



HEAD START 101: HISTORY, VALUES, AND REGULATIONS

OVERVIEW

Head Start 101: History, Values and Regulations serves as the foundation and introduction to the *Moving Ahead* Competency-Based Training Program, which focuses on building skill competencies in specific areas of job performance needs.

Outcomes. As a result of conducting this activity, participants will

- be able to identify ways in which Head Start core values are reflected in program services
- understand how the program has evolved over time
- understand how the Head Start program is administered and funded
- know how the Head Start Act shapes program operations
- practice finding answers to program-related questions in sections of the Head Start regulations

Materials. *Head Start Program Performance Standards and Other Regulations*, copies of the videos *Head Start: The Nations Pride*¹, and *Nurturing the Promise*²; *Head Start Act*; newsprint and markers; VCR and monitor.

Components

This activity can be done by one person, an informal group, or as a formal workshop. Provided below are suggested times for each step, but participants and facilitators may wish to adjust or modify these times.

Step 1. Background Reading: Welcome to <i>Moving Ahead</i>	5 min.
Step 2. Worksheet: Head Start's Core Values in Action	50 min.
Step 3. Background Reading: Introduction to Head Start's Legislative Authority and Regulations	10 min.
Step 4. Worksheet: Understanding the <i>Head Start Act</i>	45 min.
Step 5. Background Reading: Navigating Through 45 CFR Chapter XIII	15 min.
Step 6. Worksheet: Using Head Start Regulations to Guide Decisions	40 min.
Step 7. Summary	15 min.
Suggested Total Time	3 hrs.

¹*Head Start: The Nation's Pride*. 1990. Alexandria, VA: National Head Start Association. 1990

²*Nurturing the Promise*. 1997. Washington DC: U.S. Department of Health and Human Services, Administration for Children and Families, Head Start Bureau. 1997.

A list of Head Start and other resources are also provided.

STEP 1. BACKGROUND READING: WELCOME TO *MOVING AHEAD*

The *Moving Ahead* Training Program was developed for leaders in the Head Start community. Our community encompasses the hundreds of thousands of people currently involved with the program as children, parents, community partners, and local or federal staff and the many others that Head Start has touched since its birth as an eight-week summer program in 1965. As a community, we share a history, common beliefs and values, a language, and a set of rules that govern our interactions. Most important, we share a purpose - to improve the lives of the children and families in Head Start and Early Head Start.

This initial activity of the *Moving Ahead* training program invites community leaders to explore the history, values, and regulations that are specific to Head Start. The material provides an important foundation on which to build personal development; provides an opportunity to revisit the mission of Head Start for a sense of inspiration and re-energizing. As you engage in this activity and others in the training program, we hope that you will support one another in the learning process by sharing your knowledge, experience, and perspective.

The *Moving Ahead* Training Program includes six modules that are critical to the roles and functioning of federal and local staff and that lead to skill development. This innovative approach to professional development is designed to support competency development or enhancement in skill areas critical to the continued success of Head Start.

The overall objective of *Moving Ahead* is to engage participants in a learning experience that takes a different approach from traditional training programs. Please see the [Key to the Moving Ahead Toolbox](#) for a description of the other *Moving Ahead* modules, training process and ways to use the materials most effectively. The approach has several key features.

- It places emphasis on learning versus training. *Moving Ahead* provides a more learner-centered environment in which participants take the primary responsibility for their learning by determining what they need to learn and plan for continued competency development.
- It builds on the principles of competency based learning. *Moving Ahead* incorporates the essential elements of a competency-based approach to training to allow learners to identify learning needs and assess their current knowledge and skill levels.
- It designs curriculum materials that are responsive to a variety of learning styles and settings. The *Moving Ahead* materials incorporate readings, activities and exercises that can be used by individuals or groups, with or without a facilitator.

The materials and steps that follow will help you to become familiar with the Head Start's values, regulations and mission. Continue to the next page and read the background reading for a brief overview on the history of Head Start.

History of Project Head Start

In January of 1964, President Lyndon B. Johnson declared "The War on Poverty" in his State of the Union speech. The War on Poverty program was lead by Sargent Shriver, who was appointed by Johnson. In 1964, President Johnson and Shriver assembled a panel of experts to draw up a program to help communities meet the needs of disadvantaged preschool children. Among these experts, was Dr. Robert Cooke, a pediatrician at John Hopkins University and Dr. Edward Zigler, Sterling Professor of Psychology, Emeritus, at Yale University. Dr. Cooke was asked by Mr. Shriver to gather a committee of the best specialists in all fields involving children.

In 1965, the Office of Economic Opportunity launched Project Head Start as an eight-week summer program. Head Start was designed to help break the "cycle of poverty" by providing preschool children of low income families with a comprehensive program to meet their emotional, social, health, nutritional, and psychological needs. At that time, part of the new government thinking on the nature of poverty and the uses of education, and born of the civil-rights movement, was that the government was obligated to help disadvantaged groups in order to compensate for inequality in social or economic conditions.

