HEAD START TRIBAL CONSULTATION

May 26, 2009 Anchorage, Alaska Region X

EXECUTIVE REPORT





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TRIBAL PARTICIPANTS

Nelson Alexie, Policy Council, Association of Village Council Presidents (AVCP), Alaska

Janet Andrew, Family/Community Services Coordinator, AVCP, Alaska

Randy Ashford, Project Ki'L Manager, Anchorage School District, Alaska

Sheilah Beaver, Director, AVCP, Alaska

Malinda Besett, Head Start Director, Kawerak, Inc., Alaska

Tara Bourdukofsky, Human Services Director, Aleutian Pribilof Islands Association,

Alaska

Ronald Charles, Tribal Chairman, The Port Gamble S'Klallam Tribe, Washington

Kristy Clement, Improvement Specialist, Southcentral Foundation, Alaska

Joel (Jay) Craft, Jr., Vice President of Children and Family Matters, Kawerak, Inc., Alaska

Doreen Deaton, Deputy Director, Fairbanks Native Association, Alaska

Sean D. Enright, Tribal Council, Metlakatla Indian Community, Alaska

Mindy Flett, Child Development Manager, Spokane Tribe of Indians, Washington

Angela Foster-Snow, Early Head Start Program Director, Fairbanks Native Association,

Alaska

MaryEllen Fritz, Head Start Coordinator, Aleutian Pribilof Islands Association, Alaska

Russell Gopher, PPC Council Representative, Chippewa Cree Tribe, Montana

Charmaine Lundy, Alaska Native Coordinator, Kenaitze Indian Tribe, Alaska

Racquel Martinez, Child Development Director, Tanana Chiefs Conference, Alaska

Jaylene Peterson-Nyren, Executive Director, Kenaitze Indian Tribe, Alaska

Adam Pitka, Policy Council Chair, Fairbanks Native Association, Alaska

Dawn Pullin, TANF Director, Spokane Tribe of Indians, Washington

Albert J. Rinehart, Head Start Director, Central Council Tlingit and Haida Indian Tribes of Alaska

Teresa Smith, Head Start Coordinator, Kenaitze Indian Tribe, Alaska

Mary Willey, Head Start Program Director, Fairbanks Native Association, Alaska

OFFICE OF HEAD START PARTICIPANTS

Patricia E. Brown, Acting Director, Office of Head Start (OHS), Administration for Children and Families (ACF), U.S. Department of Health and Human Services (HHS) Nina McFadden, Regional Program Manager, American Indian/Alaska Native (AIAN) Head Start Programs, OHS, ACF, HHS

Craig Turner, Director, Policy and Budget Division, OHS, ACF, HHS (attended via Webinar)

ADDITIONAL ATTENDEES

Lisa DeCora, Assistant Regional Counsel, Office of the General Counsel, HHS, Region X, Washington

Bea Fisher, Local Specialist, AIAN-TAN, Oregon

Steve Henigson, Regional Administrator, ACF, Region X, Washington

Debra Shuey, Local Specialist AIAN/TA, Academy for Educational Development, Alaska

TRIBAL CONCERNS AND RECOMMENDATIONS

As mandated by the Improving Head Start for School Readiness Act of 2007, the Office of Head Start (OHS) held a one-day Tribal Consultation session in Anchorage, Alaska on May 26, 2009. OHS met with the leadership of Tribal Governments operating Head Start and Early Head Start programs. The purpose of the consultation session was to solicit input on ways to better meet the needs of American Indian and Alaska Native children and their families. General topics included National and Regional updates, funding allocations under the American Recovery and Reinvestment Act (ARRA), distribution formulas, and other issues affecting the delivery of Head Start services in the Tribes' geographic locations. Specific topics included policy, curriculum research, Head Start/Early Head Start conversion, program quality, and monitoring.

The concerns and recommendations communicated by Tribal Leaders and other participants at the session in Anchorage are highlighted below.

Communication

- The government-to-government relationship must continue to be emphasized with OHS colleagues. This relationship has been well acknowledged over the past few years under Patricia E. Brown's leadership.
- AIAN and Migrant Seasonal Head Start (MSHS) are two distinct groups. AIAN programs should be referenced separately in discussions, legislation, and policy.

Enrollment

- Enrollment in small communities can shift. Waivers should be available if a
 program is serving all eligible children, but there just aren't enough eligible
 children to meet the enrollment number at all times during the year.
- In Alaska, the cost of living is very high. In response, people often have higher-thaneligible incomes, and yet are in fact living in poverty and in need of Head Start services. Some allowance needs to be made for such circumstances.
- While a family living with relatives can be considered "homeless" under McKinney-Vento, the family would not necessarily define itself that way. Program staff need to be sensitive to such issues.

Funding

• The unique—and substantial—costs associated with operations in Alaska should be taken into consideration.

