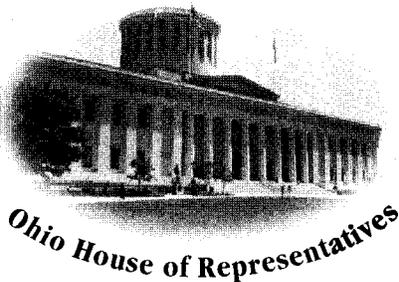


Head Start Partnership Study Council



Report and Recommendations
December 31, 2003



December 31, 2003

**Merle Grace Kearns
State Representative**

72nd House District
Parts of Clark County

District Office

2664 Brookdale Drive
Springfield, Ohio 45502
telephone: (937) 323-1581

Capitol Office

Riffe Center
77 South High Street
Columbus, Ohio 43215-6111
toll free: (800) 282-0253
telephone: (614) 466-2038
fax: (614) 644-9494
District72@ohr.state.oh.us
www.house.state.oh.us

Committees

Education
Federal Grant Review
and Education
Oversight
Subcommittee
Finance and
Appropriations
Human Services
Subcommittee, Chair
Health
Children's Healthcare
and Family Services
Subcommittee
JCARR
Legislative Office of
Education Oversight

The Honorable Larry Householder
Speaker, Ohio House of Representatives
77 South High Street
Columbus, Ohio 43215

The Honorable Chris Redfern
Minority Leader, OHR
77 South High Street
Columbus, Ohio 43215

The Honorable Doug White
President, Ohio Senate
Statehouse
Columbus, Ohio 43215

The Honorable Greg DiDonato
Minority Leader, Ohio Senate
Statehouse
Columbus, Ohio 43215

Dear Speaker Householder, President White, Representative Redfern, and Senator DiDonato:

This constitutes the Final Report and Recommendations of the Head Start Partnership Study Council (HSPSC) created by House Bill 95 (biennial operating budget for FY 04 and FY 05) of the 125 General Assembly.

The format for the operation of the HSPSC, included in HB 95, was essentially straight forward (found on the first page of chapter two of this report). The circumstances surrounding the proposed Head Start Plus, however, were anything but direct and deserve to be mentioned to indicate the constrictions under which the Council operated:

- Finite amount of dollars for Head Start Plus
- Predetermined number of children to be served
- Uncertain future for budget revenues and TANF funding
- No public policy for child care development fund dollars to be transferred to the Head Start line item
- Existing language would implement Head Start Plus for FY 05 unless the General Assembly makes statutory changes

At the very first meeting of the Council, Paola De Maria, Chief Policy Officer, Office of the Governor, gave the background and development of the Head Start Plus proposal. Mr. De Maria acknowledged during his prepared remarks that the administration should have been more inclusive of interested parties during the planning process. Mr. De Maria apologized to the Council and the entities they collectively represent for this omission and offered support for the work of the Council.

The Council held 6 meetings during the period of October 16, 2003 to December 18, 2003. The Council received testimony from various departments, organizations, advocates and experts. The main issues examined

by the Council included the design and implementation of the Head Start Plus Program. The Council divided into four subcommittees: Administration, Accountability, Fiscal, and Program Design. The subcommittees then reported their progress and recommendations back to the full Council for deliberation and decision making.

This report to the General Assembly includes the Council's recommendations to the departments of education and job and family services for the design and implementation of Head Start Plus, background information on Head Start/Head Start Plus, the creation of the Head Start Partnership Study Council, position statements of interested groups, and council meeting minutes and testimony.

As Chair of the HSPSC, I would particularly like to extend my sincere thanks to all members of the Council for their hard work during this short but intense process. Additionally I would like to acknowledge the efforts of both House and Senate staffers as well as that of the Legislative Service Commission staff people who compiled this final report.

The members of this Council brought to the table sincere and passionate interest in the well being of Ohio's children. The format of presentations to the full Council in the morning followed by subcommittees meeting over a working lunch allowed for free and open discussions and an exchange of viewpoints. Much was learned by each and every participant; new friendships were formed and better understanding of the positions of others occurred. What we offer in these recommendations is truly but another step on the road to developing an early learning environment for Ohio's children and all members of the Council remain pledged to that task in the years ahead.

On behalf of the Council, I offer our thanks for having had the opportunity to be a part of this important and ongoing process.

Sincerely,

A handwritten signature in black ink that reads "Merle Grace Kearns". The signature is written in a cursive, flowing style.

Representative Merle Grace Kearns
House District 72

Merle G. Kearns
Representative Merle G. Kearns, Chair

James M. Hoops
Representative James Hoops

Catherine Barrett
Representative Catherine Barrett

Senator John Carey

Robert A. Gardner
Senator Robert Gardner

Tom Roberts
Senator Tom Roberts

Roberta A. Bishop
Roberta Bishop

Berta Velilla
Berta Velilla

Greg Moody
Greg Moody

Judith P. Chavis
Judith Chavis

Jerry Collamore
Jerry Collamore

Jack A. Collopy
Jack Collopy

for Verline Dotson
Verline Dotson
Raymond

Terrie Hare
Terrie Hare

Sandy Miller
Sandy Miller

Gretchen Moore
Gretchen Moore

Peggie Price
Peggie Price

Barbara E. Riley
Barbara Riley

Tom Scheid
Tom Scheid

Susan Stai-Zureick
Susan Stai-Zureick

not in attendance date of signing
Dianne Talarico

Jane Wiechel
Jane Wiechel

Table of Contents

(Chapters are separated by green pages.)

Chapter One

Background

Chapter Two

Creation of the Head Start Partnership Study Council
List of Council Members

Chapter Three

Recommendations of the Head Start Partnership Study Council

Chapter Four

Position Statements of Interest Groups Represented on the Study Council

Chapter Five

Committee Meeting Minutes and Testimony

CHAPTER ONE

Background

Head Start

Head Start programs provide instruction and health care services to preschool children living in low-income families. Local agencies, including school districts, may receive direct grants from the federal government to operate Head Start programs. In addition, the state, through an inter-agency agreement between the Department of Job and Family Services and the Department of Education, operates a Head Start funding program that provides assistance to local agencies in operating their programs. These Head Start programs are funded separately from any state-funded "preschool" programs operated by school districts.

Head Start/ Head Start Plus

The Governor's Proposal

For fiscal years (FYs) 2004 and 2005, the Governor proposed replacing the current authorization for the state Head Start Program with authorization for two new programs: "Title IV-A Head Start" and "Title IV-A Head Start Plus." (This proposal did not affect the federal direct aid to Head Start agencies.) These two programs were to be operated by the Department of Education and funded with federal TANF moneys transferred from the Department of Job and Family Services to the Department of Education. (TANF is a block grant program authorized by Title IV-A of the Social Security Act, 42 U.S.C. 601, that provides "temporary assistance for needy families." The program provides federal matching funds to states to serve low-income families with children.) The two departments were to enter into an interagency agreement to develop procedures for the operation of the programs.

Title IV-A Head Start was to provide traditional head start services and Title IV-A Head Start Plus was to provide year-round head start services along with child care services. Both programs were restricted to providing only TANF-eligible services to only TANF-eligible individuals. Only agencies approved by the Department of Education for participation in the programs could receive reimbursements for services provided to eligible individuals.

Am. Sub. H.B. 95 of the 125th General Assembly

Ultimately, with the passage H.B. 95 (biennial operating budget for FYs 2004 and 2005), the General Assembly decided to continue the authorization for the existing Head Start funding

program operated by the Department of Education.¹ However, beginning in FY 2005, the two new programs proposed by the Governor are to begin operating.

As described above, the new state programs are to be operated by the Department of Education and funded with federal TANF moneys transferred from the Department of Job and Family Services to the Department of Education. The two departments must enter into an interagency agreement to develop procedures for the operation of the programs. Under both programs, the Department of Education will contract directly with Head Start and Head Start Plus providers to provide local services and will reimburse those agencies directly for services provided to eligible persons. The costs for developing and administering a Title IV-A Head Start or Title IV-A Head Start Plus program may not exceed 15% of the total approved costs of the program.

Each county department of job and family services is required to determine the eligibility of individuals for those Title IV-A services. In addition, each county department is required to assist the Department of Education in administering the Head Start Plus programs by establishing co-payment requirements in accordance with the Department of Job and Family Services' rules.

With regard to these programs, the Department of Education has specific administrative duties. Among others, the Department of Education is required to:

- (1) Adopt policies and procedures for the approval, suspension, and removal of Title IV-A Head Start and Title IV-A Head Start Plus agencies from the list of approved providers;
- (2) Provide technical assistance to Title IV-A Head Start agencies and to both Head Start Plus agencies and the child care partners with whom those agencies contract for day care services;
- (3) Distribute the programs' funds on a per-pupil basis, which the Department may adjust so that the per pupil amount multiplied by the number of eligible children enrolled and receiving services on December 1 (or the first business day following that date) equals the amount allocated;
- (4) Prescribe an assessment instrument and target levels for critical performance indicators to assess Title IV-A Head Start and Head Start Plus agencies; and
- (5) Require Title IV-A Head Start and Head Start Plus agencies to do all of the following:
 - (a) Address federal Head Start education and assessment performance standards and state pre-kindergarten math and literacy content standards;
 - (b) Comply with the Department's prescribed assessment requirements (which are to be aligned with the assessment system for kindergarten through twelfth grade);
 - (c) Comply with federal Head Start performance standards for comprehensive services in health, nutrition, mental health, family partnership, and social services as required by federal regulations;
 - (d) Require teachers to attend a minimum of 20 hours of professional development regarding the implementation of content standards and assessment; and
 - (e) Document and report child progress using research-based indicators as prescribed by the Department.

¹ There is a requirement that Head Start agencies that enroll in fiscal year 2004 children whose families receive child care subsidies from the state to partner with child care centers or family day care homes, "where appropriate."

Program Funding

FY 2004

The total appropriations for the state Head Start program in the Department of Education for FY 2004 is \$68,170,000 (\$11,000,000 GRF and \$57,170,000 TANF). Of the TANF dollars appropriated for the program, up to 2% (\$1,143,400) may be used by the Department of Education to provide associated program support and technical assistance. The available funding allows for 11,000 traditional Head Start slots for FY 2004.

FY 2005

Total funding for the Head Start and Head Start Plus programs in FY 2005 is \$113,184,000 (\$5,000,000 GRF and \$108,184,000 TANF). Of the TANF dollars appropriated for these programs in FY 2005, \$86,600,000 is to be used to support 10,000 full-day full-year Head Start Plus slots, \$19,584,000 is to be used to support 4,000 traditional Head Start slots, and \$2,000,000 may be used by the Department of Education to provide associated program support and technical assistance.²

Since TANF is funded on a reimbursement basis only, the GRF dollars appropriated in each year are considered "seed money" for the programs. The GRF dollars are to be paid back when the program ceases to exist.

Head Start Partnership Study Council

H.B. 95 created the 22-member Head Start Partnership Study Council. (For a detailed list of Council members, see Chapter Two.) The Council is to advise the departments of Education and Job and Family Services in the design and implementation of the Title IV-A Head Start Plus program, report to the General Assembly on the plans for that program by December 31, 2003, monitor the implementation of the Title IV-A Head Start Plus program, and provide advice to the departments in that implementation. Unless reauthorized by the General Assembly, the Council will cease to exist on July 1, 2005.

LOEO Study of Head Start and Child Care Partnership Agreements

H.B. 95 also directs the Legislative Office of Education Oversight (LOEO) to study partnership agreements between Head Start providers and child care providers. As part of the study, LOEO is directed to examine the technical features and operation of such agreements, the financial and intangible costs and benefits to children and providers, the impact on literacy-readiness, and whether any administrative entity, such as a county department of job and family

² The dollar amounts listed are slightly different from what was enacted in H.B. 95. The earmarks are being adjusted in S.B. 2 of the 125th General Assembly to accurately reflect the intended funding levels for the various aspects of the program.

services oversees the agreements. In addition, if an administrative entity does oversee the agreements, the Office is to examine to what extent that oversight is performed by the entity and what overhead costs the entity incurs in overseeing the agreements. LOEO must submit its study to the General Assembly by December 31, 2004.

CHAPTER TWO

Creation of the Head Start Partnership Study Council

Section 41.35 of Am. Sub. H.B. 95 of the 125th General Assembly created the Head Start Partnership Study Council consisting of 22 members:

(1) Four representatives appointed by the Director of Job and Family Services, two of whom are employees of the Department of Job and Family Services;

(2) Four representatives appointed by the Superintendent of Public Instruction, two of whom are employees of the Department of Education;

(3) Three members of the House of Representatives, not more than two of whom are members of the same political party, appointed by the Speaker;

(4) Three members of the Senate, not more two of whom are members of the same political party, appointed by the President of the Senate;

(5) Three representatives of Head Start agencies, two of whom are appointed by the Ohio Head Start Association and one of whom is appointed by the Ohio Association of Community Action Agencies;

(6) Two representatives of child care providers appointed by the Ohio Association of Child Care Providers;

(7) One representative appointed by the Ohio Day Care Advisory Council;

(8) One representative appointed by the County Commissioner's Association of Ohio; and

(9) One representative appointed by the Association of Directors of County Departments of Job and Family Services.

The Council is to advise the departments of Education and Job and Family Services in the design and implementation of the Title IV-A Head Start Plus program and to report to the General Assembly on the plans for that program by December 31, 2003. In FY 2005, the Council is to monitor the implementation of the Title IV-A Head Start Plus program and provide advice to the departments in that implementation. Unless reauthorized by the General Assembly, the Council will cease to exist on July 1, 2005.

**Head Start Partnership Study Council
Member List**

Jerry Collamore
Appointed by: Ohio Job and Family
Services Directors' Association
Fiscal Subcommittee
37 W. Broad St Ste #1140
Columbus, OH 43215
614-221-9976
collamoregroup@ee.net

Terrie Hare
Appointed by: Ohio Department of Job
and Family Services
Fiscal Subcommittee
255 E. Main St.
Columbus, OH 43215
614-466-1213
haret@odjfs.state.oh.us

Peggie Price
Appointed by: Ohio Assoc. of
Community Action Agencies
Program Design Subcommittee
1228 Euclid Ave STE #700
Cleveland, OH 44115
216-696-9077
pprice@ceogc.org

Greg Moody
Appointed by: Ohio Department of Job
and Family Services
Program Design Subcommittee
30 E. Broad St. 34th floor
Columbus, OH 43215
614-644-0945
gmoody@gov.state.oh.us

Roberta Bishop
Appointed by: Ohio Association of
Child Care Providers
Accountability Subcommittee
255 Reeb Ave
Columbus, OH 43207
614-491-9153
Rab255@hotmail.com

Barbara Riley
Appointed by: Ohio Department of Job
and Family Services
Accountability Subcommittee
255 E. Main St.
Columbus, OH 43215
614-466-1213
rileyb@odjfs.state.oh.us

Gretchen Moore
Appointed by: Ohio Association of
Child Care Providers
Program Design Subcommittee
1933 Vaughn St
Columbus, OH 43215
614-279-2202
schilling@columbus.rr.com

Tom Scheid
Appointed by: Ohio Department of Job
and Family Services
Program Design Subcommittee
80 E. Fulton St.
Columbus, OH 43215
614-462-5813
TomS@fcdhs.co.franklin.oh.us

Susan Stai-Zureick
Fiscal Subcommittee
2495 Langdon Farm Rd.
Cincinnati, OH 45237
513-362-2881
sstaizureick@cincinnatiymca.org

Verline Dotson
Accountability Subcommittee
2904 Woodburn Ave
Cincinnati, OH 45206
513-569-1840
vdotson@cincy-caa.org

Representative Catherine Barrett
Appointed by: Ohio House of
Representatives
Accountability Subcommittee
77 S. High St
Columbus, OH 43215
614-466-1645
District32@ohr.state.oh.us

Representative James Hoops
Appointed by: Ohio House of
Representatives
Fiscal Subcommittee
77 S. High St
Columbus, OH 43215
614-466-3760
District75@ohr.state.oh.us

Representative Merle Grace Kearns
Appointed by: Ohio House of
Representatives
Administration Subcommittee
77 S. High St
Columbus, OH 43215
614-466-2038
District72@ohr.state.oh.us

Judith Chavis
Appointed by: Ohio Job and Family
Services Directors Assoc.
Administration Subcommittee
37 W. Broad St.
Columbus, OH 43215
614-221-3688
jchavis@ojfsda.org

Senator John Carey
Appointed by: Ohio Senate
Accountability Subcommittee
Statehouse 1st Floor S.
Columbus, OH 43215
614-466-8156
Sd17@mailr.sen.state.oh.us

Senator Robert Gardner
Appointed by: Ohio Senate
Program Design Subcommittee
Statehouse Ground Floor N.
Columbus, OH 43215
614-644-7718
Sd18@mailr.sen.state.oh.us

Senator Tom Roberts
Appointed by: Ohio Senate
Administration Subcommittee
Statehouse Ground Floor S.
Columbus, OH 43215
614-466-6247
troberts@maild.sen.state.oh.us

Jack Collopy
Appointed by: Superintendent of Public
Instruction
Fiscal Subcommittee
924 Waycross Rd.
Cincinnati, OH 45240
513-589-3702
jcollopy@htheadstart.org

Sandy Miller
Appointed by: Superintendent of Public
Instruction
Administration Subcommittee
25 S. Front St. 3rd floor
Columbus, OH 43215
614-995-9974
Sandy.miller@ode.state.oh.us

Dianne Talarico
Appointed by: Superintendent of Public
Instruction
Program Design Subcommittee
614 McKinley Ave, SW
Canton, OH 44707
330-438-2500
Talarico_d@ccsdistrict.org

Jane Wiechel
Appointed by: Superintendent of Public
Instruction
Fiscal Subcommittee
25 S. Front St. 2nd floor
Columbus, OH 43215
614-995-4695
Jane.wiechel@ode.state.oh.us

Berta Velilla (for Mary Burns)
Administration Subcommittee
Child Focus Clermont County
555 Cincinnati-Batavia Pike
Cincinnati, OH 45255
513-528-7224
bertav@child-focus.org

CHAPTER THREE

Recommendations of the Head Start Partnership Study Council

The Head Start Partnership Study Council met six times during the period from October 16, 2003 through December 18, 2003 to receive testimony on the Head Start Plus initiative. The Governor's Office, the departments of Education and Job and Family Services, as well as each interest group represented on the Council had the opportunity to present testimony on this issue. For part of its deliberations, the Council divided into four subcommittees to discuss program design, administration, accountability, and fiscal issues.

The full Council met on December 18, 2003 to discuss and act on the recommendations of each subcommittee. All those who signed the transmittal letter found at the beginning of this document agreed upon these recommendations as a whole. Dissenting opinions on individual aspects of the recommendations can be found in Chapter Four of this report.

It should be noted that while the initial intent of the Council was to make recommendations on implementation of the Head Start Plus program, the Council ultimately agreed that the program should not be called Head Start Plus. Therefore, the recommendations refer to an early learning initiative.

Program Design Subcommittee Report

The Program Design subcommittee was charged with examining the features of various programs to determine which features Ohio's early learning initiative should include.

Contract Administration and Management

The Program Design subcommittee makes the following recommendations with regard to the start-up operation and the contract administration and management:

- The Department of Education should notify all Head Start agencies of the number of slots allocated for the traditional half-day, part-year Head Start program and for the new full-day, full-year early learning initiative pilot program. This allocation should be based on the 2003 December Child Count.
- All providers should be required to notify the Department of Education with a "letter of intent" as to whether they plan to provide services through the traditional Head Start program or through the new pilot program.

- Each contract should clearly outline how information is to be exchanged between the early learning initiative provider and their corresponding county department of job and family services agency.
- The Department of Education should notify each provider of its final allocation of children to be served through the new pilot program.
- To ensure that the needs of each community are being met, each provider should be required to perform a community needs assessment to determine the hours of operation that will best meet the child care needs of working families under the TANF requirements.
- Providers should be required to include in their application the methodology used for determining the hours of operation for full-day, full-year child care and for determining the types of educational services that will be provided.
 - “Full-year” of operation should be defined as 12 months a year
 - “Full-day” should be defined to mean an average of 40 hours per child, per week
- Families should be allowed to file an application for services at any point of entry, meaning that they should be allowed to file their application for services with either the child care program or the early learning initiative pilot program provider. The provider should then be required to forward the application to the county department of job and family services where TANF eligibility will be determined.
- The state should adopt a common application form that all providers will have and all counties will use to determine eligibility.
- A common eligibility redetermination schedule should be established for all services provided under this program.
- To ensure a timely processing of reimbursement claims, each early learning pilot program provider should be required to electronically submit an invoice to the Department of Education by the 15th of each month. Simultaneously, the provider should also be required to electronically submit an invoice to their county department of job and family services by the 15th of each month to allow the county to confirm the number of children and their eligibility for services.
- The county should then be required to verify eligibility electronically to the departments of Education and Job and Family Services and each contract should specify a date by which this verification must occur. The Department of Education should then be required to process the claim and make payment via Electronic Fund Transfer to each early learning initiative provider by the second week of the following month. To ensure that the money flows from the early learning initiative grantee to the child care providers in a timely basis, each contract between the early learning initiative grantee and the child care providers

should contain a provision outlining the number of days the grantee has to get the payments to the child care providers.

- To address the issue of providing a stable source of funding, providers should receive full reimbursement for any child that has at least an 85% average daily attendance rate.
- The 85% attendance rate should be met over a period of time that encompasses several months and that the provision include an excused medical absence provision.
- To ensure that the bulk of the money is going to directly serve the needs of the child, the contract should contain a provision that the administrative costs will not exceed 15%.
- All "standard" contract language should be included as part of the program design.

Reporting and Accountability

When a program is funded through TANF, there are a number of reports that must be filed. The Department of Education also requires that various pieces of data be reported to allow the agency to gauge the success of the program. The Program Design subcommittee recommends that the early learning initiative grantees submit a series of monthly data reports to the Department of Education. These reports include:

- A TANF expenditure report;
- A listing of days of service, enrollment, absences, withdrawals, number of Ohio Works First (OWF) children/families, number of TANF eligible non-OWF families and children, and monthly expenditures by budget category;
- December child count;
- Child progress reports;
- Status of Employment and/or OWF status with any changes reported to both the state and to the county department of job and family services.

Instructional Services and Staffing

The Program Design subcommittee also examined the issue of instructional services and staffing. Ohio law requires Head Start instructors to have or to be working towards an associate's degree in Early Childhood Development or Child Development. Based on existing law, the subcommittee recommends the following with regard to the new early learning initiative:

- The program should have a ratio of at least one instructor for every ten children.
- There should be a maximum class size of 20 students with at least one lead instructor and one classroom aide.
- The lead instructor should have or be working to obtain an associate's degree in Early Childhood Development or Child Development.

- In order to ensure that there is a sustained academic program, the program should include at least 875 hours (an average of 3.5 hours a day) of instructional services provided to the children in a program that is aligned to Department of Education content standards in language arts, math, science, and social studies.

Linkages to Comprehensive Services and Staffing

The subcommittee believes that it is very important that these families be linked to the services that they need. Therefore, the subcommittee recommends the following:

- Each early learning initiative grantee should have at least one staff member responsible for family support service referrals.
- The staff person designated to perform these linkages should not be a teacher, aide, or other employee with other primary job duties.

Transportation

Some Head Start providers currently offer transportation to all or some students. Other programs do not provide transportation. The subcommittee makes the following recommendation with regard to transportation for this new early learning initiative:

- Each provider should be required to determine if transportation is needed and it should be based on the community's needs.
- Some additional payment should be offered to providers who provide transportation, but that a provider should only receive the additional payment for the number of students that they actually transport.

Special Education Services

Under both federal and state law, providers are required to serve students with special needs. The subcommittee makes the following recommendation with regard to the identification and provision of services for special needs children:

- In identifying children with special needs, all providers should be required to use the same criteria as outlined in the inter-agency agreement between Federal Region 5 Administration for Children and Families and the Ohio Department of Education's Office of Early Childhood Education.

Professional Development

The subcommittee believes that regular and sustained professional development is necessary to maintain the high quality of all Head Start programs. The subcommittee recognizes

that due to recent changes in educational requirements, many lead teachers are attending college today to obtain an associate's degree. Therefore, the members make the following recommendations with regard to professional development:

- Courses being taken by teachers who are working to obtain an associate's degree are sufficient and they should not be required to take additional professional development while they are taking classes to obtain their degree.
- Teachers who have received their degrees should be required to take 20 hours of professional development per year.
- The Department of Education should have the flexibility to prescribe the types of courses that will qualify to meet this 20-hour requirement, but whatever courses they choose should directly relate to the teacher's degree and job as an early learning instructor.

Monitoring and Evaluation

The subcommittee briefly examined what types of information need to be in the contract to ensure that there is compliance with various federal, state, and local laws and regulations. The subcommittee developed a list, which is by no means exhaustive, of items with which all providers should be in compliance. This list includes:

- Compliance with local, state, and federal regulations and policies including Title IV-A and TANF;
- Adherence to OMB A-133 Audits of States, Local Governments, and Non-Profit Organizations; OMB A-12 Cost Principles for Non-Profit Organizations; OMB A-87 Cost Principles for State and Local Governments; and 45 CFR 92 Procurement and Suspension and Department Rules;
- Language to outline that the Department of Education and the Department of Job and Family Services have audit authority over fiscal and programmatic aspects;
- An outline of the program's record retention policy (must include at least three years of retained records);
- The requirement that facilities be licensed by the Department of Job and Family Services in accordance with Chapter 5104. of the Revised Code;
- The mandatory requirement that employees report suspected child abuse and/or neglect;
- Participation in PROGRAM Self Assessment as defined by the Department of Education;
- Participation in State and Federal Reviews with Continuous Improvement Plans submitted as warranted based on the reviews;
- Participation in Research and Evaluation, including studies being conducted by the Legislative Office of Education Oversight.

Application Process

Finally, in terms of making an application, the Program Design subcommittee recommends that the following items be included in the application:

- A narrative of the program;
- A program description;
- Identification of program need;
- A budget;
- A cost allocation plan;
- Prior year audited financial statements.

Accountability and Administration Subcommittees

The Accountability subcommittee was charged with determining what kinds of accountability and evaluation measures should be in place and which state department is best suited to have jurisdiction over the program.

The Administration subcommittee was charged with the responsibility to address inevitable administrative hurdles, particularly with regard to the working relationships between the state departments, counties, and grantees.

These two subcommittees combined their efforts and recommend that the departments of Education and Job and Family Services do all of the following:

- Encourage grantees, subgrantees, and local county departments to maximize the use of other existing state funded GRF resources/programs in conjunction with the early learning initiative funds they receive - including, but not limited to CHIP, Medicaid (Healthy Start, Healthy Families), Help Me Grow, etc;
- Allow copayments to follow the child to the early learning environment in addition to the base payment;
- Establish a statewide uniform TANF verification and redetermination time frame of six months;
- Require providers and counties to jointly help parents with application forms and procedures (which is the outline of services rendered);
- Develop a single, simple application for child care and early learning initiative services, with the ability for the family to submit an application to the county department of job and family services, the early learning initiative provider, or the child care agency;
- Establish a uniform standard measurement of results – pre-K child progress – universal tool from the Department of Education, due in the spring of 2004 – and determine who or what entity will perform these tests;

- Encourage early learning initiative providers to pay the child care providers by means of the same formula used by the Department of Job and Family Services to reimburse child care providers;
- Utilize Title I funding to enhance education and training, etc. and also to leverage resources at the local level.

Elements of Contracts

In developing a model contract, the subcommittees recommend that the departments of Education and Job and Family Services include the following elements in addition to the document titled *Elements of Successful Partnership Agreement/Contract* found at the end of this chapter:

- Stipulation of specific services that the early learning initiative providers and/or child care provider will provide directly and the amount that will be paid for those services. Child care providers should receive, at a minimum, an amount equivalent to their subsidized child care payment negotiated with the CDJFS, unless the grantee is covering basic operating costs, in which case those costs must be delineated in the contract.
- Contract assurances covering the payment period under which early learning initiative providers pay reimbursement to a child care provider as well as procedures to follow when the payment is not received in the timeframe agreed upon.
- How the monitoring will be implemented;
- What should be monitored;
- Outline of all entities and what is required from each;
- Monitoring of subgrantees with same factors;
- Documentation of expected child development and learning outcomes;
- Joint staff issues (evaluations, individual professional development plans, etc);
- Liability insurance;
- Nondisclosure policy;
- Mediation/arbitration (dispute resolution process) agreement with timelines;
- Agreement as to how each provider will encourage effective parent involvement;
- Disenrollment for children and families – roles and policies;

- Agreement to encourage joint grant applications;
- Duration of the contract;
- How copayments will be handled;
- Policies around waiting lists.

Fiscal Subcommittee

The goal of the fiscal subcommittee was to develop an allocation process for the provision of full-day, full-year early education and care to support needs of working families and strengthen the school readiness of children. The intent of the General Assembly is to provide 10,000 TANF eligible children with full-day, full-year services as defined by the state contract for \$86,660,000 plus the copay.

The subcommittee recommends that the departments of Education and Job and Family Services do all of the following:

- Apply the parameters of the quality early education and care model proposed in the Brandon and Ramsey approaches (Presentations by Dr. Brandon and Dr. Ramsey can be found in Chapter Five of this report);
- Consider another name for this program;
 - Not require Head Start Performance Standards;
 - Meet program standards as defined by the program subcommittee;
- Determine the index(es) based on geography, type of setting, and education level of teacher;
- Index the cost per child by geography, type of program (center or home), and the education level of the teacher;
- Provide a supplemental allocation for special services (e.g., transportation, service to support child with a disability);
- Cap total administration costs at 15%;
- Base payments on an 85% average per child four to six month attendance with an excused medical absence provision (in case of flu, chicken pox, etc.);
- Establish a dedicated dollar amount at the state and local levels for professional development for early learning;

- Establish a dedicated dollar amount at the state and local levels for pre/post measurement of key child performance indicators;
- Develop unit cost for each supplemental service (e.g., transportation);
- No requirement for "partnership" delivery, allow for full open bidding (see note below).

Note: While the fiscal subcommittee recommended that the early learning initiative not require "partnership" delivery and allow for an open bidding process, there were some differences of opinion regarding the issue of the right of first refusal. At the request of the chair, the discussion on this issue continued after adjournment of the full Council. No final agreement on a recommendation regarding this issue could be reported back to the full Council for inclusion in this report. Several individuals submitted letters stating their position on this issue. Those letters can be found in Chapter Four.

**OHIO'S EARLY EDUCATION
PARTNERSHIP DEVELOPMENT TOOL
ELEMENTS OF SUCCESSFUL PARTNERSHIP AGREEMENT/CONTRACT***

	Issue Discussed	Emerging Strategy	Incorporated into Contract	Date Reviewed/ Status
Administration/Management				
• Contractual Period, Times & Review Process				
• Number of children to be served				
• Hours/day-Days/week- Weeks/year				
• Signature Provision of Key Parties				
• Notification of partnerships to County Department of Jobs and Family Services				
• CDJFS child care contact: _____ phone: _____				
• Financial Agreement & Payment Procedures				
• Start-up resources/costs or one-time improvements: supplies, equipment, renovation				
• Direct Resources: stipends, reimbursements, purchase of service, one-time expenses				
• Indirect Resources: staffing, supplies, equipment				
• Invoice & Payment System				
• Contract Amendments, Contract Renewal & Termination				
• Liability/Insurance				
• Conflict of Interest/Prohibited Activities				
• Dispute Resolution & Grievance Procedures				
Reporting				
• Record Keeping				
• Child Care Coding/Data Tracking with County Department of Job & Family Services				
• Transfer of Information				
• Confidentiality				
• Documentation on annual basis of direct & indirect resources, number of children served by county/area served, number of families served				
Services and Staffing				
• Role of Head Start & Role of Child Care				
• Implementation of Federal Head Start Program Performance Standards				
• Child Development & Health				
• Curriculum, screenings, assessments, nutrition services, children with disabilities				
• Family & Community Partnerships				
• Home visiting, parent meetings, newsletters, communications				
• Program Design & Management				
• Policy Council representation, community assessment, transportation				
• Documentation of children's progress/outcomes: federal & state				

**OHIO'S EARLY EDUCATION
PARTNERSHIP DEVELOPMENT TOOL
ELEMENTS OF SUCCESSFUL PARTNERSHIP AGREEMENT/CONTRACT***

	Issue Discussed	Emerging Strategy	Incorporated into Contract	Date Reviewed/ Status
Services and Staffing (continued)				
<ul style="list-style-type: none"> • Key Positions: Staff Qualifications, Joint Interview, Hiring, Salaries/Benefits, Performance Evaluations, Personnel Policies, Roles/Responsibilities <ul style="list-style-type: none"> • Teacher, Assistants, Support Staff • Case Manager/Family Advocate/Family Service Worker (Social Services Staff) • Partnership Manager/Coordinator 				
Professional Development				
<ul style="list-style-type: none"> • Sharing & Coordinating of preservice, inservice &/or other educational opportunities • Plan of action to meet the Child Development Credential (CDA) &/or Associate Degree requirements • Individual Professional Development Plans • Resource needs: financial, scheduling, personnel (such as substitutes, additional staff) 				
Quality Assurance/Communications				
<ul style="list-style-type: none"> • Program compliance with local, state & federal regulations & policies • Process of exchange/notification of alleged/documented licensing issues or child abuse, including plan/strategies to address • Assistance with parents who have lost employment and notification to County Department of Job and Family Services. • Participation in Head Start's yearly self-assessment process • Participation in Head Start's federal & state review process • Development & implementation of continuous improvement plans • Frequency of Head Start/Child Care meetings (monthly, quarterly, other) • Frequency of visits to center/homes to adherence to Performance Standards • Networking of all partners, including County Department of Jobs & Family Services, Child Care Resource & Referral Agencies, Local School Districts, etc. 				

