school; and

**(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 and appreciation of books; and

**(V)** in the case of non-English background children, progress toward acquisition of the English language.]

*(ii) additional educational standards based on the recommendations of the National Academy of Sciences panel described in section 649(h) and other experts in the field, to ensure that the curriculum involved addresses, and that the children participating in the program show appropriate progress toward developing and applying, the recommended educational outcomes, after the panel considers the appropriateness of additional educational standards relating to—*

*(I) language skills related to listening, understanding, speaking, and communicating, including—*

*(aa) understanding and use of a diverse vocabulary (including knowing the names of colors) and knowledge of how to use oral language to communicate for various purposes;*

*(bb) narrative abilities used, for example, to comprehend, tell, and respond to a story, or to comprehend instructions;*

*(cc) ability to detect and produce sounds of the language the child speaks or is learning; and*

*(dd) clarity of pronunciation and speaking in syntactically and grammatically correct sentences;*

*(II) prereading knowledge and skills, including—*

(aa) alphabet knowledge including knowing the letter names and associating letters with their shapes and sounds in the language the child speaks or is learning;

(bb) phonological awareness and processes that support reading, for example, rhyming, recognizing speech sounds and separate syllables in spoken words, and putting speech sounds together to make words;

(cc) knowledge, interest in, and appreciation of books, reading, and writing (either alone or with others), and knowledge that books have parts such as the front, back, and title page;

(dd) early writing, including the ability to write one's own name and other words and phrases; and

(ee) print awareness and concepts, including recognizing different forms of print and understanding the association between spoken and written words;

(III) premathematics knowledge and skills, including—

(aa) number recognition;

(bb) use of early number concepts and operations, including counting, simple adding and subtracting, and knowledge of quantitative relationships such as part versus whole and comparison of numbers of objects;

(cc) use of early space and location concepts including recognizing shapes, classification, striation, and understanding directionality; and

(dd) early pattern skills and measurement, including recognizing and extending simple patterns and measuring length, weight, and time;

(IV) scientific abilities, including—

(aa) building awareness about scientific skills and methods, such as gathering, describing, and recording information, making observations, and making explanations and predictions; and

(bb) expanding scientific knowledge of the environment, time, temperature, and cause and effect relationships;

(V) general cognitive abilities related to academic achievement and child development, including—

(aa) reasoning, planning, and problemsolving skills;

(bb) ability to engage, sustain attention, and persist on challenging tasks;

(cc) intellectual curiosity, initiative, and task engagement; and

(dd) motivation to achieve and master concepts and skills;

(VI) social and emotional development related to early learning and school success, including developing—

(aa) the ability to develop social relationships, demonstrate cooperative behaviors, and relate to teachers and peers in positive and respectful ways;

(bb) an understanding of the consequences of actions, following rules, and appropriately expressing feelings;

(cc) a sense of self, such as self-awareness, independence, and confidence;

(dd) the ability to control negative behaviors with teachers and peers that include impulsiveness, aggression, and noncompliance; and

(ee) knowledge of civic society and surrounding communities;

(VII) physical development, including developing—

(aa) fine motor skills, such as strength, manual dexterity, and hand-eye coordination; and

(bb) gross motor skills, such as balance and coordinated movements; and

(VIII) in the case of limited English proficient children, progress toward acquisition of the English language while making meaningful progress in attaining the knowledge, skills, abilities, and development described in subclauses (I) through (VII);

\* \* \* \* \*

(D) standards relating to the condition and location of facilities for such agencies, programs, and **projects**; and **projects**, including regulations that require that the facilities used by Head Start agencies (including Early Head Start agencies) and delegate agencies for regularly scheduled center-based and combination program option classroom activities—

(i) shall be in compliance with State and local requirements concerning licensing for such facilities; and

(ii) shall be accessible by State and local authorities for purposes of monitoring and ensuring compliance.

\* \* \* \* \*

(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** *the date of enactment of the Head Start Improvements for School Readiness Act*;

(ii) changes over the period since **the date of enactment of this Act** *the date of enactment of the Head Start Improvements for School Readiness Act* in the circumstances and problems typically facing children and families served by Head Start agencies;

\* \* \* \* \*



(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】 *the schools that the children will be attending*; and

(viii) *the unique challenges faced by individual programs, including those programs that are seasonal or short term and those programs that serve rural populations; and*

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

(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】 *the date of enactment of the Head Start Improvements for School Readiness Act.*

(D) *consult with Indian tribes, American Indian and Alaska Native experts in early childhood development, linguists, and the National Indian Head Start Directors Association on the review and promulgation of program standards and measures (including standards and measures for language acquisition and school readiness).*

\* \* \* \* \*

(4) EVALUATIONS AND CORRECTIVE ACTIONS FOR DELEGATE AGENCIES.—

(A) PROCEDURES.—*The Head Start agency shall establish procedures relating to its delegate agencies, including—*

- (i) *procedures for evaluating delegate agencies;*
- (ii) *procedures for defunding delegate agencies; and*
- (iii) *procedures for appealing a defunding decision relating to a delegate agency.*

(B) EVALUATIONS.—*Each Head Start agency—*

- (i) *shall evaluate its delegate agencies using the procedures established pursuant to this section, including subparagraph (A); and*
- (ii) *shall inform the delegate agencies of the deficiencies identified through the evaluation that shall be corrected.*

(C) REMEDIES TO ENSURE CORRECTIVE ACTIONS.—*In the event that the Head Start agency identifies a deficiency for a delegate agency through the evaluation, the Head Start agency may—*

- (i) *initiate procedures to terminate the designation of the agency unless the agency corrects the deficiency;*
- (ii) *conduct monthly monitoring visits to such delegate agency until all deficiencies are corrected or the*

*Head Start agency decides to defund such delegate agency; and*

*(iii) release funds to such delegate agency only as reimbursements until all deficiencies are corrected or the Head Start agency decides to defund such delegate agency.*

*(D) RULE OF CONSTRUCTION.—Nothing in this paragraph shall be construed to impact or obviate the responsibilities of the Secretary with respect to Head Start agencies or delegate agencies receiving funding under this subchapter.*

(b) \* \* \*

(1) \* \* \*

**[(2) CHARACTERISTICS OF MEASURES.—] (2) CHARACTERISTICS AND USE 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 determined by the Secretary**[,]**;

**[(The performance measures shall include the performance standards described in subsection (a)(1)(B)(ii).)]**

*(D) measure characteristics that are strongly predictive (as determined on a scientific basis) of a child's school readiness and later performance in school;*

*(E) be appropriate for the population served; and*

*(F) be reviewed not less than every 4 years, based on advances in the science of early childhood development.*

*The performance measures shall include the performance standards and additional educational standards described in subparagraphs (A) and (B) of subsection (a)(1).*

**(3) USE OF MEASURES.—**The Secretary shall use the performance measures developed pursuant to this subsection—

(A) to identify strengths and weaknesses in the operation of Head Start programs nationally, regionally, and locally**[,] and];**

(B) to identify problem areas that may require additional training and technical assistance resources**[,] and**

*(C) to enable Head Start agencies to individualize programs of instruction to better meet the needs of the child involved.*

**[(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) *RESULTS-BASED OUTCOME MEASURES.*—*Results-based outcome measures shall be designed for the purpose of promoting the knowledge, skills, abilities, and development, described in subsection (a)(1)(B)(ii) of children participating in Head Start programs that are strongly predictive (as determined on a scientific basis) of a child's school readiness and later performance in school.*

[(5) *ADDITIONAL LOCAL RESULTS-BASED PERFORMANCE MEASURES.*—In addition to other applicable results-based performance measures, Head Start agencies may establish local results-based educational performance measures.]

(5) *ADDITIONAL LOCAL RESULTS-BASED EDUCATIONAL MEASURES AND GOALS.*—*Head Start agencies may establish and implement additional local results-based educational measures and goals.*

(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 and Head Start centers operated by such agencies:

(A) A full review of each [such agency] Head Start center at least once during each 3-year period.

