Head Start A to Z

Program Governance

BACKGROUND

Head Start Program Governance is one of the 10 management systems within Head Start programs. Each of the 10 systems plays a critical role in supporting quality Head Start services that lead to positive outcomes for children and families.

New directors and leaders will want to become familiar with the unique characteristics of Head Start Program Governance so they can actively ensure that their program’s overall governance system is in place. Grantee organizations that build a strong governance system, define governance processes, and work to establish positive relationships among all three of the Head Start governing entities are better equipped to respond to problems in their program and deliver high-quality Head Start services to their children and families. A strong governance system fosters an environment that supports innovation and continuous program improvement.

The first step to establishing a strong Head Start governance system is to understand the requirements of the Head Start Act of 2007 and the Head Start Program Performance Standards related to the governing body and the Policy Council: their composition, their roles and responsibilities, and the appropriate ways for both entities to carry out their responsibilities. Head Start directors and leaders should take stock of their program’s governance system and determine if changes or improvements need to be made so their system reflects the intent of Head Start law and regulations.

Head Start Program Governance is both unique and complex and includes three separate entities: (1) the governing body/Tribal Council, (2) the Policy Council, and (3) the management staff. New Head Start directors and leaders will learn to appreciate the notable history of Head Start and the role that families and community representatives have always played in establishing the direction of their program. This coordinated effort is accomplished through the Policy Council, whose elected members include parents of currently enrolled children and other community members.

Head Start leaders also must ensure that the governing body/Tribal Council and Policy Council each has a membership that complies with the Head Start Act, Sec.642 (c)(1)(B). They must also ensure that the governing body/Tribal Council and Policy Council obtain ongoing training and
technical assistance so that the members can fully understand and fulfill their roles and responsibilities.

In addition, Head Start leaders need to ensure that they have processes in place to provide timely information to the Policy Council and governing body to allow for informed decision-making. In particular, the decision-making process should involve the executive director, governing body, Policy Council, parent committees, and Head Start managers. Grantees that have a strong program governance system ensure that they have the right structure, the right people, and the right practices. Historically, Head Start has designed the right structure and included the right people. Directors and Head Start leaders are charged with ensuring that their programs use the right practices.

**PROGRAM GOVERNANCE SYSTEM COMPONENTS**

Program Governance represents one of the 10 Head Start management systems directly related to successful outcomes for children, families, programs, and communities. The Head Start Program Governance system is the foundation of the organization and arguably one of its most critical entities.

The Program Governance system in essence entails

1. composing a governing body/Tribal Council according to Head Start mandate,
2. establishing a clear understanding of the roles and responsibilities of the three entities within the system (governing body, Policy Council and management staff), and
3. continuously strengthening the Program Governance system in order to achieve desired outcomes for children and families in the communities served.

Head Start leaders need to ensure that their programs meet the requirements of the Head Start Act 2007 with regards to their governing body and their Policy Council: the composition, roles and responsibilities, and the conduct of responsibilities of both of these important entities.

**GOVERNING BODY COMPOSITION REQUIREMENTS: SEC. 642 (C)(1)(B)**

(B) **COMPOSITION.** The governing body shall be composed as follows:

(i) Not less than 1 member shall have a background and expertise in fiscal management or accounting.

(ii) Not less than 1 member shall have a background and expertise in early childhood education and development.
(iii) Not less than 1 member shall be a licensed attorney familiar with issues that come before the governing body.

(iv) Additional members shall

(I) reflect the community to be served and include parents of children who are currently, or were formerly, enrolled in Head Start programs; and

(II) are selected for their expertise in education, business administration, or community affairs.

(B) COMPOSITION. The governing body shall be composed as follows:

(v) Exceptions shall be made to the requirements of clauses (i) through (iv) for members of a governing body when those members oversee a public entity and are selected to their positions with the public entity by public election or political appointment.

(vi) If a person described in clause (i), (ii), or (iii) is not available to serve as a member of the governing body, the governing body shall use a consultant, or another individual with relevant expertise, with the qualifications described in that clause, who shall work directly with the governing body.