*Programs may consider working with financial and/or legal specialist to develop agreements/contracts and any corresponding policies and procedures. As a legal document, the agreement/contract protects all partners' best interests. To limit the number of pages in the partnership agreement, many partnership programs include an addendum that describes how the partnership conducts business.

Document prepared by the Head Start/Child Care TA Workgroup, Head Start Collaboration Office, Ohio Family & Children First, May 2001. If you need assistance with partnership contracts, please contact Terrie Hare the Head Start Collaboration Director at 614/752-4044 or email Haret@odjfs.state.oh.us

CHAPTER FOUR

Position Statements of Interest Groups Represented on the Study Council

The following pages consist of position statements voluntarily prepared by the various people and/or interest groups represented on the Study Council.

Contents of this Chapter

1. Statement from Senator John Carey
2. Minority Views of the Ohio Head Start Association, the Ohio Association of Community Action Agencies and the Corporation for the Ohio Appalachian Development, Senator Tom Roberts, and Representative Catherine Barrett
3. Early Learning System Proposal, Prepared by: OACCP Child Care Providers
4. Letters submitted regarding right of first refusal
 - a. Berta Velilla, Director, Early Childhood Programs, Child Focus Inc.
 - b. Louanna M. Leonard, Administration Subcommittee Member
 - c. Roberta Bishop, OACCP Study Council Member
 - d. Gretchen E.S. Moore, OACCP Study Council Member

STATEMENT FROM SENATOR JOHN CAREY

I want to commend Chairman Kearns and the members of the Head Start Partnership Study Committee for everyone's efforts to further work through the issues raised during budget deliberations on Head Start and the desire to improve the quality of day care programming for economically disadvantaged children. This is a difficult task with limited options at this time due to the fiscal constraints confronting Ohio.

Like many other members of the committee, I remain concerned about the issue of high quality child care options for working poor families. I believe it would have been preferable for the committee to recommend increasing the amount of money available to spend on each individual child in order to meet Head Start performance standards and, thus, continue to call the program Head Start. While I realize this would have meant that the number of children served would not have grown to the level that is expected to be reached under the committee recommendation, the result would likely be a better quality program.

It is my preference to increase the \$8,660 allocation per child to \$10,000 per child. This approach would mean an estimated 8,660 children would be served instead of the 10,000 expected to be served under the committee's proposal. Under this approach, the State would still have served more children in FY 05 (12,660) than we are in FY 04 (approximately 11,600) when the remaining 4,000 part day Head Start slots are included.

I am by no means saying that the new program recommended by the committee will not result in increased school readiness for the children served because it most assuredly will. However, I believe that by maintaining the Head Start performance standards, these children would have been even better prepared to start school.

Again, I would like to thank Chairman Kearns and all the members of the Committee for their hard work on this very important issue. I think everyone can agree, especially after hearing the testimony presented to the Committee, that early childhood education is extremely important. A child's future success in school and beyond is impacted by their early childhood experiences. It is my sincere hope that this issue will be revisited in the next biennial budget and we can continue to maintain Ohio's role as a national leader in early childhood education.

MINORITY VIEWS OF THE OHIO HEAD START ASSOCIATION, THE OHIO ASSOCIATION OF COMMUNITY ACTION AGENCIES AND THE CORPORATION FOR OHIO APPALACHIAN DEVELOPMENT, SENATOR TOM ROBERTS, AND REPRESENTATIVE CATHERINE BARRETT

The following organizations and individuals participating in the Head Start Partnership Study Council submit the following Minority Report regarding the report of the Council: The Ohio Head Start Association, The Ohio Association of Community Action Agencies, Corporation for Ohio Appalachian Development, Senator Tom Roberts and Representative Catherine Barrett.

The majority report makes clear that the State of Ohio is abandoning its thirteen year commitment to providing three and four year old low-income children and their families with the high quality social and educational services provided through Head Start. The State's commitment to young children grew from modest beginnings in 1989 under Governor Celeste to a program under Governor Voinovich that endeavored to provide Head Start services to every eligible child. The Taft Administration has reversed this commitment, limiting the number of children served to 18,000 in 2002 and 2003, 11,600 in 2004 and 4,000 in the coming year. Ohio has been the envy of other states in the area of early childhood education; now Ohio is racing to the bottom.

The reduction in Head Start services is occurring despite the continued success of the program in preparing children and their families for school and the workforce. Individual assessments required by the State demonstrate that Head Start prepares its young charges to learn. The medical and mental health screenings and services insure three and four year olds get the attention they need to enter school ready to learn. The parental involvement features of Head Start have placed parents in the learning process and helped stabilize hundreds of thousands of families, putting them on the path to self-sufficiency. Head Start is the gold standard for early childhood programs, combining trained teachers, small class sizes, family services and parental involvement. This is what Ohio is abandoning.

What has caused this change in priorities? It certainly is not a lack of need for the services Head Start provides. Superintendent Zelman recently spoke of the need for additional enrollments in Head Start as one of the steps necessary to improve school readiness and performance on standardized tests.

The change can be traced back to the 2002-2003 Biennial Budget, where the decision was made to shift funding for state Head Start from General Revenue Funds to TANF Block Grant funding. In the current budget, the Taft Administration faced a shortfall in child care funding so it brought forward a concept called Head Start Plus, essentially the proposal endorsed by this report without the name or the quality of services. Why has the name been eliminated? Because as Dr. Zeigler points out, you cannot call something Head Start Plus unless it provides services above those in the current Head Start model. Why the reductions in the quality of the services provided to

three and four year olds? Because no provider can afford to meet Head Start standards on a reimbursement of \$8,660 for full-year, full-day care.

In the final analysis, Ohio is abandoning its commitment to school preparedness for the most vulnerable children in order to provide child care. The ten thousand children served by this new program will potentially be exposed to education-related activities for one-third of the day, so long as their parents qualify for TANF and can afford the copayments. There will also be a referral process to other social services for families; something county caseworkers should already be providing. Those are the only substantive provisions in this report regarding the program design for three and four year old children and their families. This clearly is nothing like Head Start.

It doesn't have to end this way. The Council was prohibited from considering optional sources of funding and from analyzing in detail data indicating that ODJFS will have a higher TANF carryover than projected for 2003 and will spend less on child care in both 2003 and 2004 than projected. Yet under the Council's process, none of this money is available to preserve Ohio's commitment to low-income preschool children by funding Head Start.¹ The General Assembly could still determine otherwise.

Even without extra funding, providers offered the Study Council a proposal outlining how the State could continue to purchase Head Start for 13,500 children within current budget limitations. The provider proposal would maintain the successful Head Start/child care partnerships which provide full-day/full-year care, another Ohio innovation. Yet the Administration insists on gutting a successful program so it can create its own dubious legacy – a child care program with a modest educational component. Again, the General Assembly could still determine otherwise.

We entered the Council's deliberative process optimistic that there was a commitment to deliver quality social and educational services to preschool children and enhancing the partnerships between child care and Head Start to do so. We were wrong. The Council's report is essentially a rubber stamp of the original Taft Administration proposal with the name changed to protect the innocent children and families that will be forced to accept less, yet survive in a society that demands more from them. That said, we respectfully refrain from endorsing the majority report.

¹ Based on the discussions in the Fiscal Committee of the Council, it is clear that these funds are being committed to close the \$130-140 million shortfall in TANF funding projected for the 2006-2007 Biennium.

Early Learning System Proposal
Prepared by: OACCP Child Care Providers
12.19.03

This Proposal is offered as an alternative to blend together portions of programs historically provided by Head Start and Child Care. This response addresses the goal of the Head Start Partnership Study Council to provide full day, full year early education and child care to support the needs of working families and to strengthen the school readiness. In the best of economic times we might not be forced to make these hard choices. We have chosen to accept the challenge of funding limitations we now face and to search for the positives that can come from this scenario.

We believe this presents an opportunity for the legislators to more fully understand the evolution of high quality child care that is an outcome of their investments. The numerous Early Childhood Initiatives that Ohio has been blessed with have resulted in:

- Lower teacher-child ratios
- Lower group sizes
- Higher number of degreed teachers
- Higher number of teachers pursuing and completing the Child Development Associate (CDA) credential
- Higher number of curriculum based programs
- Higher number of program practicing on-going assessment of children; and
- Greater participation and interaction of parents.

Many of these Early Learning Providers have entered into partnerships with Head Start Grantees. Whether these Partnerships have resulted in satisfaction for all parties or not, the Early Learning Providers have been required to meet and/or surpass both Ohio State Licensing Requirements and Head Start Performance Standards. This qualifies these Providers to meet the requirements set forth by the Head Start Partnership Study Council to deliver services as prescribed.

The attached Early Learning System Flow Chart summarizes the roles and responsibilities of The Ohio Department of Job and Family Services (ODJFS); The Ohio Department of Education (ODE); the local County Department of Job and Family Services (CDJFS); The Monitor/Network Manager; and the Early Learning Provider.

This model focuses on the four systems that determine human growth and development: the Parent/Family, Health, School, and Child Care. It supports that school readiness is best accomplished by bridging these systems and thereby addressing the "whole child."

In this proposed system, existing programs are already prepared to deliver high quality care and education services. They would function as the Early Learning Provider and collaborate with existing services and programs through a Monitor/Network Manager that would represent a region within the state.

The Early Learning Provider (ELP) would operate full day, full year - 10 hours per day, 5 days per week, 52 weeks a year. They would offer an educational curriculum that would be inclusive of the Early Learning Standards for Ohio. Minimum teacher/child ratios would be 1:10 with maximum group size of 20 children. The ELP would be required to provide a Lead Teacher with a minimum of an Associates Degree or working toward an

Early Learning System Proposal
Prepared by: OACCP Child Care Providers
12.19.03

Associates Degree. The ELP would be required to either enter as an NAEYC accredited Provider or be working towards NAEYC accreditation. The ELP would be required to provide formal on-going assessment of each child, define both a parent involvement plan and a plan for social service intervention and referral. To insure nutritional requirements are met, the ELP would be required to contract with and follow all guidelines for meals by the Child and Adult Food Care Program (CACFP). To insure overall health of the children is maintained the ELP would be required to define a plan for Speech, Dental and Vision Screenings and Speech Therapy.

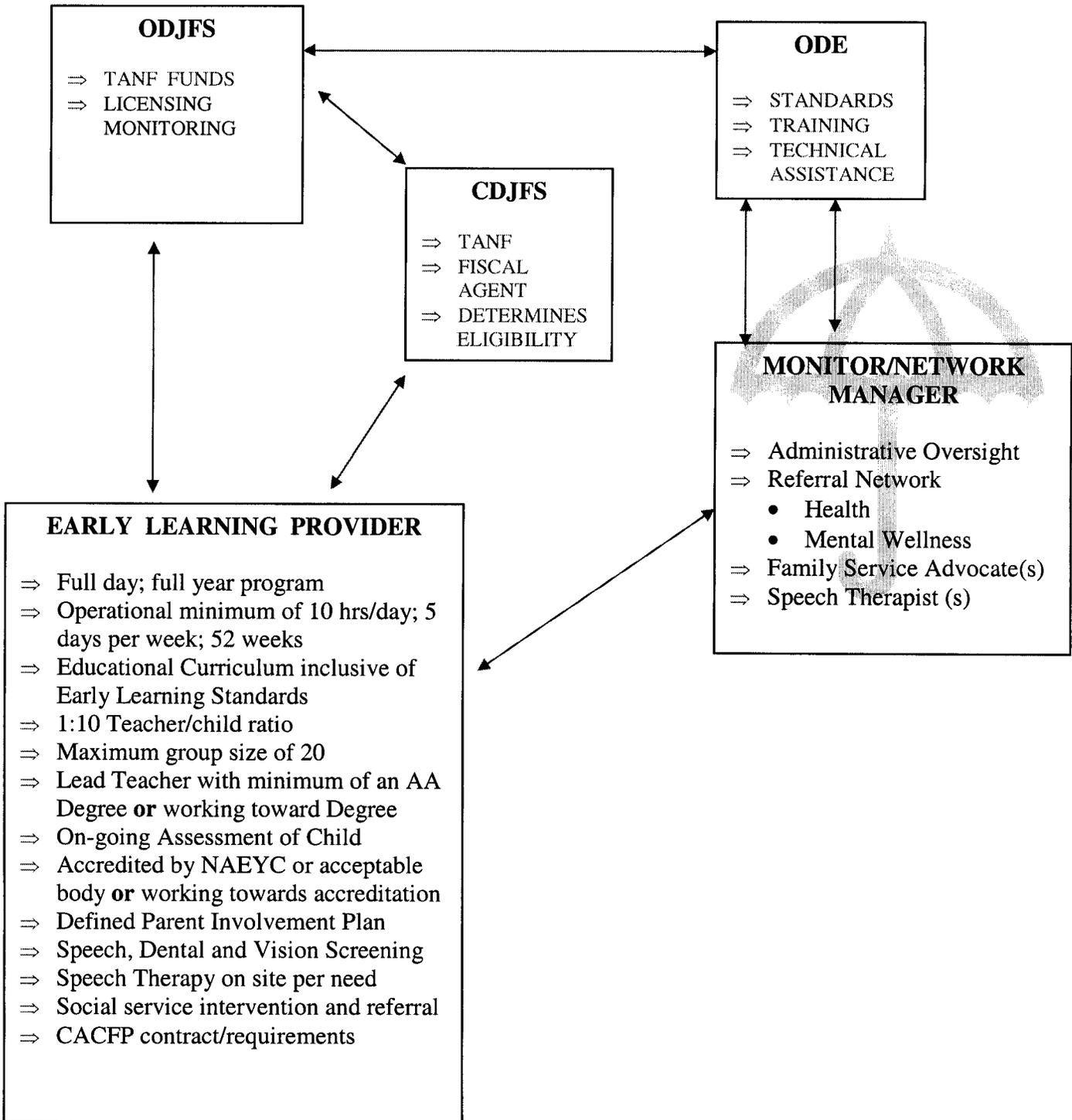
This model would prioritize existing service providers, **who are currently providing services through partnerships**. In an effort to insure timely payments that permit Providers to maintain cash flow it is preferred that Providers bill CDJFS directly as per current TANF billing for the regular subsidized child care program, or to implement structure within contractual documents that will provide this assurance. The ELP would then bill the Monitor/Network Manager for Comprehensive programming and any other negotiated costs.

The Monitor/Network Manager would provide administrative oversight to review ELP's for compliance with requirements. They would provide Family Service Advocates or Case Managers to assist ELP's and maintain a referral network for ELP access. The Monitor/Network Manager would assist ELP's through linking collaborative resources to meet screening, health and therapy needs.

This model would open the role of Monitor/Network Manager for Competitive Bid to Regions within the state. This regional approach would encourage collaboratives that would result in the ability to provide services not normally available county by county as well as aiding in permitting economies of scale for purchased services. The Monitor/Network Manager would bill ODE for services and disburse per contracts with ELP's. To permit a quality system of checks and balances this model recommends the role of Monitor/Network Manager be facilitated by an entity that **does not provide direct services** (except possibly in rural areas). To insure Early Learning Providers currently in partnerships are included, the Monitor/Network Manager would be required to obtain a letter of intent to partner from each Early Learning Provider that they will include in their Region. The Monitor would then submit letters with their bidding response to determine number of slots and to insure commitment from the ELP is secured. The Monitor/Network Manager would negotiate reimbursement amounts for services already provided by the Early Learning Provider to reduce duplication of services and to maximize existing resources.

The Ohio Department of Education (ODE) would provide training and technical assistance to the ELP's via the Monitor/Network Manager for the Early Learning Standards. The Monitor/Network Manager would also assist ELP's with obtaining on-going training for staff.

Early Learning System Proposal
 Prepared by: OACCP Child Care Providers
 12.19.03



Early Learning System Proposal
 Prepared by: OACCP Child Care Providers
 12.19.03

	CURRENT AVERAGE COUNTY SUBSIDY ¹	CURRENT STATE HS SUBSIDY	CURRENT AVERAGE RECEIPTS	Proposed Early Learning System
Head Start State Grantee	0.00	2200.00 ³	2200.00	0.00
Early Learning Provider ⁴ Care Comprehensive Program Total:	5500.00 ²	2600.00 ³	5500.00 2600.00 8100.00	5500.00 2000.00 7500.00
Monitor/ Network Manager ⁵	0.00	0.00	0.00	1160.00 ⁵
CDJFS	N/A	N/A	N/A	N/A
ODE	N/A	N/A	N/A	N/A
Client Payment Included	376.00	0.00	376.00	0.00
Current Totals:	5876.00 ¹	4800.00 ³	10676.00	8660.00
Client Payment - Excluded	0.00	0.00	0.00	376.00
Combined Payment:		10676.00		9036.00
Transportation				572.00 ⁷
Disabilities				279.00 ⁷
Maximum Cost w/o Client Payment:				9511.00
Maximum Cost w/Client Payment:				9887.00

Notes:

- 1 - Average county subsidy based on **Child Care Reimbursement Ceilings for Centers and Type A Homes (Effective 1/1/01)** -Urban/Rural allowance -rate for Preschool Slot (\$113.00/wk x 52 weeks = \$5876.00 – client payment included)
- 2 - Average Preschool Payment per ODJFS
- 3 - Reflects average retention of funds by Head Start Grantees **and** average of child care payment for Ohio partnerships; includes a range of costs from direct cash payments to Providers, to providing employee benefits and teaching staff.
- 4 - The Early Learning Provider role would:
 - be prioritized to existing service providers, **who are currently providing services through partnerships.**
 - bill CDJFS directly as per current TANF billing for the Child Care full day, full year program.
 - bill Monitor/Network Manager for Comprehensive programming and any other negotiated costs.
- 5 - The Monitor/Network Manager role would:
 - be Opened to Competitive Bid to Regions, to permit economy of scale; and facilitated by an entity that **does not provide direct services** (except possibly in rural areas).
 - direct bill ODE for services and disburse per usage per contract.
 - insure Early Learning Providers currently in partnerships are included, by

Early Learning System Proposal
Prepared by: OACCP Child Care Providers
12.19.03

obtaining a letter of intent to partner from each Early Learning Provider that they will include in their Region. The Monitor would then submit letters with their bidding response to determine number of slots and to insure commitment is secured.

- negotiate reimbursement amounts for services already provided by the Early Learning Provider to reduce duplication of services and to maximize existing resources.

- 6 - Both ODJFS and ODE are included in the chart on page 4. Although no direct cost is reflected in this model, both departments incur costs that are presently supported in their budgets.
- 7 - Costs for transportation and disabilities are **shown separate from the total cost** and would be applicable per child per need.
- 8 - Administrative Costs are reduced to just less than 3.5% of the total \$8660.00. Early Learning Provider – 2% is included in the \$7500 or \$150.00 per slot and 13% for the Monitor/Network Manager is included in the \$1160 or \$151.00 per slot.

Note: Consideration of the Urban-Rural impact to these costs are shown in Attachment A to this document.

December 22, 2003

Madame Chair Merle Grace Kearns
Ohio House of Representatives
77 S. High Street
Columbus, OH 43215

Dear Madame Chair,

RE: Request for inclusion in the Minority Report

We would like to thank you for the dedicated hours you have invested into the Head Start Plus Study Council. Your leadership is admirable and certainly provided the discipline to enable this group to move forward with a very difficult task.

As the deadline approached for completion of the Council's recommendations, it became very clear that the initial funding structure afforded for this new initiative would stand. The Child Care Providers saw this as an opportunity to present a proposal for an Early Learning System that could demonstrate the ability to meet the Council's recommendations. Although time did not permit a formal presentation, we are asking that this option be considered for inclusion in the Minority Report of the Council's Recommendations.

We are attaching the final version of this proposal for inclusion. If you have a need for further clarification or hard copies of this document, please contact me and we will be glad to assist you.

Again, thank you for your leadership.

Respectfully,
Roberta A. Bishop
OACCP Appointee to the
Head Start Plus Study Council

Early Learning System Proposal
Urban-Rural Cost Comparison

Attachment A

PAGE 03

SSLDC

614445436

12/22/2003 16:34

	(\$113.00/wk) x 52 = \$5876.00	Proposed Early Learning System	(\$118.00/wk) x 52 = 6136.00	(\$114.00/wk) x 52 = \$5928.00	(\$108.00/wk) x 52 = \$5616.00
	CURRENT AVERAGE RECEIPTS		HAMILTON COUNTY	FRANKLIN COUNTY	GREENE/ CLERMONT COUNTIES
Head Start State Grantee	2200.00	0.00	0.00	0.00	0.00
Early Learning Provider Basic Care and Education Comprehensive Program	5500.00 <u>2600.00</u>	5500.00 <u>2000.00</u>	5743.00 <u>2000.00</u>	5549.00 <u>2000.00</u>	5257.00 <u>2000.00</u>
Total:	8100.00	7500.00	7743.00	7549.00	7257.00
Monitor/ Network Manager	0.00	1160.00	1160.00	1160.00	1160.00
CDJFS	N/A	N/A	N/A	N/A	N/A
ODE	N/A	N/A	N/A	N/A	N/A
Client Payment Included	376.00	0.00	0.00	0.00	0.00
Current Totals:	10676.00				
Proposed Total: ¹		8660.00	8903.00	8709.00	8417.00
Client Payment - Excluded		376.00	393.00	379.00	359.00
Combined Payment:		9036.00	9296.00	9088.00	8776.00
Transportation ²		572.00	572.00	572.00	572.00
Disabilities ³		279.00	279.00	279.00	279.00
Maximum Cost w/o Client Payment: ⁴		9511.00	9754.00	9560.00	9268.00

This chart suggests what funding might look like following the urban/rural allowances used by the State to determine child care eligibility rates. The average cost for the counties shown above is \$8676. As per the Brandon Study, this chart indicates the funds allocated do not cover transportation nor disabilities. The Maximum Cost w/o Client Payment is the cost to the State (Superscript numbers used to clarify costs: 1 + 2 + 3 = 4).

Representative Hoops,

I believe it is important to acknowledge that even though there are a few bad partnerships, we also have some *excellent* examples of very good & sound partnerships. There are many child care and head start programs across Ohio that have worked together for many years to establish partnerships which have benefited both providers and in the end improved the quality of care for children and families.

I sincerely hope that as we move forward the bad experiences of a few do not overshadow the hard work, energy and effort invested by many. Failing to acknowledge partnerships that have been successful and setting up conditions that only reflect the unfortunate failures is a big mistake.

Not only will we be making a decision based on the experiences of a few, we will be *wasting* valuable resources invested by both parties at a time when less money is available. What happens to the equipment purchased for those centers? How will this equipment be replaced to continue to provide quality care? Working together, programs have been able to train staff and in many cases offered better salaries and benefits, what happens now? How will programs be able to retain staff that has spent countless hours acquiring valuable skills that have made them better teachers? In an environment of limited funding, it seems to me it makes sense to leverage in as much as possible the investments of the past.

To give Head Start programs the opportunity to “exercise an option” or to give them “the right of first refusal” whatever we call it, means giving BOTH Head Start and Child Care programs with successful partnerships the opportunity to build upon what has already been created instead of asking anyone to re-creating from the start!!. Let’s preserve what is working, unless it is broken. Let’s preserve the investment that has been made unless we have additional resources to offer.

In the end all programs applying for this “early learning initiative” will need to comply with the same program parameters, correct? The overall goal is to provide full day/ full year child development services for children in the best quality early learning environment possible, correct? So if a program can verify that they have provided quality full day care in the past (in partnership or alone) and they can also verify that they will be able to continue to do so under the new program parameters, what do we have to lose? If we do not allow them to continue we will lose a valuable investment and a wealth of experience.

We should absolutely require head start programs to “verify” that the partnership is working. We can require that programs clearly outline the improvements that have been made since the partnership started and that such document be signed by both Head Start and Child care partners, we can require letters of supports, we can request documentation of compliance with the existing contract, but let’s not penalize everyone for the work of a few.

As far as “leveling the playing field”, I have to say that to me *leveling the playing field* means offering equitable opportunities to both Head Start and Child care providers so they offer quality full day/full year child care following the parameters outlined in the early learning proposal through the hard work of very well intended members of the study council. When we say that Head Start programs should not be allowed to increase the number of children served in a self-contained model or we require that Head Start grantees be “limited in the number of children currently served in FD/FY” in my opinion we are not leveling the playing field. There are many Head Start grantees that are also in the child care business. If these grantees can offer FD/FY child care and follow all the requirements outlined in this new Early Learning Initiative they should be allowed to do so just like “other” child care providers not affiliated with Head Start will be allowed to do. In the end what we are trying to provide is the best FD/FY child care for \$ 8,600 per child, right?

I sincerely believe that we should stay true to the recommendations of ALL study council subcommittees. The program design committee recommended a “letter of intent” and that “allocations be given based on the December child count” – this is certainly a good way to reward programs that have complied with their current contract with ODE. Additionally, the fiscal committee recommended “no requirement for partnership and a full open bidding process”.

In conclusion, I believe it is critical to develop an RFP or application process for the “Head Start eligible children” who are currently not receiving FD/FY services that allows reviewers to objectively determine who is providing the highest quality care while maximizing the limited dollars available under the parameters of the new “Early Learning initiative”.

I realize that you and other members of the council and state departments are forced to make some very difficult decisions, my hope is that in making those decisions we are able to keep the best interest of children in mind.

Berta Velilla, Director
Early Childhood Programs
Child Focus Inc.
(Head Start provider)

December 22, 2003

Madame Chair Merle Grace Kearns
Ohio House of Representatives
77 South High Street
Columbus, Ohio 43215

RE: 'Right of First Refusal' inclusion in final report

Dear Madame Chair,

I continue to be troubled with regard to the issue of "right of first refusal". You have expressed your understanding of the need "to level the playing field" for which I am grateful.

It is my contention Ohio is not abandoning any commitment previously made to three and four year olds and their families with regard to educational as well as social services, but simply has been forced to make difficult choices faced with an economic climate that is in a downturn of revenues.

I believe this has presented a challenge not only for legislators but also for the Early Childhood Educational community in Ohio. Through the competitive bid of an RFP process, I believe Ohio's children will come out the winners. At present there are duplication of services and so that in itself means the State may not be getting "the biggest bang for their dollar" as Dr. Ziegler said he felt Ohio needed to work towards.

On a personal level as a taxpayer, I detest seeing a waste of resources. As a child care provider, I believe we have not only an obligation but responsibility to make sure as many as possible of Ohio's children have the opportunity to be ready for kindergarten.

It is my prayer that Ohio seizes this opportunity, using an Open Bidding Process which will force us to come up with creative collaborations and partnerships accountable to Early Learning Standards.

Thank you for remaining open-minded through this difficult but very important process.

Respectfully submitted,
Louanna M. Leonard
Administrative Subcommittee member

December 22, 2003

Madame Chair Merle Grace Kearns
Ohio House of Representatives
77 S. High Street
Columbus, OH 43215

Dear Madame Chair,

RE: Concerns about inclusion of 'right of first refusal' in final report

I would like to reiterate my concerns on behalf of Child Care Providers with regard to the issue of "right of first refusal." I would also like to thank you for your understanding of the need to "level the playing field."

In the best of economic times we might not be forced to make these hard choices. I have chosen to accept the funding limitations we now face and to search for the positives that can come from this scenario.

I believe that this presents an opportunity for the legislators to more fully understand the evolution of high quality child care that is an outcome of their investments. The numerous Early Childhood Initiatives that Ohio has been blessed with have resulted in:

- Lower teacher-child ratios
- Lower group sizes
- Higher number of degreed teachers
- Higher number of teachers pursuing and completing the Child Development Associate (CDA) credential
- Higher number of curriculum based programs
- Higher number of program practicing on-going assessment of children; and
- Greater participation and interaction of parents.

Many of these Early Learning Providers have entered into partnerships with Head Start Grantees. Whether these Partnerships have resulted in satisfaction for all parties or not, the Early Learning Providers have been required to meet and/or surpass both Ohio State Licensing Requirements and Head Start Performance Standards. This qualifies these Providers to meet the requirements set forth by this Study Council to deliver services as prescribed.

In lieu of the reduction in funding, it appears to me that we must focus on insuring that the maximum amount of these dollars focus on direct services provided. The scope of response in an RFP process should detail both services and assigned costs. These have too often been vague and resulted in failed services or insufficient funding to support the direct service to the child.

I would further like to address the idea of an RFP process that would provide extra weight to existing Grantees. Three primary concerns surface.

1. Given the reduced dollars to fund the recommended level of services, what requirements will be forthcoming in the RFP to balance the funds allocated to the Early Learning Provider with the cost incurred and direct services delivered by the provider versus those incurred and delivered by the Grantee?
2. In consideration of the children and the desire to diminish the possibility of service disruption, one would ponder who would be in the best position to determine the most cost-effective way to deliver the new Early Learning Initiative. If more is attainable through venues other than current partnerships, should we not remain open to possibilities where great collaborative efforts offer more for the children served?
3. Usage of the December count to determine slots, counts children who are currently in partnerships – good or bad, and does not necessarily assure the intent to continue partnering. The end result could mean a duplication of numbers.

I support the need to look at rural areas somewhat differently and to insure that those children maintain the ability to receive school readiness programming. I would offer that the regional approach might encourage collaboratives that would result in the ability to provide services not normally available county by county.

In closing, I again thank you for your willingness to look at all options. I fully support weighting for partnering, but feel that resources require us to consider inclusiveness of partners beyond that of Head Start and Child Care. I believe the Open Competitive Bid process will force all of us to search out collaboratives and networks that will enable the successful delivery of this Early Learning Initiative.

Roberta Bishop
OACCP Study Council Member

December 23, 2003
Madame Chair Merle Grace Kearns
Ohio House of Representatives
77 S. High Street
Columbus, Ohio 43215

Dear Madame Chair,

Re: Concerns about the inclusion of 'right of first refusal'.

Thank you for the opportunity to serve on the Head Start Plus Study Council. I consider it a privilege to have been included in this Legislative process. I am proud to have had a chance to help shape an Early Learning System for Ohio that maximizes on state revenue in the following ways:

- Utilizing existing State, Federal and Local programs already in place such as CACFP, Healthy Start and Help me Grow.
- Maximizing on dollars already in place in early childhood programs via partnerships with Head Start, United Way, County Quality Dollars, Start Smart Center Accreditation and Tuition Reimbursement programs.
- Investing these dollars in early childhood programs where classrooms often include a wider array of socio-economic levels and the use of the funding influences the outcomes of all the children in the classroom. Not just the children and families targeted by this funding.
- There needs to be some assurances that the Early Learning Provider will receive not only the minimum cost for childcare already recognized by County subsidies but additional dollars for any supplementary services delivered.
- There is a need to disclose all costs per service and administration.

My only real concern is with the 'right of first refusal'; I must admit that I am confused about the following concepts:

- 1) If the Early Learning System (ELS) program cannot be called Head Start because it does not strictly follow Head Start Standards then why would Head Start be given 'right of first refusal'?
- 2) Head Start advocates have argued that they cannot run a comprehensive program on \$8,660 and cannot use Federal Head Start dollars to wrap around and fortify the new ELS dollars because it does not strictly adhere to Head Start Standards. If this is true, then why would Head Start apply for these dollars?
- 3) If Child Care Centers are inept and substandard, as was pointed out by Ms. Price at the sub-subcommittee meeting held Thursday, December 18, 2003 and Head Start is the ideal concept of an early learning program, then why would Head Start require the advantage of 'right of first refusal'?

I believe that Ohio has the opportunity to, once again, be forward thinking and cutting edge in our concept of and approach to funding early childhood programs for our most vulnerable children. The children who most often enter public school lacking the preparation needed to succeed are the children of the working poor.

Thank you for including these remarks with the Study Council Report.
Respectfully yours,

Gretchen E.S. Moore
OACCP Study Council Member

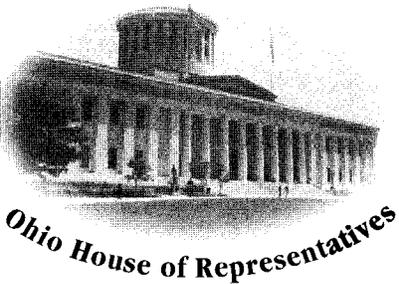
CHAPTER FIVE

Council Meeting Minutes and Testimony

The following pages consist of the Council's meeting minutes and select written testimony submitted by witnesses before the Council. A complete record of the testimony presented to the Council is available for review at the House of Representatives Clerk's Office.

Contents of this chapter (Chapter sections are separated by blue pages.)

1. Meeting Minutes – October 16, 2003
 - a. Head Start Plus - Testimony presented by the Administration
 - b. Partnerships to Expand Full-day Full-year Participation in Early Childhood Education Programs – Testimony presented by the National Conference of State Legislatures
2. Meeting Minutes – October 30, 2003
 - a. Ohio Head Start Demographics – Presented by Barb Haxton
 - b. Head Start Plus Bottom Line – Presented by the Department of Job and Family Services
 - c. YMCA – Testimony presented on behalf of child care providers
3. Meeting Minutes – November 6, 2003
 - a. Testimony presented by Jerry Collamore on behalf of the Ohio Job and Family Services Directors' Associations
 - b. Testimony presented by Tom Scheid on behalf of the County Commissioners
4. Meeting Minutes – November 20, 2003
 - a. Partnership Impact Study – Presented by Diane Schilder
 - b. Funding High Quality Early Care and Education for Low Income Children Age 3-5 in Ohio – Presented by Drs. Richard Brandon and Erin Maher
 - c. Letter submitted by Deborah Bradshaw, Director of Early Childhood Education for Cincinnati Public Schools
5. Meeting Minutes – December 4, 2003
 - a. A Commitment to Improving K-12 Educational Achievement Begins in the First 5 Years of Life – Study presented by Dr. Craig P. Ramey
 - b. A Provider Proposal presented Head Start Grantees and Child Care Providers
6. Meeting Minutes – December 18, 2003



**Merle Grace Kearns
State Representative**

72nd House District
Parts of Clark County

District Office

2664 Brookdale Drive
Springfield, Ohio 45502
telephone: (937) 323-1581

Capitol Office

Riffe Center
77 South High Street
Columbus, Ohio 43215-6111
toll free: (800) 282-0253
telephone: (614) 466-2038
fax: (614) 644-9494
District72@ohr.state.oh.us
www.house.state.oh.us

Committees

Education
Federal Grant Review
and Education
Oversight
Subcommittee
Finance and
Appropriations
Human Services
Subcommittee, Chair
Health
Children's Healthcare
and Family Services
Subcommittee
JCARR
Legislative Office of
Education Oversight

**Minutes
Head Start Partnership Study Council
October 16, 2003**

Chairman Kearns called the meeting to order at 10:10 AM.