(B) \* \* \*

[(C) Followup reviews including prompt return visits to agencies and programs that fail to meet the standards.]

(C) *Unannounced site inspections of Head Start centers, as appropriate.*

(D) *Followup reviews including—*

(i) *prompt return visits to agencies, programs, and centers that fail to meet 1 or more of the performance measures developed by the Secretary under subsection (b); and*

(ii) *a review of programs with citations that include findings of deficiencies not later than 6 months after the date of such citation.*

[(D)] (E) *Other reviews as appropriate.*

[(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);

[(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 the 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 paragraph (1)—*

*(A) that incorporate a monitoring visit, may incorporate the visit without prior notice of the visit to the agency involved or with such limited prior notice as is necessary to ensure the participation of parents and key staff members;*

*(B) are conducted by review teams that shall include individuals who are knowledgeable about Head Start and other early childhood education 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 States where Head Start programs exist about innovative or effective collaborative efforts, barriers to collaboration, and the efforts of the Head Start agencies to collaborate with the entities carrying out early childhood education and child care programs in the community;*

*(E) include as part of the reviews of the programs, a review and assessment of whether the programs are in conformity with the income eligibility requirements under section 645 and regulations promulgated under such section;*

*(F) 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 needs of populations of limited English proficient children and children of migrant and seasonal farmworking families); and*

*(G) include as part of the reviews of the programs, data from the results of periodic child assessments, and a review and assessment of child outcomes and performance as they relate to State, local, and agency-determined school readiness goals.*

(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—

(A) inform the agency of the deficiencies that shall be corrected *and identify the technical assistance to be provided consistent with (3)*;

\* \* \* \* \*

(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.] *The information contained in such report shall be made available to all parents with children receiving assistance under this subchapter in an understandable and uniform format, and to the extent practicable, provided in a language that the parents can understand. Such information shall be made widely available through public means such as distribution through public agencies, and, at a minimum, by posting such information on the Internet immediately upon publication.*

(f) **REDUCTION OF GRANTS AND REDISTRIBUTION OF FUNDS IN CASES OF UNDER-ENROLLMENT.**—

(1) **DEFINITIONS.**—*In this subsection:*

(A) **ACTUAL ENROLLMENT.**—*The term “actual enrollment” means, with respect to the program of a Head Start agency, the actual number of children enrolled in such program and reported by the agency (as required in paragraph (2)) in a given month.*

(B) **BASE GRANT.**—*The term “base grant” means, with respect to a Head Start agency for a fiscal year, that portion of the grant derived—*

*(i) from amounts reserved for use in accordance with section 640(a)(2)(A), for a Head Start agency administering an Indian Head Start program or migrant and seasonal Head Start program;*

*(ii) from amounts reserved for payments under section 640(a)(2)(B); or*

*(iii) from amounts available under section 640(a)(2)(D) or allotted among States under section 640(a)(4).*

(C) **FUNDED ENROLLMENT.**—*The term “funded enrollment” means, with respect to the program of a Head Start agency in a fiscal year, the number of children that the agency is funded to serve through a grant for the program during such fiscal year, as indicated in the grant agreement.*

(2) **ENROLLMENT REPORTING REQUIREMENT FOR CURRENT FISCAL YEAR.**—*Each entity carrying out a Head Start program shall report on a monthly basis to the Secretary and the relevant Head Start agency—*

*(A) the actual enrollment in such program; and*

(B) if such actual enrollment is less than the funded enrollment, any apparent reason for such enrollment shortfall.

(3) SECRETARIAL REVIEW AND PLAN.—The Secretary shall—

(A) on a semiannual basis, determine which Head Start agencies are operating with an actual enrollment that is less than the funded enrollment based on not less than 4 consecutive months of data;

(B) for each such Head Start agency operating a program with an actual enrollment that is less than 95 percent of its funded enrollment, as determined under subparagraph (A), develop, in collaboration with such agency, a plan and timetable for reducing or eliminating under-enrollment taking into consideration—

(i) the quality and extent of the outreach, recruitment, and community needs assessment conducted by such agency;

(ii) changing demographics, mobility of populations, and the identification of new underserved low-income populations;

(iii) facilities-related issues that may impact enrollment;

(iv) the ability to provide full-day programs, where needed, through Head Start funds or through collaboration with entities carrying out other preschool or child care programs, or programs with other funding sources (where available);

(v) the availability and use by families of other preschool and child care options (including parental care) in the local catchment area; and

(vi) agency management procedures that may impact enrollment; and

(C) provide timely and ongoing technical assistance to each agency described in subparagraph (B) for the purpose of implementing the plan described in such subparagraph.

(4) IMPLEMENTATION.—Upon receipt of the technical assistance described in paragraph (3)(C), a Head Start agency shall immediately implement the plan described in paragraph (3)(B).

(5) SECRETARIAL ACTION FOR CONTINUED UNDER-ENROLLMENT.—If, 1 year after the date of implementation of the plan described in paragraph (3)(B), the Head Start agency continues to operate a program at less than full enrollment, the Secretary shall, where determined appropriate, continue to provide technical assistance to such agency.

(6) SECRETARIAL REVIEW AND ADJUSTMENT FOR CHRONIC UNDER-ENROLLMENT.—

(A) IN GENERAL.—If, after receiving technical assistance and developing and implementing a plan to the extent described in paragraphs (3), (4), and (5) for 18 months, a Head Start agency is still operating a program with an actual enrollment that is less than 95 percent of its funded enrollment, the Secretary may—

(i) designate such agency as chronically under-enrolled; and

(ii) recapture, withhold, or reduce the base grant for the program by, a percentage equal to the percentage difference between funded enrollment and actual enrollment for the program for the most recent year in which the agency is determined to be under-enrolled under paragraph (2)(B).

(B) *WAIVER OR LIMITATION OF REDUCTIONS.*—If the Secretary, after the implementation of the plan described in paragraph (3)(B), finds that—

(i) the causes of the enrollment shortfall, or a portion of the shortfall, are beyond the agency's control (such as serving significant numbers of migrant or seasonal farmworker, homeless, foster, or other highly mobile children);

(ii) the shortfall can reasonably be expected to be temporary; or

(iii) the number of slots allotted to the agency is small enough that under-enrollment does not constitute a significant shortfall,

the Secretary may, as appropriate, waive or reduce the percentage recapturing, withholding, or reduction otherwise required by subparagraph (A).

(C) *PROCEDURAL REQUIREMENTS; EFFECTIVE DATE.*—The actions taken by the Secretary under this paragraph with respect to a Head Start agency shall take effect 1 day after the date on which—

(i) the time allowed for appeal under section 646(a) expires without an appeal by the agency; or

(ii) the action is upheld in an administrative hearing under section 646.

(7) *IN GENERAL.*—The Secretary shall use amounts recovered from a Head Start agency through recapturing, withholding, or reduction under paragraph (6) in a fiscal year—

(i) in the case of a Head Start agency administering an Indian Head Start program or a migrant and seasonal Head Start program, whose base grant is derived from amounts specified in paragraph (1)(C)(i), to redirect funds to 1 or more agencies that—

(I) are administering Head Start programs serving the same special population; and

(II) demonstrate that the agencies will use such redirected funds to increase enrollment in their Head Start programs in such fiscal year; or

(ii) in the case of a Head Start agency in a State, whose base grant is derived from amounts specified in clause (ii) or (iii) of paragraph (1)(C), to redirect funds to 1 or more agencies that—

(I) are administering Head Start programs in the same State; and

(II) make the demonstration described in clause (i)(II).