In 1969, under the Richard Nixon administration, Head Start was transferred from the Office of Economic Opportunity to the Office of Child Development in the U.S. Department of Health, Education, and Welfare. Dr. Edward Zigler, a professor of psychology and director of the Child Study Center at Yale University was appointed the Director of the Office of Child Development. Dr. Zigler also served on the planning committee when President Lyndon B. Johnson and Sargent Shriver aimed to launch Head Start.

In 1977, under the Jimmy Carter administration, Head Start began bilingual and bicultural programs in about 21 states. Seven years later according to Styfco and Zigler, in October 1984 under the Ronald Regan administration, Head Starts grant budget exceeded the one billion dollars, and the number of children assisted is a little more than nine million. In September of 1995, under the Bill Clinton administration, the first Early Head Start grants are given and in October of 1998, Head Start was reauthorized to expand to full-day and full-year services.

Head Start has grown from the eight-week demonstration project to include full day/year services and many program options. Families with children birth to age 3 have been served in Head Start since at least 1967 by Migrant/Seasonal Head Start and Parent Child Centers, however in the mid-1990's, birth to age 3 services were formalized and expanded with the inception of Early Head Start. Currently Head Start is administered by the Administration for Children and Families (ACF) in the U. S. Department of Health and Human Services. Head Start serves children and their families each year in urban and rural areas in all 50 States, the District of Columbia, Puerto Rico, and the U.S. Territories, including many American Indians and migrant children.

STEP 2. WORKSHEET: HEAD START’S CORE VALUES IN ACTION

Purpose: To provide new and experienced staff with an opportunity to discuss how Head Start’s core values have evolved over time.

Part I (15 min.) With others in your group view the video *Head Start: A Nation’s Pride*, which was produced by the National Head Start Association in 1990. Some of the information in the video is dated (e.g., Head Start has served a total of nearly 25 million children since its inception in 1965; the service areas of Head Start are no longer called components; and we no longer use the term “mainstreaming” when we refer to including children with disabilities in Head Start programs). The core message of the video, however, is as relevant today as it was in 1990.

As you view the video, identify ways in which the services depicted demonstrate the Head Start core values. Use the chart below to record examples that you identify.

HEAD START CORE VALUES INCLUDE COMMITMENTS TO:	EXAMPLE FROM VIDEO:
1. Establish a <i>supportive learning environment</i> for children, parents, and staff, in which the process of enhancing awareness, refining skills, and increasing understanding are valued and promoted.	
2. Recognize that the members of the Head Start community: children, families, and staff, have in <i>many cultures</i> . Head Start families and staff, working together as a team, can effectively promote respectful, sensitive, and proactive approaches to diversify issues.	
3. Understand that the <i>empowerment of families</i> occurs when program governance is a responsibility shared by families, governing bodies, and staff, and when ideas and opinions of families are heard and respected.	
4. Embrace a <i>comprehensive vision</i> of health for children, families, and staff which assure that basic health needs are met, encourages practices that prevent future illnesses and injuries; and promotes positive, culturally relevant health behaviors that enhance lifelong well-being.	
5. Respect the importance of all aspects of an <i>individual's development</i> , including social, emotional, cognitive, and physical growth.	
6. Build a community in which each child and adult is <i>treated as an individual</i> while at the same time, a sense of belonging in the group is reinforced.	
7. Foster relationships with the <i>larger community</i> so that families and staff are respected and served by a network of community agencies in partnership with one another.	

8. Develop a <i>continuum of care</i> , education, and services that provide stable, uninterrupted support to families and children during and after their Head Start experience.	
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Part II (10 min.) Begin a discussion with others in your group about the Head Start core values by comparing your examples. Identify areas in which you agreed and others in which you differed.

Part III (15 min.) With others in your group, view the video *Nurturing the Promise*, which was produced by the Head Start Bureau in 1997. As you watch, compare the language and messages of the video to those that you heard in *A Nation's Pride*. Jot down examples that depict ways in which Head Start has evolved in the past decade.

- 1.
- 2.
- 3.
- 4.
- 5.

Part IV (10 min.) Begin a group discussion by comparing your notes about what has changed.

Also consider the following questions:

1. What has remained the same?
2. Which of these core values present the biggest challenge to Head Start programming in your community? What other challenges do Head Start programs face today?

STEP 3. BACKGROUND READING: INTRODUCTION TO HEAD START'S LEGISLATIVE AUTHORITY AND REGULATIONS

Head Start began as an eight-week summer program in 1965. In church basements and the unused rooms of public schools, it grew into a year-round, comprehensive, multigenerational development program for children and families. Since its inception, Head Start has served close to 25 million children and their families.³ Along the way it has become the largest early childhood and family education program in the country, the leading health referral system for children, and the most extensive system for integrating young children with disabilities⁴ To respond to a growing need for services for younger children, in 1994 Congress established a new Early Head Start program for low-income families with infants and toddlers.