Roll was called and a quorum was present.

Introductions of the council members and interested parties were made.

Reimbursement forms were explained.

No items of new business were brought to attention.

Paolo De Maria, Chief Policy Officer, Office of the Governor, testified on Head Start Plus.

Jane Wiechel testified on Head Start Plus.

Barb Riley Testified on Head Start Plus and early childhood development.

Jessie Cannon testified on Head Start Plus funding.

Questions were answered by Jane Wiechel, Barb Riley, and Jessie Cannon.

Stephanie Clothier, Program Manager for Children and Families, NCSL, spoke on partnerships and costs per child.

Stephanie answered questions from the council.

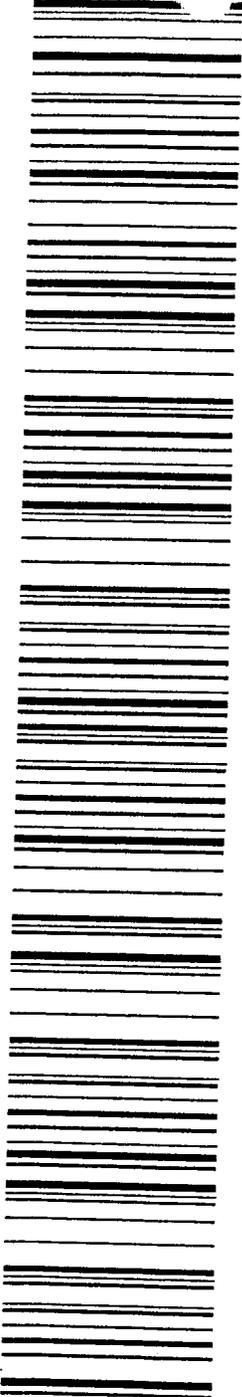
Chairman Kearns set the next council date for October 30, 2003.

November 6th, November 20th, and December 4th were also set as future council meeting dates.

Chairman Kearns explained the charge of the subcommittees and requested council members to choose a subcommittee to serve on.

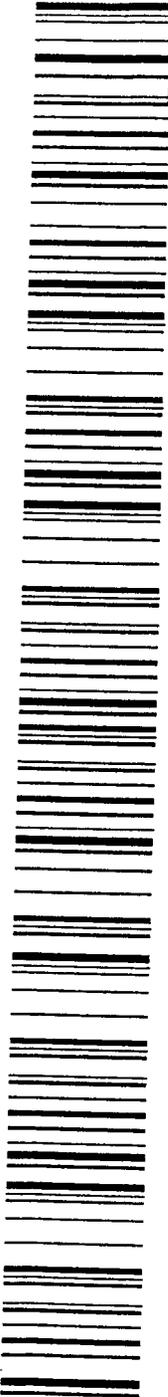
Chairman Kearns adjourned the meeting 12:15 PM.


Merle Grace Kearns, Chairman



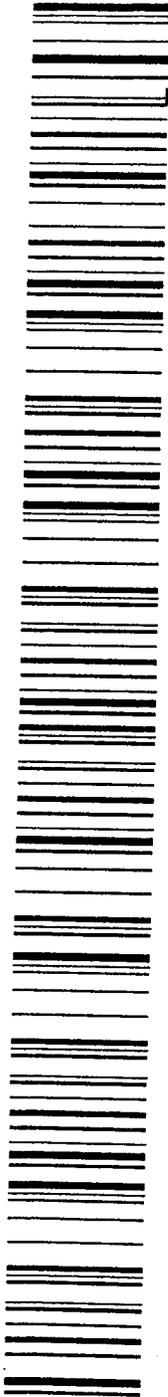
Head Start Plus

Head Start Partnership Study Council
October 16, 2003



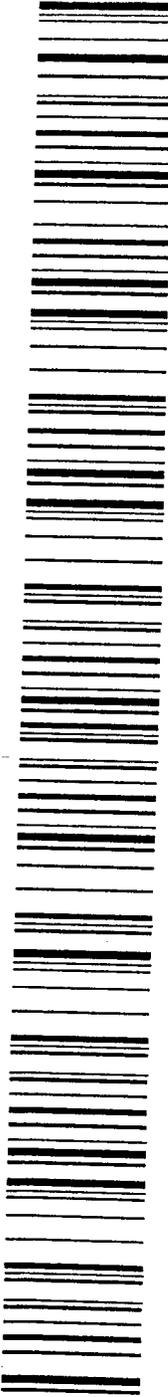
Head Start Plus

- ◆ Governor Taft proposed creating an all-day, every-day program that combines child care and Head Start services—Head Start Plus
- ◆ Program meets the needs of working families while providing early educational services to our most vulnerable children who can benefit the most.
- ◆ Through efficiencies, Head Start Plus preserves a major part of our investments in both child care and Head Start - within available resources.



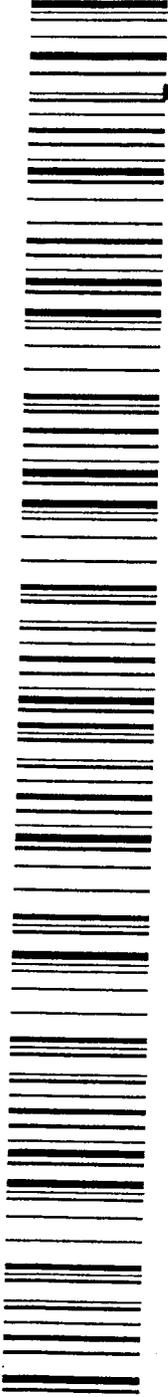
Context - Child Care

- ◆ Ohio's child care program provides full-day, full-year services for low-income families.
- ◆ An average of 102,000 children per month were served in FY 2002. In 1999 the average monthly child care caseload was 66,330.
- ◆ Full-day, full-year child care costs for three and four year olds average \$5,000 per child.



Context - Child Care Funding

- ◆ As families have entered the workforce, the need for subsidized child care has grown rapidly over the last three years.
- ◆ The need for care far exceeds current available resources. The program has grown from \$281.7 million in FY 1999 to an estimated \$578 million in FY 2003.
- ◆ To keep child care revenues and expenditures in balance and still provide this critical work support, ODJFS has had to:
 - Reduce eligibility from 185% to 150% FPL (float up to 165% FPL)
 - Increase co-pays
 - Freeze reimbursement rate ceilings



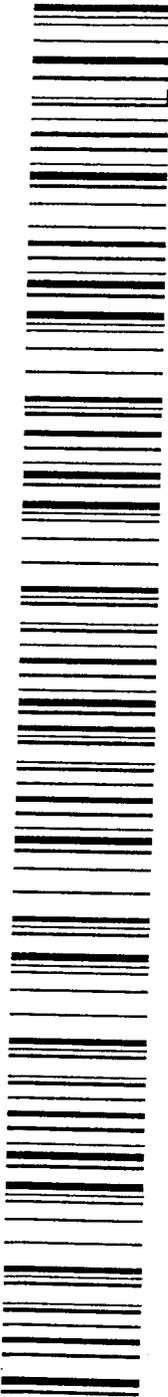
Context - Head Start

- ◆ Head Start program is designed to be a early education program for low-income three and four year olds
- ◆ Ohio's Head Start program traditionally operates 128 days per year, 4 days per week, 3.5 hours for an AM or PM session.
- ◆ Through state and federal support, 53,000 (18,000 state/35,000 federal) children served in FY 2002
- ◆ \$4,800 per child annually in state funds (average federal payments for FFY 2002 - \$5,961)



Context - Head Start Funding

- ◆ State funded Head Start program (approximately 18,000 children) supported by \$98 million in TANF in FY 2003
- ◆ TANF reserves are exhausted and as a result TANF faced the same cost containment measures as GRF. In order to balance the TANF budget, spending had to be decreased by approximately \$180 million.



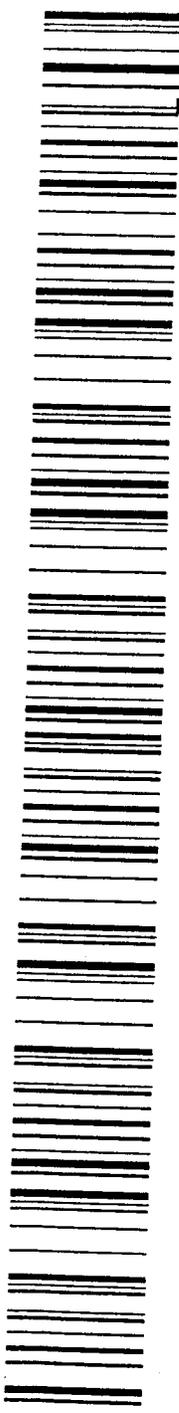
Dual Enrollment

- ◆ Working families with children in Head Start's part-day, part-year program have to find child care for the balance of the work week and in the summer.
- ◆ Approximately, 14,000 (federal and state) children were enrolled in both child care and Head Start in FY 2003.
- ◆ Estimated cost of dual enrollment is \$9,800 per child annually (on average) and includes duplicate administration
- ◆ It is also burdensome for families in part-day programs to juggle schedules and transport between locations.



Early Learning Research

- ◆ Research clearly demonstrates that a child's experiences before entering kindergarten determine future academic success.
- ◆ Recent studies have also shown that at-risk children realize better outcomes through quality, consistent year-round early education programming and family supports.
- ◆ Serving children in a single setting with consistent and well-educated teachers is vital to creating a quality early learning environment.



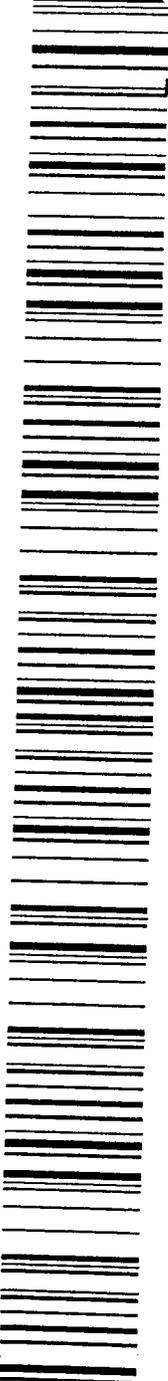
Head Start Plus

- ◆ 10,000 children served in a combined child care and Head Start program in FY 2005
- ◆ An additional 4,000 children will receive traditional part-day, part-year Head Start services.
- ◆ In addition, will serve approximately 90,000 children through subsidized child care and 35,000 children through federal Head Start programs.



Head Start Plus

- ◆ In a difficult budget, choice was to find efficiencies or further reduce the number of children served
- ◆ Opportunity to increase access to full-day, full-year early education and care for most vulnerable families
- ◆ Opportunity to improve the quality of services regardless of setting by creating a model system that addresses school readiness



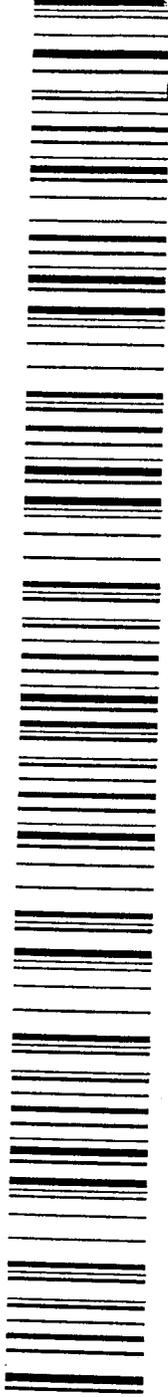
Head Start Plus – Building upon Head Start

- ◆ Programs must meet federal Head Start Performance Standards
- ◆ Programs must provide comprehensive services:
 - Child Health and Development Services
 - Education and Early Childhood Development
 - Child Health and Safety
 - Child Nutrition
 - Child Mental Health
 - Family Partnerships



Head Start Plus – Ohio's Quality Components

- ◆ Program service 5 days per week, 48 weeks per year for a minimum 8 hours per day
- ◆ Maintain ratio of 1:8 or 1:10 with a 4-year degree teachers
- ◆ Provide 4-hour instructional day with teacher holding AA degree in early childhood



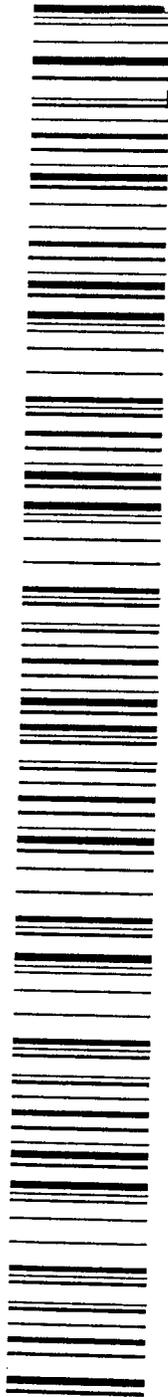
Head Start Plus – Ohio's Quality Components

- ◆ Teachers attend 20 hours per year of professional development training provided by ODE/ODJFS
- ◆ Address Head Start and ODE education standards and assessment requirements
- ◆ Conduct program quality assessment (ECERS or ELLCO)



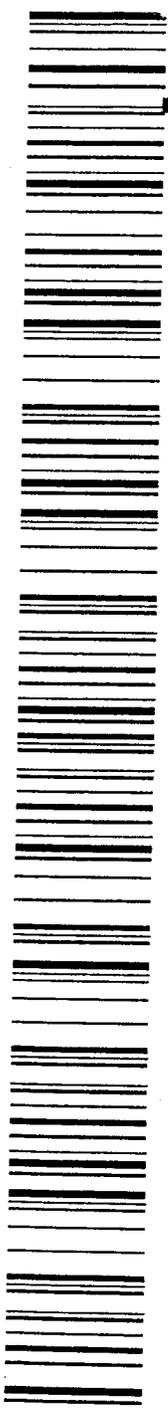
Child Care Focus

- ◆ Continuing focus on quality
- ◆ Emphasis on parental choice and an available continuum of care
- ◆ TANF reauthorization will include expanded work hours and participation
- ◆ Available SFY 2006-07 TANF funding?



TANF Funding Constraints

- ◆ Funding must be on a reimbursement basis
- ◆ Traditional Head Start eligibility (4,000 part-day, part-year slots) remains the same as FY 2004.
- ◆ Head Start Plus (10,000 full-day, full-year slots) family must meet child care eligibility requirements
 - Parents must be in paid employment and need child care



Remaining Challenges

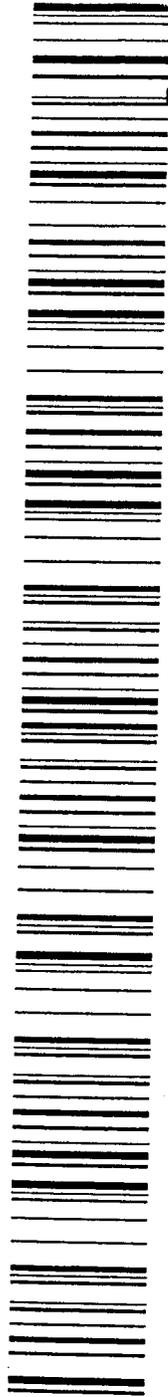
- ◆ Working Relationships/System Administration
 - Head Start/Child Care relationships
 - Data exchange
 - Eligibility determination process

- ◆ Accountability/Program Evaluation
 - Monitoring/accountability
 - Legislative Office of Education Oversight (LOEO)



Funding Flow

- ◆ Seed money is forwarded to Head Start agencies (\$5 million in GRF in FY 2005)
- ◆ County Departments of Job and Family Services (CDJFS) determine eligibility
- ◆ Agencies bill Department of Education (DOE) for services rendered
- ◆ DOE requests funds on a reimbursement basis from Department of Job and Family Services (JFS)
- ◆ JFS sends reimbursement to DOE
- ◆ DOE sends reimbursement to providers



Head Start Plus Funding

- ◆ Earmark for Head Start Plus was not indexed for inflation (as assumed in Governor Taft's proposal)
- ◆ Administrative dollars were counted twice – once in earmark for traditional Head Start and in separate earmark for administration
- ◆ As a result, earmarks exceeded appropriation and LSC proportionately reduced all earmarks to equal total appropriation
- ◆ Will need technical correction to allow dollars to support appropriate activities

Head Start Plus Funding

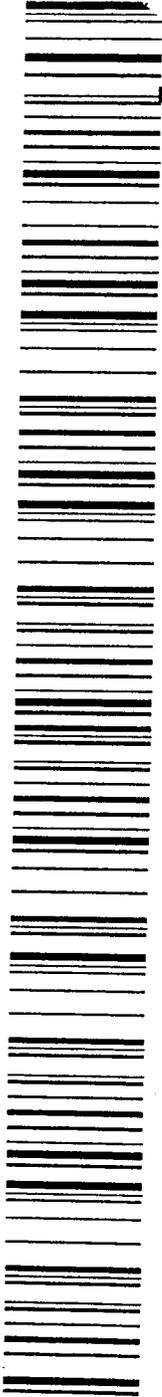
Governor Taft's Plan

PROGRAM	CHILDREN SERVED	COST PER CHILD	TOTAL FUNDING
Head Start	4,000	\$4,896	\$19,584,000
Head Start Plus*	10,000	\$8,660	\$86,600,000
Admin	N/A	N/A	\$2,000,000
Total	14,000		\$108,184,000

* Note: Governor Taft's original proposal indexed HS Plus for inflation to bring average cost per child up to \$8,160 in FY 2005. An additional \$5.0 million was added in conference committee process to bring average cost per child up to \$8,660.

Head Start Plus Funding

PROGRAM	AM. SUB. H.B. 95	TAFT PLAN	DIFFERENCE
Head Start	\$22,763,177	\$19,584,000	\$3,179,177
Head Start Plus	\$83,457,126	\$86,600,000	(\$3,142,874)
Admin	\$1,963,697	\$2,000,000	(\$36,303)
Total	\$108,184,000	\$108,184,000	\$0



Progress to Date

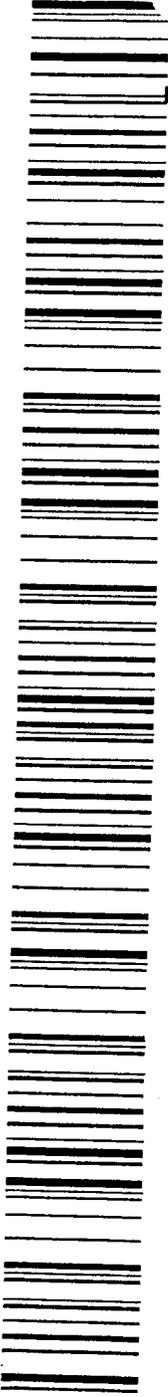
- ◆ After budget was introduced, convened a Head Start Plus Implementation Committee
 - Committee was comprised of members of both the child care and Head Start communities, advocacy and early childhood associations, as well as county and state staff
 - Program operations, allocations, and fiscal subcommittees were formed and made recommendations. These recommendations will be forwarded to the Head Start Partnership Study Council.
- ◆ SFY 2004 Head Start program is operational.



Remaining Challenges

- ◆ Program Design
 - Achieving efficiencies
 - Building capacity to achieve school readiness

- ◆ Fiscal
 - Allocation of finite resources
 - Cost per child
 - Reimbursement basis/rate setting



Head Start Plus

- ◆ **Building an early learning system in the best interests of children and families**



NATIONAL CONFERENCE *of* STATE LEGISLATURES

The Forum for America's Ideas

***Partnerships to Expand Full-day Full year Participation in Early
Childhood Education Programs***

Presentation by

Steffanie Clothier

Program Manager, Children and Families Program

National Conference of State Legislatures

7700 East First Place

Denver, CO 80230

(303) 364-7700

www.ncsl.org

**Prepared for the Ohio Partnership Study Council
October 16, 2003**

Good morning, my name is Steffanie Clothier, and I am the program manager for the National Conference of State Legislatures, coordinating the Child Care and Early Childhood Education project.

Ohio has been a leader in early education through expansions in child care and state funded Head Start. Ohio is a model for other states, so it is a pleasure to be here as you embark on planning for Head Start Plus.

There are many states that have considered how to do full day year round services

- many are responding to the dual factors of trying to meet the needs of working families and to raise the quality of experiences for children
- this is often referred to as building partnerships or coordination among programs
- states use a variety of approaches and goals for coordination. These include blending funds, increasing quality, reducing barriers, etc

There are several studies including a new study by the Education Development Center that is studying states partnerships.

What states are doing:

- a) States have usually started by doing research regarding needs and capacity. For Ohio it could be helpful to determine if there are questions that need to be answered now, before implementation. Many states require local planning and assessment as well.
- b) States use incentives to encourage partnerships for full day full year. These include grants for partnering, increased reimbursement for partnering and increasing quality; designated slots and direct funding
- c) States have worked at the state level to develop more comparable policies and regulations across programs

Partnership Models

There is lots of variation in the development of partnerships. The variation is a result of different organizations strengths and resources.

Factors:

Who is involved? all the different providers including non-profit, for-profit, school districts, higher education such as community colleges and individual family child care providers. Some will be large and some small. Some serve 0-5 and/or after school while others more limited

Geographic factors- rural areas, small towns, suburban areas, and cities.

Addressing children's needs - different ethnicity, language, cultural backgrounds

Types of Partnerships

- One organization that blends funding – a financial partner with local DHS. Example, could be using non Head start funds to lengthen the Head Start day and year (not really a partnership, just getting funding to expand) Have used Head Start expansion funding or funding from child care subsidy agency, combined with parent fees.
- Two or more organizations blend funds and resources – like a child care center as a non profit, for profit, church-based, university or community college, or even a hospital setting. Example:
 - link child care or other programs to provide full day full year comprehensive services to Head Start eligible children already enrolled in other programs (like a child care program that takes on Head Start standards and services. The child care center provides educational services and Head Start provides comprehensive services and training.
 - a Head Start program contracts with a separate organization's child care center to serve Head Start children at the center for the full day and full year. Here the program may contract with per child funding for the partner organization. Or they may have the same prek teacher that works in the classroom for both programs.
- Partnership to link child care to provide services to children not already in other programs – starting something new, adding capacity
- One organization and a family child care provider, for example, Head Start partners with family child care homes where the child care home provides educational program while Head Start trains, provides comprehensive services, and helps monitor performance standards. This could be that children spend the day in the home or that the children spend the morning at Head Start and afternoon with the home provider.

There are so many variations. Need to consider financial arrangements, roles and responsibilities between partners, staffing patterns, location of children financial structure, location of children and staffing.

Benefits of Partnering

- enhanced educational curriculum at the classroom level
- added services such as medical, dental etc
 - Can result in integration of services to all the children as a bonus. May start by providing services to Head Start eligible only, then expand to other children. For example, teacher/parent conferences, home visits and parent education for all and specialists support all children – health and mental health issues.
- training opportunities for teachers/ providers
- expanded services – full day, days per year
- increased number of places for children
- Families with children in settings from 0-5 or more can benefit from having children in the same care, rather than having the children from the same family need to be in

more than one type of care. Helpful when transportation is an issue, helpful for maintaining work schedules

- improved quality
 - Structural issues – student-to-teacher ratios, group size, teacher education and wages. These are all regulatable issues.
 - Interaction between teacher and children – positive interactions (ECERS)
 - Comprehensive services- health, nutrition services, referrals, parent involvement
 - Age appropriate curriculum/activities – developing children's skills, including social and emotional
 - Continuity of care – throughout the day, throughout the year at a consistent location

Challenges to Partnerships

Administrative issues

- program rules - Many states have fragmented policies for early childhood with different programs in different agencies with conflicting rules. Other differences include differences in target population, eligibility requirements, funding levels, and structure and administration. When programs have to comply with more than one set of regulations it is burdensome – like state prekindergarten, state child care, Head Start, etc.
- Child care subsidy eligibility (Child Care Development Block Grant program) – Providers face challenges when changes in a family's eligibility occur. Some states have changed redetermination rules to ensure continuity of participation. Some provide bridge funding when parents lose the subsidy temporarily. One state raised funds from a local employer to bridge the gaps. Another approach is to communicate about the changes in eligibility and use family advocates to link with parents to regain eligibility. Helps with changing families needs and helps the center maintain consistency for children and themselves in terms of funding.
 - Added issue – requires providers to need sophisticated fiscal skills to navigate funding streams and do cost allocation
 - Difficult to determine per child costs – centers have different costs, and then need to figure out an average for home visits, parent conferences, materials etc
 - Parent Copays/ Fees- prohibited from charging copays for Head Start but can charge for child care for some families. Often the child care center has experience collecting fees.
 - Unstable enrollment – can cause fiscal stress – Head Start is grant funded, but child care is fee-for-service with hours and absentee days which can affect finances.
- Child care subsidy system payment issues can be a problem. Payment that is delayed or not consistent may discourage partners

- Quality in early care is lower than it should be – means that some of the potential partners are not of high quality. Issues that lead to lower quality such as teacher training, director training, materials etc all require funding and some require a longer time frame to improve.
- Some programs have to adjust to new standards – like teacher –child ratios, group size, teacher credentials, child assessments, curriculum, practices in the classroom, new materials etc.
 - need to determine in each circumstance how to meet the standard and who is responsible- ex Playground doesn't meet Head Start standards, who does what and purchases.

Partner issues

- Partners don't always stay together – need to assess and find new ones. Good idea to have partnership agreements between organizations that outline responsibilities, expectations, procedures, termination, responsibility for services.
- May reorganize to have one organizational identity or create purchase of service agreements with each organization maintaining their identity. But need to consider the family and the child interaction and how that is impacted by interacting with more than one organization.
- Communication between partners can be challenging and many partnerships identified the need to keep on top of communication issues to prevent conflict.
- Quality and resources may be lacking so that partners can't continue.
- Finding eligible children – can be difficult if the levels are 100% fpl because not many working families qualify. Not as much of an issue when eligibility is higher.

Program Design

- Staffing - Often Head Start will assign staff to the center to provide comprehensive services or the center may already have staff that can be trained to take on that role.
- Scheduling in the center can be improved by full-day. The longer day can mean overlap and other work being done, like planning, family advocacy, classroom feedback,
- Other pieces
 - Can end up with more mentoring, training and coaching
 - Head Start can help create appropriate plans for children with behavior problems. Family advocates can follow-up on plans, helps the classroom teacher.
 - can facilitate more classroom observation and feedback.
 - Head start already monitors performance standards and can do that piece for a center they partner with.

- Some partnerships pay for substitutes to allow staff to attend training.
 - Pay issues can be problematic if different parts of a program pay different rates.
 - Providers may need extra staff to monitor coordination or to meet performance standards
 - Head Start brings – comprehensive services, training, and funding. The child care center - brings already full-day facility, eligible children (if existing center), licensed facility.
 - Can be difficult to find family day care homes with providers with degrees.
- Common application forms have been used – a single system that 2 organizations can operate rather than having each do administrative duties.
 - Cost of programs – need to fund teachers, training and materials, technical assistance to make it work.

State examples:

North Carolina

Smart Start Initiative with technical assistance from the North Carolina Partnership for Children (NCPCC). Local communities establish boards and programs based on local needs. Funds children's participation from birth to five regardless of income.

Achievements- since 1993

- 175,000 families have received subsidies
- 465,000 children have received screenings
- find better cognitive skills and language skills in Smart Start centers. Raised the number of quality centers by 40 percentage points.

Focus – broadly – on child care, health (developmental screenings) and family support. Teachers – 82% have some college level education.

Smart Start National Technical Assistance Center, part of the NC Partnership for Children- currently working with 6 states. AL, CO, IA, OK, SC, VT and Memphis.

Practice ideas from North Carolina

- Requirement for local planning
- Evaluation component is strong, have been able to document outcomes.
- One site to register families for all programs

California

Provides funding for ½ day and full day. Directly contracts with child care providers to provide full day. Does ½ day through the prekindergarten program (one of the oldest) Uses strict standards, similar to Head Start including nutrition, parent involvement, social and health services referral. Proposition 10 funded the Children and Families First Commission at the state level. One example includes a program that operated through family child care homes and another that used Head Start expansion funds to

fund full classroom for full day (10 hours) but some family providers operating for nontraditional hours including weekends.

Practice ideas from California

- Uses contracts – see the partnership with family providers as a complete contract, so the family providers are responsible, more like a delegate agency than a partnership of sharing resources. Funded at \$8,062 per year per child in the centers and \$5,840 for homes. The mix makes it possible to meet both costs. Serve HS eligible and others as well.
- Fund both half day and full day
- Staffing – have one area supervisor that works with a few centers that have classrooms or may have one supervisor if a site has more than one classroom. Have centralized Head Start staff that work with family homes and centers. Difficult to have time for family providers to come to training.

Connecticut

Started a school readiness grant program in 1997 which set in motion a community planning process. They require local school districts to convene school readiness councils. Use devolved system to local DSS offices.

Practice idea from Connecticut – example of a state level agreement. The state used intergovernmental meetings to decide to use an MOU between agencies. In 2001, they signed the MOU, which says that children served in their prekindergarten program (school readiness) will be included in the federal Head Start monitoring process. They have also trained reviewers to conduct reviews of state funded programs using HS performance standards.

Massachusetts

Community Partnerships for Children started in 1993 but grew out of a program that started in 1985. It is a grant program that requires applicants to develop partnerships for full-day full-year for children ages 3 and 4 funded at \$104million in state and federal funds.

Required to do a community needs assessment and design services. Have five state set objectives but otherwise can use local planning. The objectives are

- 1) to increase the affordability of programs through a sliding fee scale.
- 2) enhance collaboration between programs, business, and other organizations
- 3) provide comprehensive services – can choose among social and health services, home visits, family support, and referral to other services
- 4) provide high quality programs (NAEYC and other standards based on the setting)
- 5) conduct outreach to be sure of opportunities to participate

Practice ideas from Massachusetts

- Use of state level objectives combined with local planning

- Allows a variety of lead agencies who can manage the grants and develop proposals with local coalitions.

Oregon – Offers prekindergarten funds to programs using Head Start standards, similar to Ohio. Offer state child care funding combined with Head Start funds.

Practice ideas from Oregon

- Some use of guaranteed the spaces for children regardless of attendance.
- Case management is conducted with the Head Start and DHS case manager working together on the plan.

County example : Lane County

Has contracts for full-day full-year Head Start services for children receiving child care subsidies. The Head Start partners with the community child care centers. The Head Start program worked with family child care homes in the past but had trouble because of lack of back up care and family providers that quit.

The program does some full-day programs in-house in their program and they also have a model of working with child care centers. They go out and identify centers and encourage them to join into a partnership. This means the center must have the same philosophy, and meet all of the standards and operate a full-day program. The local Head Start office then develops a plan and does training to meet the Head Start standards. The Head start children then are placed in that center for the full day.

The staffing is interesting. The program has community child care specialists on staff that serve in three capacities.

- family advocate with a caseload of families (16 families) that they work with.
- consultant in the classroom and spend a good number of days on-site in the classroom working with the teacher. But they are not just there for the provider training, but also a presence to watch the progress of the children. Some have one center, others have more than one that they spend the morning with.
- Liaison between the center and Head Start.
- In addition, they also do joint case management with the DHS office and meet once a month. There is also a staffing meeting with the teacher – in which they get a substitute and meet to talk about child goals, progress etc.

- Benefits**
- by staffing the families they ensure the services get to the families
 - by being in the classroom, they help ensure classroom standards
 - cheaper – don't have all of the costs

A different model in the county provides home visits and other services by paying the teacher additional wages to perform the services, but not all teachers are good for home visits.

Pennsylvania

In 2001, the state issued a request for applications to expand full day, full year services for Head Start. The goal was to increase the number of full day full year, high quality spaces for children. The providers were required to extend the hours/days spending \$1.6m for 800 children. Reported cost is \$10,200 for full day – get part day federal Head Start and child care subsidies with parent fees.

Practice ideas from Pennsylvania

- Uses the model where Head Start partners with existing centers, identifies children who are Head Start eligible and provides them comprehensive services. Trains the child care center staff to meet Head Start performance measures. Provided extra \$1000 per child to meet these standards.
- Does provide transportation when needed to off site services, and also does on site
- Has local planning councils and has used technical assistance in 4 regional offices around the state.

New York

One local example of a partnership had a Head Start day combined with a before and after care program with a church based agency. The Head Start partner covers the Head Start part of the day and the child care covers the child care parts of the day. Child care runs a 23 hour work week (4 hours a day). Run in a community child care center. Staggers staffing to make sure education and comprehensive services staff are present. Head Start used its own staff and curriculum. Has to collect parent fees which has been difficult.

Another local model runs a Head Start program out of a public school. The school provides transportation, space, and food. The Head Start partner pays for its teachers and family advocates. Served new children, not covered by Head Start. Did some busing. Had to provide proof of employment or participation in training. Can use the school nurse for screenings which eliminates issues around transportation. In one setting, use 5th grade to escort to the bus and to read in classrooms.

Other state examples:

Illinois – has guidance that extends the time frame for redetermining eligibility for the families served through partnerships. And extends the grace period for people losing jobs.

Has a \$10 million program called Partners in Care and Education – to support Head Start and child care partnerships that result in full day programs for 2,000 children with funding to 14 agencies.

Rhode Island – created a new Head Start-like state program called RI comprehensive Child Care Services Program (CCCSP). Encourages child care providers and Head Start to form networks to provide a variety of wrap around services to 3 and 4 year olds. Use the Head Start model of services, have 4 networks and 42 providers. (2000)

South Carolina – uses CCDF funds for Head Start programs to assist with providing full day full year services.