(E) RESPONSIBILITIES. The governing body shall

(i) have legal and fiscal responsibility for administering and overseeing programs under this subchapter, including the safeguarding of federal funds;

(ii) adopt practices that assure active, independent, and informed governance of the Head Start agency, including practices consistent with subsection (d)(1), and fully participate in the development, planning and evaluation of the Head Start programs involved;

(iii) be responsible for ensuring compliance with Federal laws (including regulations) and applicable state, tribal and local laws (including regulations); and

(iv) be responsible for other activities, including

(I) selecting delegate agencies and the service areas for such agencies;

(II) establishing procedures and criteria for recruitment, selection, and enrollment of children;

(III) reviewing applications for funding and amendments to applications for funding for programs under this subchapter;
(IV) establishing procedures and guidelines for accessing and collecting information described in subsection (d)(2);

(V) reviewing and approving all major policies of the agency, including

(aa) the annual self-assessment and financial audit;

(bb) such agency’s progress in carrying out the programmatic and fiscal provisions in such agency’s grant application, including implementation of corrective actions; and

(cc) personnel policies of such agencies regarding the hiring, evaluation, termination, and compensation of agency employees;

(VI) developing procedures for how members of the policy council are selected, consistent with paragraph(2)(B);

(VII) approving financial management, accounting, and reporting policies, and compliance with laws and regulations related to financial statements, including the

(aa) approval of all major financial expenditures of the agency;

(bb) annual approval of the operating budget;

(cc) selection (except when a financial auditor is assigned by the State under State law or is assigned under local law) of independent financial auditors who shall report all critical accounting policies and practices to the governing body; and

(dd) monitoring of the agency’s actions to correct any audit findings and of other actions necessary to comply with applicable laws (including regulations) governing financial statements and accounting practices;

(VIII) reviewing results from monitoring conducted under section 641A(c) including appropriate follow-up activities;

(IX) approving personnel policies and procedures, including policies and procedures regarding the hiring, evaluation and compensation, and termination of the Executive Director, Head Start Director, Director of Human Resources, Chief Fiscal Officer, and any other person in an equivalent position with the agency;
(X) establishing, adopting, and periodically updating written standards of conduct that establish standards and formal procedures for disclosing, addressing, and resolving

(aa) any conflict of interest, and any appearance of conflict of interest, by members of the governing body, officers and employees of the Head Start agency, and consultants and agents who provide services or furnish goods to the Head Start agency; and

(bb) complaints, including investigations, when appropriate; and

(XI) to the extent practicable and appropriate at the discretions of the governing body, establishing advisory committees to oversee key responsibilities related to program governance and improvement of the Head Start program involved.

**Policy Council Composition and Selection Requirements: Sec. 642 (c)(2)(B)**

(B) **Composition and Selection**

(i) The policy council shall be elected by the parents of children who are currently enrolled in the Head Start program of the Head Start agency.

(ii) The policy council shall be composed of

(I) Parents of children who are currently enrolled in the Head Start program of the Head Start agency (including any delegate agency), who shall constitute a majority of the members of the policy council; and

(II) Members at large of the community served by the Head Start agency (including any delegate agency), who may include parents of children who were formerly enrolled in the Head Start program of the agency.

*From Head Start Program Performance Standards – 1304.50(b)(7)* – Parents of children currently enrolled in all program options must be proportionately represented on established policy groups.

**Policy Council Role: Sec. 642 (c)(2)(A)**

(A) **In General**

(A) . . . each Head Start agency shall have a policy council responsible for the direction of the Head Start program, including program design and operation, and long- and short-
term planning goals and objectives, taking into account annual communitywide strategic planning and needs assessment and self-assessment.

(D) **RESPONSIBILITIES.** The policy council shall approve and submit to the governing body decisions about each of the following activities:

(i) Activities to support the active involvement of parents in supporting program operations, including policies to ensure that the Head Start agency is responsive to community and parent needs.

(ii) Program recruitment, selection, and enrollment priorities.

(iii) Applications for funding and amendments to applications for funding for programs under this subchapter, prior to submission of applications described in this clause.

(iv) Budget planning for program expenditures, including policies for reimbursement and participation in policy council activities.

(v) Bylaws for the operation of the policy council.

(vi) Program personnel policies and decisions regarding the employment of program staff, consistent with paragraph (1)(E)(iv)(IX), including standards of conduct for program staff, contractors, and volunteers and criteria for the employment and dismissal of program staff.