For more on Head Start's 40 year history view historical footage of Head Start from the 1960s, as well as individuals who tell stories about their experiences with Head Start over the past 40 years - [In Celebration of Head Start's 40th Anniversary](#).

ADMINISTRATION AND FUNDING

The Office of Head Start (formerly the Head Start Bureau) is responsible for overseeing overall operation of the program in accordance with the Head Start Act. The Head Start Bureau was transferred in its entirety and with its organization structure, from the Administration on Children, Youth and Families (ACYF) and renamed as the Office of Head Start reporting directly to the Assistant Secretary for the Administration for Children and Families (ACF) within the Department of Health and Human Services (HHS) in FY 2006. The Office of Head Start is also responsible for establishing program standards and other regulations that govern the program, and through a competitive process selects and funds grantees to provide Head Start services in their local communities.

The *Head Start Act*, which is passed by Congress and signed by the President, authorizes the continued operation of the Head Start program for a specific number of years and sets ceilings for budget appropriations during that period. Each year of the authorization period, Congress and the president agree on the annual Head Start budget through an appropriation bill. Unlike most other federally funded programs, Head Start community programs are funded directly from the federal government rather than through the states.

In addition to the [Office of Head Start staff](#) in Washington, DC; federal Head Start staff are located in [two branches](#) located in Washington, DC and across [10 regions](#) around the country. Staff in these regional offices work closely with the OHS staff and serve as a direct link to local grantee programs. Regional staff monitors the operation of local programs and provide funding to local grantees according to funding formulas established by Congress in the *Head Start Act*

³ Head Start Program Fact Sheet. <http://www.acf.hhs.gov/programs/ohs/about/fy2008.html>

⁴ Adapted from C. Lang, *Head Start: New Challenges, New Chances*. 1992. Newton, MA: Education Development Center.

and the budget limits set by the annual Head Start appropriation. Funding and support is also provided to American Indian-Alaska Native and Migrant and Seasonal Programs by federal staff housed within the OHS.

Local grantees include a wide range of community agencies: community action agencies, other nonprofit groups, local governments, tribal governments, and school districts, among others. As a result of the Head Start Reauthorization of 1998, for-profit organizations are allowed to serve as grantees for both Head Start and Early Head Start programs. Each local grantee applies for funding to serve a specified number of children according to the Head Start regulations in 45 CFR Chapter XIII and other applicable federal and local regulations.

STATUTES AND REGULATIONS⁵

Head Start and Early Head Start staff must be fully knowledgeable of all applicable Federal requirements and skilled in applying these requirements in the daily operation of their program, whether starting a new program or striving to maintain a high quality program. Many of the requirements for operating a Head Start and Early Head Start program can be found in the *Head Start Program Performance Standards and Other Regulations* and the *Head Start Act*.

Head Start Act

As with all programs of the federal government, Head Start owes its existence to a public law passed by the Congress and signed by the President. The *Head Start Act*, as it is commonly referred to, authorizes the appropriation of funds at specific levels and prescribes the methodologies for allotment of funds to the various functions of the program and the methods for the distribution of the funds nationally and locally to Head Start agencies.

The *Act* explains in detail, the intent of the Congress in terms of the purpose of the program, the types of services to be provided, the population to be served, reporting and evaluation requirements, and a variety of administrative requirements. It is important for program administrators to be familiar with those sections that have relevance to day-to-day operations. For example, the 20 percent matching requirement for non-federal share, the 15 percent limitation on administrative costs, and the 10 percent of enrollment slots to be reserved for services to children with disabilities is specifically delineated in the *Act*.

Throughout, the *Act* directs the Secretary of Health and Human Services to develop regulations to guide the implementation of the program. Once developed, these regulations become a part of the *Code of Federal Regulations*. Since regulations have their basis in public law, they have the force of law for programs funded by the issuing agency.

Regulatory Process

The regulatory development process is designed to enable those whose work or lives will be affected by the regulation to help shape it. A Notice of Proposed Rulemaking (NPRM) is

⁵ Adapted from the introduction in the *Manual for Head Start Administrators*. 1994. Washington, DC: U.S. Department of Health and Human Services. Head Start Bureau.

prepared by the agency that administers the program. After clearing internal and departmental review, the NPRM is submitted to the Office of Management and Budget (OMB) for review. As the review arm of the Executive Branch, the OMB must ensure that the proposed regulation complies with the intent of the public law under which it was prepared and that its implementation will not unfairly burden the public. Once agreement is reached between the issuing agency and OMB, the NPRM is published in the *Federal Register*, which is the official publication of the federal government for notifying the public of proposed and final regulations.