Texas – in 2001, passed SB 1293 requiring Head Start and Early Head Start to coordinate with the workforce boards that administer child care to ensure full day and full year services to families in work, training or education. Have a state level task force as well.

Washington – provides a full day subsidy to providers that partner with Head Start – rather than only a portion of the payment for the day. Creates an incentive to partner.

New Jersey – contract with Abbott school districts to provide full day full year comprehensive preschool. Give enhanced funding for accredited centers.

Delaware – surveyed parents for their needs and about their partnerships.

Vermont – released a report on the partnerships in 2001.

State Agency Coordination – 21 states require the prekindergarten program to coordinate with the child care program to be eligible for funding.

Some of the Key Issues in Partnering

- Eliminate regulatory barriers at the state level where possible
- Local planning and needs assessments can help the process of identifying needs and facilitating partners.
- Funding is important – partnering is hard work, and some states use financial incentives to encourage partnering
- Technical assistance can be a helpful component. Can use local networks or state technical assistance

Cost Per Child information

Determining cost-per-child information from programs is difficult to do without dissecting the assumptions that have gone into the estimates. There are two approaches I used to try to get a handle on cost issues. One is to look at the cost-benefit analyses that have been done with some of the model prekindergarten programs. A second approach is to look at other research, such as individual state estimates or cost-quality studies.

Per child costs range greatly, again, depending on the assumptions that go into the numbers. Estimates are in the \$7,000-10,000 range for preschool programs. Some recent data on the economics of education puts the cost at \$12,282. Two model programs are closer in range - Abecedarian in North Carolina puts annual cost at \$13,900. That program is center-based, full-day full-year with medical and nutritional services. The Perry Preschool costs per child were reported at \$12,148.

The National Institute for Early Education Research estimates of cost find cost per child is \$8,800 for the preschool day with wrap around programs costing an additional \$4,110 for a total of \$12,910. The costs assume full-day full-year, but combined with funding other options for parents – half day or full day for the school year – may result in lower overall program costs.

State examples:

A study was just completed for **Illinois** with a cost analysis of implementing universal prekindergarten. Costs for child care centers changing to full day preschool went from \$5,630 to \$8,558. These include direct costs only – other costs such as professional development, monitoring, and evaluation are separate. Staffing assumptions in the Illinois example – if there were 4 classrooms with 20 children each - one teacher per classroom, working (8-4) and 6 assistance that cover 3 shifts, morning drop off and most of the day (7-3), 2 for midmorning until pickup (10-6) and 2 at same as teachers

In factoring in the costs, the Illinois analysis considered both direct and indirect costs and thought through what some of the assumptions would be. Direct costs included teachers, different settings costs, days per year, materials costs. Indirect costs included technical assistance, monitoring, staff professional development, and evaluation.

Connecticut – school readiness preschool spaces are funded with a state contribution of \$7,000 which has been in place since 1997 with no accounting for regional differences. The programs are expected to access other funds.

Massachusetts

Completed a 2001 cost/quality study and looked at the cost of full-day, full-year care without comprehensive services. The study found expenditures of \$7,979 but in taking into account full costs, the cost per child would go up by 21%.

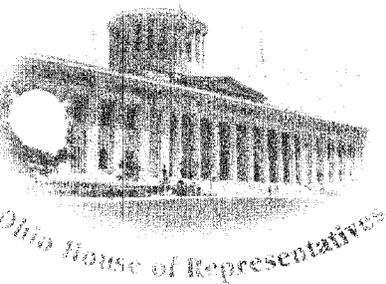
Useful sources:

Early Care and Education Partnerships: State Actions and Local Lessons, Diane Schilder, Ellen Kiron, and Kimberly Elliott, Education Development Center, Inc, February 2003.

Head Start – Child Care Partnership Study, Sharon L. Kagan, et al, Yale University, The Bush Center in Child Development and Social Policy, 2000.

The Cost and Quality of Full Day, Year Round Early Care and Education in Massachusetts: Preschool Classrooms, Center for Research on Women, 2001.

The Cost of Universal Access to Quality Preschool in Illinois: A Report to Governor George H. Ryan's Task Force on Universal Access to Preschool, Stacie Carolyn Golin, Anne Mitchell, and Margery Wallen, 2003.



**Minutes
Head Start Partnership Study Council
October 30, 2003**

**Merle Grace Kearns
State Representative**

72nd House District
Parts of Clark County

District Office

2664 Brookdale Drive
Springfield, Ohio 45502
telephone: (937) 323-1581

Capitol Office

Riffe Center
77 South High Street
Columbus, Ohio 43215-6111
toll free: (800) 282-0253
telephone: (614) 466-2038
fax: (614) 644-9494
District72@ohr.state.oh.us
www.house.state.oh.us

Committees

Education

**Federal Grant Review
and Education
Oversight
Subcommittee**

**Finance and
Appropriations
Subcommittee, Chair**

**Health
Children's Healthcare
and Family Services
Subcommittee**

JCARR

**Legislative Office of
Education Oversight**

Chairman Kearns called the meeting to order at 10:05 AM.

Roll was called and a quorum was present.

Terrie Hare and Sandy Miller gave a presentation of the implementation of Head Start Plus

Barb Riley addressed the council on Head Start Plus.

Jack Collopy addressed the council on partnerships.

Jerry Collamore commented on early childhood education.

The council discussed the optimum number of children in a Head Start Program.

Barb Haxton presented on behalf of Head Start providers.

Barb Haxton answered the council's questions.

Linda Day-Mackessy, YMCA, presented on behalf of child care providers.

Linda answered the council's questions.

Chairman Kearns divided the council into its subcommittees for a working lunch.

Chairman Kearns recalled the subcommittees to brief the council on their activities.

Senator Carey briefed the council on the Accountability Subcommittee's activity.

Mary Ann White (aide to Senator Gardner) briefed the council on The Program Design Subcommittee's activity.

Representative Hoops briefed the council on the Fiscal Subcommittee's activity.

Chairman Kearns briefed the council on the Administration Subcommittee's activity.

Chairman Kearns set the next meeting date of the council for November 6, 2003 and discussed assignments for the next meeting.

Chairman Kearns also set a future meeting date of November 20, 2003.

Chairman Kearns adjourned the meeting at 1:35 p.m.

Merle Grace Kearns, Chairman

OHIO HEAD START DEMOGRAPHICS

There are 53 Federal Head Start Grantees in Ohio

- Two of the 53 are Early Head Start only grantees

There are 2 state Head Start Grantees, of those:

- One is a joint city school-county school effort and both are Community Action Agency Delegates operating federal programs
- One is a county Educational Service Center - a stand alone state Head Start Grantee

There are 73 Head Start program providers, including Early Head Start, of these:

- ~ 37 are Community Action Agencies
- ~ 14 are single-purpose not-for-profit agencies
- ~ 10 are public school systems
- ~ 9 are multi-purpose not-for-profit agencies
- ~ 2 are University Lab Schools
- ~ 1 is an Office of Catholic Education
- ~ 1 is the Migrant Program delegate of the Texas Migrant Council
- ~ 37 are primarily rural
- ~ 27 are primarily urban
- ~ 9 are a combination of urban and rural

There are 19 early Head Start Programs in Ohio

- Adams-Brown, CAA Head Start, Adams and Brown Counties
- Akron-Summit CAA Head Start, Summit County
- CEOGC Head Start, Cuyahoga County
- Child Focus, Clermont County
- Cincinnati-Hamilton County CAA Head Start, Hamilton County
- CMAAO Head Start, Franklin County
- CORSP Head Start, Darke, Miami, Auglaize, Van Wert, Greene, Logan, Champaign, Shelby and Preble Counties
- GMN Tri-County CAA Head Start, Guernsey, Monroe and Noble Counties
- Ironton-Lawrence CAA Head Start, Lawrence County
- Lake County Crossroads, Lake County
- Lancaster-Fairfield County CAA Head Start, Fairfield County
- Lima-Allen CAA Head Start, Allen County
- Lorain County CAA Head Start, Lorain County
- Miami Valley Child Development Centers, Montgomery, Clark and Madison Counties
- North Central Technical College, Richland County
- Pike County CAA Head Start
- Washington -Morgan CAA Head Start, Washington and Morgan Counties
- Wayne/Medina CAA Head Start, Wayne and Medina Counties
- YACAC Head Start, Mahoning County

A BRIEF HISTORY OF CHANGES IN THE HEAD START PROGRAM

(B. Haxton, OHSAI, Rev. 2003)

- 1965** Program began as a summer program through local public schools.
Funding was \$96,400,000, enrollment was 561,000.
Lyndon Johnson, President
- 1966** Based on success of the summer program, Head Start was funded as a primarily part day, 9 month program, largely through existing community action programs. Responsibility for the program was under the federal Office of Economic Opportunity. Design began with four basic component requirements as outlined in program "guidance". No legislated "standards" were in place.
Funding was \$198,900,000, enrollment was 733,000
Lyndon Johnson, President
- 1969** Head Start moved from OEO to the newly established Office of Child Development, under the then Department of Health, Education and Welfare.
Funding was \$333,900,000, enrollment was 663,600
Richard Nixon, President
- 1970** The role of Policy groups were defined, and 70.2 was created and written into law.
Funding was \$325,700,000, enrollment was 477,400.
Richard Nixon, President
- 1972** Head Start mandated to serve children with disabilities. The required "at least 10%" of it's national enrollment would be set aside for these children.
Funding was \$376,300,000, enrollment was 379,000
Richard Nixon, President
- Resource Access Projects (RAPs) established. T/TA system for services to children with disabilities.
- 1973** First Child Development Associate credentialing program established. CDA's in every classroom proposed for 1976.
Funding was \$400,700,000, enrollment was 379,000.
Richard Nixon, President
- The National Head Start Association was established.
- 1974** First Performance Standards were published and the review process was begun. Reviews were not done every three years, although the standards identified that as the ideal process.
Funding was \$403,900,000, enrollment was 352,800.
Richard Nixon, President
- The Ohio Head Start Association was incorporated.

- 1977** First expansion opportunities for Head Start programs, expansion occurred in the 1978 fiscal year.
Funding was \$475,000,000, enrollment was 333,000.
Jimmy Carter, President
- 1978** First actual expansion took place.
Funding was \$625,000,000, enrollment was 391,400.
Jimmy Carter, President
- 1984** Second expansion increase
Funding was \$1,075,059,000, Enrollment was 452,082
Ronald Reagan, President
- 1986** Considerable federal pressure put on programs to limit service to children to one year, thus serving larger numbers of children for the same funding.
Funding was \$1,040,315,000, enrollment was 446,423.
Ronald Reagan, President
- The Ohio Head Start Association Office was opened
- 1990** Largest single increase was approved for Head Start in it's history. President and Congress promised "full funding" for the program. Funding was approved for the 1991 fiscal year.
1990 funding was \$1,052,000, enrollment was 540,930.
George Bush, President
- Head Start Expansion and Quality Improvement Act passed.
- Head Start/State Collaboration Projects begun. First wave funded, Ohio among first 12 states to receive funding.
- 1990 - Ohio** First state funded expansion
Approximately \$13,000,000 in the biennium budget, 4,500 children enrolled
George Voinovich, Governor
- 1991** Funding for expansion distributed
Funding was \$1,951,800, enrollment was 583,471
George Bush, President
- 1992 - Ohio** Second state funded expansion.
Approximately \$28,000,000 in the biennium budget, 8,500 children enrolled
George Voinovich, Governor
- 1993** Federal legislation passed allowing Head Start programs to purchase buildings, and pay interest with federal dollars
Funding was \$2,776,286,000, enrollment was 713,903
Bill Clinton, President
- President's Commission on Head Start established

994

Head Start Reauthorization. Significant, major changes in the direction of Head Start included in the language of the bill, based on the findings of the President's Commission.

- Program Quality the Major Focus
- Services for children birth to three
- Revision of the Performance Standards
- Increased focus on collaboration, particularly with child care
- Early Head Start grants would be complete with ANY qualified provider, opening the door to Head Start "ownership", and creating a broader competitive field for Head Start

Federal funding was \$3,325,728,000, enrollment was 740,493

Bill Clinton, President

1994 - Ohio

Third state funded expansion

Approximately \$97,000,000 in the biennium budget, 15,003 children enrolled

George Voinovich, Governor

1995

- First Early Head Start programs were funded.
- CDA requirement - a CDA in every classroom - to be in place in 1996
- Select committees for Head Start Performance Standards meet in DC
- Head Start/Child Care partnership initiative underway
- Required on-site peer reviews every three years enforced
- Required shut-down of programs if deficiencies are not corrected within one year
- Welfare Reform - beginning of the movement which brought significant changes to Head Start enrollment potential

Funding at \$3,534,128, enrollment at 750,696

Bill Clinton, President

1996

Head Start Revised Performance Standards completed.

CDA requirement FINALLY anchored. One CDA teacher required in every classroom

Federal Funding was \$3,569,329,000, enrollment was 752,077

Bill Clinton, President

1996 - Ohio

Fourth state funded expansion. Collaboration partnerships with Child Care providers was emphasized as necessary to receive expansion dollars

Approximately \$145,616,000 in the biennium budget, 19,931 children enrolled

George Voinovich, Governor

1997

Revised Head Start Performance Standards enforced
The following presented major adjustment needs/changes in agency systems from the previous standards:

- High quality program operation to be enforced
- Major changes in component structure
- Major changes in the Policy Group functions
- Increased responsibilities for the Board of Directors
- Staff must be QUALIFIED to do their work- must have appropriate skills, knowledge and experience for job
- Collaboration requirements escalated, child care partnerships emphasized
- CDA Requirements anchored
- Major change in the on-site assessment tool and process

1998

Reauthorization- Resulted in the most massive changes yet for the Head Start program:

- Purpose of Head Start changed from the development of social competence to the promotion of school readiness, creating a major culture change for Head Start
 - For profit organizations may compete for Head Start grants
 - Includes major focus on child and family literacy goals, creating a major literacy focus for Head Start classrooms
 - Establishes expectations for competitive salaries for teachers and other staff
 - Expands funding to Early Head Start
 - Adds additional education performance standards
 - Changes and adds-to the performance review process
 - Requires outcomes assessment processes for children (Performance Measures)
 - Shortens the deficiency correction time from one year to 90 days for some problem areas
 - Adds significant work requirements in the social services area
 - Requires transition activities
 - Requires enhancement of HS/CC partnership agreements
 - Requires Associate Degrees for at least one teacher in each Head Start classroom
 - Requires additional professional requirements for classroom teachers
 - Requires an enhanced Human Resource system for programs
 - Requires focus on full day-full year services for families
 - Creates major shifts and new requirements in management systems
- Bill Clinton, President

1998 - Ohio

Fifth state funded expansion
*Approximately \$176,200,000 in the biennium budget, 22,381 children
Enrolled*
George Voinovich, Governor

Ohio's state and federal combined enrollment approaches 85% of eligible children.

The Indicators of Success project begun (Outcomes Measures - Galileo)

1999

Reauthorization requirements put into law, and enforcement begun

- Priority focus on education practices and outcome measures
- Priority focus on supporting career/professional development planning, and teacher education
- Priority focus on improving management systems
- Priority focus on supporting appropriate funding and functioning of Early Head Start programs
- Priority focus on Head Start partnerships and full day services

Bill Clinton, President

1999 - Ohio

New literacy initiative required by new Governor. Head Start program involvement mandated - Each program required to name a Literacy Specialist
Robert Taft, Governor

Unionization in Head Start programs occurring across Ohio

2000

President requests biggest increase in Head Start funding ever - \$1 billion. Congress approved \$933 million. Still the largest increase ever.

Programs are enveloped in managing the change processes and resulting culture changes within their Head Start program operations and the escalated time frame for completion of teacher degrees

Futurists are looking at the changes which will occur, depending on the presidential candidate elected.

2000 - Ohio

Sixth state funded expansion.
Approximately \$197,700,000 in the biennium budget, 22,072 children enrolled

Literacy initiative on a fast track

2 year college degree available through distance learning/ University of Cincinnati

Enrollment a major issue for many programs

Unionization movement still occurring in the state

Major focus on classroom literacy standards by the Bush administration

Continued focus on high quality program operations

New Head Start Commissioner, from a small program in Texas. Not from within the Bureau structure or with government service as a background

PRISM anchored as the on-site evaluation tool, after two years of revisions

Continued and increased focus on Head Start research, looking for "proof" of the value of the program - higher levels of accountability

Federal Funding at \$6,199,812,000. Enrollment at 857,664
George W. Bush, President

2001 Ohio

State Funding moved from general revenue fund to the TANF funding, and there was a \$2m cut in funds

2002

Federal initiative for classroom literacy and pre-reading skills the major national focus - mandated national training institutes planned for the coming year -

- STEP (Summer Teacher Education Program) training in the summer of 2002 - STEP follow-up November, 2002
- New Director's and others Training, January 003
- Health Institute, April 2003
- STEP Distance Training, June 2003
- Fiscal Training Institute July/August 2003
- STEP IV, V, VI, VII planned for continuation in 2003

T/TA focus to be solely on the federal mandates for the coming fiscal year (October 02- September 03). Regional priorities not being considered

All carry-over funds, previously controlled by the Regions, will now be controlled by the D.C. Bureau. Funds will be sent back to Washington and re-distributed

All new and replacement grants will now be "paneled" and determined by the Washington Bureau where previously done by the Regions

Continued dialogue about moving Head Start from HHS to the U.S. Dept. of Education

2003

President's "Strengthening Head Start" plan introduced, proposing both a move to the U.S. Dept. of Education, and a state by state grant of the federal funding

House Committee on Head Start Reauthorization introduces bill which "Pilots" eighteen states where federal funding will go to the states. Bill becomes contentious among House members and passes by 1 vote.

Senate begins development in committee of their version of Head Start Reauthorization. October draft bill includes strengthening state Collaboration Projects, tightening requirements on standards and funding and introduces notion of Centers of Excellence in each state - as opposed to state pilots. Bill in mark-up at the end of October.

2003 Ohio

Governor introduces the "Head Start Plus" Initiative to be put into operation July 1, 2004 for the 2005 sfy serving 14,000 children 10,000 in full day, full year and 4,000 in the part day model. . Funding reduced to \$56 m/22,600 children for 2004 sfy . A Head Start Study Council developed to design and implement Head Start Plus.

State Department of Education drops the required use of Galileo as the assessment tool used by local programs. Assessment is required, use of tools is optional.

A BRIEF HISTORY OF HEAD START AND PUBLIC-SCHOOL PRESCHOOL FUNDING IN OHIO

In 1988, a figure of \$300,000 appeared as a line item in the state biennial (July 1988 - June 1989) budget for "Head Start Special Projects". It was put there because of the efforts of then State Representative Ray Miller, from the Columbus area. Representative Miller was a friend to Head Start and the programs in the Columbus area. The "Head Start Special Projects" focused on training and science curriculum development. The funds were channeled through the Ohio Department of Education, Early Childhood Division. They continue to manage the Head Start funding in the state.

At the end of the biennium, the Head Start Association pursued continuation of this funding, and in some candid conversations with Representative Miller, we pushed for substantial funding to increase Head Start numbers and support. At the same time, Ohio received The Head Start Collaboration Project funding - one of the first twelve states to receive the grant - and we were in the process of changing Governors.

In the 1990 biennium, (July 1989 - June 1991) the budgeted figure for Head Start funding was \$13,500,000 to serve approximately 4,500 children in addition to those being served with federal dollars. It was approved with little or no opposition. This recommendation and its approval fostered the immediate development of what has become the Ohio Budget Coalition. The Budget Coalition was comprised of a representative from each of the three Community Action Agency membership organizations; two members from the Ohio Head Start Association; The Head Start Collaboration Project Director; a representative from the Ohio Children's Defense Fund office; two members from the Ohio Department of Education and a representative from the Office of Budget and Management. Over the years, this group has expanded to include, in addition to those listed above, a representative from a public school operated Head Start program; a representative from a non-CAP (single or multi-purpose) program; a representative from the Community Development Finance Fund; a representative from the Ohio Department of Jobs and Family Services - Child Care Division and most recently, a representative from KidsOhio, a Child advocacy group.

The coalition immediately began the process of deciding how the initial \$13million would be divided across the state. It was determined that no new grantees would be created - that the funds would be distributed through the existing federal grantee structure, and that each grantee would receive at least the equivalent of one classroom - 17 children. The remaining monies would be prorated to those areas where there was the greatest number of un-served children.

It was further determined that the state funded effort would follow the Head Start Performance Standards, the same as the federal grantees. This was written into statute and remains Ohio law. The coalition continues to be a cohesive group, meeting regularly to deal with the state funding allocations and program issues for Head Start in Ohio. Funding has progressed as follows:

Biennium	Approximate Dollar Amount	Approximate # of Children Served
1988-1989	\$300,000	0 - special projects were funded
1990-1991	\$13,500,000	4,500
1992-1993	\$27,000,000	8,500
1994-1995	\$97,100,000	15,003
1996-1997	\$145,616,000	19,931
1998-1999	\$176,200,000	22,381
2000-2001	\$197,700,000	22,072
2002-2003	\$195,687,000	18,173
2004	\$56,970	11,400
2005	\$101,224,000	14,000 - 10,000 in full day, full year partnerships, and 4000 in part day programs

In 1995, with the large increase in funds, three grantees were significantly under-spent at the end of the biennium, and the Department of Education was instructed to bid out those funds in the three counties and create additional grantees. Funds were awarded in two of the counties - Cuyahoga (Cleveland) and Hamilton (Cincinnati) to existing federal delegate agencies, thus creating agencies that are federal delegates and state grantees. In the third county, the county Educational Service Center applied and received the additional funds.

In 1999 - for the 2000 - 2001 biennium, the Budget Coalition supported efforts to create regulations for eligibility waivers up to 125% of poverty for those counties who could prove they had no more children to recruit at 100% of poverty.

In the same year, the Ohio Legislature also created a stringent requirement around Head Start teacher associate degrees for those teachers paid out of state funds:

- 50% of ALL Head Start teachers must be working on an associates degree by 2002
- 100% of ALL Head Start teachers must be working on an associates degree by 2004
- 100% of all Head Start teachers must have completed an associates degree by 2007

No additional state funding was attached to this requirement.

In the 2002-2003 biennium, the legislature - in a last minute effort - shifted the funding for Head Start from general revenue funds to TANF surplus funds. Funding authority was shared between ODE and ODJFS for the disbursement of these funds, and specific stipulations for the expenditure of TANF funds, which were not compatible with Head Start requirements, were maintained. Head Start programs had to carefully shift children from state slots to federal slots in order to ensure full Head Start services for all children.

In 2003, the Governor's Office proposed a program called Head Start Plus, which requires that 10,000 HS eligible children be served in a full day-full year setting, with the full range of HS services provide to them. Funding for these children would be capped at \$8,300 per child to cover both the HS services and the child care support. In this plan, 4,000 slots would be held for part-day HS children. County departments of Jobs and Family Services may have extensive authority under this plan, in the determination of eligibility for Head Start slots.

Public School-Preschool Funds

At the same time the state legislature voted to put Head Start funding into the budget - 1990, an Assistant Superintendent of the Department of Education pushed for public school preschool funding as well. In the first biennium of funding, 1990-1991, approximately \$9 million was funded for a "Head Start like" program, and school districts that qualified as DPIA (Disadvantaged Pupil Impact Aid) were encouraged to apply. Grants were awarded and the program was designed to serve children from 100% of poverty to 185% of poverty. In many of the districts, which received grants, the program was contracted directly to the county Head Start program. Funding for the Public School Preschool effort climbed to \$39 million in the 1999-2000 biennium. In 1993, the state legislature created a ruling that the state funded preschools "must follow Head Start Performance Standards". It is not known if these programs are able to meet all the standards, primarily because of the limited dollars and lack of support staff to ensure compliance. The Performance Standards requirement was deleted from statute in 2003.

With combined federal Head Start funds, state Head Start Funds, public school preschool funds and preschool special education, it is estimated that Ohio is serving over 75% of all its children who live in poverty or near poverty (up to 150% of the federal poverty guidelines).

THE OHIO HEAD START ASSOCIATION

2003 SIGNIFICANT DATA

HEAD START FUNDING

(From the federal fiscal year 2002 figures, Head Start Bureau 2002 Statistical Fact Sheet, released 2/03)
B. Haxton, OHSAI 3/02

FEDERAL:

There are fifty-six major recipients of federal Head Start dollars. They are: all fifty states; the American Indian Bureau; Migrant Program Bureau; Puerto Rico; the Outer Pacific Rim; the Virgin Islands and the District of Columbia. Among these fifty-six entities, Ohio ranks as follows:

- **Seventh highest in federal funding** \$236,999,439
(California, Texas, New York, Illinois, Migrant Programs and Florida are higher)
- **Fifth highest in numbers of children served** 38,081
(California, Texas, New York and Illinois are higher)
- **47th in average funding per child** \$6,223
(Louisiana, Alabama, Kansas, Mississippi, Oklahoma, Oregon, Arkansas, Delaware and the Pacific Rim are lower)

The national average funding per child was \$6,934. Ohio's funding is \$711 per child below the national average (10%) and lowest in our region. Ohio's funding per child continues to remain in the lowest quadrant of all federal recipients.

STATE:

There are fifty-four Head Start grantees in Ohio receiving state funds - fifty-one federal grantees and three state grantees.

In the 2002-2003 biennium, the state Head Start budget was \$197,687,650 to serve 18,173 children in each of the two years. Allocation per child across all programs - \$4,825

There are thirteen states providing state dollars with Head Start only enactments. They are:
▲ Alaska ▲ Connecticut ▲ Hawaii ▲ Maine ▲ Massachusetts ▲ Minnesota
▲ New Hampshire ▲ North Carolina ▲ Ohio ▲ Oklahoma ▲ Rhode Island ▲ Washington
▲ Wisconsin

State and Federal Funding Combined - 2003

With combined funding, Ohio ranks as follows among the fifty-six funded entities:

- **Fourth highest in total funding** \$335,843,264
(California, Texas and New York are higher)

- **Third in the number of children served** 56,254
(an estimated 75% of the eligible children in the state)
(California and Texas serve more children but a lower total
Percentage of eligible children than Ohio)

- **Fifty-fourth out of fifty-six in average allocation per child -** \$5,524 .
State and federal average

- **With state and federal funding combined, only one other state - Delaware, and the
Outer Pacific Rim, provide Head Start services at a lower allocation than Ohio.**

THE PRESENT

Federal Data

Statistical data from DHS/ACF February, 2003 shows a comparison between FY 2002 funding and the FY 2003 appropriation. FY 2002 actual funding was \$6,536,570,000, a 5.5% increase over FY 2001 funding. FY 2003 appropriated funding is \$6,667,533,000, a 2% increase. A 2% increase in funding will not allow for expansion. Projection based on actual percentage increase would put the current national average allocation per child at \$7,138. With the same projection, Ohio's average allocation per child would be \$6,347. It is not expected that the state funded amount of \$4,825 will be increased.

The total amount of federal funding includes allocations supporting all activities, including: Training and Technical Assistance; Special projects for children with disabilities; research, demonstration and evaluation; monitoring and program review; and transition. The figures include funding to all projects in the fifty states and territories - Puerto Rico, the Outer Pacific Rim, Virgin Islands - as well as the American Indian and Migrant Program branches.

Region V Program Rankings

Total Federal Dollars

State	2003 Allocation	2003 Rank Among 56	2002 Allocation	2002 Rank Among 56	Percentage \$ increase (decrease)
Illinois	\$259,780,216	4	\$262,239,000	4	(.009)
Ohio	236,999,439	7	239,148,000	7	(.009)
Michigan	225,290,497	9	248,753,000	9	(.094)
Indiana	88,666,972	25	89,825,000	25	(.013)
Wisconsin	86,940,813	26	87,819,000	26	(.009)
Minnesota	69,643,329	30	69,047,000	30	.009

Total Numbers of Children Served

State	2003 Numbers of Children	2003 Rank Among 56	2002 Numbers of Children	2002 Rank Among 56	Percentage Child increase or (decrease)
Illinois	39,619	4	39,805	4	(.0047)
Ohio	38,081	5	38,072	5	.0002
Michigan	35,269	8	35,112	8	.0045
Indiana	14,145	21	14,256	21	(.0078)
Wisconsin	13,489	23	13,478	23	.0008
Minnesota	10,331	31	10,164	31	.0164

Allocation Per Child

State	2003 average \$ allocation per child	2003 Rank Among 56	2002 Average \$ Allocation per child	2002 Rank Among 56	Percentage \$ increase in average allocation per child
Minnesota	6,741	25	6,447	28	.0456
Illinois	6,557	34	6,252	33	.0488
Wisconsin	6,445	38	6,183	34	.0424
Michigan	6,388	43	6,148	39	.0390
Indiana	6,268	46	5,979	47	.0483
Ohio	6,223	47	5,961	48	.0440

2003 Head Start Data

National Ranking by Average Allocation Per Child

FIRST QUARTILE

SECOND QUARTILE

Rank in Nation	State	Dollar Allocation Per Child	Region	Rank in Nation	State	Dollar Allocation Per child	Region
1.	Washington	8,708	10	15.	Florida	7,087	4
2.	Virgin Islands	8,509	2	16.	District of Columbia	7,079	3
3.	New York	8,450	2	17.	Pennsylvania	7,071	3
4.	Vermont	8,279	1	18.	North Dakota	6,951	8
5.	New Jersey	8,202	2	19.	Virginia	6,925	3
6.	Massachusetts	7,989	1	20.	Connecticut	6,919	1
7.	New Hampshire	7,880	1	21.	North Carolina	6,909	4
8.	American Indian	7,627	11	22.	Georgia	6,908	4
9.	Migrant and Seasonal	7,616	12	23.	Tennessee	6,806	4
10.	California	7,332	9	24.	Montana	6,746	8
11.	Arizona	7,288	9	25.	Minnesota	6,741	5
12.	Nevada	7,184	9	26.	Rhode Island	6,725	1
13.	Hawaii	7,152	9	27.	Texas	6,714	6
14.	Maryland	7,118	3	28.	Maine	6,662	1

THIRD QUARTILE

FOURTH QUARTILE

29.	Colorado	6,657	8	43.	Michigan	6,388	5
30.	Wyoming	6,590	8	44.	West Virginia	6,356	3
31.	Nebraska	6,584	7	45.	New Mexico	6,347	6
32.	Alaska	6,582	10	46.	Indiana	6,268	
33.	Utah	6,562	8	47.	Ohio	6,223	5
34.	Illinois	6,557	5	48.	Louisiana	6,101	5
35.	Iowa	6,495	7	49.	Alabama	6,059	6
36.	Idaho	6,472	10	50.	Kansas	5,979	8
37.	Puerto Rico	6,456	2	51.	Mississippi	5,797	4
38.	Wisconsin	6,445	5	52.	Oregon	5,757	10
39.	Missouri	6,416	7	53.	Oklahoma	5,714	7
40.	South Carolina	6,410	4	54.	Arkansas	5,583	6
41.	South Dakota	6,394	8	55.	Delaware	5,507	3
42.	Kentucky	6,391	4	56.	Outer Pacific Rim	2,407	9

2003 Head Start Data

Ranking by Average Dollars Per Child

(Based on the Head Start Bureau 2003 Statistical Fact Sheet, Released 2/03)

1. Washington	8,708	33. Utah	6,562
2. Virgin Islands	8,509	34. Illinois	6,557
3. New York	8,450	35. Iowa	6,495
4. Vermont	8,279	36. Idaho	6,472
5. New Jersey	8,202	37. Puerto Rico	6,456
6. Massachusetts	7,989	38. Wisconsin	6,445
7. New Hampshire	7,880	39. Missouri	6,416
8. American Indian	7,627	40. South Carolina	6,410
9. Migrant and Seasonal	7,616	41. South Dakota	6,394
10. California	7,332	42. Kentucky	6,391
11. Arizona	7,288	43. Michigan	6,388
12. Nevada	7,184	44. West Virginia	6,356
13. Hawaii	7,152	45. New Mexico	6,347
14. Maryland	7,118	46. Indiana	6,268
15. Florida	7,087	47. Ohio	6,223
16. District of Columbia	7,079	48. Louisiana	6,101
17. Pennsylvania	7,071	49. Alabama	6,059
18. North Dakota	6,951	50. Kansas	5,979
19. Virginia	6,925	51. Mississippi	5,797
20. Connecticut	6,919	52. Oregon	5,757
21. North Carolina	6,909	53. Oklahoma	5,714
22. Georgia	6,908	54. Arkansas	5,583
23. Tennessee	6,806	55. Delaware	5,507
24. Montana	6,746	56. Outer Pacific Rim	2,407
25. Minnesota	6,741		
26. Rhode Island	6,725		
27. Texas	6,714		
28. Maine	6,662		
29. Colorado	6,657		
30. Wyoming	6,590		
31. Nebraska	6,584		
32. Alaska	6,582		

2003 Head Start Data

Ranking by Number of Children Served

(Based on the Head Start Bureau 2003 Statistical Fact Sheet, Released 2/03)