(B) *SPECIAL RULE.*—If there is no agency located in a State that meets the requirements of subclauses (I) and (II) of subparagraph (A)(ii), the Secretary shall use amounts

*described in subparagraph (A) to redirect funds to Head Start agencies located in other States that make the demonstration described in subparagraph (A)(i)(II).*

*(C) ADJUSTMENT TO FUNDED ENROLLMENT.—The Secretary shall adjust as necessary the requirements relating to funded enrollment indicated in the grant agreement of a Head Start agency receiving redistributed amounts under this paragraph.*

\* \* \* \* \*

**SEC. 641B. CENTERS OF EXCELLENCE IN EARLY CHILDHOOD.**

*(a) DEFINITION.—In this section, the term “center of excellence” means a Center of Excellence in Early Childhood designated under subsection (b).*

*(b) DESIGNATION AND BONUS GRANTS.—The Secretary shall, subject to the availability of funds under this subchapter, including under subsection (f), establish a program under which the Secretary shall—*

*(1) designate not more than 200 exemplary Head Start agencies (including Early Head Start agencies) as Centers of Excellence in Early Childhood; and*

*(2) make bonus grants to the centers of excellence to carry out the activities described in subsection (d).*

*(c) APPLICATION AND DESIGNATION.—*

*(1) APPLICATION.—*

*(A) NOMINATION AND SUBMISSION.—*

*(i) IN GENERAL.—To be eligible to receive a designation as a center of excellence under subsection (b), a Head Start agency in a State shall be nominated by the Governor of the State and shall submit an application to the Secretary at such time, in such manner, and containing such information as the Secretary may require.*

*(ii) INDIAN AND MIGRANT AND SEASONAL HEAD START PROGRAMS.—In the case of an agency operating an Indian Head Start program or a migrant and seasonal Head Start program, to be eligible to receive a designation as a center of excellence under subsection (b), such an agency shall be nominated by the Governor of the State and by its program branch and shall submit an application to the Secretary in accordance with clause (i).*

*(B) CONTENTS.—At a minimum, the application shall include—*

*(i) evidence that the Head Start program carried out by the agency has significantly improved the school readiness of, and enhanced academic outcomes for, children who have participated in the program;*

*(ii) evidence that the program meets or exceeds standards and performance measures described in subsections (a) and (b) of section 641A, as evidenced by successful completion of programmatic and monitoring reviews, and has no findings of deficiencies with respect to the standards and measures;*



(iii) evidence that the program is making progress toward meeting the requirements described in section 648A;

(iv) evidence demonstrating the existence of a collaborative partnership between the Head Start agency and the State (or a State agency);

(v) a nomination letter from the Governor, demonstrating the agency's ability to carry out the coordination, transition, and training services of the program to be carried out under the bonus grant involved, including coordination of activities with State and local agencies that provide early childhood services to children and families in the community served by the agency; and

(vi) information demonstrating the existence of, or the agency's plan to establish, a local council for excellence in early childhood, which shall include representatives of all the institutions, agencies, and groups involved in the work of the center for, and the local provision of services to, eligible children and other at-risk children, and their families.

(2) **SELECTION.**—In selecting agencies to designate as centers of excellence under subsection (b), the Secretary shall designate not less than 1 from each of the 50 States, the District of Columbia, and Puerto Rico.

(3) **TERM OF DESIGNATION.**—

(A) **IN GENERAL.**—Subject to subparagraph (B), the Secretary shall designate a Head Start agency as a center of excellence for a 5-year term. During the period of that designation, subject to the availability of appropriations, the agency shall be eligible to receive a bonus grant under subsection (b).

(B) **REVOCATION.**—The Secretary may revoke an agency's designation under subsection (b) if the Secretary determines that the agency is not demonstrating adequate performance or has had findings of deficiencies described in paragraph (1)(B)(ii).

(4) **AMOUNT OF BONUS GRANT.**—The Secretary shall base the amount of funding provided through a bonus grant made under subsection (b) to a center of excellence on the number of children served at the center of excellence. The Secretary shall, subject to the availability of funding, make such a bonus grant in an amount of not less than \$100,000 per year.

(d) **USE OF FUNDS.**—

(1) **ACTIVITIES.**—A center of excellence that receives a bonus grant under subsection (b) may use the funds made available through the bonus grant—

(A) to provide Head Start services to additional eligible children;

(B) to better meet the needs of working families in the community served by the center by serving more children in existing Early Head Start programs (existing as of the date the center is designated under this section) or in full-work-day, full calendar year Head Start programs;

(C) to model and disseminate best practices for achieving early academic success, including achieving school readiness and developing prereading and premathematics skills for at-risk children and achieving the acquisition of the English language for limited English proficient children, and to provide seamless service delivery for eligible children and their families;

(D) to coordinate early childhood and social services available in the community served by the center for at-risk children (prenatal through age 8) and their families, including services provided by child care providers, health care providers, and providers of income-based financial assistance, and other State and local services;

(E) to provide training and cross training for Head Start teachers and staff, and to develop agency leaders;

(F) to provide effective transitions between Head Start programs and elementary school, to facilitate ongoing communication between Head Start and elementary school teachers concerning children receiving Head Start services, and to provide training and technical assistance to providers who are public elementary school teachers and other staff of local educational agencies, child care providers, family service providers, and other providers of early childhood services, to help the providers described in this subparagraph increase their ability to work with low-income, at-risk children and their families; and

(G) to carry out other activities determined by the center to improve the overall quality of the Head Start program carried out by the agency and the program carried out under the bonus grant involved.

(2) *INVOLVEMENT OF OTHER HEAD START AGENCIES AND PROVIDERS.*—Not later than the second year for which the center receives a bonus grant under subsection (b), the center, in carrying out activities under this subsection, shall work with the center's delegate agencies, several additional Head Start agencies, and other providers of early childhood services in the community involved, to encourage the agencies and providers described in this sentence to carry out model programs. The center shall establish the local council described in subsection (c)(1)(B)(vi).

(e) *RESEARCH AND REPORTS.*—

(1) *RESEARCH.*—The Secretary shall, subject to the availability of funds to carry out this subsection, make a grant to an independent organization to conduct research on the ability of the centers of excellence to improve the school readiness of children receiving Head Start services, and to positively impact school results in the earliest grades. The organization shall also conduct research to measure the success of the centers of excellence at encouraging the center's delegate agencies, additional Head Start agencies, and other providers of early childhood services in the communities involved to meet measurable improvement goals, particularly in the area of school readiness.

(2) *REPORT.*—Not later than 48 months after the date of enactment of the Head Start Improvements for School Readiness

*Act, the organization shall prepare and submit to the Secretary and Congress a report containing the results of the research described in paragraph (1).*

*(f) AUTHORIZATION OF APPROPRIATIONS.—There are authorized to be appropriated for fiscal year 2004 and each subsequent fiscal year—*

*(1) \$90,000,000 to make bonus grants to centers of excellence under subsection (b) to carry out activities described in subsection (d);*

*(2) \$2,500,000 to pay for the administrative costs of the Secretary in carrying out this section, including the cost of a conference of centers of excellence; and*

*(3) \$2,000,000 for research activities described in subsection (e).*

\* \* \* \* \*

#### [POWERS AND FUNCTIONS OF HEAD START AGENCIES]

**[SEC. 642. (a)** In order to be designated as a Head Start agency under this subchapter, an agency must have authority under its charter or applicable law to receive and administer funds under this chapter, funds and contributions from private or local public sources which may be used in support of a Head Start program, and funds under any Federal or State assistance program pursuant to which a public or private nonprofit or for-profit agency (as the case may be) organized in accordance with this subchapter, could act as grantee, contractor, or sponsor of projects appropriate for inclusion in a Head Start program. Such an agency must also be empowered to transfer funds so received, and to delegate powers to other agencies, subject to the powers of its governing board and its overall program responsibilities. The power to transfer funds and delegate powers must include the power to make transfers and delegations covering component projects in all cases where this will contribute to efficiency and effectiveness or otherwise further program objectives.

**[(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.

[(d)(1) Each Head Start agency shall take steps to ensure, to the maximum extent possible, that children maintain the developmental and educational gains achieved in Head Start programs and build upon such gains in further schooling.

[(2) 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) exchanging information on the provision of noneducational services to such children.