(vii) Developing procedures for how members of the policy council of the Head Start agency will be elected.

(viii) Recommendations on the selection of delegate agencies and the service areas for such agencies.

**GOVERNING BODY AND POLICY COUNCIL CONDUCT OF RESPONSIBILITIES: SEC. 642 (D)(2)(A-I)**

(2) **CONDUCT OF RESPONSIBILITIES.** Each Head Start agency shall ensure the sharing of accurate and regular information for use by the governing body and policy council, about program planning, policies, and Head Start agency operations, including—

(A) Monthly financial statements, including credit card expenditures;

(B) Monthly program information summaries;
(C) Program enrollment reports, including attendance reports for children whose care is partially subsidized by another public agency;

(D) Monthly reports of meals and snacks provided through programs of the Department of Agriculture;

(2) CONDUCT OF RESPONSIBILITIES. Each Head Start agency shall ensure the sharing of accurate and regular information for use by the governing body and policy council, about program planning, policies, and Head Start agency operations, including:

(E) the financial audit;

(F) the annual self-assessment, including any findings related to such assessment;

(G) the communitywide strategic planning and needs assessment of the Head Start agency, including any applicable updates;

(H) communication and guidance from the Secretary; and

(I) the program information reports.

OVERARCHING THEME

Head Start leaders are charged with the task of ensuring effective Head Start Program Governance. Head Start Program Governance, a unique and complex system, is designed to be inclusive of the local community, of which parents are an integral part. The key to effective program governance is the right structure, the right people, and the right practices. The Head Start/Early Head Start leader’s role is to ensure that the governance and management entities are working collaboratively to achieve positive outcomes for children, families, and their respective communities. Head Start A to Z: Program Governance provides a general overview to Head Start/Early Head Start leaders of what they need to know, do, and ensure happens related to Head Start Program Governance.

OUTCOMES

- Understand the origins of Head Start Program Governance
- Understand the composition of the governance structure and the roles and responsibilities as outlined in the 2007 Head Start Act
- Understand how the governance and management entities work collaboratively
- Gain knowledge of Program Governance tools
**MATERIALS**

- PowerPoint presentation
- *Why Good Governance Matters* (video clip)
- *Current Realities* (video clip)
- Intel for Mission Possible Activity
- Envelopes
- Presenter’s notes for “Mission Possible Activity”
- Partial Venn diagram
- Handouts:
  - Nifty Notes
  - Mission Possible Activity Instructions
  - Partial Venn diagram (11 x 17)
  - Completed Venn diagram
  - 2012 and 2013 Program Governance Findings Nationwide
  - Is Your Program Experiencing Challenges in these Areas? . . .
  - *Head Start Program Governance Reference Book*

**PLANNING AHEAD**

- This is a 90-minute session.
- Make copies of the “Nifty Notes” handout.
- Make copies of the following handouts:
  - Mission Possible Activity Instructions
  - Nifty Notes
  - Partial Venn diagram (11 x 17 per group)
  - Completed Venn diagram
  - Intel for Mission Possible Activity (copy on cardstock)
  - 2012 and 2013 Program Governance Findings Nationwide
  - Is Your Program Experiencing Challenges in these Areas? . . .
  - *Head Start Program Governance Reference Book* (copy the cover and back on card stock)
- Have a working knowledge of the Head Start Act, 2007 Program Governance regulations.
- Place a copy of “Mission Possible Activity Instructions” in each envelope.
- Cut strips of the “Intel for Mission Possible” and place them in the envelope with “Mission Possible Activity Instructions.”
- Copy table placemats of the partial Venn diagram.
- Assemble and staple *Head Start Program Governance Reference Books*. 
Use the Head Start Enterprise System to collect current findings for the Triennial Reviews.

Let’s Get Started:

1. Introduce yourself. If you have a co-facilitator, invite that person to introduce him or herself, too. Poll the audience to see who is in the room.

2. Review the key message for this module. In this case, it is message **#8: Relationship building is at the heart of effective leadership**. Outline to the group how this message is consistent with Head Start Program Governance, which is comprised of the governing body, Policy Council, and management staff. Explain that these three entities must be in sync to ensure proper oversight of Head Start programs. Indicate that this interrelationship is a core concept of this module.