1. California	98,687	36. West Virginia	7,650
2. Texas	67,664	37. Iowa	7,620
3. New York	49,493	38. Connecticut	7,224
4. Illinois	39,619	39. Outer Pacific Rim	6,209
5. Ohio	38,081	40. Utah	5,517
6. Puerto Rico	36,920	41. Nebraska	5,252
7. Florida	35,610	42. Maine	4,002
8. Michigan	35,269	43. District of Columbia	3,403
9. Migrant Program	33,850	44. Idaho	3,347
10. Pennsylvania	30,986	45. Rhode Island	3,150
11. Mississippi	26,742	46. Hawaii	3,073
12. American Indian	23,837	47. Montana	2,982
13. Georgia	23,414	48. South Dakota	2,827
14. Louisiana	22,136	49. Nevada	2,754
15. North Carolina	19,202	50. North Dakota	2,307
16. Missouri	17,646	51. Delaware	2,231
17. Alabama	16,529	52. Alaska	1,839
18. Tennessee	16,507	53. Wyoming	1,803
19. Kentucky	16,190	54. New Hampshire	1,632
20. New Jersey	15,262	55. Vermont	1,573
21. Indiana	14,145	56. Virgin Island	1,161
22. Virginia	13,772		
23. Wisconsin	13,489		
24. Oklahoma	13,460		
25. Arizona	13,297		
26. Massachusetts	13,040		
27. South Carolina	12,248		
28. Washington	11,167		
29. Arkansas	10,930		
30. Maryland	10,527		
31. Minnesota	10,331		
32. Colorado	9,872		
33. Oregon	9,199		
34. Kansas	8,013		
35. New Mexico	7,749		

2003 Head Start Data

Ranking by Total Dollars Per State

(Based on the Head Start Bureau 2003 Statistical Fact Sheet, Released 2/03)

1. California	801,429,541	33. Oregon	57,105,005
2. Texas	454,292,444	34. Connecticut	49,984,520
3. New York	418,238,532	35. Iowa	49,494,840
4. Illinois	259,780,216	36. New Mexico	49,185,413
5. Migrant Programs	257,814,769	37. West Virginia	48,624,566
6. Florida	252,369,803	38. Kansas	47,909,093
7. Ohio	236,999,439	39. Utah	36,270,290
8. Puerto Rico	234,303,518	40. Nebraska	34,580,417
9. Michigan	225,290,497	41. Maine	26,661,319
10. Pennsylvania	219,114,506	42. District of Columbia	24,090,814
11. American Indian	181,794,159	44. Idaho	21,662,707
12. Georgia	161,740,120	45. Rhode Island	21,184,290
13. Mississippi	155,259,338	46. Montana	20,117,436
14. Louisiana	135,048,223	47. Nevada	19,785,629
15. North Carolina	132,667,143	48. South Dakota	18,078,512
16. New Jersey	125,175,590	49. North Dakota	16,036,018
17. Missouri	113,255,841	50. Outer Pacific Rim	14,942,945
18. Tennessee	112,343,511	51. Vermont	13,022,989
19. Massachusetts	104,182,066	52. New Hampshire	12,860,678
20. Kentucky	103,472,617	53. Delaware	12,286,428
21. Alabama	100,154,494	54. Alaska	12,104,386
22. Washington	97,246,982	55. Wyoming	11,882,457
23. Arizona	96,912,696	56. Virgin Islands	9,878,464
24. Virginia	95,366,343		
25. Indiana	88,666,972		
26. Wisconsin	86,940,813		
27. South Carolina	78,560,579		
28. Oklahoma	76,909,804		
29. Maryland	74,929,894		
30. Minnesota	69,643,329		
31. Colorado	65,716,131		
32. Arkansas	61,023,626		

OHIO'S HISTORY OF FEDERAL HEAD START FUNDING

Year	Total Federal Funding	Rank among states in total funding	Funded Enrollment	Rank among states for enrollment	Average Dollars per Child	Rank among all 56 entities* in dollars per child	National Average dollars per child for that year	Ohio's variation from the national average	Ohio's Percentage of the national average
1992	\$109,940,933	6 th	34,922	5 th	\$2,916	51 st	\$3,415	- 499	85%
1993	\$110,420,241	6 th	32,567	5 th	\$3,341	41 st	\$3,758	-417	89%
1994	\$133,913,456	5 th	33,191	5 th	\$3,948	38 th	\$4,236	-288	93%
1995	\$139,497,000	5 th	34,215	5 th	\$4,077	43 rd	\$4,534	-457	90%
1996	\$144,340,031	5 th	33,150	5 th	\$4,124	49 th	\$4,681	-557	88%
1997	\$155,354,000	5 th	35,441	5 th	\$4,383	46 th	\$4,882	-499	90%
1998	\$168,724,000	5 th	35,300	5 th	\$4,648	45 th	\$5,147	-499	90%
1999	\$178,271,000	5 th	37,696	4 th	\$4,729	49 th	\$5,464	-735	87%
2000	\$196,684,000	6 th	38,261	4 th	\$5,141	49 th	\$5,951	-810	86%
2001	\$226,942,460	7 th	38,072	5 th	\$5,961	48 th	\$6,633	-672	90%
2002	\$236,999,439	7 th	38,081	4 th	\$6,223	47 th	\$6,934	-711	89%
2003**	\$242,323,022		37,951		\$6,385				

* the 56 entities receiving federal Head Start funds are: All 50 states, District of Columbia, Puerto Rico, Virgin Islands, Outer Pacific Rim, American Indians and Migrant Programs

** 2003 figures are only available for Ohio, through the Regional Office. National figures will be published by the bureau in February of 2004. Averages will be calculated at that time. Figures from 1996 to date include Early Head Start enrollment as well as the preschool Head Start enrollment

Ohio's Comparison to the Top Seven States in Total Dollars Received

(Column 3 on page 1)

Since 1992 Ohio has ranked consistently among the top seven among states in total allocation of Head Start dollars. The other states/entities who have been consistently on that list are: California; New York; Texas; Illinois; Florida; and Migrant and Seasonal. The following chart shows the dollar allocation PER CHILD served among these seven entities for the past 5 years - since the 1998 reauthorization.

Year	State	Total \$ allocation	Rank in funding in the nation	# children served	Rank in # of children in the nation	Average dollar allocation per child (rank in nation)	Ohio's variation Among top states
1998	California	\$528,339,000	1	86,368	1	\$6,111 (8)	(1,463)
	New York	286,961,000	2	45,608	3	6,292 (4)	(1,664)
	Texas	279,640,000	3	57,281	2	4,882 (30)	(234)
	Illinois	182,050,000	4	34,871	6	5,221 (19)	(573)
	Ohio	168,724,000	5	35,300	5	4,648 (45)	--
	Migrant Programs	162,206,000	7	37,166	4	4,370 (50)	278
	Florida	159,055,000	8	30,285	9	5,252 (18)	(604)
1999	California	555,366,000	1	88,860	1	6,239 (2)	(1,510)
	New York	304,283,000	2	45,040	3	6,756 (1)	(2,027)
	Texas	299,891,000	3	58,173	2	5,155 (32)	(426)
	Illinois	192,580,000	4	35,211	5	5,469 (22)	(740)
	Ohio	178,271,000	5	37,696	4	4,729 (49)	--
	Migrant Programs	178,122,000	6	30,366	7	5,866 (12)	(1,137)
	Florida	169,996,000	7	30,792	6	5,521 (20)	(792)
2000	California	642,512,000	1	95,280	1	6,743 (10)	(1,601)
	Texas	361,846,000	2	63,171	2	5,728 (29)	(587)
	New York	342,136,000	3	46,805	3	7,310 (5)	(2,169)
	Illinois	214,965,000	4	37,767	5	5,692 (30)	(551)
	Migrant Programs	206,391,000	5	31,607	7	6,530 (11)	(1,940)
	Ohio	196,684,000	6	38,261	4	5,141 (50)	---
	Florida	195,696,000	7	32,389	6	6,042 (20)	(901)
2001	California	758,590,509	1	97,667	1	7,767 (5)	(1,806)
	Texas	429,075,102	2	67,572	2	6,350 (30)	(389)
	New York	398,522,297	3	48,952	3	8,141 (2)	(2,180)
	Illinois	248,854,680	4	39,805	4	6,252 (34)	(291)
	Migrant Programs	246,904,899	5	33,355	9	7,402 (8)	(1,441)
	Florida	236,056,455	6	34,657	8	6,811 (18)	(850)
	Ohio	226,942,460	7	38,072	5	5,961 (48)	---
2002	California	801,429,541	1	98,687	1	8,121 (6)	(2,132)
	Texas	454,292,444	2	67,664	2	6,714 (27)	(491)
	New York	418,238,532	3	49,493	3	8,450 (3)	(2,227)
	Illinois	259,780,216	4	39,619	4	6,557 (34)	(334)
	Migrant Programs	257,814,769	5	33,850	9	7,616 (10)	(1,787)
	Florida	252,369,803	6	35,610	7	7,087 (15)	(864)
	Ohio	236,999,439	7	38,081	5	6,223 (47)	----

In the five years since the last reauthorization, Ohio has remained in the top seven states in total funding, and the top five states in total funding, however Ohio's allocation per child has been an average of 17% below the average allocation for the other six states during this time period.

COMPREHENSIVE SERVICES PROVIDED TO HEAD START CHILDREN

Federal regulations require that all children enrolled in Head Start receive comprehensive services which go far beyond any that are provided in most child care and/or other preschool settings. In Ohio, state funded public school preschool is required to meet the Head Start Performance Standards as well. Head Start is more than a preschool program or a child care program, Head Start is a comprehensive child development program for poor and at risk children and families which includes a pre-school educational component. It is this comprehensive design which has significantly contributed to Head Start's success, and the comprehensive services which Head Start provides are outlined here. The list is extensive and few, if any other programs provide such extensive services to families in need. Perhaps the most significant service Head Start programs provide is Head Start's distinctive competence of creating a "Compassionate Partnership"™ between Head Start staff and each child's parents, focusing on shaping the future of that Head Start child. The "Compassionate Partnership"™ includes trust, an unpunishing nature, positive attitudes, a psychological contract with no limits, and persistence to help the family in need reach self sufficiency and succeed in life. The Head Start Performance Standards ensure full compliance with the wide range of comprehensive services outlined below.

Head Start services include:

1. High quality, pre-school educational services in a safe and attractive classroom setting, using developmentally appropriate, literacy based curriculum and materials and allowing for appropriate socialization and school readiness of all children. Literacy, language and numeracy are fully incorporated.
2. Teachers and aides who are trained to be positive, supportive, nurturing and caring as well as academically competent to provide developmentally appropriate early childhood education. Each Head Start classroom is required to have at least one teacher with an Associates Degree in Early Childhood Education and/or a staff person with a Child Development Associate Education. Ohio State requirements dictate that by 2007, 100% of state funded classrooms will have a teacher with at least an Associates Degree in Early Childhood Education. Each Head Start classroom must use a curriculum which has a foundation of school readiness activities for all children, and a focus on literacy, reading foundations and numeracy awareness. Where necessary, bi-lingual teachers and other staff are employed, so the first language of the children can be used.
3. Complete and comprehensive health screenings for all children entering the program
 - full medical examination
 - vision screening
 - speech and language use screening
 - hearing screening
 - dental examination
 - nutrition assessment
 - blood work
4. Complete treatment follow-up when screenings indicate a need
 - treatments and long range planning for treatment for any medical condition
 - eyeglasses, if necessary
 - speech therapy, if necessary
 - hearing treatment, if necessary (hearing aids, etc.)
 - all necessary dental treatment, however extensive

- special diet, if necessary, and nutrition follow-up if indicated
 - prescriptive counseling with the family if blood work requires follow-up, such as anemia, lead levels, etc.
 - all necessary and prescribed follow-up
5. Complete follow-up, and future planning with parents focusing on the health and dental needs of the child, connecting the parent with a "medical/dental home" for on-going medical and dental services within the community
 6. Meals and snacks provided for each child, daily, meeting the recommended average daily requirement for the child's age and size. Meal planning and nutrition services must be completed by or supervised by a licensed dietitian.
 7. Opportunities at meal time for the child to:
 - 1) help set table and prepare for the meal,
 - 2) serve himself in a family style setting,
 - 3) try a variety of nutritious foods, cooked in many ways,
 - 4) engage in conversation at mealtime in a family setting and discuss foods, nutrition, appropriate table manners, etc.
 - 5) opportunities to help clean up after the meal
 8. Teeth brushing after each meal, and other appropriate personal hygiene practices
 9. Classroom education about nutrition, personal hygiene, and other health matters
 10. Observations of all children by a mental health professional, and where indicated, follow-up with the child and family on any deviation from normal ranges
 11. When medical and/or mental health screenings indicate, follow-up is provided and a child may be defined within a broad range of disabling conditions. Head Start works with the local educational authorities to identify those children who fall under the IDEA categories of disabilities, and defines some more categories in addition. Head Start programs are required to set aside at least 10% of their funded enrollment for children with disabilities, making Head Start the largest single provider of services to poor preschool children with disabilities in the nation.

The Head Start Disabilities component requires the assignment of a staff person to manage the broad spectrum of work with these children and their families. When needed, classroom aides necessary to work with children with disabilities, are provided by the program.
 12. Each Head Start program is required to have social services staff devoted to working with families, and family needs. The current recommendation is one staff person for every 35 families. These staff persons have and maintain access to the family members, act as a support system, and in general help to guide the family in it's effort toward self sufficiency. Family challenges and problems are addressed by the family advocate, in concert with the family and family goals are set as a part of the interaction between staff and family.
 13. Head Start parents are encouraged and supported as active volunteers in the program, and considerable effort is made with these parents to educate them and guide them in their role as the primary educator of their child(ren). Head Start programs are required to provide a wide range of training and program activities for parents.

4. Parent education must be provided in 1) child development 2) health, nutrition and cooking techniques 3) parenting skills 4) personal and family advocacy, and 5) program management advocacy and participation.
15. Head Start programs are encouraged to hire parents who "meet the job qualifications" for job openings within the program. Historically, Head Start has been a major provider of employment for low-income individuals. Approximately 30% of Head Start program employees are former parents of children in the program. Once hired, these individuals must then avail themselves of the same wide range of professional development activities as other employees, to ensure their ongoing professional competency
16. Transportation is provided for children who need the service. Programs run multi-bus routes each day, picking up and delivering children. Approved school bus vehicles are required by state and federal regulation, and each driver must possess a commercial driver's license. Further, Head Start vehicles travel with both a driver and a second adult on the bus. Where necessary and feasible, Head Start busses can transport parents to and from a job location
17. Head Start regulations require collaboration with other public funded agencies so that the best use of tax dollars is made, and this requirement adds to the management responsibilities of the program. Historically, Head Start money is "the dollar of last resort", requiring that agencies find resources to provide services to children and families (medical, dental, etc.) before using Head Start funding. These collaborative partnerships include extensive collaborations with child care programs and facilities in each local community across the nation.
3. Head Start staff members are provided extensive opportunities for ongoing training and skill development to ensure their professional competency. Each program has a federal training budget to use as they deem appropriate in the fostering of staff professionalism. Further, there is an extensive federally funded training and technical assistance network to assist grantees in the professional development of staff.. The current Head Start Performance Standards mandate that each program have a carefully crafted professional development plan for each staff member and expect that these plans will be executed.
19. All Head Start services are offered to a target population of children regardless of race, culture, religious affiliation, ethnic background, gender and country of origin. All eligible children and families are welcome into the Head Start family, regardless of their background. All Head Start programs extend the same open philosophy to staff members as well and the spirit of racial and ethnic equality, of the value of personhood, and the importance of all people is a quality which Head Start programs bring to their communities.
20. Head Start program directors, as well as all management staff are required to have a foundation in management skills, and are strongly encouraged to pursue training and extensive education in areas related to management, organizational development, human resources, fiscal management and communication systems.

DIFFERENCES IN SERVICE PROVISION REQUIREMENTS

Differences in provided services are in italics

Private Pay Child Care
(Ohio Day Care Licensing)

Federal/State Head Start Funded
(Part day, full day, collaborative partners)

HEALTH/MENTAL HEALTH/DISABILITIES

<p>Medical Statement /Physical</p> <ul style="list-style-type: none"> - Immunization record - Medical/Dental Emergency Plan - Emergency Transportation Authorization/Contacts - Incidence Reports - Communicable Disease Policy - Administration of Medication/Food Supplement policy - Nutritional Requirement of Meals <p>Care of Children with Handicapping/Health Conditions</p> 	<ul style="list-style-type: none"> - Medical Statement/Physical - Immunization record - Medical/Dental Emergency Plan - Emergency Transportation Authorization/Contacts - Incident Reports - <i>Toileting accidents/ clothing change notice</i> - Communicable Disease policy - Administration of Medication/Food Supplement policy - <i>Nutritional History</i> - Nutritional Requirement of Meals - <i>Recruitment of Children with Handicapping/Health Conditions</i> - <i>Care of Children with Handicapping/Health Conditions*</i> - <i>Dental Examination and any necessary follow-up</i> - <i>Vision Screening and any necessary follow-up</i> - <i>Hearing Screening and any necessary follow-up</i> - <i>Speech Screening and speech therapy if necessary</i> - <i>Mental Health Services - classroom and individual observations by Mental Health professionals, and follow-up conferences with parents. Professional intervention if indicated</i> - <i>Services to Children with Disabilities - CSPs, IFSPs and referrals for evaluations</i>
---	---

EDUCATION

<ul style="list-style-type: none"> - Child Discipline Policy - Daily Routine - Developmentally appropriate practice - Curriculum (developmentally appropriate) - Variety of activities - Variety of developmentally appropriate materials - Lesson plans - Case notes - Parent/teacher conference (one per year) - Indoor/outdoor space requirements - Fire/tornado drills 	<ul style="list-style-type: none"> - Child Discipline Policy - Daily Routine - Developmentally appropriate practice - Curriculum (developmentally appropriate <i>and literacy, language and numeracy based</i>) - Variety of activities, including <i>focus on literacy, language and numeracy</i> - Variety of developmentally appropriate materials - Lesson Plans - Case notes - Parent/teacher conferences (<i>two times per year</i>) - <i>Teacher home visits (two times per year)</i> - <i>Developmental screening</i> - <i>Developmental assessment</i> - <i>Educational observations, IEP's and/or HSCP's if necessary</i> - <i>Key notes</i> - <i>Transition activities into the program and out of the program</i> - <i>Developmental summaries</i> - <i>Program improvement plans</i> - <i>Field trips</i> - Indoor/outdoor space requirements - Fire/tornado drills
---	--

PARENT INVOLVEMENT/SOCIAL SERVICES

<ul style="list-style-type: none"> - Parent Access - Parent Roster - Parent Concern policy - Parent participation/parent group meeting (one time per year) <p>Sharing information with parents</p> 	<ul style="list-style-type: none"> - Parent access - Parent Roster - <i>Parent Handbook</i> - Parent Concern policy - Parent participation/parent group meetings (<i>monthly</i>) - <i>Parent opportunity for involvement in program governance</i> - <i>Newsletters</i> - <i>Parent referrals</i> - <i>Compassionate Partnering between parent and staff</i> - <i>Parent volunteer opportunities</i> - <i>Parent training opportunities</i>
--	---

**Head Start Plus
Bottom Line
For SFY 2005**

Total TANF Dollars Budgeted: \$108,184,000
2005 – Total Number of Children to be Served: 14,000

Would Include:

Head Start (part day/year)

-4,000 children served
--\$19,584,000 budgeted
--cost per child: \$4,896

Head Start Plus (full day/year)

-10,000 children served
--\$86,600,000 budgeted
--cost per child: \$8,660

Ohio Department of Education

--\$2,000,000 budgeted for administration

-
- **Child Care funding is required and must maintain budgeted amount for 10,000 children.**



YMCA

**We build strong kids,
strong families, strong communities.**

YMCA OF CENTRAL OHIO

40 West Long Street
Columbus, Ohio 43215
614/573-3603 ♦ 614/224-0639 fax
lmackessy@ymcacolumbus.org

Testimony for the Head Start Partnership Study Council

Hello. My name is Linda Day-Mackessy. I have worked at the YMCA of Central Ohio for the past 15 years as the child care director. We operate 50 child care centers in the Central Ohio area. YMCA's are the largest provider of child care in the country and the largest provider in the State of Ohio. I am also a member of the Ohio Association of Child Care Providers (OACCP), representing members from the 3500 child care centers in Ohio.

I am here today to talk about high quality early childhood care and education. I will talk about where we have been, where we are now, and where we plan to go.

In the 1970's, child care centers had to meet standards based on federal guidelines in order to access Title XX (or public child care) funding. By meeting these federal standards, child care centers were reimbursed based on their actual costs for providing the child care service as well as speech and hearing services and family services. In the 1980's, child care centers began to be reimbursed based on a per child rate, eliminating the funding necessary to provide all of the special services. In the 1990's, centers looked for more resources in order to continue providing high quality early learning and began to form Head Start Partnerships.

Today, in Ohio, there is great variability in the quality of these Head Start/Child Care partnerships across the State. Some Head Start partnerships provide abundant resources to child care centers and have great communication between the entities while others do not. What child care centers care about, and have always cared about, is getting resources to the classroom to help the children of working parents. These children are in our care for ten to eleven hours per day, 250 days per year, and we have enormous potential to prepare children for success in school and success in life.

In Ohio, 262,000 children are served in licensed child care centers. In Ohio, nearly 105,000 children are receiving subsidized child care. The State of Ohio spends an average of \$42 million per month on subsidized child care. It is the State's second largest publicly financed program (Medicaid is the largest). Subsidized child care allows nearly 56,000 families to go to work everyday. In addition, 50,000 people are employed in child care settings in Ohio.

Perhaps it would be helpful to describe to you what I do in my centers to provide quality care and education. Our three infant/toddler/preschool centers are accredited by the National Academy for the Education of Young Children. In order to have the resources to deliver this level of quality, I access private and public resources. We have contracts to serve low-income children with our county Department of Job and Family Services, we access funds from ODE through the Child and Adult Food Program, and we have Head Start Partnerships. In terms of private funding, we receive funds from United Way of Central Ohio, Champion of Children, pursue grant funding, conduct our own annual giving campaign, and even have bake sales.

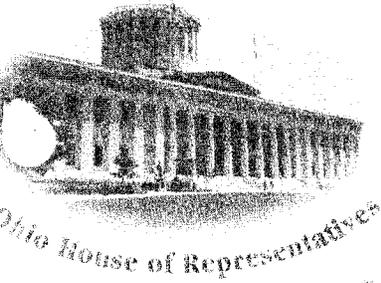
Continued Head Start Partnership funding is critical to our ability to deliver quality early learning. As a result of funding from our Partnership we raised lead teacher salaries, resulting in better teacher retention and more consistency for our children. Head Start Partnership funding has also allowed us to purchase better early literacy materials and other educational materials.

My point is that many child care centers are committed to quality and many will do whatever it takes to deliver this quality to children. We meet or exceed licensing standards. In Ohio, 329 centers are Accredited centers and 511 centers are working toward Accreditation. We have been trying to survive with reimbursement rates for publicly funded child care that have been frozen based on a market rate survey conducted 3 ½ years ago.

In terms of school readiness, a study released in 1999 found that "children in high quality child care demonstrated greater mathematical ability, greater thinking and attention skills, and fewer behavioral problems than children in lower quality care. These differences held true for children from a range of family backgrounds, with particularly significant effects for children at risk."

Head Start Partnerships and Head Start Plus may be two different things but are closely related. The departments may have had something different in mind when they started the conversation but now we have the overlay of people's experiences with different partners around the State. Child care professionals are pleased to have been included in this Study Council and we are optimistic about analyzing best practices in order to design a Head Start Plus program where resources get to the classroom. It is important for Head Start Partnerships to have consistent guidelines that are uniformly followed across the State. In terms of our vision for the future, child care professionals dream of a seamless system where the funding follows the child and where the funding is adequate to provide the speech and language services, nutrition services, and family services necessary to get children from low-income families off to a great start during this critical period of their lives. Child care professionals are viewing this Study Council as an opportunity to plan for solutions that provide the maximum benefit to the child and family.

As part of OACCP and the YMCA Public Policy Committee of Ohio, I have access to hundreds of child care providers across the State. OACCP and the YMCA will be happy to provide you with the information necessary to help you with your work. Thank you for the opportunity to speak today.



**Minutes
Head Start Partnership Study Council
November 06, 2003**

**Merle Grace Kearns
State Representative**

2nd House District
Part of Clark County

District Office

2664 Brookdale Drive
Springfield, Ohio 45502
telephone: (937) 323-1581

Capitol Office

Riffe Center
77 South High Street
Columbus, Ohio 43215-6111
toll free: (800) 282-0253
telephone: (614) 466-2038
fax: (614) 644-9494
District72@ohr.state.oh.us
www.house.state.oh.us

Committees

Education

Federal Grant Review
and Education
Oversight
Subcommittee
Finance and
Appropriations
Human Services
Subcommittee, Chair
Health
Children's Healthcare
and Family Services
Subcommittee
JCARR
Legislative Office of
Education Oversight

Chairman Kearns called the meeting to order at 10:05 AM.

Roll was called and a quorum was present.

Chairman Kearns asked the council for any subcommittee non voting members to be added to ensure representation of all points of view.

Chairman Kearns called for any items of new business; none added.

Reimbursement forms were explained.

Chairman Kearns called Jerry Collamore and Tom Scheid to present on behalf of counties.

Jerry Collamore and Tom Scheid presented on behalf of County Commissioners and Ohio Job and Family Services Director's Association.

Jerry Collamore and Tom Scheid answered the council's questions.

The council broke into subcommittees for a working lunch.

Chairman Kearns recalled the subcommittees to brief the council at 1:55PM.

Greg Moody briefed the council on the activity of the Program Design Subcommittee.

Senator Carey briefed the council on the activity of the Accountability Subcommittee.

Representative Hoops briefed the council on the activity of the Fiscal Subcommittee.

Chairman Kearns briefed the council on the activity of the Administration Subcommittee.

Chairman Kearns reminded the council of the next meeting dates of November 20th and December 4th.

Chairman Kearns advised the council of the presentations for the next meeting.

Chairman Kearns asked the council for any additional comments or questions.

Chairman Kearns adjourned the meeting at 2:10 p.m.


Merle Grace Kearns, Chairman

Tim Taylor
President
Geauga County DJFS
Chardon, Ohio

Mary Lou Langenhop
President Elect
Franklin County DJFS
Columbus, Ohio

Bruce Jewett
Vice President
Butler County DJFS
Hamilton, Ohio

Roxane Somerlot
Secretary
Marion County DJFS
Marion, Ohio

Lynn Angelozzi
Treasurer
Tuscarawas County DJFS
New Philadelphia, Ohio

Bob Suver
Immediate Past President
Clark County DJFS
Springfield, Ohio



Established 1946

Phone 614-221-3688
Fax 614-221-1667
www.ojfsda.org

OHIO JOB AND FAMILY SERVICES DIRECTORS' ASSOCIATION

37 West Broad Street, Suite 1120 • Columbus, Ohio 43215

Loretta Adams, Executive Director

TO: OHIO HEAD START PARTNERSHIP STUDY COUNCIL

FROM: Jerry Collamore, Legislative/Policy Consultant
Ohio Job and Family Services Directors' Association

SUBJ: County Concerns Regarding Child Care and Head Start

DATE: November 6, 2003

As representatives of counties on the Ohio Head Start Partnership Study Council, we appreciate the dedication of the Chair and the members of the Council to improving the health, safety and educational enrichment of the children of Ohio's working poor families.

We offer the following observations to clarify the interests of county agencies and provide information on funding and other relevant issues for the Council's consideration.

Primary Mission of the County Department of Job and Family Services (CDJFS)

With the welfare reform of the late 1990's the primary mission of the county job and family services departments changed from providing cash support to non-working families to removing barriers preventing adults from working and providing support services to families where parents have become employed.

Welfare reform not only encourages work, it *requires* participants to work. Thousands of Ohioans have done what they were asked since 1997 and cash assistance caseloads are down over 60% statewide – in some counties over 90%.

The two most important support services to getting people to work and keeping them working are health care coverage and child care.

As a result of this radical change in America's approach to helping low income families, counties now spend more dollars on support for working families than on cash assistance to non-working families. As a matter of fact, Ohio spends more TANF dollars annually for child care alone (\$365 million) than for cash grants (\$318 million).

Temporary Assistance for Needy Families (TANF) Block Grant

The vehicle for federal welfare reform, the TANF block grant, became effective on October 1, 1997. The block grant gave states the flexibility to deal with the needs of poor families. In exchange for states agreeing to accept a block grant consisting of about 85% of what was spent on the Aid to Dependent Children and related programs in fiscal year 1994, states received this same grant amount each year for five years.

Each year Ohio is entitled to \$728 million in federal funds. The state of Ohio and counties must spend \$400 million in state and local funds as the state's Maintenance of Effort (MOE). Ohio and Ohio counties took the opportunity to completely retool and redirect its state-supervised, county-administered system, but did so in a thoughtful, incremental way. As a result, a surplus in carry over of TANF funds built up between 1997 and 2000 to as much as \$850 million.

However, because of implementation of flexible Prevention, Retention and Contingency (PRC) programs in counties, increased spending on child care, and the use of \$175 million in TANF dollars for Head Start, the surplus is gone and the state and counties face increasing need for support services for working poor with a flat \$728 million in TANF each year to cover those costs.

In state fiscal year (SFY) 2004, CDJFSs statewide are receiving \$175 million less in TANF funds than in SFY 2003 to pay for direct services, PRC and administration. The basic allocation of TANF funds remains at \$318 million, which is the same as the cost of cash assistance and \$100 million less than child care, including Head Start.

Reauthorization of the TANF block grant by Congress was due by October 1, 2002. We continue to operate under continuing resolutions and the political situation makes it unlikely that reauthorization will happen until after the November 2004 presidential election.

The \$1 billion (the Senate discussed as high as \$5 billion) additional for child care proposed in the House version will not become a reality until reauthorization is passed. One billion dollars over five years would amount to only \$37 million for Ohio. When reauthorization passes it will likely raise the current work requirement for cash grant recipients from the current 30 hours to anywhere from 32 to 40 hours. This would create additional child care needs which would more than wipe out the proposed additional \$1 billion in child care dollars. This would mean no new federal dollars to meet the increasing cost of child care in Ohio.

Child Care Expenditures in Ohio

Child care expenditures in Ohio have grown nearly tenfold from \$50 million in 1995 to \$500 million in 2003. Much of this growth has been funded by the federal Child Care Development Block Grant. A significant portion of this cost, however is funded by an infusion of \$267 million in TANF funds – \$122 million direct charged to TANF and \$145 million in TANF transfer to the CCDBG. Adding the \$98 million spent on Head Start brings the total of TANF dollars spent to \$365 million and the total child care-related expenditures from all sources to nearly \$600 million.

Although annual caseload growth peaked in SFY 2001 at nearly 20%, cost growth (5.3%) continues to outstrip caseload growth (4.2%) in SFY 2003. (See attachments A, B and C.)

Factoring Head Start into this picture, it must be remembered that the 10,000 Head Start Plus slots for SFY 2005 include meeting the basic child care needs of those 10,000 children. A reduction in Head Start slots would therefore, also reduce child care slots.

Projecting the Future

For the Ohio Head Start Partnership Study Council to make reasonable recommendations for the future, it will be necessary to have solid estimates of caseload size and cost. In order to develop these estimates, it will be necessary to address significant variables:

- The Economy
If the economy continues to improve, more people will have jobs, which will necessitate more child care
- TANF Reauthorization
The delay means no change in TANF allocations to states and no new dollars for child care.

Passage might mean less TANF funding, as easily as it might mean more.

Passage will likely increase work requirements for Ohio Works First recipients soaking up extra federal child care dollars.

- TANF Funding Realities
With the TANF surplus gone and continued cost increases, ODJFS projects a \$130 million shortfall in Ohio's TANF block grant by the end of SFY 2005.
- Head Start Reauthorization
Congress is discussing block granting Head Start which might allow more flexibility and coordination, but may reduce total dollars.
- HB 40 - Child Care Cost Reduction Changes
Increases in co-payments and reductions in income eligibility levels will almost certainly reduce the growth of child care caseloads, but will not likely result in an absolute reduction in caseloads and/or costs.