[(3) 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) provide training to the parents—

[(i) to inform the parents about their rights and responsibilities concerning the education of their children; and

[(ii) to enable the parents to understand and work with schools in order to communicate with teachers and other school personnel, to support the school work of their children, and to participate as appropriate in decisions relating to the education of their children; and

[(B) take other actions, as appropriate and feasible, to support the active involvement of the parents with schools, school personnel, and school-related organizations.

[(4) The Secretary, in cooperation with the Secretary of Education, shall—

[(A) evaluate the effectiveness of the projects and activities funded under section 642A;

[(B) disseminate to Head Start agencies information (including information from the evaluation required by subparagraph (A)) on effective policies and activities relating to the transition of children from Head Start programs to public schools; and

[(C) provide technical assistance to such agencies to promote and assist such agencies to adopt and implement such effective policies and activities.

[(e) Head Start agencies shall adopt, in consultation with experts in child development and with classroom teachers, an assessment to be used when hiring or evaluating any classroom teacher in a center-based Head Start program. Such assessment shall measure whether such teacher has mastered the functions described in section 648A(a)(1).

#### **[SEC. 642A. HEAD START TRANSITION.]**

[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) developing and implementing a systematic procedure for transferring, with parental consent, Head Start program records for each participating child to the school in which such child will enroll;

[(2) establishing channels of communication between Head Start staff and their counterparts in the schools (including teachers, social workers, and health staff) to facilitate coordination of programs;

[(3) 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) organizing and participating in joint transition-related training of school 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) assisting families, administrators, and teachers in enhancing educational and developmental continuity between Head Start services and elementary school classes; and

[(7) linking the services provided in such Head Start program with the education services provided by such local educational agency.]

**SEC. 642. POWERS AND FUNCTIONS OF HEAD START AGENCIES.**

(a) *IN GENERAL.*—In order to be designated as a Head Start agency under this subchapter, an agency shall have authority under its charter or applicable law to receive and administer funds provided under this subchapter, funds and contributions from private or local public sources that may be used in support of a Head Start program, and funds provided under any Federal or State assistance program pursuant to which a public or private nonprofit or for-profit agency (as the case may be) organized in accordance with this subchapter, could act as a grantee, contractor, or sponsor of projects appropriate for inclusion in a Head Start program. Such an agency shall also be empowered to transfer funds so received, and to delegate powers to other agencies, subject to the powers of its governing board and its overall program responsibilities. The power to transfer funds and delegate powers shall include the power to make transfers and delegations covering component projects in all cases in which that power will contribute to efficiency and effectiveness or otherwise further program objectives.

(b) *ADDITIONAL REQUIREMENTS.*—In order to be designated as a Head Start agency under this subchapter, a Head Start agency shall also—

(1) establish a program with all 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 the capacity to serve eligible children with scientifically based curricula and other interventions and support services that help promote the school readiness of children participating in the program;

(3) establish effective procedures and provide for the regular assessment of Head Start children, including observational and direct formal assessment, where appropriate;

(4) seek the involvement of parents, area residents, and local business in the design and implementation of the program;

(5) provide for the regular participation of parents and area residents in the implementation of the program;

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

(7) establish effective procedures to facilitate 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 and overall conduct of the program at the local level;*

*(8) conduct outreach to schools in which Head Start children will 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;*

*(9) offer (directly or through referral to local entities, such as entities carrying out Even Start programs under subpart 3 of part B of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6381 et seq.)), to parents of participating children, family literacy services, and parenting skills training;*

*(10) offer to parents of participating children substance abuse and other counseling (either directly or through referral to local entities), if needed, including information on the effect of drug exposure on infants and fetal alcohol syndrome;*

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

*(A) training in basic child development (including cognitive development);*

*(B) assistance in developing literacy and communication skills;*

*(C) opportunities to share experiences with other parents (including parent mentor relationships);*

*(D) regular in-home visitation; or*

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

*(12) 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 this subsection in which such parents may choose to be involved (taking into consideration their specific family needs, work schedules, and other responsibilities);*

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

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

*(15)(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) PROGRESS.—*

*(1) IN GENERAL.—Each Head Start agency shall take steps to ensure, to the maximum extent possible, that children maintain the developmental and educational gains achieved in Head Start programs and build upon such gains in further schooling.*

## (2) COORDINATION.—

(A) *LOCAL EDUCATIONAL AGENCY.*—In communities where both public prekindergarten programs and Head Start programs operate, a Head Start agency shall collaborate and coordinate activities with the local educational agency or other public agency responsible for the operation of the prekindergarten program and providers of prekindergarten, including outreach activities to identify eligible children.

(B) *ELEMENTARY SCHOOLS.*—Head Start staff shall, with the permission of the parents of children enrolled in Head Start programs, regularly communicate with the elementary schools such children will be attending to—

- (i) share information about such children;
- (ii) get advice and support from the teachers in such elementary schools regarding teaching strategies and options; and
- (iii) ensure a smooth transition to elementary school for such children.

(C) *OTHER PROGRAMS.*—The head of each Head Start agency shall coordinate activities 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 entities carrying out early childhood education and development programs, programs under subtitle B of title VII of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11431 et seq.), Even Start programs under subpart 3 of part B of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6381 et seq.), and programs under section 619 and part C of the Individuals with Disabilities Education Act (20 U.S.C. 1419, 1431 et seq.), serving the children and families served by the Head Start agency.

(3) *COLLABORATION.*—A Head Start agency shall take steps to coordinate activities 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;

(B) collaborating to reduce the duplication of services while increasing the program participation of underserved populations of eligible children; and

(C) exchanging information on the provision of noneducational services to such children.

(4) *PARENTAL INVOLVEMENT.*—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) provide training to the parents—

- (i) to inform the parents about their rights and responsibilities concerning the education of their children; and
- (ii) to enable the parents—



(I) to understand and work with schools in order to communicate with teachers and other school personnel;

(II) to support the schoolwork of their children; and

(III) to participate as appropriate in decisions relating to the education of their children; and

(B) take other actions, as appropriate and feasible, to support the active involvement of the parents with schools, school personnel, and school-related organizations.

(d) **ASSESSMENT.**—Each Head Start agency shall adopt, in consultation with experts in child development and with classroom teachers, an assessment to be used when hiring or evaluating any classroom teacher in a center-based Head Start program. Such assessment shall measure whether such teacher has mastered the functions described in section 648A(a)(1) and attained a level of literacy appropriate to implement Head Start curricula.

(e) **FUNDED ENROLLMENT; WAITING LIST.**—Each Head Start agency shall enroll 100 percent of its funded enrollment and maintain an active waiting list at all times with ongoing outreach to the community and activities to identify underserved populations.”.

**SEC. 642A. HEAD START TRANSITION AND ALIGNMENT WITH K-12 EDUCATION.**

Each Head Start agency shall take steps to coordinate activities 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) developing and implementing a systematic procedure for transferring, with parental consent, Head Start program records for each participating child to the school in which such child will enroll;

(2) establishing ongoing channels of communication between Head Start staff and their counterparts in the schools (including teachers, social workers, health staff, and local educational agency liaisons designated under section 722(g)(1)(J)(ii) of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11432(g)(1)(J)(ii))) to facilitate coordination of programs;

(3) developing continuity of developmentally appropriate curricula and practice between the Head Start agency and local educational agency to ensure an effective transition and appropriate shared expectations for children’s learning and development as the children make the transition to school;

(4) conducting meetings involving parents, kindergarten or elementary school teachers, and Head Start teachers to discuss the educational, developmental, and other needs of individual children;

(5) organizing and participating in joint training, including transition-related training of school staff and Head Start staff;

(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 (20 U.S.C. 6301 et seq.), and family outreach and support efforts under subtitle B of title VII

*of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11431 et seq.), taking into consideration the language needs of limited English proficient parents;*

*(7) assisting families, administrators, and teachers in enhancing educational and developmental continuity and continuity of parental involvement in activities between Head Start services and elementary school classes;*