3. Distribute the “Nifty Notes” handouts to participants and encourage them to use the handout as a place to document their thoughts and ideas throughout the presentation.
4. Introduce and discuss the session outcomes.

**Session Outcomes**
- Understand the origins of Head Start Program Governance
- Understand the composition of the governance structure and the roles and responsibilities as outlined in the 2007 Head Start Act
- Understand how the governance and management entities work collaboratively
- Gain knowledge of Program Governance tools

5. Show the first video: *Why Good Governance Matters*. This video clip outlines the history of Head Start Program Governance. It is important to emphasize that while the Policy Council is a very important aspect of program governance, the governing body is now the leader for program governance per the Head Start Act of 2007.

6. Remind the group that there are 10 management systems in Head Start, and Program Governance is one of them. Explain that this slide visualizes one of our favorite descriptions of Head Start: Head Start and Early Head Start services as they are supported by systems, which in turn ensure high-quality services; and those high-quality services lead to positive outcomes for children and families.

7. Say to the participants, “All systems are linked. Some systems are very closely linked. For instance, ongoing monitoring is closely tied to record keeping and reporting and Self-Assessment as well as to communication and program governance. Your record keeping and reporting systems feed into your ongoing monitoring. Your Self-Assessment results are reported to the governing body and become a part of the program’s five-year planning process.”
8. Ask participants, “What is likely to happen with program services when there are weak systems?” After inviting a few responses, say, “If systems are weak, there still may be pockets of quality due to the hard work of high-performing staff; but as a whole, services are likely to be inconsistent. Children and families receiving services in one center may have a completely different experience than children and families across town in a different center. In addition, when a high-performing leader leaves a weak system, the quality of the entire program plummets. Systems must run like a well-oiled machine; when their cogs and gears get stuck, the smooth progress and movement stops. Why? Because there are no systems in place that will help the program transcend the change. This is why program governance is part of the management systems—it is a critical gear in the system.

9. Say to participants, “As a Head Start leader you may be aware that Head Start programs are operated by different types of organizations. According to the current 2011–2012 FY Program Information Report (PIR) data, most programs fall under one of six different categories of auspices. This is important to know, because it suggests how internal policies and procedures may differ. Each Head Start program is unique due to program auspice, program structure, and the local community needs and strengths.”
10. Show the slide “Perspectives,” and ask the participants what they see in the slide. Direct them to talk to the people sitting near them and ask each other what they see. (Pause, giving them 2 minutes).

11. Then show the next slide, the photograph of the Brooklyn Bridge. Ask the participants, “Is there a correct way to see the painting and the photograph?”

Allow 1–2 minutes for the group to talk. Then let participants know it is the Brooklyn Bridge. Then ask, “What did you think when you discovered that the painting was also the Brooklyn Bridge?”

Then state, “The painting is by Joseph Stella. He was the first futuristic painter of our time. His perspective of the bridge is different from that of the photographer, but the painter depicts the same thing that the photographer, Walker Evans, captured in the photograph.”

Now debrief the activity by asking the participants, “Was there ever a time when you saw something one way, and someone else saw it differently?” Elicit a few brief responses from the group.

Continue the conversation by saying, “Many times, Policy Council members and governing body members or Tribal Council members see things differently from each other. If it’s true that two people can see the same thing in a different way, what impact might this have on your work? On decision-making? With your Policy Council, governing body, and management team interactions?”

Finally say, “Peter Senge said it best: ‘The collective intelligence of the team results in a good productive and effective working relationship’—which achieves positive outcomes for children and families.”
12. Say to the group, “We looked at the calendar year **2012 and 2013 Triennial Reviews** on the Head Start Enterprise System and found the following ..

- Agency conduct of responsibilities – pertains to the grantee sharing accurate and regular information with GB and PC members – this can be in the forms of periodic reporting as well as information coming from OHS
- GB/PC Fulfilling Responsibilities - pertains to whether or not the GB and PC are fulfilling their responsibilities – the key question is why is this happening?”

13. Ask the group, “‘Is Your Program Experiencing Challenges in these Areas?’ the most common Triennial Review findings.”