Following publication of the NPRM, interested parties may submit written comments during a “comment period,” which typically is 90 days, on the merits of the regulation. After consideration of the public comments, the NPRM is modified or changed as deemed necessary by the agency and returned to OMB as the Final Rule. Once approved by OMB, the Final Rule is published in the *Federal Register* and is incorporated as part of the body of regulations contained in the *Code of Federal Regulations* for the issuing agency.

Code of Federal Regulations. The *Code of Federal Regulations* (CFR) is a systematic collection of the rules published in the *Federal Register* by the executive departments and agencies of the federal government. The code is divided into 50 titles that represent broad areas of federal regulation. A portion of these are devoted to common regulations that apply across several different departments of the government, such as **Title 5, Administrative Personnel**, and **Title 41, Public Contracts and Property Management**. Other titles contain only the regulations of a single department, such as **Title 7, Agriculture; Title 29, Labor; and Title 49, Transportation**.

Some of the regulations pertaining to the Department of Health and Human Services (DHHS) are **Title 21, Food and Drug Administration; Title 42, Public Health Service;** and for Human Services, **Title 45, Public Welfare**. Title 45 is further divided between Subtitle A, “General Administration,” and Subtitle B, “Regulations Relating to Public Welfare.” Title 45 contains the regulations governing the Head Start program.

Title 45, Subtitle A. Parts 1 to 199 under Subtitle A contain the department-wide regulations that apply to *all* grants and contracts funded by DHHS. Most important among these in terms of the day-to-day operation of a Head Start program are Part 74, “Administration of Grants,” and Part 92, “Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments.”

Parts 74 and 92 contain the procedures governing the administration of grants and cooperative agreements issued by DHHS. The subparts cover such topics as cash management, financial reports, allowable and unallowable costs, and property and procurement. The agency type (Part 74 for private nonprofit agencies and Part 92 for public agencies) is the determining factor as to which regulation applies.

STEP 4. WORKSHEET: UNDERSTANDING THE HEAD START ACT

Purpose: To introduce participants to the *Head Start Act* and its implications for program operation.

Part I (5 min.) Provide copies of the *Head Start Act* and as a group, review the table of contents. Invite each member of the group to select a different section of the Act to review and report on from the following list:

Section 640: Allotment of Funds; Limitations on Assistance

Section 642: Powers and Functions of Head Start Agencies

Section 644: Administrative Requirements and Standards

645A: Early Head Start Programs for Families with Infants and Toddlers

648A: Staff Qualifications and Development

Part II (20 min.) On your own, review your assigned section of the *Head Start Act*. As you review your section, identify

- key statements that have implications for local program operation
- key statements that have implications for federal Head Start staff
- statements that are new or surprising to you

Part III (20 min.) As a group, discuss ways in which Head Start leaders can use knowledge of the *Head Start Act* to inform their ongoing work. Begin the discussion by sharing what you have discovered in reading your assigned section. Limit your report to less than 2 minutes.

STEP 5. BACKGROUND READING: NAVIGATING THROUGH 45 CFR CHAPTER XIII

HEAD START REGULATIONS

In addition to the agency-wide regulations that guide Head Start, 45 CFR Chapter XIII contains regulations that apply only to Head Start and Early Head Start programs. Although the *Head Start Program Performance Standards*, contained in Part 1304, are the most commonly known of these regulations, the remaining parts include 1301, 1302, 1303, 1305, 1306, 1308, 1309, 1310, and 1311, all of which contain significant implications for the operation of Head Start and Early Head Start programs. When studying or researching the parts of 45 CFR Chapter XIII, note that they all follow a similar format:

- Most begin with an introductory section titled Subpart A – General, except Part 1305.
- The introductory section begins with a paragraph that explains the purpose and scope of the regulations.
- The introductory section also provides a list of definitions of terms that are contained in the document.

The *Head Start Program Performance Standards* are the mandatory regulations that grantees and delegate agencies must implement in order to operate a Head Start program. The standards define the objectives and features of a quality Head Start program in concrete terms; they articulate a vision of service delivery to young children and families; and they provide a regulatory structure for the monitoring and enforcement of quality standards. The *Program Performance Standards* are designed to ensure that the Head Start goals and objectives are implemented successfully, that the Head Start philosophy continues to thrive, and that all grantee and delegate agencies maintain the highest possible quality in the provision of Head Start services.⁶

In the paragraphs that follow, the purpose and scope of Parts 1301, 1302, 1303, 1304, 1305, 1306, 1308, 1309, 1310 and 1311 are provided. These statements will help you in completing the Step 6 Worksheet.