*(8) linking the services provided in such Head Start program with the education services, including services relating to language, literacy, and numeracy, provided by such local educational agency;*

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

*(10) developing and implementing a system to increase program participation of underserved populations of eligible children, including children with disabilities and limited English proficient children; and*

*(11) coordinating activities and collaborating to ensure that curricula used in the Head Start program is aligned with State early learning standards with regard to cognitive, social, emotional, and physical competencies that children entering kindergarten are expected to demonstrate.*

\* \* \* \* \*

#### SUBMISSION OF PLANS TO GOVERNORS

SEC. 643. In carrying out the provisions of this subchapter, no contract, agreement, grant, or other assistance shall be made for the purpose of carrying out a Head Start program within a State unless a plan setting forth such proposed contract, agreement, grant, or other assistance has been submitted to the chief executive officer of the State *for approval*, and such plan has not been disapproved by such officer within 45 days of such submission, or, if disapproved (for reasons other than failure of the program to comply with State health, safety, and child care laws, including regulations applicable to comparable child care programs in the State), has been reconsidered by the Secretary and found by the Secretary to be fully consistent with the provisions and in furtherance of the purposes of this subchapter, as evidenced by a written statement of the Secretary's findings that is transmitted to such officer. Funds to cover the costs of the proposed contract, agreement, grant, or other assistance shall be obligated from the appropriation which is current at the time the plan is submitted to such officer. This section shall not, however, apply to contracts, agreements, grant, loans, or other assistance *to Indian and migrant and seasonal Head Start programs in existence on the date of enactment of the Head Start Improvements for School Readiness Act*, or to any institution of higher education in existence on the date of the enactment of this Act.

\* \* \* \* \*

## PARTICIPATION IN HEAD START PROGRAMS

SEC. 645. (a)(1) The Secretary shall by regulation prescribe eligibility for the participation of person in Head Start programs assisted under this subchapter. Except as provided in paragraph (2), such criteria may provide—

(A) that children from low-income families shall be eligible for participation in programs assisted under this subchapter if their families' incomes are below *130 percent of the poverty line*, or if their families are eligible or, in the absence of child care, would potentially be eligible for public assistance; and

\* \* \* \* \*

(3)(A) *In this paragraph:*

(i) *The term "dependent" has the meaning given the term in paragraphs (2)(A) and (4)(A)(i) of section 401(a) of title 37, United States Code.*

(ii) *The terms "member" and "uniformed services" have the meanings given the terms in paragraphs (23) and (3), respectively, of section 101 of title 37, United States Code.*

(B) *The following amounts of pay and allowance of a member of the uniformed services shall not be considered to be income for purposes of determining the eligibility of a dependent of such member for programs funded under this subchapter:*

(i) *The amount of any special pay payable under section 310 of title 37, United States Code, relating to duty subject to hostile fire or imminent danger.*

(ii) *The amount of basic allowance payable under section 403 of such title, including any such amount that is provided on behalf of the member for housing that is acquired or constructed under the alternative authority for the acquisition and improvement of military housing under subchapter IV of chapter 169 of title 10, United States Code, or any other related provision of law.*

(4) *After demonstrating a need through a community needs assessment, a Head Start agency may apply to the Secretary to convert part-day sessions, particularly consecutive part-day sessions, into full-day sessions.*

\* \* \* \* \*

**[SEC. 645A. EARLY HEAD START PROGRAMS FOR FAMILIES WITH INFANTS AND TODDLERS.]**

**SEC. 645A. EARLY HEAD START PROGRAMS.**

(a) **IN GENERAL.**—\* \* \*

\* \* \* \* \*

(4) **[provide services to parents to support their role as parents]** *provide additional 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*);

\* \* \* \* \*

(7) *develop and implement a systematic procedure for transitioning children and parents from an Early Head Start program into a Head Start program or another local early childhood education program;*

(8) *establish channels of communication between staff of Early Head Start programs and staff of Head Start programs or other local early childhood education programs, to facilitate the coordination of programs;*

[(7)] (9) in the case of a Head Start agency that operates a program and that also provides Head Start services through the age of mandatory school attendance, ensure that children and families participating in the program receive such services through such age;

[(8)] (10) 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], *providers* of early intervention services for infants and toddlers with disabilities under the Individual with Disabilities Education Act (20 U.S.C. 1400 et seq.), *and the agencies responsible for administering section 106 of the Child Abuse Prevention and Treatment Act (42 U.S.C. 5106a); and*

[(9)] (11) meet such other requirements concerning design and operation of the program described in subsection (a) as the Secretary may establish.

(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 *including tribal governments and entities operating migrant and seasonal Head Start programs; and*

(2) other public entities, and nonprofit or for-profit private entities, *including community-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) REQUIREMENT.—\* \* \*

\* \* \* \* \*

[(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.]

(iv) providing professional development and personnel enhancement activities, including the provision of funds to recipients of grants under subsection (a), relating to—

(I) effective methods of conducting parent education, home visiting, and promoting quality early childhood development;

(II) recruiting and retaining qualified staff; and

(III) increasing program participation for underserved populations of eligible children.

\* \* \* \* \*

(h) **STAFF QUALIFICATIONS AND DEVELOPMENT.**—

(1) **CENTER-BASED STAFF.**—*The Secretary shall ensure that, not later than September 30, 2009, all teachers providing direct services to Early Head Start children and families in Early Head Start centers have a minimum of a child development associate credential or an associate degree, and have been trained (or have equivalent course work) in early childhood development.*

(2) **HOME VISITOR STAFF.**—

(A) **STANDARDS.**—*In order to further enhance the quality of home visiting services provided to families of children participating in home-based, center-based, or combination program options under this subchapter, the Secretary shall establish standards for training, qualifications, and the conduct of home visits for home visitor staff in Early Head Start programs.*

(B) **CONTENTS.**—*The standards for training, qualifications, and the conduct of home visits shall include content related to—*

(i) structured child-focused home visiting that promotes parents' ability to support the child's cognitive, social, emotional, and physical development;

(ii) effective strengths-based parent education, including methods to encourage parents as their child's first teachers;

(iii) early childhood development with respect to children from birth through age 3;

(iv) methods to help parents promote emergent literacy in their children from birth through age 3;

(v) health, vision, hearing, and developmental screenings;

(vi) strategies for helping families coping with crisis; and

(vii) the relationship of health and well-being of pregnant women to prenatal and early child development.

\* \* \* \* \*

**RECORDS AND AUDITS**

**SEC. 647. (a) [Each recipient of] Each Head Start agency, Head Start center, or Early Head Start center receiving financial assistance under this subchapter shall keep such records as the Sec-**

retary shall prescribe, including records which fully disclose the amount and disposition by such recipient of the proceeds of such financial assistance, the total cost of the project or undertaking in connection with which such financial assistance is given or used, the amount of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit.

(b) \* \* \*

\* \* \* \* \*

(c) *Each Head Start agency, Head Start center, or Early Head Start center receiving financial assistance under this subchapter shall maintain, and annually submit to the Secretary, a complete accounting of its administrative expenses, including expenses for salaries and compensation funded under this subchapter and provide such additional documentation as the Secretary may require.*

\* \* \* \* \*

#### TECHNICAL ASSISTANCE AND TRAINING

SEC. 648. (a) The Secretary shall provide, directly or through grants or other arrangements (1) technical assistance to communities in developing, conducting, and administering programs under this subchapter; and (2) training for specialized or other personnel needed in connection with Head Start programs, in accordance with the process, and the provisions for allocating resources, set forth in subsections [(b) and (c)] (b), (c), and (d).