14. Prepare to play the video, **Current Realities**. Then say, “We’re going to view this brief video conversation between a scholarly expert on governance and one of our own, a Head Start governance expert.” After the viewing, **summarize** the video for the participants by stating: “This video focused on the importance of having the right structure, the right people, and the right practices in place in order to have effective governance.”

15. Say to the group, “The Head Start Act of 2007 describes the composition and the roles and responsibilities of Head Start/Early Head Start agency governing bodies and Policy Councils with regard to program design, planning, monitoring, and oversight. The Act, in conjunction with the Head Start Program Performance Standards, describes performance expectations for program management. This is Head Start **governance.**”
16. Then read the following to the group, “The governing body shall be composed as follows:

a) Not less than one member shall have a background and expertise in fiscal management or accounting.

b) Not less than one member shall have a background and expertise in early childhood education and development.

c) Not less than one member shall be a licensed attorney familiar with issues that come before the governing body.

d) Additional members shall

   i. reflect the community to be served and include parents of children who are currently, or were formerly, enrolled in Head Start programs;

   ii. be selected for their expertise in education, business administration, or community affairs.”

Tell the group that, “Exceptions shall be made to the requirements of clauses (a) through (d) for members of a governing body when those members oversee a public entity and are selected to their positions with the public entity by public election or political appointment.”

Read the following part of the law to the group: “The Policy Council is composed as follows (vi): If a person described in clause (i), (ii), or (iii) is not available to serve as a member of the governing body, the governing body shall use a consultant, or another individual with relevant expertise, with the qualifications described in that clause, who shall work directly with the governing body.

a. The policy council shall be elected by the parents of children who are currently enrolled in the Head Start program of the Head Start agency.

b. The policy council shall be composed of:

   iii. Parents of children who are currently enrolled in the Head Start program of the Head Start agency (including any delegate agency), who shall constitute a majority of the members of the policy council; and

   iv. Members at large of the community served by the Head Start agency (including any delegate agency), who may include parents of children who were formerly enrolled in the Head Start program of the agency.

“In addition, parents of children currently enrolled in all program options must be proportionately represented on established policy groups.

“This last directive comes from the Head Start Performance Standards. The point here is that, while the Head Start Act of 2007 is the primary reference for program governance, the Head Start Performance Standards are a complementary resource.”
17. Say to the participants, “Now that we understand the composition of the governing body and the Policy Council, it’s important that we discuss the roles and responsibilities of the three governing bodies.”

**Mission Possible Activity Instructions:**
“To begin doing this, we will engage in an activity in the next part of the session that you may share with Head Start programs. The activity will require us to

a) engage in an inclusive decision-making process,

b) practice using the Head Start Act to understand the basic tenets of Head Start governance, and

c) learn about the roles and responsibilities of the governing body, Policy Council, and management staff within the governance system.

“You’ll want always to remember that, in a Head Start/Early Head Start agency, there is a **three-pronged approach to program governance**, which involves the governing body, the Policy Council, and the management staff.”

Make sure that each team has a partially completed Venn diagram with three overlapping circles representing the Head Start governing body/Tribal Council, the Policy Council, and the management staff along with the other tools for this activity: an envelope containing the “intel” and the *Head Start Program Governance Reference Book*.

Say to participants, “Your mission, if you choose to accept it, is to work with your Mission Possible Team to complete a Venn diagram that illustrates the roles and responsibilities of the Head Start governing body/Tribal Council, the management staff, and the Policy Council.”

Tell participants, “In your colored envelope you will find the following clues—33 pieces of “intel”:

a. There are 11 tasks for the governing body.

b. There are nine tasks for the Policy Council.

c. There are seven tasks for the management staff.

d. Some of the roles and responsibilities are common to more than one group:
   i. There are two tasks that intersect all three groups (governing body/Tribal Council, Policy Council, and management staff).
   ii. There are two tasks that interconnect with governing body/Tribal Council and Policy Council.
   iii. There is one task that interconnects with governing body/Tribal Council and management staff.”
Then say, “You now have in your possession some critical “intel” to help you complete this mission (the Venn diagram). You have 20 minutes to complete the task.”

18. Play the theme song for Mission Impossible. 
http://www.youtube.com/watch?v=XAYhNHhxN0A

Circle around the room while teams are working, and assist teams as needed.

When 20 minutes have passed, call “time” and ask teams to stop their work. Facilitate a discussion to debrief the activity.