Part 1301 – Head Start Grants Administration

Part 1301 establishes regulations applicable to program administration and grants management for all grants under the *Act*, including grants for technical assistance and training and for research, demonstration, and pilot projects. In addition to listing the applicable general requirements, this part contains grants administration requirements regarding insurance, bonding, and audits, and regulations pertaining to the identification and reporting of child abuse and neglect.

⁶*Head Start Program Performance Standards and Other Regulations*. 2001. Washington, DC: U.S. Department of Health and Human Services.

Part 1302 – Policies and Procedures for Selection, Initial Funding, and Refunding of Head Start Grantees, and for Selection of Replacement Grantees

Part 1302 is to set forth policies and procedures for the selection, initial funding and refunding of Head Start grantees and for the selection of replacement grantees in the event of the voluntary or involuntary termination, or denial of refunding, of Head Start programs. It particularly provides for consideration of the need for selection of a replacement grantee where the continuing eligibility (legal status) and fiscal capability (financial viability) of a grantee to operate a Head Start program is cast in doubt by the cessation of funding under section 519 of the *Act* or by the occurrence of some other major change.

Part 1303 – Appeal Procedures for Head Start Grantees and Current or Prospective Delegate Agencies

Part 1303 prescribes regulations based on section 646 of the *Head Start Act*, 42 U.S.C. 9841, as it applies to grantees and current or prospective delegate agencies engaged in or wanting to engage in the operation of Head Start programs under the *Act*. It prescribes the procedures for appeals by current and prospective delegate agencies from specified actions or inaction by grantees. It also provides procedures for reasonable notice and opportunity to show cause in cases of suspension of financial assistance by the responsible HHS official and for an appeal to the Departmental Appeals Board by grantees in cases of denial of refunding, termination of financial assistance, and suspension of financial assistance.

Part 1304 – Program Performance Standards for the Operation of Head Start Programs by Grantee and Delegate Agencies

Part 1304 contains the regulations which established the performance standards and minimum requirements with respect to health, education, parent involvement, nutrition, social, transition, and other Head Start services, as well as administrative and financial management, facilities, and other appropriate program areas. In addition, Sections 644(a) and (c) the *Head Start Act* requires regulations for the organization, management, and administration of Head Start programs, as well as standards and minimum requirements for the entire range of Early Head Start and Head Start services. They are applicable to both Head Start and Early Head Start programs, with the exceptions noted, and are to be used in conjunction with the regulations at 45 CFR parts 1301, 1302, 1303, 1305, 1306, and 1308.

Part 1305 – Eligibility, Recruitment, Selection, Enrollment and Attendance in Head Start

Part 1305 prescribes requirements for determining community needs and recruitment areas. It contains requirements and procedures for the eligibility determination, recruitment, selection, enrollment, and attendance of children in Head Start programs and explains the policy concerning the charging of fees by Head Start programs.

Part 1306 – Head Start Staffing Requirements and Program Options

Part 1306 sets forth requirements for Early Head Start and Head Start program staffing and program options that all Early Head Start and Head Start grantee and delegate agencies must meet. These requirements, including those pertaining to staffing patterns, the choice of program options to be implemented, and the acceptable ranges of implementation of these options, have been developed to help maintain and improve the quality of Early Head Start and Head Start and to promote lasting benefits to the children and families being served.

Part 1308 – Head Start Program Standards on Services for Children with Disabilities

Part 1308 sets forth the requirements for providing special services for three- through five-year-old children with disabilities enrolled in Head Start programs. The purpose of this part is to ensure that children with disabilities enrolled in Head Start programs receive all the services to which they are entitled under the Head Start Program Performance Standards at 45 CFR, Part 1304, as amended. (Please note: requirements for providing disability services for infants and toddlers are contained in 1304.20(f)(2)(I).)

Part 1309 – Head Start Facilities, Major Renovations and Construction

Part 1309 describes the procedures for applying for Head Start grant funds to purchase facilities in which to operate Head Start programs, and conditions under which grant funds may be awarded to purchase facilities. It also specifies measures which must be taken to protect the federal interest in facilities purchased with Head Start grant funds.

Part 1310 – Head Start Transportation

Under the authority of sections 640(i) and 645A(b)(9) of the *Head Start Act* (42 U.S.C. 9801 et seq.), Part 1310 prescribes regulations on safety features and the safe operation of vehicles used to transport children participating in Head Start and Early Head Start programs. Under the authority of sections 644(a) and (c) and 645A(b)(9) of the *Head Start Act*, this part also requires Head Start, Early Head Start, and delegate agencies to provide training in pedestrian safety and to make reasonable efforts to coordinate transportation resources to control costs and to improve the quality and the availability of transportation services.

Part 1311 – Head Start Fellows Program

Part 1311 establishes regulations applicable to the administration of the Head Start Fellows Program. The program was designed to enhance the ability of Head Start fellows to make significant contributions to Head Start and other child development and family services programs. It includes information on the selection, placement, duration and status of the Head Start Fellows.