(b) *The Secretary shall make available funds set aside in section 640(a)(2)(C)(ii) to support a regional or State system of early childhood education training and technical assistance that improves the capacity of Head Start programs to deliver services in accordance with the standards described in section 641A(a)(1), with particular attention to the standards described in subparagraphs (A) and (B) of such section. The Secretary shall—*

(1) *ensure that 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 Associations, State agencies, migrant and seasonal Head Start programs, and other entities providing training and technical assistance in early education, for the region or State are included in the planning and coordination of the system; and*

(2) *encourage States to supplement the funds authorized in section 640(a)(2)(C)(ii) with Federal, State, or local funds other than Head Start funds, to expand training and technical assistance activities beyond Head Start agencies to include other providers of other early childhood services within a region or 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) give priority consideration to—

(A) \* \* \*

\* \* \* \* \*

(B) assisting Head Start agencies in—

(i) ensuring the school readiness of children; and

(ii) meeting the **educational performance measures** *measures* described in section 641A(b)(4);

(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 (20 U.S.C. 6371(b)(3))*) and non-classroom staff, including home visitors and other staff working directly with families, including training relating to increasing parent involvement and service 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 assessing 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 the 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-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)](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), *or providing services to children determined to be abused*

or neglected, training for personnel providing services to children referred by entities providing child welfare services 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) *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 farmworking families, families with limited English proficiency, and homeless families.*

(h) *Funds used under this section shall be used to provide high quality, sustained, and intensive, 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 1 or more 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) *Funds used under this section for training shall be used for needs identified annually by a grant applicant or delegate agency in its program improvement plan, except that funds shall not be used for long-distance travel expenses for training activities—*

- (1) available locally or regionally; or*
- (2) substantially similar to locally or regionally available training activities.*

(j)(1) *To support local efforts to enhance early language and preliteracy development of children in Head Start programs, and to provide the children with high-quality oral language skills, and environments that are rich in literature, in which to acquire language and preliteracy skills, each Head Start agency, in coordination with the appropriate State office and the relevant State Head Start collaboration office, shall ensure that all of the agency's Head Start teachers receive ongoing training in language and emergent literacy (referred to in this subsection as "literacy training"), including appropriate curricula and assessments to improve instruction and learning. Such training shall include training in methods to promote phonological and phonemic awareness and vocabulary development in an age-appropriate and culturally and linguistically appropriate manner.*

(2) *The literacy training shall be provided at the local level in order—*

*(A) to be provided, to the extent feasible, in the context of the Head Start programs of the State involved and the children the program serves; and*

*(B) to be tailored to the early childhood literacy background and experience of the teachers involved.*

(3) *The literacy training shall be culturally and linguistically appropriate and support children's development in their home language.*

(4) *The literacy training shall include training in how to work with parents to enhance positive language and early literacy development at home.*



(5) *The literacy training shall include specific methods to best address the needs of children who are English language learners, have speech and language delays, including problems with articulation, or have other disabilities.*

\* \* \* \* \*

#### **SEC. 648A. STAFF QUALIFICATIONS AND DEVELOPMENT.**

##### **(A) CLASSROOM TEACHERS.—**

##### **(1) PROFESSIONAL REQUIREMENTS.—\* \* \***

\* \* \* \* \*

##### **[(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—*

*(i) not later than September 30, 2009, all Head Start teachers in center-based programs have at least—*

*(I)(aa) an associate degree (or equivalent coursework) relating to early childhood; or*

*(bb) an associate degree in a related educational area and, to the extent practicable, coursework relating to early childhood; and*

*(II) demonstrated teaching competencies, as determined by the program director involved (including, at a minimum, an appropriate level of literacy, a demonstrated capacity to be highly engaged with children, and a demonstrated ability to effectively implement an early childhood curriculum); and*

*(ii) not later than September 30, 2007, all Head Start curriculum specialists and education coordinators in center-based programs have—*

*(I) the capacity to offer assistance to other teachers in the implementation and adaptation of curricula to the group and individual needs of a class; and*

*(II)(aa) a baccalaureate or advanced degree relating to early childhood; or*

*(bb) a baccalaureate or advanced degree and coursework equivalent to a major relating to early childhood;*

*(iii) not later than September 30, 2007, all Head Start teaching assistants in center-based programs have—*

(I) *at least a child development associate credential;*

(II) *enrolled in a program leading to an associate or baccalaureate degree; or*

(III) *enrolled in a child development associate credential program to be completed within 2 years; and*

(iv) *not later than September 30, 2010, 50 percent of all Head Start teachers in each center-based program have a baccalaureate degree relating to early childhood or a related educational area (or equivalent coursework), and demonstrated teaching competencies, as determined by the program director involved (including, at a minimum, an appropriate level of literacy, a demonstrated capacity to be highly engaged with children, and a demonstrated ability to effectively implement an early childhood curriculum).*

**(B) PROGRESS.—**

(i) **REPORT.**—*The Secretary shall—*

(I) *require Head Start agencies to—*

(aa) *demonstrate continuing progress each year to reach the result described in subparagraph (A);*

(bb) *submit to the Secretary a report indicating the number and percentage of classroom instructors in center-based programs with child development associate credentials or associate, baccalaureate, or graduate degrees; and*

(II) *compile and submit a summary of all program reports described in subclause (I)(bb) 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.*

**(C) SERVICE REQUIREMENTS.**—*The Secretary shall establish requirements to ensure that, in order to enable Head Start agencies to comply with the requirements of subparagraph (A), individuals who receive financial assistance under this subchapter to pursue a degree described in subparagraph (A) shall—*

(i) *teach or work in a Head Start program for a minimum of 3 years after receiving the degree; or*

(ii) *repay the total or a prorated amount of the financial assistance received based on the length of service completed after receiving the degree.*

**[(3) ALTERNATIVE CREDENTIALING REQUIREMENTS.**—*The Secretary shall ensure that, for center-based programs, each Head Start classroom that does not have a teacher that meets the requirements of clause (i) or (ii) of paragraph (2)(A) is assigned one teacher who has—*

**[(A)** *a child development associate credential that is appropriate to the age of the children being served in center-based programs;*

[(B) a State-awarded certificate for preschool teachers that meets or exceeds the requirements for a child development associate credential; or

[(C) a degree in a field related to early childhood education with experience in teaching preschool children and a State-awarded certificate to teach in a preschool program.

[(4) WAIVER.—

[(A) IN GENERAL.—On request, the Secretary shall grant a 180-day waiver of the requirements of paragraph (3), for a Head Start agency that can demonstrate that the agency has unsuccessfully attempted to recruit an individual who has a credential, certificate, or degree described in paragraph (3), with respect to an individual who—

[(i) is enrolled in a program that grants any such credential, certificate, or degree; and

[(ii) will receive such credential, certificate, or degree under the terms of such program not later than 180 days after beginning employment as a teacher with such agency.

[(B) LIMITATION.—The Secretary may not grant more than one such waiver with respect to such individual.]

“(3) WAIVER.—

(A) IN GENERAL.—*On request, the Secretary may grant a waiver of the postsecondary degree requirements of paragraph (2) for 1 or more Head Start agencies, either individually, statewide, or throughout a region, that can demonstrate—*

*(i) that continuing aggressive statewide and national efforts have been unsuccessful at recruiting an individual to serve as a Head Start teacher or curriculum specialist or education coordinator who meets the requirements of paragraph (2)(A);*

*(ii) limited access to degree programs (including quality distance learning programs), due to the remote location of the program involved; or*

*(iii) that Head Start staff members are, as of the day the waiver is granted, is enrolled in a program that—*

*(I) grants the required degree; and*

*(II) will be completed within 1 year.*

(B) LIMITATION.—*An agency that receives a waiver under subparagraph (A) shall ensure that Head Start teachers for the agency, as of the day the waiver is granted, who have not met the postsecondary degree requirements of paragraph (2) but are otherwise highly qualified and competent shall be directly and appropriately supervised by a teacher who has met or exceeded the requirements of this subchapter.*

(C) DURATION.—*The Secretary may not grant a waiver under subparagraph (A) for a period that exceeds 1 year.*

\* \* \* \* \*

(c) FAMILY SERVICE WORKERS.— \* \* \*

(1) \* \* \*

(2) promote the development of model curricula (on subjects including parenting training and family literacy) designed to ensure the attainment of appropriate competencies by individuals working or planning to work in the field of early childhood and family services; **[and]**

(3) promote the establishment of a credential that indicates attainment the competencies and that is accepted nationwide**[.]**; *and*

(4) promote the use of appropriate strategies to meet the needs of special populations (including limited English proficient populations).