Say to participants, “Please remain in your teams and discuss how you engaged in this activity.” Ask the following questions, allowing time for two or three responses from the teams:
✓ “Do you have any reflections about the different roles and responsibilities of the governing body, Policy Council, and management staff?”
✓ “How did your team process this activity?”
✓ “What was the hardest part of this activity?”
✓ “Were there any surprises?”

19. Distribute the completed version of the Venn diagram and ask each team to compare its version to the completed one. If participants disagree with the placement of an item on the completed version, encourage them to share their rationale for disagreeing and to cite the reference in the Head Start Act that supports their opinion. Ask if others would agree. Point out to participants the flow of reports as indicated by the diagram. Say to participants, “Management staff creates reports as well as facilitates the flow of information from OHS. This information is shared with Policy Council, who then approves and submits this information to the governing body/Tribal Council.”
20. Wrap up the discussion by stating that the Venn diagram is a tool that can be used to foster those types of discussions that call for careful thinking about organization and responsibilities. Congratulate participants for using the Head Start Act as a basis for their decision-making. Then share some final thoughts, such as (1) Head Start Program Governance is complex; (2) all leaders within a program need to be knowledgeable about the different roles and responsibilities of each component of this system, as well as of how they work together to create and maintain a strong Head Start program.

End this activity by stating, “Mission Possible Teams, you have now completed the important first steps in strengthening your governance systems. You have a solid knowledge base of how Head Start governance works.”

21. Referring directly to the slide, say to participants, “The 2007 Head Start Act definitely requires the full engagement of governing body members, thus these reminders. In terms of the first two bullet points, it is important to stress that the governing body has legal and fiscal responsibility for the Head Start program. The third bullet point is important, especially in light of the new five-year project period. However with all of the aforementioned responsibilities, it is important that governing body members do not micromanage!! Board members should have their ‘noses in and hands out.’”

22. Say to participants, “While the Policy Council roles and responsibilities differ from those of the governing body, Policy Council members are expected to actively support Head Start Program Governance. The Policy Council is the key conduit for supporting parent engagement in Head Start governance. As mentioned earlier, the flow of reports is one of key means of ensuring that the Policy Council is an active part of the decision-making process. It is important that they understand what is being presented and the implications to a program’s operation. Finally, as seen from the review of the Venn diagram, the Policy Council also provides leadership and strategic direction for the Head Start program.”
23. Say to participants, “It is important that Policy Council and governing body realize the importance of their role in reporting impacts of Head Start programs on children, families and communities – the annual report is the key instrument to communicate these impacts. Each Head Start agency is required to produce a report and Policy Council and governing body members should be prepared to be ambassadors for this information. This public report is oftentimes referred to as the annual report.”

24. Say to participants: “PMFO and OHS are very active in developing products to support program governance. This table provides an overview of those products. These include:

<table>
<thead>
<tr>
<th>Product Description</th>
<th>Description</th>
</tr>
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<tbody>
<tr>
<td>Governance Readiness Tool</td>
<td>Helps organizations' governing bodies and leaders assess their capacity to effectively oversee a Head Start/Early Head Start program;</td>
</tr>
<tr>
<td>Governance, Leadership, and Oversight Capacity Screener (OHS Product)</td>
<td>Reflects the Head Start requirements for program governance to help organizations identify where they need to make changes for quality improvement;</td>
</tr>
</tbody>
</table>

25. The Governance Readiness Tool, which can be located on ECKLC. This tool helps organizations' governing bodies and leaders assess their capacity to effectively oversee a Head Start/Early Head Start program;

26. The Governance, Leadership, and Oversight Capacity Screener (OHS Product), which reflects the Head Start requirements for program governance to help organizations identify where they need to make changes for quality improvement; and
27. c) The **Head Start Governing Body and Tribal Council Certification**, designed to help governing body members, Head Start directors, and executive directors realize their roles as leaders in program governance.

28. Conclude and summarize the session by recapping the following:
   a. Relationship of the three entities
   b. Responsibilities of the three entities
   c. Current and upcoming governance tools

29. Then ask:
   a. How will your newly acquired knowledge impact your daily practices?
   b. What were your “A-ha!” moments?
   c. Do you have any questions?

30. Thank participants.

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