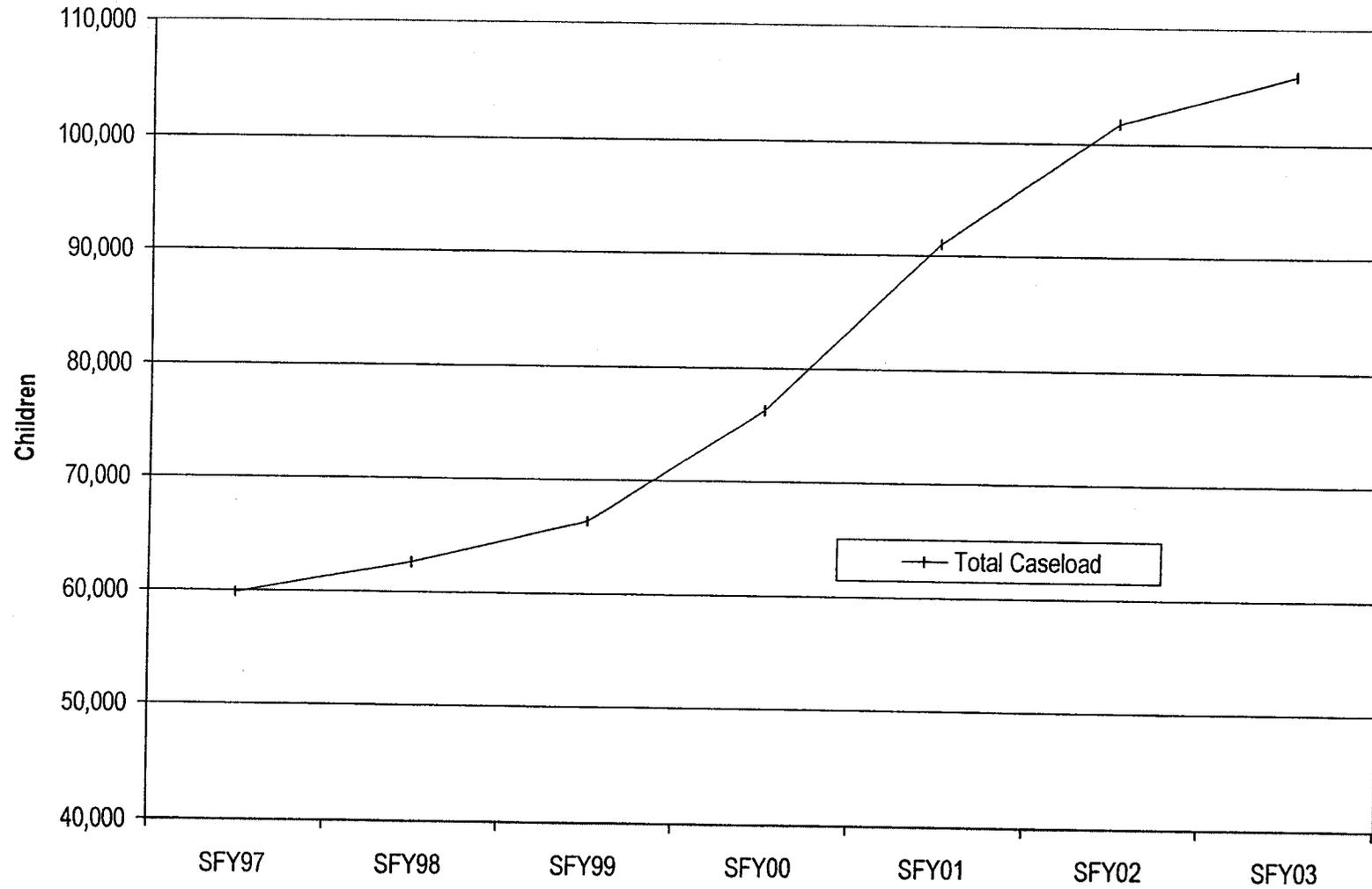
Conclusion

Given the mission of county job and family services departments in providing support to working poor families, the Ohio Job and Family Services Directors' Association (OJFSDA) offers the following principles to consider in the work of the Council:

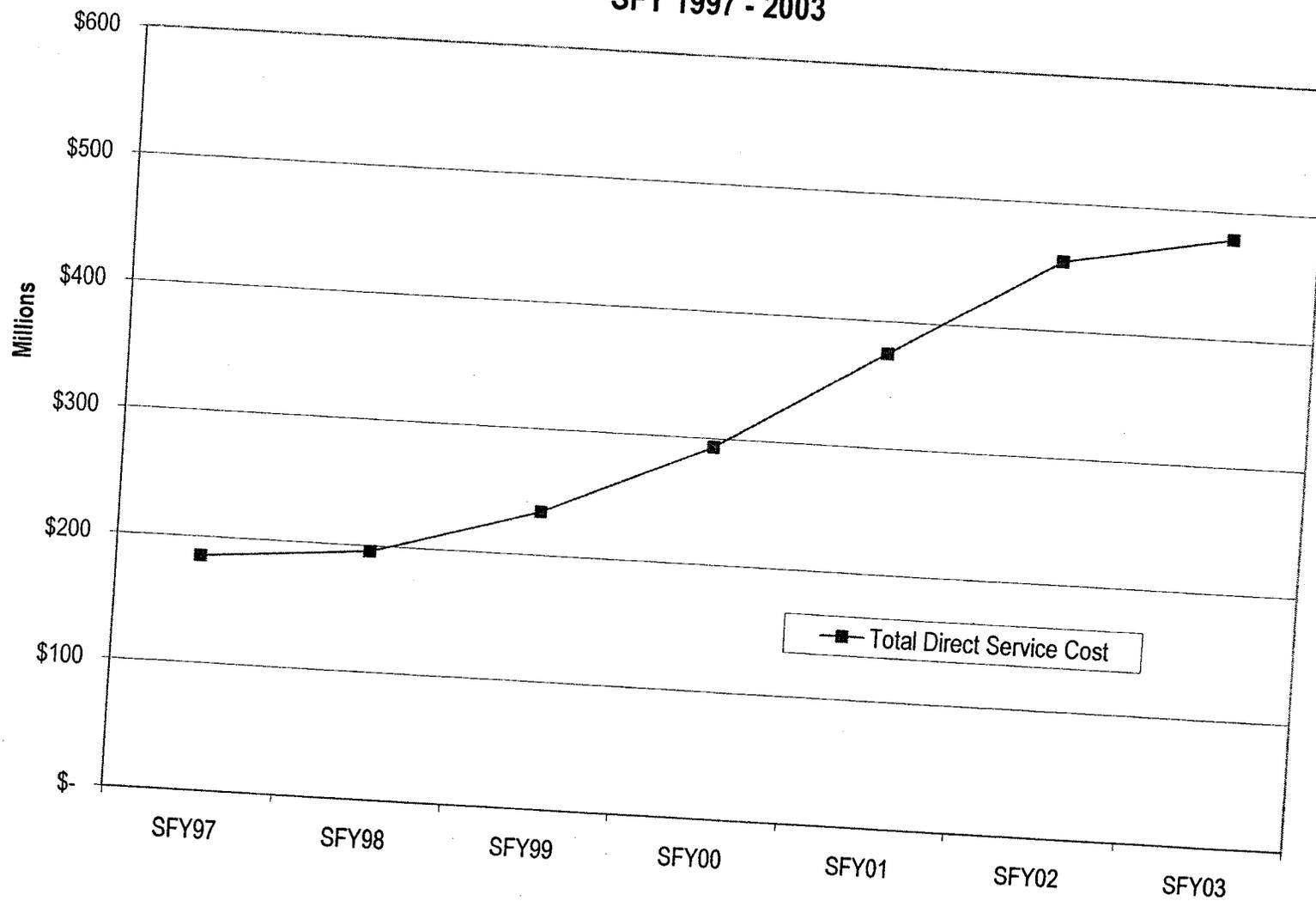
- Preserve availability of child care to protect health and safety for children of working families.
- Increase quality of care and educational components of basic child care.
- Coordinate child care and Head Start to reduce duplication and administrative costs, and accomplish the above two goals.

Counties will continue to work with the Ohio Head Start Partnership Study Council and all stakeholders to improve child care for low income Ohio families.

Child Care Average Monthly Caseload SFY 1997 - 2003



Total Direct Service Child Care Expenditures SFY 1997 - 2003



ATTACHMENT B

ATTACHMENT C

Child Care Expenditures SFY 1997-2003

SFY	Total Caseload	Caseload Growth	Total Direct Service Cost	Cost Growth
SFY97	59,795		\$ 184,401,761.33	
SFY98	62,630	4.74%	\$ 195,497,669.36	6.02%
SFY99	66,330	5.91%	\$ 234,313,481.50	19.85%
SFY00	76,318	15.06%	\$ 293,097,436.30	25.09%
SFY01	91,043	19.29%	\$ 374,421,220.15	27.75%
SFY02	101,622	11.62%	\$ 454,331,202.69	21.34%
SFY03	105,874	4.18%	\$ 478,433,435.40	5.30%

Notes:

1) Average Monthly Caseload



**FRANKLIN COUNTY
DEPARTMENT OF JOB AND FAMILY SERVICES**

80 E. FULTON ST. ♦ COLUMBUS, OHIO 43215-5174
(614) 462-4000

MARY LOU LANGENHOP, DIRECTOR

TO: OHIO HEAD START PARTNERSHIP STUDY COUNCIL

FROM: Thomas Scheid, Assistant Director
Franklin County Department of Job and Family Services

SUBJ: County Concerns Regarding Child Care and Head Start

DATE: November 6, 2003

Good morning, I am Thomas Scheid, and I am Assistant Director at the Franklin County Department of Job and Family Services. I also co-chair the Child Care Committee for the Ohio Job and Family Services Director's Association. Thank you for the opportunity to share some thoughts from a county perspective.

Counties want improvements in the quality of early learning services available in our communities. This is a priority for many of us, and we are putting time and dollars into efforts in collaboration with school systems, Head Start agencies, and child care providers, to provide the highest quality services possible. Quality child care funds that we receive from the state are used to implement local solutions to increasing the quality of our child care programs. These funds are being used to provide additional staff training, to support home providers and centers in becoming accredited, and in helping child care staff obtain advanced education, training, and credentialing for working with young children.

We must, however, keep this priority within the context of our primary mission in serving working families. And that context is further defined by the funding that is available to us.

We are just now feeling the impact in our communities of the cuts made in this budget that reduced eligibility for families already in the child care program, and who were already dependent upon those subsidized child care arrangements to allow them to go to work. In Franklin County, that is over 500 families who have now been completely dropped, with no assistance in paying for child care. For a family of 3, with one child needing child care, this means that if your household income is over about \$25,000 per year, instead of paying \$203 per month (maximum co-pay) you will be paying the full

private pay rate, and seeing over 30% of your *gross* income going towards child care. The cost of being employed just went up substantially.

In fact, the story is actually worse than what I have just described. There are *more* than 500 families in Franklin County that have been directly affected by the eligibility change. Let me explain. Back in July, our data showed that we had about 800 families that would lose eligibility when the limit dropped from 185% to 165% of poverty. We began to see families coming in with documentation that their income had dropped, and as a result the number of families expected to lose eligibility dropped to a bit over 600 families in September, the month prior to the eligibility change taking effect. It dropped to just over 500 in October. I talk to my counterparts in Hamilton and Cuyahoga counties, and in smaller counties, and they experienced similar last-minute drops in the number of families affected by the eligibility change.

It was not a worsening of the local economy that caused this dramatic drop in the number of families who were losing child care eligibility. No, what happened is that families had to make some difficult choices. For many of these families, the cost of child care was not something that they could handle within their family budgets. For them, the answer was to reduce the number of hours they worked, to reduce their income, so that they could keep the child care they could not otherwise afford. They kept their child care, but lost income in a household that didn't have extra income to lose.

We need quality early learning programs and experiences for our children to be successful, and for them to become all that they can become. We must find ways to support families in providing these experiences for their children, whether at home, at school-based programs, at Head Start, or in child care settings.

We believe that the challenge to this Study Council is to find ways to do this that do not further erode the commitment that the county departments of Job and Family Services have to providing basic, safe, and healthy, child care for children of working families.



Ohio House of Representatives

**Merle Grace Kearns
State Representative**

72nd House District
Parts of Clark County

District Office

2664 Brookdale Drive
Springfield, Ohio 45502
telephone: (937) 323-1581

Capitol Office

Riffe Center
77 South High Street
Columbus, Ohio 43215-6111
toll free: (800) 282-0253
telephone: (614) 466-2038
fax: (614) 644-9494
District72@ohr.state.oh.us
www.house.state.oh.us

Committees

Education
Federal Grant Review
and Education
Oversight
Subcommittee
Finance and
Appropriations
Human Services
Subcommittee, Chair
Health
Children's Healthcare
and Family Services
Subcommittee
JCARR
Legislative Office of
Education Oversight

**Minutes
Head Start Partnership Study Council
November 20, 2003**

Chairman Kearns called the meeting to order at 10:05 AM.

Roll was called and a quorum was present.

Minutes for the meeting on 11-06-03 were approved.

Chairman Kearns set December 18, 2003 as an additional meeting date.

Chairman Kearns briefly explained the presentations for the day.

Chairman Kearns introduced Diane Schilder, who presented the Partnership Impact Study.

Chairman Kearns introduced Diane Bennett, Action for Children, Rick Brandon, PhD, and Erin Maher, PhD., Human Services policy Center - University of Washington, who presented Funding High Quality Early Care and Education for Low Income Children Ages 3-5 in Ohio with the use of video teleconferencing.

Dr. Brandon and Diane Bennett answered the council's questions.

Diane Schilder was reintroduced to answer questions regarding the Partnership Impact Study.

Chairman Kearns requested the council to break into subcommittees for a working lunch.

Chairman Kearns asked the subcommittees to decide if they can make recommendations by December 4th or December 18th.

Chairman Kearns recalled the subcommittees to brief the council on their activities.

Senator Gardner briefed the council on the activity of the Program Design Subcommittee and advised the council that its recommendations should be ready by December 4th.

Senator Carey briefed the council on the activity of the Accountability Subcommittee.

Representative Hoops briefed the council on the activity of the Accountability Subcommittee.

Chairman Kearns briefed the council on the activity of the Administration Subcommittee.

Chairman Kearns suggested that the Program Design and Fiscal subcommittees work together on December 4th as well as the Accountability and Administration subcommittees.

Chairman Kearns discussed possible presentations for the next meeting.

Chairman Kearns asked for any additional items of new business.

Chairman Kearns adjourned the meeting at 2:10 p.m.

Merle Grace Kearns
Merle Grace Kearns, Chairman



Partnership Impact

research project

Ohio Head Start Council
November 20, 2003

Presented by: Diane Schilder
Education Development Center, Inc.

©2003 Education Development Center, Inc.

Goals of the Presentation

Provide Head Start Council members with information about. . .

- Our study of Ohio's partnerships
- The influence of partnerships on services and quality
- Parent and teacher perspectives
- Financing data that are available
- Future analyses that can address the Council's needs



Partnership Impact

research project

Description of the Research

Research question: What is the influence of partnership on child care center quality and parents' access to services?

Design: Longitudinal, quasi-experimental design with new data collection from a randomly selected sample of **Ohio** child care centers engaged in partnership and non-partnering (comparison) centers.

Methods: Questionnaires administered to child care center directors, directors or partnership coordinators of partnering Head Start programs, parents of children attending centers, and preschool teachers. Interviews with directors of child care centers in partnership.

Definition of partnership and study focus: Formal agreements between a Head Start agency and a child care centers that provide full-day, year-round services to preschool-aged children.

Background: Methodology

Sample:

- 141 child care centers, selected based on a stratified random sample
- 75 child care centers partnering with Head Start, remaining are comparison centers

Methods:

- Questionnaires completed by 141 **child care center directors**, Spring 2002*
 - Data includes: size of the center, funding sources, budgets, characteristics of the workforce, ratios, training, services, etc.
- Interviews with 75 **child care directors in partnership**, Spring/Summer 2002*
 - Data includes: duration of partnership, resources exchanged, type of partnership activity, etc.
- Questionnaires completed by **Head Start agencies** partnering with child care, Summer 2002-Spring 2003
 - Data includes: resources provided, services provided, duration of the partnership, nature of the partnership, etc.
- Questionnaires completed by **155 child care center teachers and 738 parents**, Winter 2002/03
 - Teacher data includes: curriculum, teacher practice, teacher training
 - Parent data includes: perceptions of quality, access to services

*Sources of data for findings presented in this Powerpoint.

Background: Study Focus

Study is designed to understand:

- **Characteristics of child care centers** (numbers served, percent subsidized, racial/ethnic characteristics of population, etc.)
- **Structural features of quality** (ratios, teacher qualifications, teacher training, partnership types, etc.)
- **Services provided** (Vision, hearing, dental, health, mental health, speech, nutrition, social service referrals, legal assistance, etc.)
- **Teacher characteristics** (training, experience, practice, beliefs)
- **Parents' perspectives on quality and access to services**
- **Nature of partnerships** (duration, resources exchanged, partnership practices such as methods for communicating, etc.)
- **Differences** between child care centers in partnership and those not in partnership, as well as differences between different types of partnerships
- **Changes over time**

Baseline Results in Brief: Full Day, Full Year

Child care centers in the study provide full day, full year services:

- Both partnering and comparison centers provide services for 12 hours per day
- Most of centers (85%) provide services for 52 weeks per year

Baseline Results in Brief: Partnering Centers Provide More Services

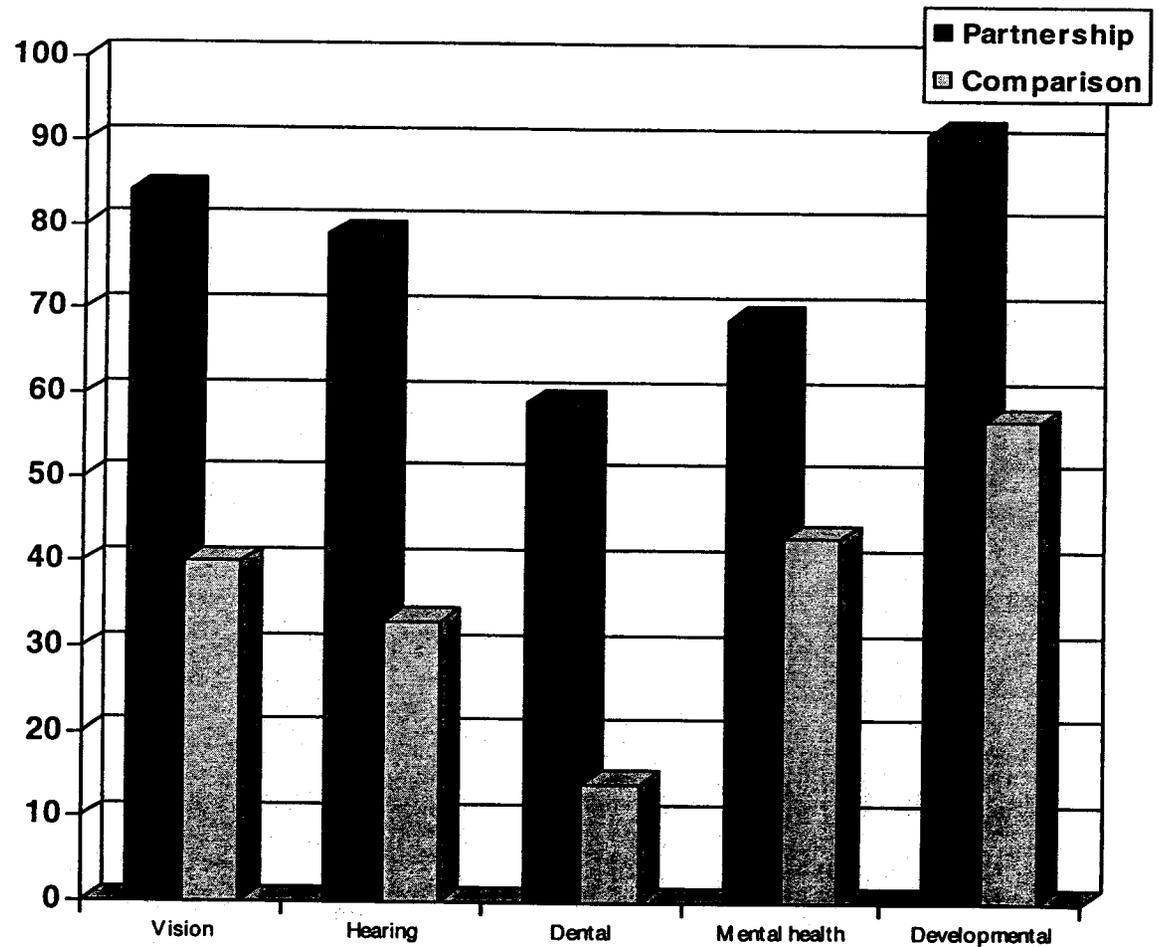
Child care centers that partner with Head Start provide more referrals, screenings, and services to children and families than comparison centers.

- **Directors** of child care centers in partnership report offering more referrals, screenings, and services
- **Teachers** at partnering centers report offering more referrals, screenings, and services
- **Parents** whose children attend partnering centers report receiving more referrals, screenings, and services

Child Care Centers in Partnership Are More Likely to Provide Screenings

Child care centers in partnership are more likely to provide screenings for children:

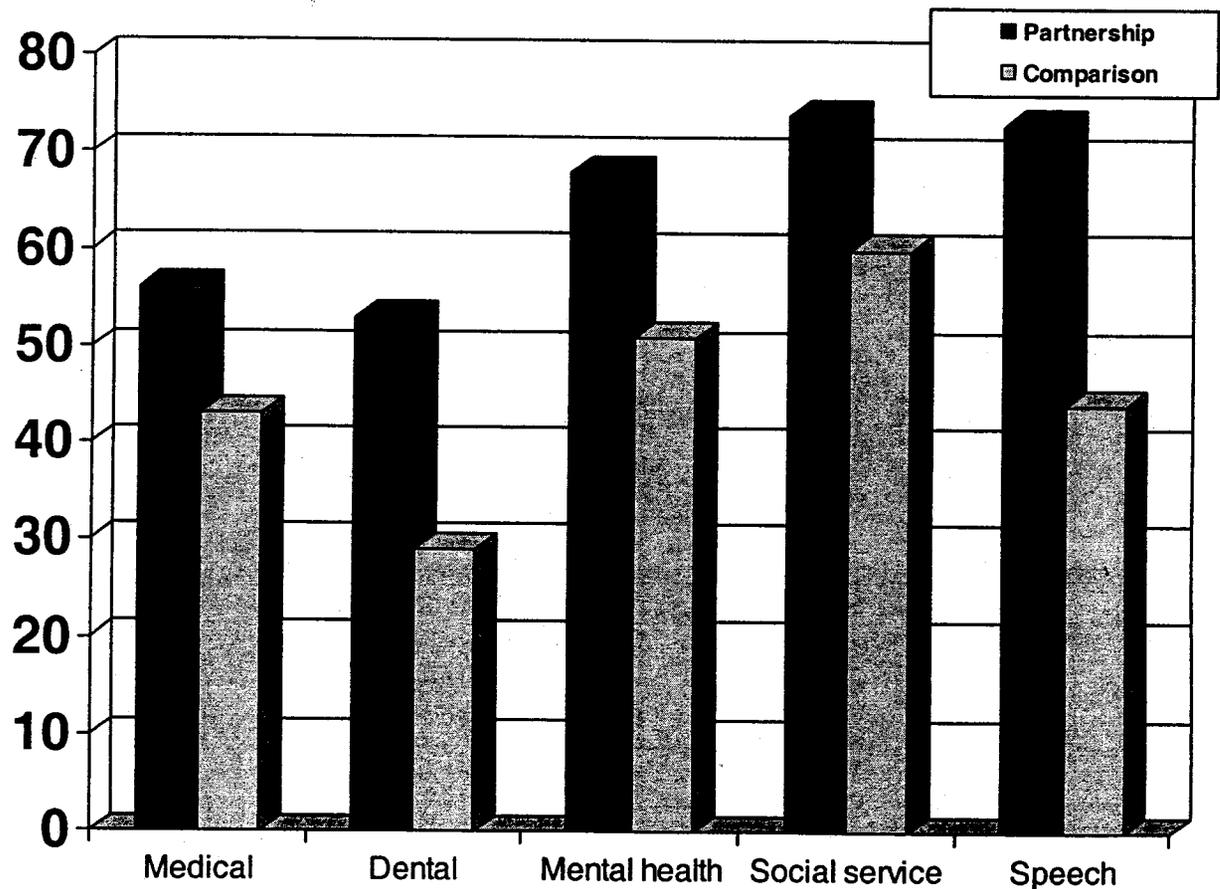
- Vision screenings
- Hearing screenings
- Dental screenings
- Mental health screenings
- Developmental screenings



Child Care Centers in Partnership Are More Likely to Provide Referrals

Child care centers in partnership are more likely to offer referrals for children:

- Medical referrals
- Dental referrals
- Mental health referrals
- Social service referrals
- Speech therapy referrals



Baseline Results in Brief: Partnering Centers Differ on Some Quality Variables

- Teachers at partnership centers are more likely to receive some benefits*:
 - **More receive paid vacation (82% versus 72%)**
 - **More receive paid sick leave (62% versus 51%)**
- Teachers at partnership centers are more likely to receive consistent guidance from directors (60% versus 48%)
- Teachers at partnership centers are more likely to have enough funds for supplies and activities (65% versus 55%)
- Teachers at partnership centers are more likely to use Creative Curriculum/High Scope (30% versus 12%)

*Benefits are associated with staff retention, improved quality

Parent Data in Brief

Parents whose children attend partnership centers are more likely to . . .

- Receive parent involvement opportunities
- Receive services and referrals for their children
- Receive referrals for themselves

Parent data are consistent with data from directors and teachers.

Partnership Data in Brief

Variation exists in partnership. . .

- Duration (from 1 year to about 9 years)
- Numbers served (from 1 to 38; average of 11)
- Resources exchanged (money, professional development opportunities, supplies, etc.)
- Management and quality
- Number of center based partnerships has decreased (approx. 10%) since 2002

Resource Data in Brief

- The average per child amount child care centers receive from Head Start is \$2,600
 - Most centers (70 percent) use funds for equipment, supplies, and curriculum materials
 - Many centers (over half) use funds for training or to enhance teachers' salaries
- Head Start also provides equipment, supplies, training, and materials directly to centers
 - Half of the centers receive equipment directly from Head Start
 - 60 percent receive supplies from Head Start
 - 90 percent receive training from Head Start
- In some cases, Head Start . . .
 - Employs and supervises teachers who work in the child care centers (about 30 percent of centers report that this occurs)
 - Provides one-time payments to centers to cover first year costs

Partnership Data in Brief

Nearly all of the partnerships in the study . . .

- **Have a written contract with Head Start**
 - 95 percent have an agreement
 - 2 percent are in the process of establishing an agreement

- **Regularly update the contract (93 percent)**
 - Update the contract annually (73 percent)
 - Update the contract “as needed”

- **More than 60 percent of directors have written documents specifying . . .**
 - Maximum number of partnership children to be served
 - Roles and responsibilities of each partner
 - Partnership goals
 - How to meet Head Start Program Performance Standards through partnership
 - How to recruit and enroll Head Start children

Additional Partnership Data

The study is also examining...

- Partnership Quality
- Partnership Finances
- Management Practices
- Benefits to Partnering
- Challenges to Partnering

**Funding High Quality Early Care and Education for
Low Income Children Age 3-5 in Ohio**

**A Report to Action for Children
Columbus, Ohio**

**Prepared by:
Richard N. Brandon, PhD
Erin J. Maher, PhD**

**Human Services Policy Center
Evans School of Public Affairs
University of Washington**

November 20, 2003

The Human Services Policy Center (HSPC) gratefully acknowledges the funding provided by Action for Children in seeking this study. The funding we received through Action for Children was provided by United Way of Central Ohio, whose support and continued commitment to improving the lives of children and families is gratefully acknowledged. The Ohio team that worked with us included helpful participation from officials from the Ohio Department of Education and the Ohio Department of Jobs and Family Services.

Human Services Policy Center, Evans School of Public Affairs.
Box 354804 University of Washington, Seattle, WA 98195. 206-685-3135.

www.hspc.org

‘Forging A Brighter Future For Children And Families’

Purpose

This report by the Human Services Policy Center (HSPC) is designed to assist Action for Children, the Franklin County early childhood policy community and the state of Ohio to explore options for providing high quality, center-based Early Care and Education (ECE). We have also considered the costs of ancillary social and health services for the population of low income children proposed to be served by Ohio Head Start Plus at new levels of state funding. Children are eligible if they are between ages 3 and 5, and have family income not exceeding 165% of the Federal Poverty line (\$30,360 for a family of four in 2003). The goal of this process is to determine what amount of basic early care and education and additional ancillary services could be provided at an annual cost of \$8,500 per child (the new state allotment), with a potential parent co-payment not to exceed \$1,000 per child.

A. Available funds per child

The State of Ohio will be providing a basic allotment of \$8,500 a year per eligible child. In addition, Head Start Plus will be allowed to charge parents a co-payment amount not to exceed \$1,000 a year. We have conducted an analysis to estimate a reasonable expectation of average co-payment amount, based on the current Ohio co-payment system for vouchers under the child care development fund (CCDF). These average per-child co-payments could be an additional amount received by contracting service agencies and added to the state allotment of funds to serve children.

We have considered two co-payment levels: the CCDF Ohio schedule in place prior to June 9th, 2003 and the new, less generous schedule enacted on that date.

Following the original schedule, we have assumed that there will be no co-payment for families with income below 20 percent of state median income (SMI), and a sliding scale payment from families between 20% SMI and the maximum eligibility limit of 165% of poverty. This works out to an overall average co-payment of \$360 per child. If not all co-payments are actually collected, then the funding availability would be somewhat less.

Under the new co-payment provisions, the lowest-income families have a small co-payment instead of no co-payment. In addition, as income increases the co-payment amounts are greater than in the prior co-payment schedule. Under the same assumptions about co-payment collection, this new co-payment yields an estimated average co-payment of \$511 per child. However, this less generous set of provisions may make it less likely that the full co-payment amount will actually be collected from all parents.

An issue raised in preliminary discussions of the co-payment schedule is the possibility that giving contractors an allotment based upon an average level of co-payment would create an incentive for providers to enroll a disproportionate share of children from families in the upper range of income eligibility. From these families a higher rate of co-payment would be expected, thereby increasing the providers' actual revenues. Good

policy would suggest maintaining some incentive for providers to actually collect co-payments, rather than cutting quality of services or turning to the state for supplements. Therefore, a reasonable solution might be to require that at least a specified percent of children be enrolled from the lower income range within the eligible population.

A reasonable range of co-payments is therefore between \$360 and \$500 per child.

- **Added to the \$8,500 state allotment, this average co-payment yields a total funding availability of \$8,860 – \$9,000 per child.**

This estimate does not take account of such additional funds as payments from the federal child and adult food program, or local contributions, which may be available to providers.

B. Estimated costs of service

We were asked to consider two cost components: the cost of providing high quality basic early education services, and the costs of ancillary social and health services currently provided as part of Head Start programs.

1. High Quality Basic Early Education Services

We have developed an estimated cost for high quality basic ECE based upon modifying the policy specifications developed by the Ohio team working with the Universal Financing of America's Children Project (Richard N. Brandon and Sharon L. Kagan, co-Directors). These costs include specification of child:adult ratios, qualifications and compensation of staff and the costs of professional development. For the current analysis, the Ohio team decided to maintain most of those specifications, but to modify those for compensation and professional development, as explained below.

The key specifications for high quality early learning which determine the costs presented in this report are:

- Average child:adult ratios will be 8.3 to one for children age 3 to 5.
- 59 percent of teachers will have BA degrees, 25 percent will have AA degrees.
- Salaries will be consistent with federal Head Start salaries paid in state of Ohio, but benefits will be at the level provided for public school teachers.
- A professional development allotment of \$1,800 per staff member will be provided, with an assumption that initially, about half of staff members will participate.
- About \$1,600 a year per child will be provided for non-personnel costs.
- An additional 10 percent of cost administrative allotment will be provided for agencies operating multiple centers or facilities, either directly or under sub-contract.
- Services will be provided for an average of 40 hours per child per week, for 52 weeks a year.

For the universal financing project, the Ohio stakeholders group had recommended pegging ECE teachers salaries to those of elementary school teachers, to be achieved over a 5-8 year period. However, for this analysis, which is dealing with the immediate situation, we were asked to assume that BA-level teacher salaries would be pegged to current Ohio Head Start salaries. According to data we have received from the federal Head Start Bureau, these currently average about \$13.78/hour, which translates to a starting salary of about \$12.50 per hour. These are substantially less than the average Ohio BA teacher salaries of \$17.96 average and \$16.26 starting used in the universal financing analysis. We have continued to assume that benefits will be paid at the 30 percent rate used for Ohio public school teachers.

For professional development, we have used the same costs per teacher as developed by the Ohio universal finance group, but assumed that in the short term, only 50 percent of teachers will participate each year. The costs are based upon \$1,000 per teacher in direct training costs, \$800 institutional costs and 45 hours a year of release time. These comprise less than 4 percent of the total direct service costs for high quality basic ECE.

We have also included in the cost of basic ECE about \$1,600 a year per child for non-personnel services, such as facilities costs, supplies and materials, and insurance. This is based on analysis of center costs from the Cost, Quality and Outcomes study (Helburn, et.al. 1995), updated to reflect current prices.

In addition to the \$1,600 of non-personnel costs, we have also added a cost factor of 10 percent administrative costs for contracting agencies. This is also in addition to the supervisory costs for directors and lead teachers included in the basic ECE policy allotment. Devised in consultation with the Ohio team, this 10 percent administrative allotment could require a significant change in practice for many programs. Currently, recognized Head Start programs are prime contractors with the state. They may then either operate programs directly, or sub-contract with service provider agencies. This second set of agencies may also either operate centers directly or in turn sub-contract with other non-profit or for-profit agencies to deliver ECE. This organizational arrangement therefore results in as many a three layers of contracting. If each contracting agency withholds about 10% of funds for administrative costs, then as much as 30 percent of total funding may be allocated to administration rather than direct care of children. In a time of scarce resources, Ohio policy makers and stakeholders should consider whether the advantages of this system of multiple sub-contracts outweigh the potentially large share of funds devoted to administrative costs. There may be a tradeoff between meeting the needs of provider organizations and meeting the needs of children.

➤ **The total cost per child of high quality basic ECE would be \$6,933, of which:**

- \$ 6,302 is for direct service, supervision and non-personnel costs.
- \$ 630 is the 10 percent contractor administrative cost allotment.

It should be noted that these cost estimates reflect the judgments of nationally-recognized experts and Ohio stakeholders regarding the staffing, professional development and other requirements for high quality ECE. We thus refer to it as the "policy-based cost model." They have not been tested against the operational requirements of operating programs in Ohio. There may be unavoidable operating inefficiencies faced by providers, such as the loss of revenues when a child leaves a center and cannot be immediately replaced, but staffing cannot be reduced during the interim. However, efficiently run centers may have more flexible staffing arrangements and the capacity to respond to such events. HSPC is currently in discussions with the Ohio Department of Education about conducting a field study to examine actual financial and operational costs of typical Head Start and collaborating centers to compare practical realities with the policy-based cost model.

2. Ancillary Social and Health Services

Head Start services embody a recognition that for many low income children, successful development requires not just stimulating early care and education, but a capacity to meet their family support, health and nutritional needs. About 5-8 percent of young children have special physical or emotional needs requiring additional support. For many families, transportation services are required to facilitate attendance. Estimating the cost of such services was beyond the scope of the Universal Financing project. We have therefore had to turn to other sources to address this issue.

We have obtained from the federal Head Start Bureau (Administration for Children and Families, Department of Health and Human Services) estimates of the annual cost per child of services provided by federal Head Start programs in Ohio. These estimates reflect the cost of staff hired by the Head Start programs, and do not include other costs, such as billings to Medicaid for health services generated by referrals from Head Start staff. These annual costs are shown in Table 1 below. These are actual 2002 costs adjusted to reflect 2003 prices.