FOCUS ON PART 1304: THE HEAD START PROGRAM PERFORMANCE STANDARDS

The *Head Start Program Performance Standards* play a central role in defining quality services for low-income children and their families. The Performance Standards were created to advance the primary goal of Head Start to increase social competence of children. Head Start defines *social competence* as promoting each child's everyday effectiveness in dealing with his or her present environment and later responsibilities when beginning school.

The Principles behind the Performance Standards

The founders of the Head Start program recognized from the beginning that to truly foster social competence of low-income children, it would be essential to acknowledge the integrated nature of cognitive, social, emotional, and physical domains of child development with proper health care, nutrition, and mental health. They also understood that children develop in the context of their families; that parents are the child's first teachers; and that families exist in the context of neighborhoods and communities. Another early goal of Head Start was to reduce the risk of childhood disability and since 1972, the program has had a legislative mandate to make at least 10% of its enrollment available to children with disabilities and their families.

These visionary beliefs provided the solid, lasting foundation for the creation and subsequent revisions of the *Head Start Program Performance Standards*:

- Comprehensive individualized child development services
- Parent involvement and a family-centered approach
- Community-based partnerships and community-based services
- Strong, effective management systems and procedures

The Head Start Bureau (currently Office of Head Start) revised the Performance Standards in 1998 with the purpose of updating information and establishing regulations for new initiatives such as Early Head Start. In an effort to promote a more integrated service delivery approach, the Standards were reorganized into three major content-area sections and a section related to the federal monitoring process:

- Subpart B—Early Childhood Development and Health Services
- Subpart C--Family and Community Partnerships
- Subpart D--Program Design and Management.
- Subpart E—Implementation and Enforcement

The Standards for Disabilities Services are integrated throughout these three areas as well as in Part 1308. The revised Standards also incorporate the expectations for parent involvement in each of the major content areas.

Subpart B—Early Childhood Development and Health Services. Subpart B defines the expectations for services to children participating in Head Start and Early Head Start. The regulations provide direction to programs in the areas of health, education, safety, nutrition and mental health. Special considerations for pregnant women enrolled in Early Head Start are also described in this subpart.

Subpart C—Family and Community Partnerships. Subpart C outlines its expectations for a program’s relationships with families and the communities it serves. This section explains family goal setting through the family partnership agreement process, access to community services and resources, services to pregnant women and parent involvement across all areas of Head Start.

Subpart D—Program Design and Management. Subpart D describes the requirements around program governance; management systems and procedures; human resource management; and facilities, materials, and equipment.

Subpart E—Implementation and Enforcement. Subpart E describes the requirements for programs that have been identified as having one or more deficiencies in their services as the result of an on-site Federal program review.

The Relationship between the Performance Standards and the Federal Monitoring Process

Each Head Start and Early Head Start grantee and delegate agency is held accountable for ensuring that the Performance Standards are fully implemented and monitored. A monitoring team, led by federal Head Start staff, conducts a thorough review of each grantee every three years to determine its compliance with the Performance Standards and other regulations.

Head Start Monitoring Reviews assess the performance, compliance, and accomplishments of local Head Start and Early Head Start programs in meeting statutory and regulatory requirements. In Fiscal Year 2007, the Office of Head Start (OHS) introduced a new integrated monitoring protocol designed to assess the performance and compliance of Head Start and Early Head Start grantees in a more focused, efficient, and comprehensive manner. The protocol focuses on the delivery of services, as well as the management systems that support services, accountability, and fiscal integrity.

HEAD START POLICIES

The *Act* and the regulations represent the first two levels of rule making. The third level of rule making is referred to as policy. As regulations are developed to define a requirement in the Act, policies are likewise developed to guide the implementation of a regulation.

The Office of Head Start develops new policies and existing policies in response to changes in the body of knowledge concerning best practice, or because of consistent misinterpretation of the meaning of a regulatory requirement. Policy issuances are enforced by the regulations.

Policies are often issued in the form of an *Information Memorandum* or a *Program Instruction* which are distributed to every Head Start and Early Head Start grantee and delegate agencies. Programs can access copies of the IMs and PIs by visiting the Early Childhood Learning and Knowledge Center web site. Refer to the list of [Additional Resources](#) located at the end of Step 6 of this activity.

STEP 6. WORKSHEET: USING HEAD START REGULATIONS TO GUIDE DECISIONS

Purpose: To provide participants with an opportunity to exercise their knowledge of regulations to address common Head Start situations.

Part I (15 min.) On your own or in a small group, select three of the thirteen vignettes that follow. Using the Step 5 Background Reading, and the table of contents that begins each major section of the *Head Start Program Performance Standards*, locate the Head Start regulation that addresses each of the situations described below.