(d) **HEAD START FELLOWSHIPS.—**

(1) **AUTHORITY.—** \* \* \*

\* \* \* \* \*

(3) **ASSIGNMENTS OF FELLOWS.—**

(A) \* \* \*

(B) \* \* \*

(C) **NO PLACEMENT IN LOBBYING ORGANIZATIONS.—**Head Start Fellowship positions may not be located in any agency, *including a center*, whose primary purpose, or one of whose major purposes, is to influence Federal, State, or local legislation.

\* \* \* \* \*

(e) **MODEL STAFFING PLANS.—** \* \* \*

(f) **PROFESSIONAL DEVELOPMENT PLANS.—***Every Head Start agency and center shall create, in consultation with employees of the agency or center (including family service workers), a professional development plan for employees who provide direct services to children, including a plan for classroom teachers, curriculum specialists, and education coordinators to meet the requirements set forth in subsection (a).*

\* \* \* \* \*

**SEC. 648B. TRIBAL COLLEGE OR UNIVERSITY-HEAD START PARTNERSHIP PROGRAM.**

(a) **PURPOSE.—***The purpose of this section is to promote social competencies and school readiness in Indian children.*

(b) **TRIBAL COLLEGE OR UNIVERSITY-HEAD START PARTNERSHIP PROGRAM.—**

(1) **GRANTS.—***The Secretary is authorized to award grants, for periods of not less than 5 years, to Tribal Colleges and Universities to—*

(A) *implement education programs that include education concerning tribal culture and language and increase the number of associate, baccalaureate, and graduate degrees in early childhood education and related fields that are earned by Indian Head Start agency staff members, parents of children served by such an agency, and members of the tribal community involved;*

(B) *develop and implement the programs under subparagraph (A) in technology-mediated formats; and*

(C) *provide technology literacy programs for Indian Head Start agency staff members and children and families of children served by such an agency.*

(2) *STAFFING.—The Secretary shall ensure that the American Indian Programs Branch of the Head Start Bureau of the Department of Health and Human Services shall have staffing sufficient to administer the programs under this section and to provide appropriate technical assistance to Tribal Colleges and Universities receiving grants under this section*

(c) *APPLICATION.—Each Tribal College or University desiring a grant under this section shall submit an application to the Secretary, at such time, in such manner, and containing such information as the Secretary may require, including a certification that the Tribal College or University has established a partnership with 1 or more Indian Head Start agencies for the purpose of conducting the activities described in subsection (b).*

(d) *AUTHORIZATION OF APPROPRIATIONS.—There are authorized to be appropriated to carry out this section, \$10,000,000 for fiscal year 2004 and such sums as may be necessary for each of fiscal years 2005 through 2008.*

(e) *DEFINITIONS.—In this section:*

(1) *INSTITUTION OF HIGHER EDUCATION.—The term “institution of higher education” has the meaning given such term in section 101(a) of the Higher Education Act of 1965 (20 U.S.C. 1001(a)).*

(2) *TRIBAL COLLEGE OR UNIVERSITY.—The term “Tribal College or University”—*

*(A) has the meaning given such term in section 316 of the Higher Education Act of 1965 (20 U.S.C. 1059c); and*

*(B) means an institution determined to be accredited or a candidate for accreditation by a nationally recognized accrediting agency or association.*

\* \* \* \* \*

#### **SEC. 649. RESEARCH, DEMONSTRATIONS, AND EVALUATION.**

(a) **IN GENERAL—**

(1) **REQUIREMENT; GENERAL PURPOSES.—**\* \* \*

(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 children determined to be abused or neglected* 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.

\* \* \* \* \*

(d) **SPECIFIC OBJECTIVES.—**\* \* \*

(1) \* \* \*

\* \* \* \* \*

(8) promote exploration of areas in which knowledge is insufficient, and that will otherwise contribute to fulfilling the purposes of this subchapter; *and*

[(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]

[(10)] (9) provide for—

(A) \* \* \*

\* \* \* \* \*

(E) \* \* \*

[The Secretary shall ensure that an appropriate entity carries out a study described in paragraph (9), and prepares and submits to the appropriate committees of Congress a report containing the results of the study, not later than September 30, 2002.]

\* \* \* \* \*

(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) SUBMISSION OF INTERIM REPORTS.— \* \* \*

\* \* \* \* \*

(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.

(ii) COMMITTEES.—The committees referred to in clause (i) are the Committee on Education and the Workforce of the House of Representatives and the Committee on [Labor and Human Resources] *Health, Education, Labor, and Pensions* of the Senate.

\* \* \* \* \*

[(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) NATIONAL ACADEMY OF SCIENCES STUDY.—

(1) IN GENERAL.—*The Secretary shall enter into a contract with the Board on Children, Youth, and Families of the National Research Council, the Board on Testing and Assessments, and the Institute of Medicine, of the National Academy of Sciences to establish an independent panel of experts to review and synthesize research and theories in the social, behavioral, and biological sciences regarding early childhood, and make recommendations with regard to each of the following:*

(A) *Age- and developmentally appropriate Head Start academic requirements and outcomes, including the standards described in section 641A(a)(1)(B)(ii).*

(B) *Differences in the type, length, mix, and intensity of services that are necessary to ensure that children from challenging family or social backgrounds (including low-income children, children with disabilities, and limited English proficient children) enter kindergarten ready to succeed.*

(C) *Appropriate assessments of young children for the purposes of improving instruction, services, and program quality, including—*

*(i) formal and systematic observational assessments in a child's natural environment;*

*(ii) assessments of children's development through parent and provider interviews;*

*(iii) assessments of appropriate accommodations for children with disabilities;*

*(iv) appropriate assessments for children with disabilities, limited English proficient children, and children from different cultural backgrounds; and*

*(v) other assessments used in Head Start programs.*

(D) *Identification of existing, or recommendations for the development of, scientifically-based, valid and reliable assessments that are capable of measuring child outcomes in the domains important to school readiness, including language skills, prereading ability, premathematics ability,*

*cognitive ability, scientific ability, social and emotional development, and physical development;*

*(E) Appropriate use and application of valid and reliable assessments for Head Start programs identified in accordance with subparagraph (D).*

(2) *COMPOSITION.—*

*(A) IN GENERAL.—The panel described in paragraph (1) shall consist of multiple experts in each of the following areas:*

*(i) Child development (including cognitive, social, emotional, and physical development) and child education (including approaches to learning).*

*(ii) Professional development, including preparation of individuals who teach young children.*

*(iii) Assessment of young children (including children with disabilities and limited English proficient children), including screening, diagnostic, and classroom-based instructional assessment.*

*(B) REPRESENTATIVES.—The panel described in paragraph (1) shall be selected and appointed by the National Academy of Sciences and shall include, to the extent practicable, representatives of—*

*(i) the Department of Health and Human Services, including representatives of—*

*(I) the Centers for Disease Control and Prevention;*

*(II) the National Institute of Mental Health; and*

*(III) the National Institute of Child Health and Human Development;*

*(ii) the National Association for the Education of Young Children;*

*(iii) the National Center for Learning Disabilities;*

*(iv) the American Academy of Pediatrics;*

*(v) the Institute of Education Sciences of the Department of Education;*

*(vi) the General Accounting Office; and*

*(vii) other entities with noted experts in the fields of early care and early childhood education, including additional representatives of Federal agencies.*

(3) *TIMING.—*

*(A) ESTABLISHMENT.—Not later than 90 days after the date of enactment of the Head Start Improvements for School Readiness Act, the Board on Children, Youth, and Families of the National Research Council, the Board on Testing and Assessments, and the Institute of Medicine, of the National Academy of Sciences shall establish the panel described in paragraph (1), including selecting and appointing the members of the panel. Representatives described in paragraph (2) shall be selected and appointed after consultation with the Secretary.*