Table 1: Current Ancillary Service Costs for Federal Head Start in Ohio

Service	Cost per Enrolled Child (2002 Costs, in 2003 Dollars)
Health	\$ 260
Nutrition	\$ 373
Family and Community Partnerships	\$ 1,013
Children with Disabilities	\$ 254
<i>Subtotal</i>	<i>\$1,899</i>
Transportation	\$ 520
<i>Total</i>	<i>\$2,419</i>

We note that the average expenditure for Family and Community Partnerships is quite significant. We therefore decided to consider in more detail the adequacy of this estimate. The Ohio team indicated that for children in this age and income group, adequate family support would require an average of three full time staff per 100 children. We therefore modified our basic ECE staffing patterns to include these additional staff, with salary, benefit and professional development allotment levels consistent with those provided for teachers. The cost of 3 family support workers per 100 children (\$1,144) turned out to be close to \$1,013 annual cost per child in the federal estimate. Since the function appears to be the same, but the policy specifications such as benefits and professional development in the higher \$1,144 figure are consistent with the rest of the policy-based model, we have decided to use that figure in this analysis. Thus, the costs of family support and community partnerships are based on specifications from the Ohio team.

Exploring what is included in the family and community partnerships function, we found that it includes both funding for direct family support services, and funding for staff to develop partnerships with other community based agencies to provide social and health services. We note that Medicaid, the state child health insurance program (SCHIP), supplemental feeding for women, infants and children (WIC), the US Department of Agriculture's Child and Adult Care Food Program, food stamps, and other child nutrition services have been expanded greatly since Head Start was created, and that special funding for children with disabilities is provided in other programs. It is the opinion of the Ohio team that the allotment of \$1,144 per child should be sufficient to both provide direct family support and to develop partnerships with other agencies to provide health, social and medical services for children served by Head Start Plus. From the viewpoint of state policy, it is important to note that the federal government pays from 50 to 100 percent of the cost of the health and nutrition services mentioned above. It would therefore seem to be a more effective use of limited state funds to arrange access to federally funded programs, rather than to provide such services directly. However, there may be a tradeoff between effective use of funds and ease of access if services are provided directly.

➤ **The total cost of high quality basic early education, plus ancillary social and health services would be between \$8,191 and \$9,042:**

Basic Early Education:	\$6,302
Family and Community partnerships	\$1,144
-----	-----
Subtotal, service and supervision	\$7,446
Administration at 10 percent	745
-----	-----
<i>Total</i>	<i>\$8,191</i>
Transportation (including add'l 10% admin)	572
Children with Disabilities (incl. 10% admin)	279

<i>Total, if Transportation Included</i>	\$8,763
<i>Total, if Transportation + Disabilities included</i>	\$9,042

The total costs of basic early education plus ancillary family and community services would therefore be:

- \$8,191 per child if transportation is excluded,**
- \$8,763 if transportation is included.**
- \$9,042 if allotments for transportation and services for children with disabilities are both included**

These estimates show that high quality ECE plus staff to provide family support and facilitate partnering with community health and nutrition agencies can be provided within the new state allotment of \$8,500, with approximately \$300 per child per year available for transportation, administration and monitoring, or other services.

If parents were charged a co-payment, then about \$400 - \$500 per child of additional funds would be available to pay for a range of additional services.

If transportation assistance at the same level as currently provided by federal Head Start programs in Ohio were added, the cost would increase to \$8,763 per child. This would exceed the state allotment of \$8,500 by \$273 and require that some co-payments – but less than implied by the current ODJFS schedule – would be required to support this level of service. If both transportation and services for children with disabilities were provided, then total costs would be about \$9,042 per child, and an average co-payment of about \$542 per child would be required. This would imply a co-payment schedule similar to the one recently introduced.

Summary:

Some key issues for Ohio policy makers to consider:

1. What level of co-payment is reasonable to expect for low-moderate income families; how can incentives for providers to make appropriate collections be balanced with requirements to serve lowest income children.
2. What portion of available funds should be allocated to administrative costs; are there potential modifications to the current contracting arrangements that could assure that a greater percentage of funding is used for direct service.
3. Which social and health services should be provided directly by Head Start or early learning programs, and which ones can be provided by community agencies; how to balance ease of access with maximizing the federal contribution toward the cost of such services.

4. Should funding for all services be provided to all programs; or should there be an allotment to cover such costs as transportation or special needs children, with a recognition that the need for such services will vary, and programs may spend this part of their allocation in different ways.
5. Should a portion of available funds be set aside to assist programs that have extraordinary costs, such as a high percent of children attending for extended hours, a high percent of very low income families, or extreme transportation needs. It should be noted that such set asides would require reducing the basic allotment available to serve most children.
6. Modeling of policy specifications suggests that funding may be sufficient to provide high quality basic early education and family support services; these estimates should be compared to actual Head Start and child care program costs in Ohio. HSPC hopes to carry out such a study in the near future.



Education Center • Early Childhood Education

P.O. Box 5381 • Cincinnati, OH 45201-5381 • Phone: 1-513-363-0240 • Fax: 1-513-363-0245 • TDD: 1-513-363-0049

November 19, 2003

To: Ohio Head Start Partnership Study Council

From: Deborah A. Bradshaw, Director
Early Childhood Education
Cincinnati Public Schools

Subject: District Concerns Regarding Head Start Plus

Good morning, I am Deborah Bradshaw and I am the Director of Early Childhood Education for Cincinnati Public Schools. In this capacity, I am responsible for all early childhood programs including preschool programs. I would like to thank you in advance for this opportunity to share some concerns with you.

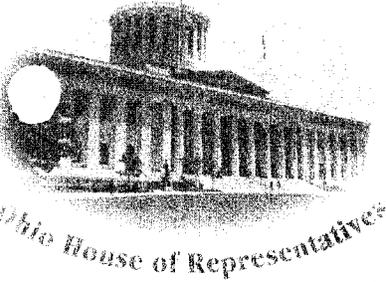
Cincinnati Public Schools is very committed to early childhood education. We have served Head Start children since 1965. We are the only urban school district, to my knowledge, that has dedicated classroom space for preschool classrooms in every school building, as we build and/or renovate virtually every building in the district. Our district has also committed close to 10% of its Title One allocation to support early childhood (preschool) services in our district. These funds are essential in our ability to meet payroll costs (all teachers are represented by the AFT teacher union as employees of the district) and to provide full school day services. Every preschool program follows the focus of the school building in which it is located (i.e. Montessori, Foreign Language, Direct Instruction etc.). All teachers in our program have a minimum of a bachelor's degree in Early Childhood Education and the State Department of Education content standards guide our curriculum. We also follow Head Start performance standards in all classrooms.

Hence, my concern. We feel that we offer parents choices. We have half day, home-based, full day/school year and full day/full year programs. Our half day, home-based, and full day/school year options are self administered programs located in the school buildings and staffed with four year degreed teachers in early childhood. Our full day/full year programs are offered through collaboration with five childcare agencies in

the city. We require that all partners are NAEYC accredited and have a degreed lead teacher on site. In the current Head Start Plus scenario, it appears (depending on how the definition is worded for full day services), that our self administered programs will not be eligible for funding, as our full day programs are 6.5 hrs. A childcare voucher does not subsidize children who are served in these programs. As I currently look at my enrollment figures, our self administered programs are over enrolled. My collaborative sites are where my vacancies are occurring, in most cases due to voucher restrictions. Parents are choosing our programs.

I am requesting that enough flexibility be written into the Head Start Plus plan to allow for programs such as mine to continue to thrive, but not at the expense of other programs. Unless I am incorrect, if the guidelines for eligibility are not written loosely enough for my self administered programs to qualify, our only option would be for ODE to allocate a majority of the available ½ day slots to me as a grantee. I don't believe that would be a viable option to other grantees that would also like to benefit from those slots.

We feel that we offer quality programs and provide parent choices. We maximize the use of our Head Start funds in order to provide full day, academically aligned programs that meet all Head Start performance standards. We give children a "head start" in preschool in the school buildings where they will matriculate in the program focus of that building. We believe this positively impacts future academic success as reflected in district wide assessment and proficiency testing. We have designed seamless transitions for students and parents from Pre-K to kindergarten, moving from preschool to kindergarten by being located in the district buildings, thereby facilitating the automatic teaming occurring among these teachers. Our district is now exploring opportunities to expand Pre-K services to any family that would like to participate in our programs. We are asking you as a council to preserve our ability to continue to serve the 2000 preschool students currently being served by our district and continue to offer parental choice for a free educational experience for our children who are most at risk.



**Minutes
Head Start Partnership Study Council
December 04, 2003**

**Merle Grace Kearns
State Representative**

2nd House District
Parts of Clark County

District Office

2664 Brookdale Drive
Springfield, Ohio 45502
telephone: (937) 323-1581

Capitol Office

Riffe Center
77 South High Street
Columbus, Ohio 43215-6111
toll free: (800) 282-0253
telephone: (614) 466-2038
fax: (614) 644-9494
District72@ohr.state.oh.us
www.house.state.oh.us

Committees

- Education
- Federal Grant Review and Education Oversight Subcommittee
- Finance and Appropriations
- Human Services Subcommittee, Chair
- Health
- Children's Healthcare and Family Services Subcommittee
- JCARR
- Legislative Office of Education Oversight

Chairman Kearns called the meeting to order at 10:05 AM.

Roll was called and a quorum was present.

Minutes for the meeting on 11-20-03 were approved.

Chairman Kearns briefly explained the presentations for the day.

Chairman Kearns called Jane Wiechel to introduce Dr. Craig P. Ramey, PhD., Director and Professor of Georgetown Center on Health and Education.

Dr. Ramey presented Preparing Children for K-12 Education via Power Point presentation.

Dr. Ramey answered the council's questions.

Chairman Kearns introduced Jack Collopy and Susan Stai-Zureick who presented a comparison of models on behalf of Head Start and Child Care Providers.

Discussion between the presenters and the council followed the presentation.

Chairman Kearns broke the council into subcommittees for a working lunch. The Fiscal and Program Design Subcommittees met together as did the Administration and Accountability Subcommittees.

Chairman Kearns recalled the subcommittees to brief the council on their activities.

Representative Hoops and Marianne White briefed the council on the activity of the Fiscal and Program Design Subcommittees.

Chairman Kearns briefed the council on the activity of the Administration and Accountability Subcommittees.

Chairman Kearns advised the council of the presentations for the next meeting.

Chairman Kearns asked the subcommittees to clean up the recommendations and work via e-mail to distribute any changes to the full council by December 15th.

Chairman Kearns adjourned the meeting at 2:55 PM.

Merle Grace Kearns
Merle Grace Kearns, Chairman

**A Commitment to Improving
K-12 Educational Achievement
Begins in the First 5 Years of Life**

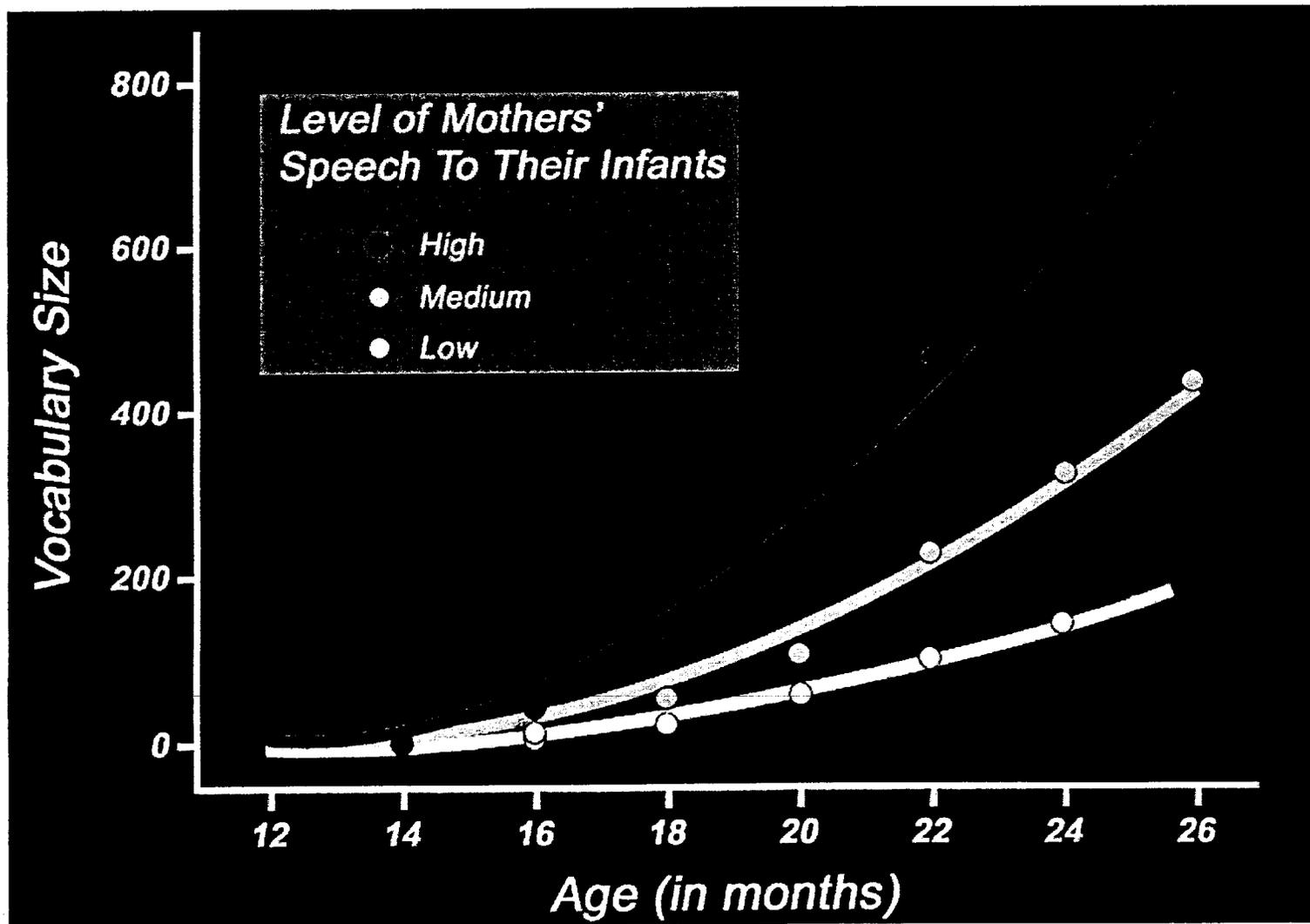
Ramey & Ramey, 2000

Seven Essential Transactions For Caregivers with Young Children

1. Encourage exploration
2. Mentor in basic skills
3. Celebrate developmental advances
4. Rehearse and extend new skills
5. Protect from inappropriate disapproval, teasing, and punishment
6. Communicate richly and responsively
7. Guide and limit behavior

Ramey & Ramey, 1999
Right from Birth

Effects of Mothers' Speech on Infant Vocabulary



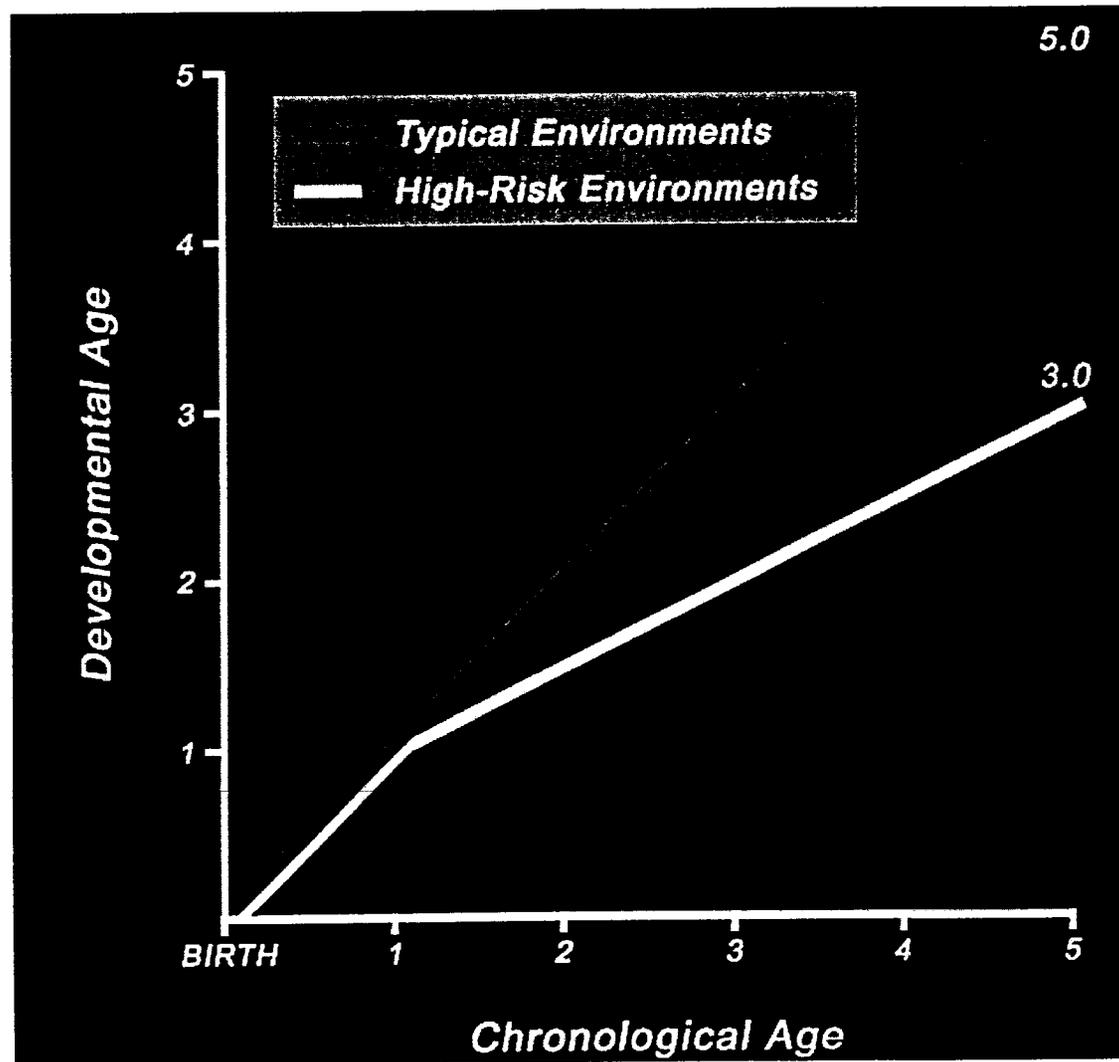
Huttenlocher et al,
Developmental
Psychology, (1991)

Evidence-based Skills for Learning to Read

- Oral Language Comprehension
- Phonological Awareness
- Letter Name Knowledge
- Concepts about Print

*Neuman and Dickinson,
Handbook of Early
Literacy Research, 2001*

The Impact of Early Environments on Children's Developmental Competence



It is the totality of a child's
experience that lays the
foundation for a lifetime of
greater or lesser competency.

Ramey & Ramey, 2000

Key Research Question for Abecedarian (ABC) Project

Can the cumulative developmental toll experienced by high-risk children be prevented or reduced significantly by providing systematic, high-quality, early childhood education from birth through kindergarten entry?

The Abecedarian (ABC) Project is a randomized controlled trial (RCT) that tests the efficacy of early childhood education for high-risk children and their families.

Abecedarian Preschool Program

Treatment Group

- Adequate nutrition
- Supportive social services
- Free primary health care
- Preschool treatment:
Intensive (full day, 5 days/week,
50 weeks/year, 5 years)
“Learninggames” Curriculum
Cognitive / Fine Motor
Social / Self
Motor
Language
Individualized pace

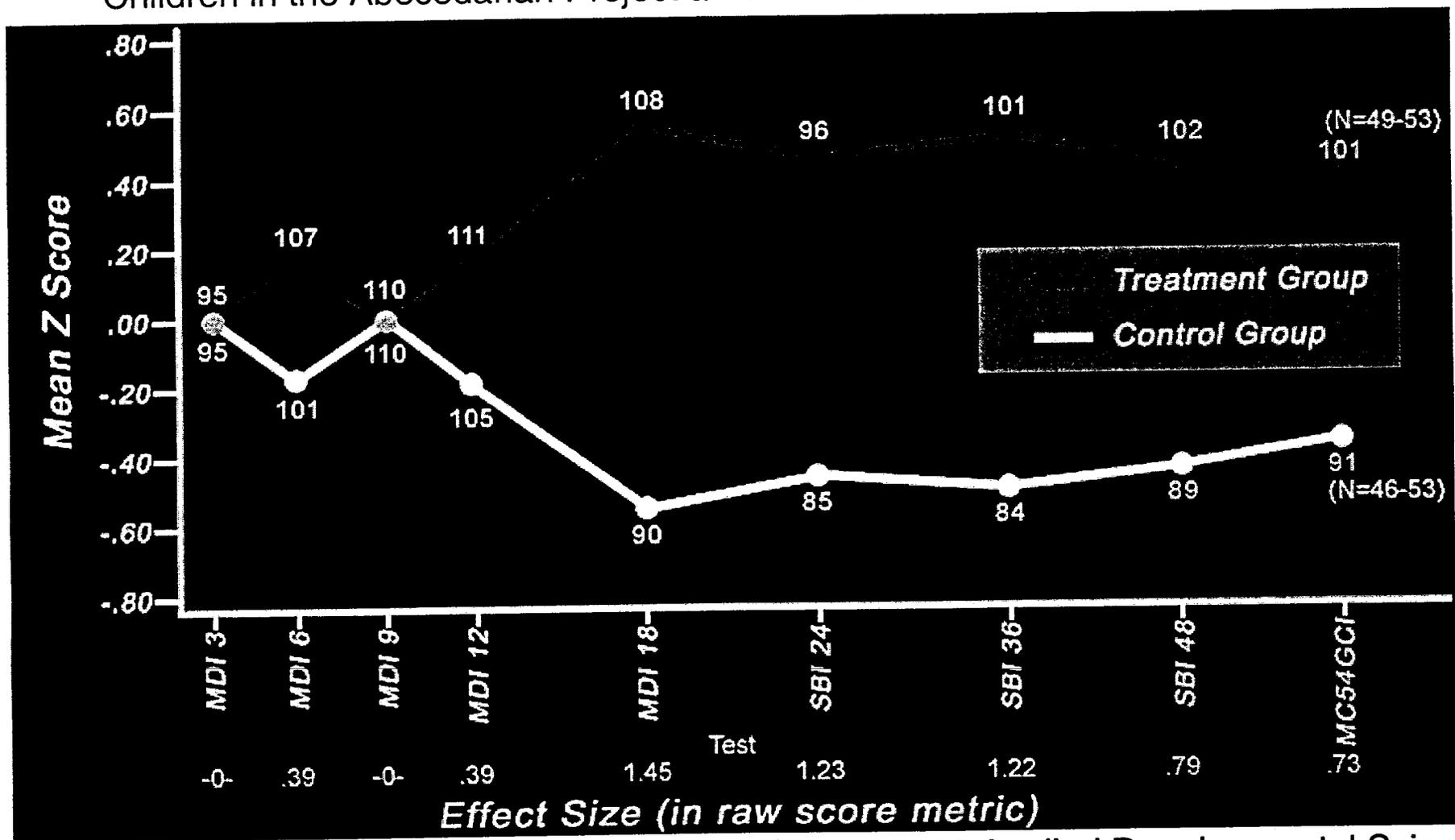
Control Group

- Adequate nutrition
- Supportive social services
- Low-cost or free primary health care

Campbell & Ramey, 1995
American Educational Research Journal

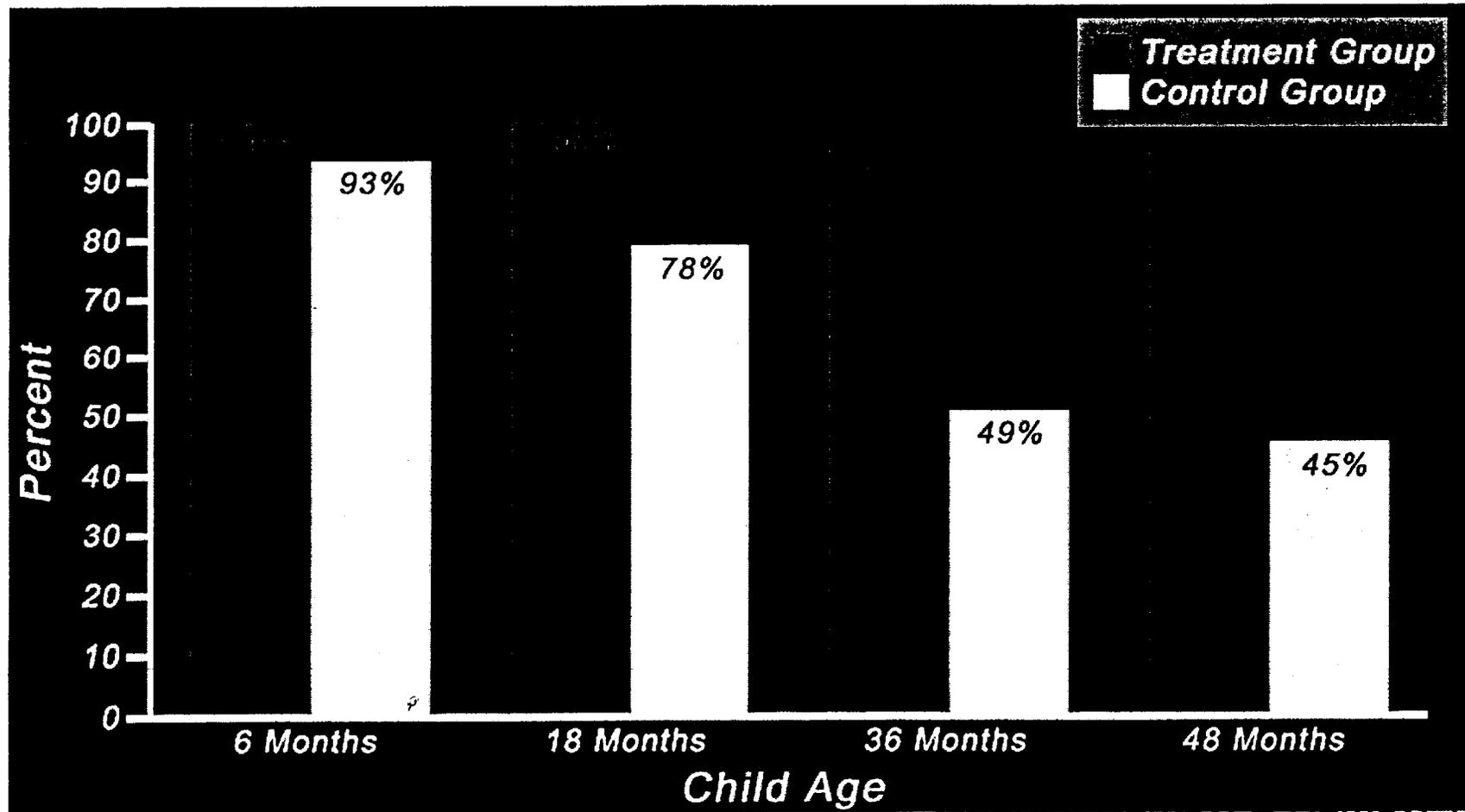
Preschool Results (Birth to 5)

Z Scores and Mean Standardized Scores for High-Risk Preschool Treatment and Control Children in the Abecedarian Project at Nine Preschool Measurement Occasions



Ramey et al, 2000 Applied Developmental Science

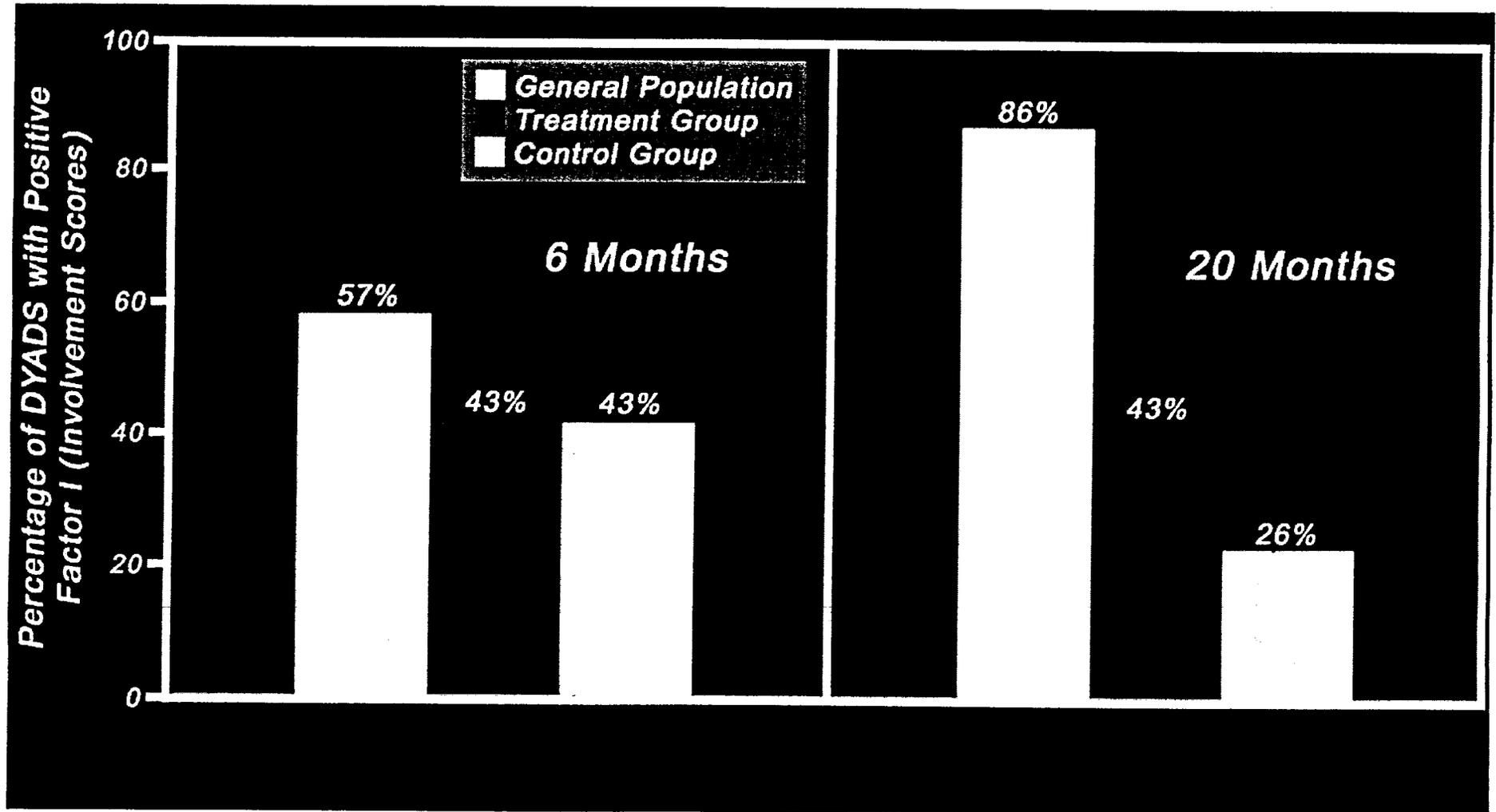
Percent of Abecedarian Sample in Normal IQ Range (>84) by Age (longitudinal analysis)



*Murray, Kennedy, & Kennedy, 1990
American Journal of Public Health*

Active Mother-Child Involvement

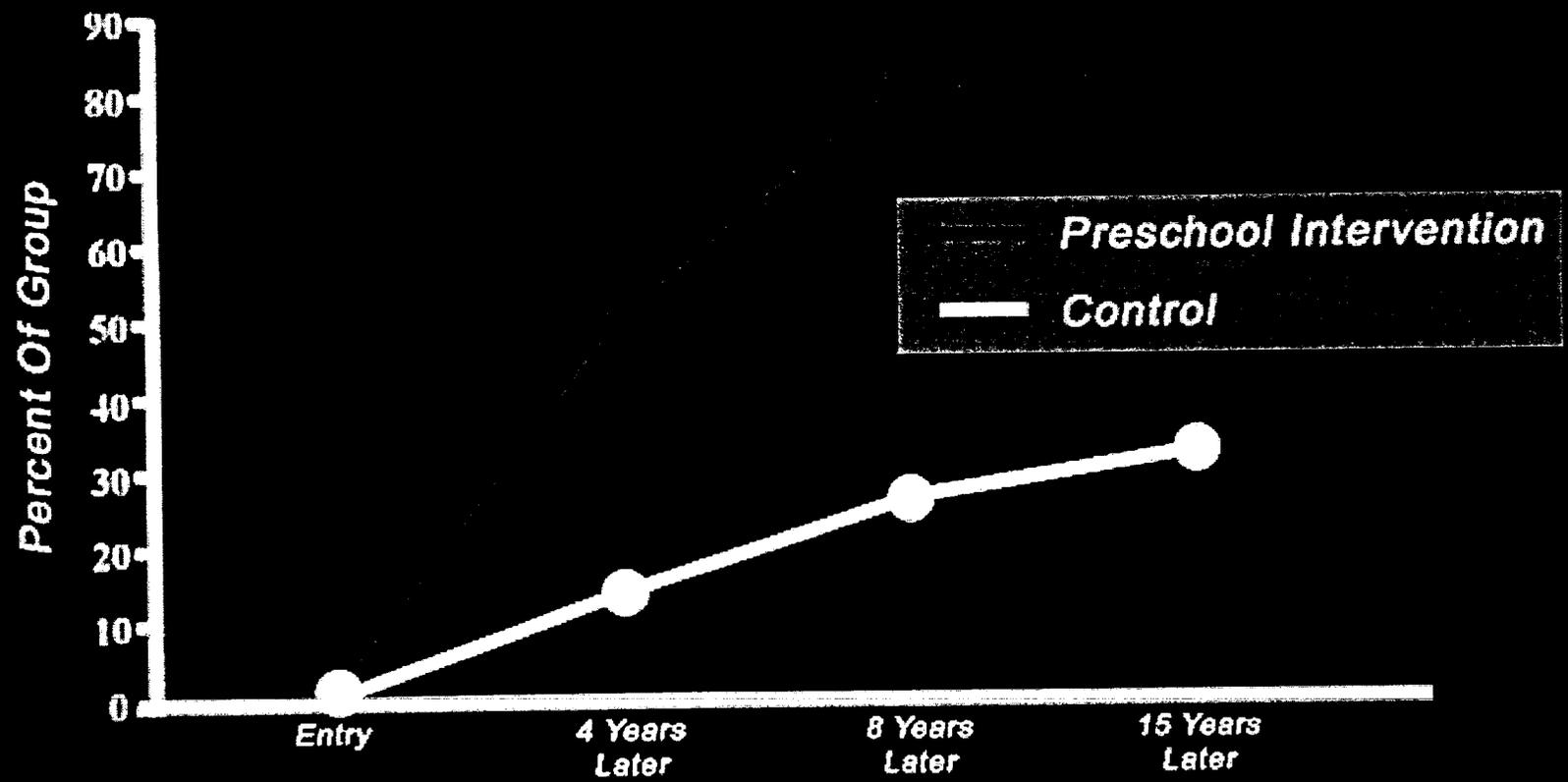
(such as talking, touching, playing with toys/game, reading)