Be prepared to cite the regulation or standard number and advise program staff on the basis of what the standard tells you. Also, consider the following questions:

1. Which of the four Head Start principles is reflected in the vignette?
 2. Which Head Start management systems are involved?
 3. What are the service areas involved?
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1. You are a new Head Start director. Because of rapid expansion, your program has been having difficulty meeting its required nonfederal share. Your Policy Council suggests that you reduce your nonfederal share to 15 percent.

Regulation or Standard #: _____

Your advice: _____

Which principle is reflected?

Which management systems are involved?

What are the service areas involved?

2. You are a Head Start director. Until recently, all of your center-based classrooms were housed in one building. Your health services manager, who is a registered nurse, was the designated staff member responsible for handling and administering medications. You recently opened two satellite sites that are several miles from your center. Because it is not practical for the nurse to administer medication to children in those centers, your nurse suggests that you develop a medication policy for the new centers that requires that parents

administer any necessary medication to children. This policy would require that parents administer medication before children arrive at the program or that parents come to the program to administer medication when necessary.

Regulation or Standard #: _____

Your advice: _____

Which principle is reflected?

Which management systems are involved?

What are the service areas involved?

3. You are a child-development services manager. You and your teaching staff always work hard to complete all required education home visits. At a recent state child-development services managers' meeting, you learned that in addition to conducting two home visits and holding two parent-teacher conferences with parents during the year, your teachers must also hold meetings with parents near the end of the program year to discuss transition services. Your teachers are busy enough already; you are not sure how they will find the time for another parent-teacher conference.

Regulation or Standard #: _____

Your advice: _____

Which principle is reflected?

Which management systems are involved?

What are the service areas involved?

4. You are a Policy Council member in your third year term. Being on the Policy Council has been a wonderful experience for you. You plan to volunteer to be a community

representative on the council next year.

Regulation or Standard #: _____

Your advice: _____

Which principle is reflected?

Which management systems are involved?

5. You are a family services manager. On April 1, several teachers in the program requested that no new children be added to fill vacancies in their classrooms, because the teachers will not have enough time before the program closes on June 15 to provide a meaningful education experience.

Regulation or Standard #: _____

Your advice: _____

Which principle is reflected?

Which management systems are involved?

What are the service areas involved?

6. You are a Head Start director. Under the guidance of your new disabilities services manager, your program has made extensive efforts to actively recruit children with a disability. Because of these efforts, so many families of children with disabilities have applied that you will far exceed the minimum 10 percent requirement. At a staff meeting, the disabilities services manager tells the other managers that the disabilities performance standards require that the program give preference to all children with disabilities even after the 10 percent quota has been reached.

Regulation or Standard #: _____

Your advice: _____

Which principle is reflected?

Which management systems are involved?

What are the service areas involved?

What are the service areas involved?

7. Your agency is in the process of revising its personnel policies. You want to be sure that the revised policies will meet Head Start regulations.

Regulation or Standard #: _____

Your advice: _____

Which principle is reflected?

Which management systems are involved?

What are the service areas involved?

8. You are a federal program specialist. In a recent conversation, the director of a program assigned to you told you that the Policy Council adopted a new program policy that requires that home-based families be dropped from the program if they have three unexcused absences from socialization.

Regulation or Standard #: _____

Your advice: _____

Which principle is reflected?

Which management systems are involved?

What are the service areas involved?

9. You are a new family services manager. According to your staff, the program has always included copies of documents that verify a family's financial eligibility in the family file. You suggest that staff replace the photocopy with a statement that they have viewed the required documents. Staff advises you that this is an illegal practice. You are not sure.

Regulation or Standard #: _____

Your advice: _____

Which principle is reflected?

Which management systems are involved?

What are the service areas involved?

10. You are a home-based manager. Your home visitors have had to cancel many home visits this year because of unusually bad weather in your community. In addition to conducting the official home visits, staff frequently accompany parents to appointments with social services agencies or drive them to medical visits. To meet the minimum number of required home visits, home visitors suggest that they count these "extra" services as home visits.

Regulation or Standard #: _____

Your advice: _____

Which principle is reflected?

Which management systems are involved?

What are the service areas involved?

11. You are a federal program specialist. In reviewing records during a federal program review, you notice that the files of several children indicate that IEP meetings were not held to plan services for children with diagnosed disabilities. In conversations with the disabilities services manager, she says that the IEP meetings were never scheduled because parents were not able or willing to attend.

Regulation or Standard #: _____

Your advice: _____

Which principle is reflected?

Which management systems are involved?

What are the service areas involved?

12. You are a Head Start director. Your program has always operated a health services advisory committee. Your assistant director just advised you that the revised performance standards require that your program form services advisory committees for all of the other service areas in the program.

Regulation or Standard #: _____

Your advice: _____

Which principle is reflected?