*(B) RECOMMENDATIONS.—Not later than 1 year after the panel described in paragraph (1) is established, the panel shall complete, and submit to the Secretary a report containing, the recommendations described in paragraph (1).*



*The Secretary shall not implement the amendments made to section 641A(a)(1)(B)(ii) by the Head Start Improvements for School Readiness Act until the panel submits the report.*

(4) *APPLICATION OF PANEL REPORT.*—*The Secretary shall use the results of the review and recommendations described in paragraph (1) to (where appropriate) develop, inform, and revise—*

*(A) the educational standards, and the performance measures, described in section 641A; and*

*(B) the assessments utilized in the Head Start programs.*

(5) *CONTRACT.*—*The Secretary shall ensure that the contract referred to in paragraph (1) provides that—*

*(A) the National Academy of Sciences shall receive through the contract—*

*(i)(I) a total amount if the panel described in paragraph (1) submits the report described in paragraph (3)(B) not later than the date that is 1 year after the panel is established; or*

*(II) ½ of the total amount if the panel submits the report later than that date; and*

*(ii)(I) not more than ½ of the total amount, prior to the date on which the panel is established; and*

*(II) the remainder of the sum described in subclause (I) or (II) of clause (i), as appropriate, after the panel submits the report; and*

*(B) the Secretary may require additional penalties, including repayment of funds, as appropriate, for failure to submit the report or to carry out other duties under this subsection.*

(i) *SERVICES TO LIMITED ENGLISH PROFICIENT CHILDREN AND FAMILIES.*—

(1) *STUDY.*—*The Secretary shall conduct a study on the status of limited English proficient children and their families in Head Start or Early Head Start programs.*

(2) *REPORT.*—*The Secretary shall prepare and submit to Congress, not later than September 2008, a report containing the results of the study, including information on—*

*(A) the demographics of limited English proficient children from birth through age 5, including the number of such children receiving Head Start or Early Head Start services and the geographic distribution of children described in this subparagraph;*

*(B) the nature of Head Start or Early Head Start services provided to limited English proficient children and their families, including the types, content, duration, intensity, and costs of family services, language assistance, and educational services;*

*(C) procedures in Head Start programs for the assessment of language needs and the transition of limited English proficient children to kindergarten, including the extent to which Head Start programs meet the requirements of section 642A for limited English proficient children;*

*(D) the qualifications and training provided to Head Start and Early Head Start teachers serving limited English proficient children and their families;*

*(E) the rate of progress made by limited English proficient children and their families in Head Start programs and Early Head Start programs, including—*

*(i) the rate of progress of the limited English proficient children toward meeting the additional educational standards described in section 641A(a)(1)(B)(ii) while enrolled in Head Start programs, measured between 1990 and 2003;*

*(ii) the correlation between such progress and the type of instruction and educational program provided to the limited English proficient children; and*

*(iii) the correlation between such progress and the health and family services provided by Head Start programs to limited English proficient children and their families; and*

*(F) the extent to which Head Start programs make use of funds under section 640(a)(3) to improve the quality of Head Start services provided to limited English proficient children and their families.”.*

\* \* \* \* \*

#### **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] *Health, Education, Labor, and Pensions* 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. 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;

\* \* \* \* \*

#### **COMPARABILITY OF WAGES**

SEC. 653. [The Secretary shall take] *(a) The Secretary shall take* such action as may be necessary to assure that persons employed in carrying out programs financed under this subchapter shall not receive compensation at a rate which is (1) in excess of the average rate of compensation paid in the area where the program is carried out to a substantial number of the persons providing substantially comparable services, or in excess of the average rate of compensation paid to a substantial number of the persons providing substantially comparable services in the area of the person's immediately

preceding employment, whichever is higher; **[or (2)]** *(2) in excess of the salary of the Secretary, in the case of an individual compensated with funds awarded under this subchapter or the Community Services Block Grant Act (42 U.S.C. 9901 et seq.); or (3) less than the minimum wage rate prescribed in section 6(a)(1) of the Fair Labor Standards Act of 1938. The Secretary shall encourage Head Start agencies to provide compensation according to salary scales that are based on training and experience.*

*(b) If in any fiscal year the restriction described in subsection (a)(2) is violated, the Secretary shall withhold from the base grant of the Head Start agency involved (as defined in section 641A(f)(1)) for the next fiscal year, an amount equal to the aggregate amount by which the salary that resulted in the violation exceeded the salary of the Secretary.*

\* \* \* \* \*

#### LIMITATION WITH RESPECT TO CERTAIN UNLAWFUL ACTIVITIES

SEC. 655. No individual employed or assigned by or in any Head Start agency or other agency assisted under this subchapter shall, pursuant to or during the performance of services rendered in connection with any program or activity conducted or assisted under this subchapter by such Head Start agency or such other agency, plan, initiate, participate in, or otherwise aid or assist in the conduct of any unlawful demonstration, rioting, or civil disturbance.

\* \* \* \* \*

#### **[POLITICAL ACTIVITIES]**

**[SEC. 656. (a) For purposes of]**

#### **[SEC. 656. POLITICAL ACTIVITIES.**

*(a) STATE OR LOCAL AGENCY.—For purpose of chapter 15 of title 5, United States Code, any agency which assumes responsibility for planning, developing, and coordinating Head Start programs and receives assistance under this subchapter shall be deemed to be a State or local agency. For purposes of clauses (1) and (2) of section 150(2)(a) of such title, any agency receiving assistance under this subchapter shall be deemed to be a State or local agency.*

**[**(b) Programs assisted under this subchapter shall not be carried on in a manner involving the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting or resulting in the identification of such programs with (1) any partisan or nonpartisan political activity or any other political activity associated with a candidate, or contending faction or group, in an election for public or party office; (2) any activity to provide voters or prospective voters with transportation to the polls or similar assistance in connection with any such election; or (3) or any voter registration activity. The Secretary, after consultation with the Office of Personnel Management, shall issue rules and regulations to provide for the enforcement of this section, which shall include provisions for summary suspension of assistance or other action necessary to permit enforcement on an emergency basis.**]**

(b) *RESTRICTIONS.*—

(1) *IN GENERAL.*—A program assisted under this subchapter, and any individual employed by, or assigned to, a program assessed under this subchapter (during the hours in which such individual is working on behalf of such program), shall not engage in—

(A) any partisan or nonpartisan political activity or any other political activity associated with a candidate, or contending faction or group, in an election for public or party office;

(B) any activity to provide voters or prospective voters with transportation to the polls or similar assistance in connection with any such election; or

(C) any voter registration activity.

(2) *RULES AND REGULATIONS.*—The Secretary, after consultation with the Director of the Office of Personnel Management, may issue rules and regulations to provide for the enforcement of this section, which may include provisions for summary suspension of assistance or other action necessary to permit enforcement on an emergency basis.

\* \* \* \* \*

## SEC. 657. \* \* \*

**SEC. 657A. PARENTAL CONSENT REQUIREMENT FOR NONEMERGENCY INTRUSIVE PHYSICAL EXAMINATIONS.**

(a) *DEFINITION.*—The term “nonemergency intrusive physical examination” means, with respect to a child, a physical examination that—

(1) is not immediately necessary to protect the health or safety of the child or the health or safety of another individual; and

(2) requires incision or is otherwise invasive, or involves exposure of private body parts.

(b) *REQUIREMENT.*—A Head Start agency shall obtain written parental consent before administration of, or referral for, any health care service provided or arranged to be provided, including any nonemergency intrusive physical examination of a child in connection with participation in a program under this subchapter.

(c) *RULE OF CONSTRUCTION.*—Nothing in this section shall be construed to prohibit agencies from using established methods, for handling cases of suspected or known child abuse and neglect, that are in compliance with applicable Federal, State, or tribal law.

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