Abecedarian Project

Pe

rs



Applied Developmental Science

Brief Summary of Abecedarian Results During Preschool Period

Positive Effects on:

- IQ Performance
- Learning & cognitive performance
- Language development
- Resilience to non-optimal biological and behavioral conditions
- Social responsiveness
- Academic locus of control
- Maternal education
- Maternal employment

No Effects on:

- Maternal attachment
- Parenting child rearing attitude
- Home environments

Decreased Effects:

- Incidence of intellectual subnormality

Ramey & Ramey, 1999

Abecedarian (ABC) Preschool Findings Replicated in the First 3 Years of Life in Randomized Controlled Trials (RCT's)

Arkansas

North Carolina

Connecticut

Pennsylvania

Florida

Texas

Massachusetts

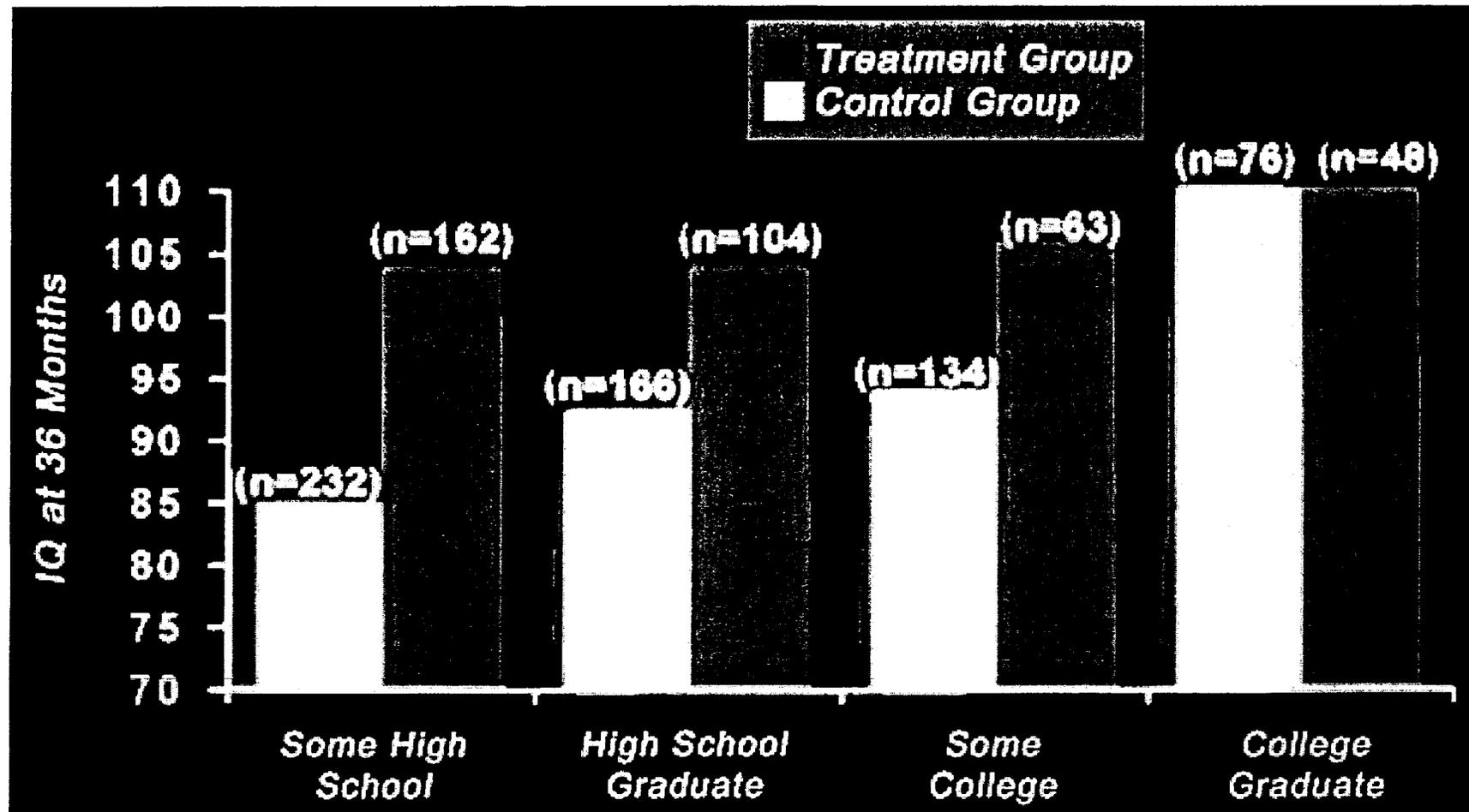
Washington

New York

*Ramey & Ramey, 2000
in Securing the Future*

Infant Health and Development Program

Maternal Education X Treatment Group



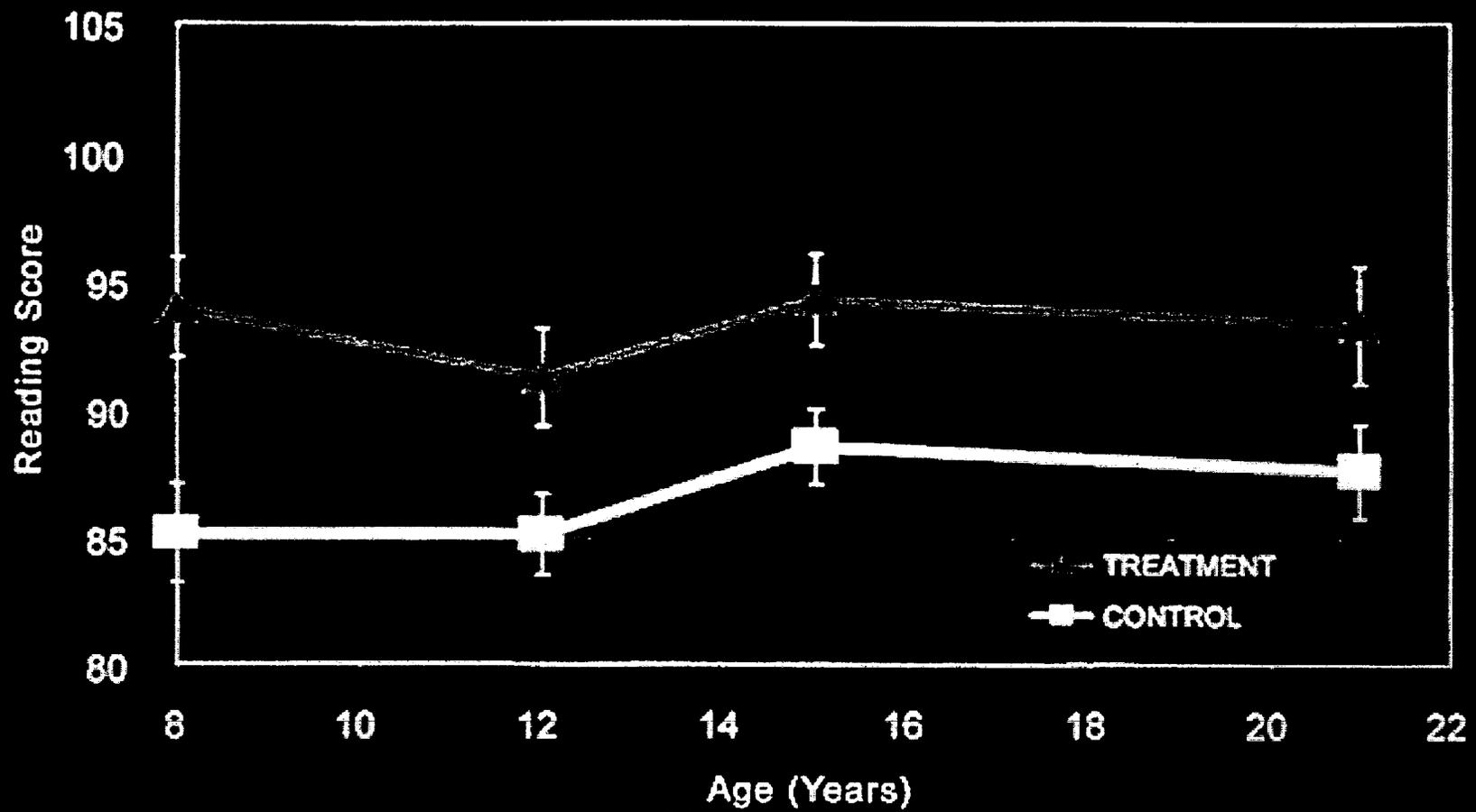
Ramey & Ramey, 1998 Preventive Medicine

Outcomes Affected Positively (*p<.01) by the Infant Health & Development Program

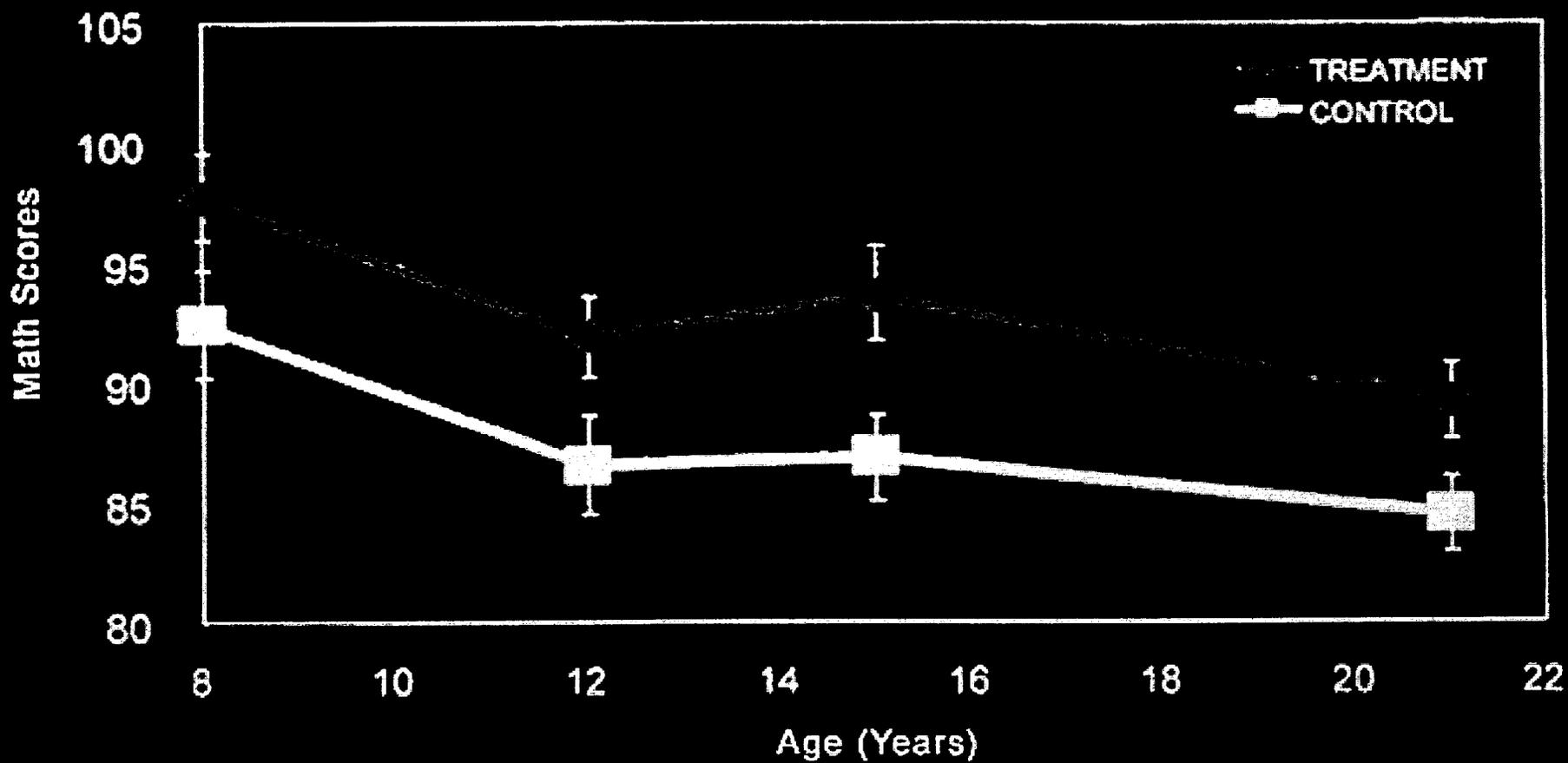
	12 Months	24 Months	36 Months
Cognitive Development	NS	+	+
Adaptive and Prosocial Behavior	-	-	+
Behavior Problems	-	+	+
Vocabulary	-	+	+
Receptive Language	-	+	+
Reasoning	-	-	+
Home Environment	NS	-	+
Maternal Interactive Behavior	-	-	+
Maternal Problem Solving	-	-	+

Ramey 1999, adapted from Gross, Spiker, & Haynes, 1997, Helping Low Birth Weight, Premature Babies

School Results



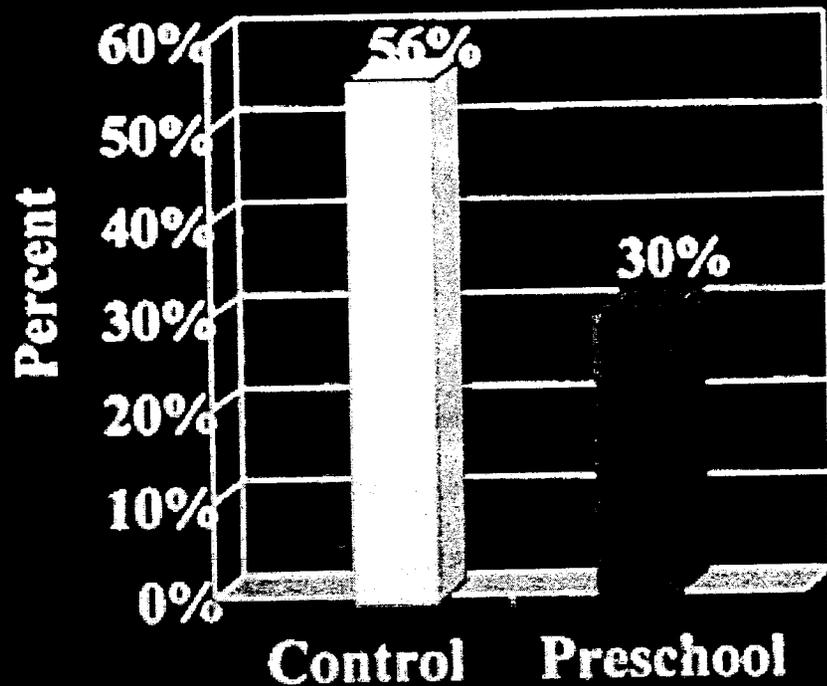
Campbell & Ramey, 2001 Developmental Psychology



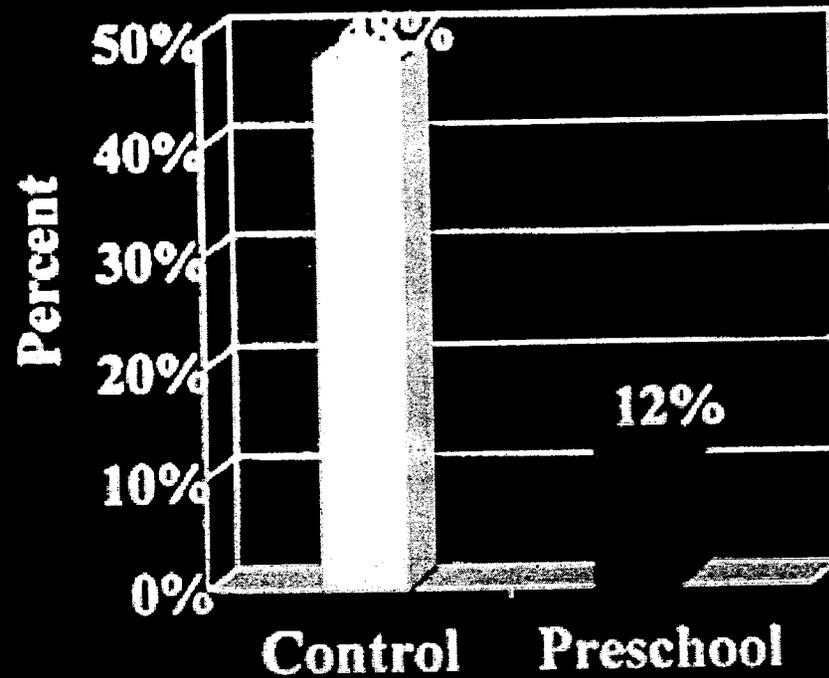
Campbell & Ramey, 2001 Developmental Psychology

Abecedarian Project

**Retention in Grade
by Age 15**



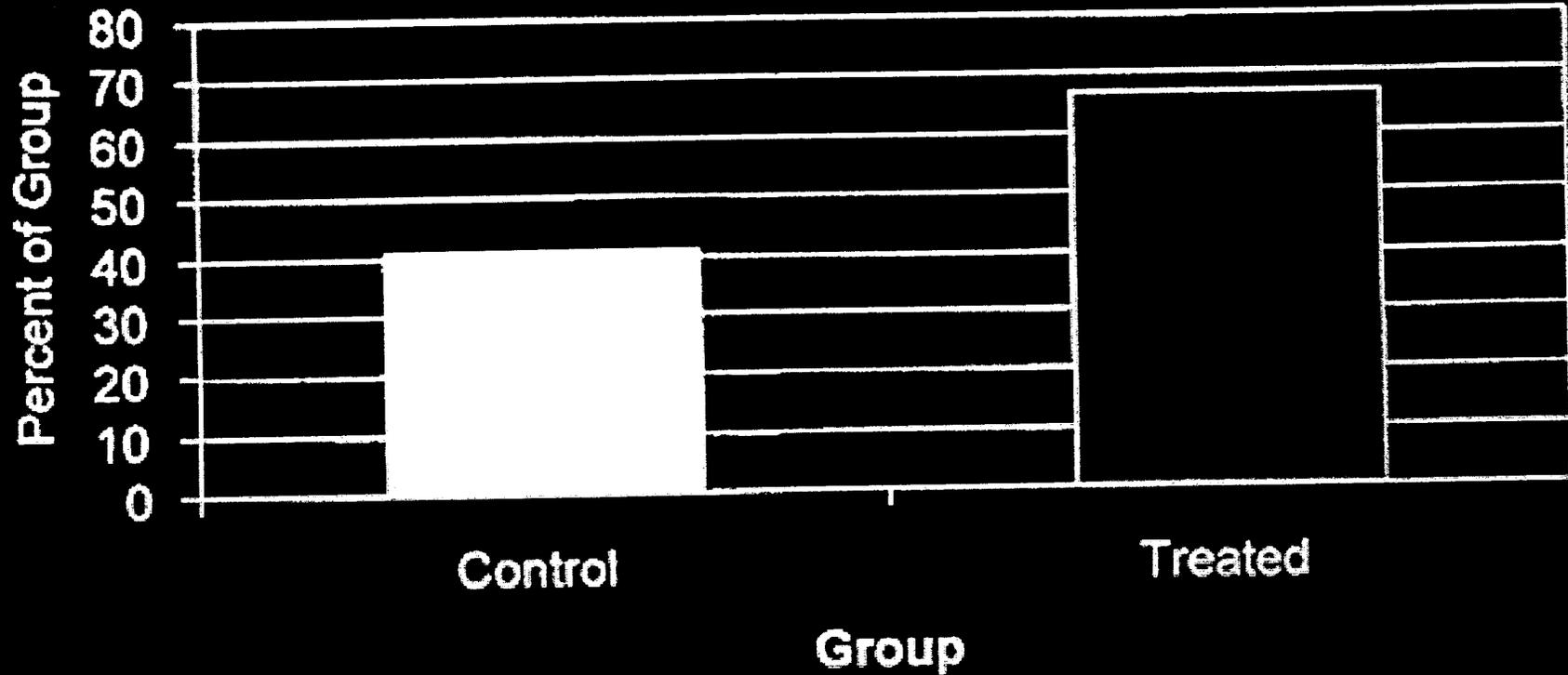
**Placement in Special
Education by Age 15**



Ramey & Ramey, 1999 MR/DD Research Review

Early Adult Results

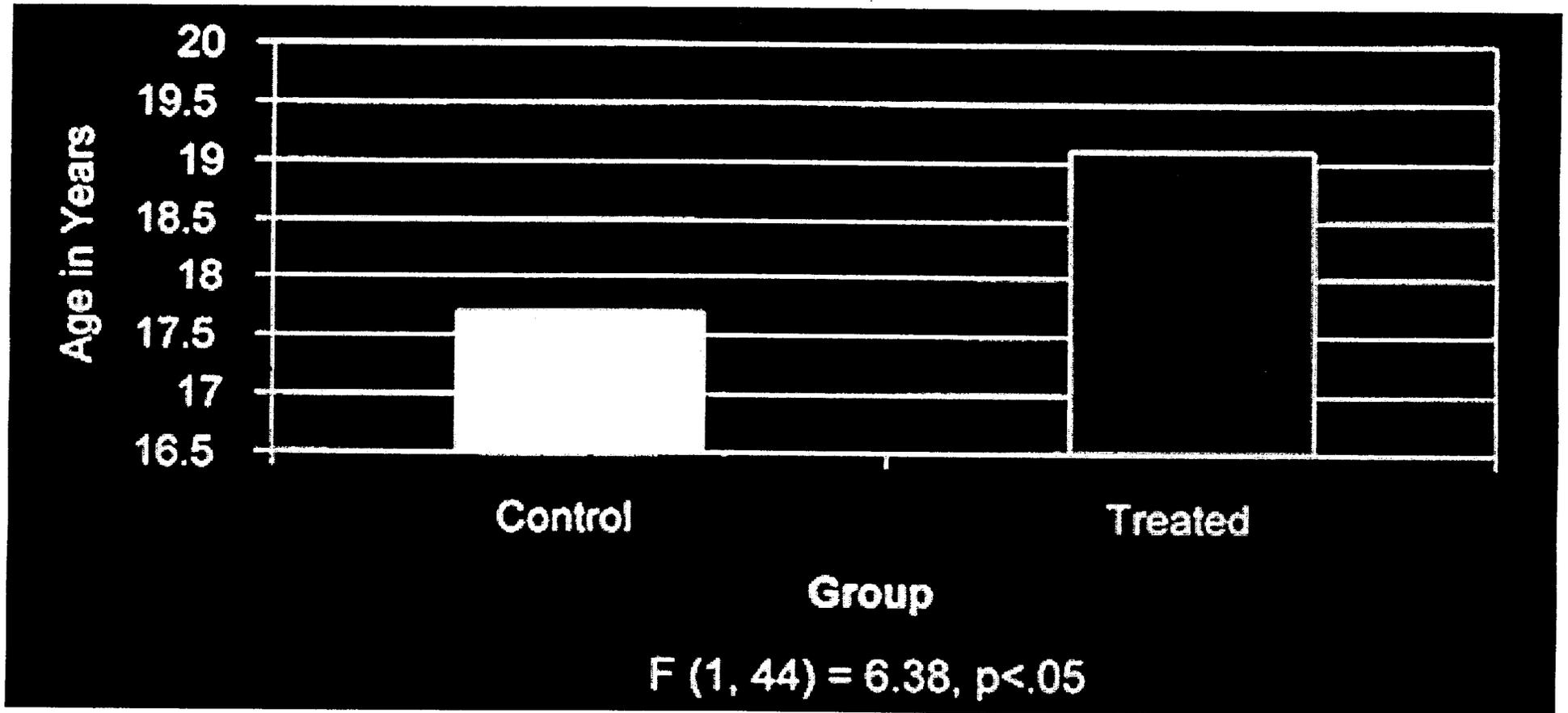
Percent in Skilled Job or Higher Education



$\chi^2 (1) = 6.72, p \leq .01$

Campbell, Ramey, et al, 2002 Applied Developmental Science

Age at Birth of First Child

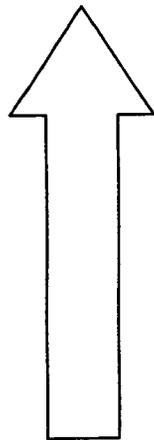


Campbell, Ramey, et al, 2002 Applied Developmental Science

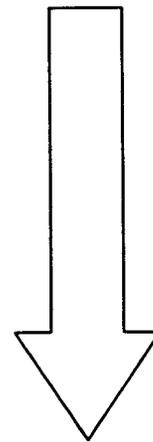
Key Findings from Abecedarian Project

("Abecedarian" ...one who learns the basics such as the alphabet)

Kindergarten to 21 Years Old



- Intelligence (IQ)
- Reading and math skills
- Academic locus-of-control
- Social Competence
- Years in school, including college
- Full-time employment



- Grade Repetition
- Special Education placement
- Teen Pregnancies
- Smoking and drug use

Plus benefits to mothers of these children (education, employment)

Ramey et al, 2000

Why Some Well-Intended Preschool Programs Have Failed to Close the Achievement Gap

- Poorly prepared teachers
- Educational programs not intensive enough
- Remedial rather than preventive focus
- No direct teaching of important cognitive and linguistic concepts, vocabulary
- Redundant or poorly coordinated family and early childhood services

Recommendations

Provide strong leadership for a comprehensive early childhood educational initiative that is linked explicitly to K-12 learning and achievement

- targeted for high risk children
- grounded in scientific evidence
- builds upon existing resources

Recommendations

Combine funding streams, promote innovative partnerships, and strengthen existing programs that serve children from prenatal care through age 5

- offer strong incentives for collaboration
- eliminate duplicative and ineffective programs
- link future funding to performance

Sources of Available Early Childhood Education Funding include:

- Elementary and Secondary Education Act:
 - Title I: Disadvantaged Children
 - Title IV: 21st Century School – After School
 - Title V: Innovative Block Grant
- Early Head Start
- Head Start
- Child Care Development Fund (CCDF)
- Temporary Assistance for Needy Families (TANF)
- Early Reading First
- Social Services Block Grant
- Even Start
- Early Intervention (0-2 yrs; 3-5 yrs)

Recommendations

Design and implement a strong accountability system that continuously monitors program quality and documents child progress and outcomes

- To inform quality improvements
- To strengthen training and technical assistance
- To reward performance

The future for our nation's children

- Positive educational outcomes can be achieved for all children – during pre-K years and beyond
- Benefits include much more than “just reading”
- Reading success is a key, because of strong linkages to all learning and social adjustment
- Strategic investments yield substantial social and fiscal benefits to society (at least 1-to-4 cost:benefit ratio)

A Provider Proposal

Head Start Partnership Study
Council
12/04/03

Introduction

- The following proposal was developed by provider representatives on the Head Start Partnership Study Council and other representatives from stakeholder groups. It has not been endorsed by stakeholder organizations.
- The proposal is designed to provide a framework for program operations in 2005 and beyond.

Purpose

- To provide low income children and their families with an enhanced pre-kindergarten learning experience while meeting child care requirements.
- To utilize and strengthen existing Head Start and child care partnerships through leveraging to maximize the resources available to serve each child.

Critical Factors Affecting the Achievement of Children

- Student/Teacher Ratio
- Professional Development/Academic Requirements
- Classroom Environment
- Parental Involvement
- Family Services Services
 - Social Worker
 - Speech Therapy
 - Medical Services
 - Dental Services
 - Mental Health Services
 - Vision Services

Program Design - Financial

- **Brandon Proposal**

- 10,000 @ \$8,660 = \$ 86.600 mill.
- 4,000 @ \$4,896 = \$ 19.584 mill.
- ODE Admin. = \$ 2,000 mill.
- State Funding \$108.184 mill.

Cost/Child - fd/fy = \$8,660
 \$ 300 - copay
 \$8,960

Children Served

- 10,000 - full day/full year
- 4,000 - part day

- **Provider Proposal**

- 8,247 @ \$10,500 = \$ 86.600 mill.
- 476 @ \$10,500 = \$ 5.000 mill.
- (GRF)
- 1,305 @ \$12,400 = \$ 16.182 mill.
- (Federal HS - Fed/State Wrap)
- 4,000 @ \$4,896 = \$ 19.584 mill.
- ODE Admin. = \$ 2,000 mill.

\$129.366 mill.

State Funding \$113.184 mill.

Cost/Child - fd/fy = \$10,500

\$ 300 - copay
 \$10,800

Children Served

- 10,028 - full day/full year
- 4,000 - part day

Program Design -- Services

- **Brandon Proposal**

- Does not meet Head Start Performance Standards
- Increased Student/Teacher Ratio
- Reduce Professional Development/Academic Standards
- Minimal Provision for Parental Involvement
- Minimal Family Services
- Minimal Investment in Classroom Environment
- Provides Disincentive for Partnerships
- Competition Among Providers
- Does Not Include Costs Associated with Reporting on Child Progress, Accountability or Monitoring

- **Provider Proposal**

- Meets Head Start Performance Standards
 - Maintains HS Student/Teacher Ratios
 - Teacher Training/Academic Standards
 - Active Parental Involvement
 - Family Services
 - Funds to Invest in Classroom Environment
 - Partnerships Preserved and Expanded
 - Cooperation Among Providers
 - Accountability and Monitoring of Agreements
 - Reporting on Child Progress
 - GRF allows service to additional children and non-Tanf eligibles
- COST -- \$1,840 in additional funding per child**

Federal/State Wrap

- Currently, 1,305 children in five agencies are served on a full day/full year basis with a combination of federal and state Head Start funds.
- Agencies match ½ day state funding with ½ day federal funding.
- The Brandon Proposal does not accommodate these partnerships because the state component does not meet Head Start Performance Standards.
- Elimination of federal/state wrap will increase child care costs \$6.786 million and eliminate 1,305 current full day/full year slots.

Conclusion

- Eliminates Program Design Issues – Builds on 30 Years of Head Start Experience.
- Minimizes Program Implementation Issues – Program Currently in the Field.
- Maximizes Leveraging of Federal Resources.
- Permits Study Council to Concentrate on Critical Issue – Improving Outcomes for Children through Strengthening and Improving Partnerships.



Minutes
Head Start Partnership Study Council
December 18, 2003

Merle Grace Kearns
State Representative

72nd House District
Parts of Clark County

District Office

2664 Brookdale Drive
Springfield, Ohio 45502
telephone: (937) 323-1581

Capitol Office

Riffe Center
77 South High Street
Columbus, Ohio 43215-6111
toll free: (800) 282-0253
telephone: (614) 466-2038
fax: (614) 644-9494
District72@ohr.state.oh.us
www.house.state.oh.us

Committees

Education
Federal Grant Review
and Education
Oversight
Subcommittee
Finance and
Appropriations
Human Services
Subcommittee, Chair
Health
Children's Healthcare
and Family Services
Subcommittee
JCARR
Legislative Office of
Education Oversight

Chairman Kearns called the meeting to order at 10:05 AM.

Roll was called and a quorum was present.

Minutes for the meeting on 12-04-03 were approved.

Chairman Kearns called Representative Hoops to discuss the budget and limitations on funding.

Chairman Kearns called Jane Wiechel who reported on November Head Start counts and the time frames for them.

Chairman Kearns introduced Dr. Edward Zigler, Ph.D., NIEER Advisory Board Chair, Sterling Professor of Psychology and Director, Center in Child Development and Social Policy, Yale University, who offered advice to the council via video conferencing.

Chairman Kearns asked that a council member of each interested party offer any questions or concerns to Dr. Zigler.

Linda Barker, Disabilities Council of Rural Ohio, presented an overhead presentation on how Head Start helps special needs children.

Chairman Kearns advised the council on how subcommittee recommendations would be reviewed to make final recommendations.

Chairman Kearns recalled for a brief fifteen minute recess for lunch.

Sandy Miller and Jane Wiechel discussed state funding and services provided through Head Start with November figures.

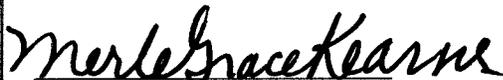
Barb Riley discussed how subsidized child care budgets are developed by ODJFS.

Chairman Kearns called for discussion on each subcommittee report and asked for comments and concerns.

Concerns were addressed and clarifications were made after each subcommittee report and discussion, and Chairman Kearns recognized the agreement by the full council of points agreed upon.

Chairman Kearns asked that all changes to recommendations be turned in to the Chair's office by noon on December 22nd and any member requesting removal of his/her name from the signature sheet must do so by noon on December 24. The Chair further advised that minority proposals may be added to the report addendum.

Chairman Kearns adjourned the meeting at 2:40 PM.


Merle Grace Kearns, Chairman