Which management systems are involved?

What are the service areas involved?

13. You are a parent involvement manager. Mrs. Dominquez, a parent in the program, volunteered to work in the office one day a week to build her computer skills. She asks if she will need to have any special medical tests to work in the program.

Regulation or Standard #: _____

Your advice: _____

Which principle is reflected?

Which management systems are involved?

What are the service areas involved?

Part II (10 min.) Compare your answers with those of others in the group. If you disagree on a regulation, consult the [answer key](#).

ANSWER KEY

1. 1301.20 (a)
2. 1304.22 (c) (2)
3. 1304.40 (h) (2); 1304.40 (e) (5);
1304.21 (a) (2) (iii)
4. 1304.50 (b) (5)
5. 1305.7 (b)
6. 1308.5 (c) (4)
7. 1301. 31; 1304.52 (a) – (k)
8. 1304.40 (d) (2)
9. 1305.4 (d)
10. 1306.33 (a)(3)
11. 1308.19 (k) and 1308.19 (j) 4
12. 1304.41 (b)
13. 1304.52 (j) (2)

ACF Offices

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Region I

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Region II

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Puerto Rico, Virgin
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Virginia*
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Philadelphia, PA 19101
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Region IV

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Georgia, Kentucky,
Mississippi, North*

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**American Indian/Alaska Native
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*Regional Offices as of August 31, 2004

REFERENCES

The material and exercises contained in this activity were adapted from references designed to acquaint learners with Head Start's core values, *Head Start Act*, and Head Start regulations as it applies to operating Head Start and Early Head Start programs. The following sources were used:

The Manual for Head Start Administrators. 1994. Washington, DC: U.S. Department of Health and Human Services. 1994.

Head Start Program Performance Standards and Other Regulations. 1998. Washington, DC: U.S. Department of Health and Human Services. Lang, C.

Head Start: New Challenges, New Chances. 1992. Newton, MA: Education Development Center.

I-99+ Reviewer Training Handouts. 1999. Washington, DC: U.S. Department of Health and Human Services.

ADDITIONAL RESOURCES

For additional Head Start resources, visit the [Early Childhood Knowledge and Learning Center](#) or by contacting the Head Start Knowledge and Information Services, toll-free at 1 (866) 763-6481. To place an order for materials send an email to puborder@headstart.org.

For related resources, select from the links below to web sites of value to the Head Start and early childhood communities.

[Child Development Associate \(CDA\) Council](#)

Information on acquiring and maintaining CDA credentialing is provided here.

[Center on the Social and Emotional Foundations for Early Learning \(CSEFEL\)](#)

Information on preventing challenging behaviors and mental health challenges in child care and Head Start is offered here.

[Early Head Start National Resource Center \(EHS NRC\)](#)

Information and resources on serving infants, toddlers, pregnant women and their families is offered.

[Head Start Interim Grantee Management - Community Development Institute](#)

Information on the Office of Head Start's interim grantee management program is offered.

[Head Start Program Information Report \(PIR\)](#)

Information on the Head Start Program Information Report (PIR) is offered.

[Head Start Monitoring](#)

Information on the Office of Head Start monitoring process.

[Indian Health Service](#)

Information on providing preventive health services for the Head Start American Indian – Alaska Native community is offered.

[National Head Start Family Literacy Center](#)

Information on Head Start Family Literacy is offered.

[National Head Start Oral Health Resource Center](#)

Information on Head Start oral health is available.

[National Office of Head Start Resource Center \(HSRC\)](#)

Information related to OHS priorities and training events.

[Office of Planning, Research and Evaluation \(OPRE\) - Head Start](#)

[Office of Planning, Research and Evaluation \(OPRE\) - Early Head Start](#)

Information on Head Start and Early Head Start research.

[SpecialQuest Birth-Five: Head Start/Hilton Training Program](#)

Information on providing services to young children with significant disabilities and their families is offered.

References for Head Start History

Vinovskis, M. (2005). *The Birth of Head Start: Preschool Education Policies in the Kennedy and Johnson Administration*. University of Chicago Press.

Zigler, E. & J. Valentine (1979). *Project Head Start: A Legacy on the War on Poverty*. The Free Press/MacMillan.

Zigler, E & S. Muenchow (1992). *Head Start: The Inside Story of America's Most Successful Educational Experiment*. Basic Books.

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STEP 7. SUMMARY

Personal Review

KEY POINTS

- Ways in which Head Start core values are reflected in program services
- How the Head Start program is administered and funded
- How the *Head Start Act* shapes program operation
- How to find answers to program-related questions in sections of the Head Start regulations

What did you learn from this activity?

1.

2.

3.

How will you use your new knowledge and skills in your work?

1.

2.

3.

What else do you think you might need to learn in order to master this information?

1.

2.

3.