Monitoring

 Oftentimes, Alaska is among the last to receive training on new initiatives (e.g., I Am Moving, I Am Learning, CLASS, etc.). This allows little time to become fully competent in the initiative before the monitoring review.

Teacher Credentials / Professional Development

- Tribes want teachers with degrees, but the remoteness of locations and availability of prospective staff may not make this possible. There is great concern about the 50% requirement.
- Distance learning, while helpful, is not always available. In Alaska, for example, strong winter winds often eliminate satellite links to remote locations.
- The staff pool is very limited, especially in remote villages. Positions are often filled with applicants that do not have the higher educational qualifications.
- Teacher aides should be allowed more time to earn their CDAs. Weather and travel limitations often interfere with timely verification visits, and the additional time might better accommodate weather-related delays. The extended time would also help parents to serve as teacher aides, which is consistent with Head Start's tradition of empowering parents.

Training & Technical Assistance

- There are no travel funds available to visit remote areas for on-site classroom observations, which is part of the CLASS training initiative.
- It would be helpful if TA providers were certified to offer CLASS trainings to programs. Online training in CLASS would also be helpful.

TESTIMONY

The following testimony was received by the Office of Head Start:

Written testimony from the Aleutian Pribilof Islands Association, Inc.

Issues for the Tribal Consultations May 26, 2009 in Anchorage, AK

Introduction. Thank you for this opportunity to submit testimony on behalf of the Unangan People and the Aleutian Pribilof Islands Association (APIA), with regard to the Department of Health and Human Services (HHS), American Indian/Alaska Native (AIAN) Head Start and Early Head Start Programs.

Tribal Head Start is one of the most important and successful Federal programs focused on the dire circumstances faced by all too many Native children. The Head Start model, addressing as it does health, education, family and community needs in a holistic manner, is akin to traditional Native learning styles and cultural practices. Indeed, Indian Head Start is on the frontline in the preservation of Native language and culture, which have proven to be key elements in Native student confidence and success in later years. However, only about 16% of the age-eligible Indian child population enrolled in Indian Head Start. Of the approximately 652 Federally recognized Tribes, only 186 have Head Start programs. These programs are funded through 152 grantees in 26 states. That means 374 Tribes do not have Head Start programs. These programs employ approximately 6,627 individuals and 331 contracted people. Approximately 3,191 of these employees are either former or current Head Start/Early head Start parents and approximately 86 people under contract are either former or current parents. There are approximately 34,901 volunteers, 22,942 of which are parents, working in AIAN Head Start and Early head Start programs.

Important Budget Issues.

- Funding increases for Head Start should substantially exceed the rate of inflation. In recent years, Head Start was flat-funded. Once you factor in the effects of inflation, Indian Head Start has had a purchase power cut of 12 15% since 2002, inflicting substantial damage on the program.
- Increased funding must be sustained for the long-term. Although the American Recovery and Reinvestment Act (ARRA) funding will provide a critical shot in the arm to Head Start and Early Head Start, if these funding levels are not sustained the gains that will be realized over the next two years will quickly dissipate thereafter. The Federal Government must provide a sustained and enhanced funding commitment to its most vulnerable youth.

- Increased funding should go to both quality and expansion. Due to a host of factors, including remote locations and the difficulty of retaining qualified personnel who are often lured away by higher paying local school positions, it is hard to sustain a quality program on many reservations and Tribal service areas. Therefore, funding to address quality issues is just as important as funding to expand Head Start and Early Head Start to more Indian reservations.
- The Federal Office of Management and Budget (OMB) Income Eligibility does not consider the higher cost of living in rural and remote Alaska. The income eligibility is the same across the State; living in our remote Tribal service area costs families substantially more than if they lived in Anchorage or Fairbanks. The income of our families is artificially inflated, appearing to be over the Head Start income eligibility.

Solution: Because of the incredibly high cost of living in rural and remote Alaska, rural and remote programs need exemption from the Federal OMB Income Eligibility requirements – or —

A separate set of income eligibility requirements needs to be developed for rural and remote programs in Alaska.

Tribes with small populations of Native children should not be denied the opportunity to provide Head Start services because of the low number of children residing in remote communities, nor because the Tribal service area is expensive to serve.

It took 2 years of writing back and forth with the Office of Head Start to finally obtain approval to re-open a center based program because of the small number of children residing in our Tribal service areas of St. Paul Island, AK. We were told by Office of Head Start that "Your Head Start program has one of the highest cost per child in the nation, and it is hard to justify this cost." We would like to remind the Office of Head Start that there is a statewide fuel crisis in Alaska and every good and service must be shipped or flown into our Tribal service area, which creates a very high cost of providing services for our children and families. There are no roads to our communities; you must fly or travel by boat when the ice shelf permits.

Our Tribal members should not be denied Head Start services because the cost to serve rural and remote Alaskan programs is higher than programs on road systems and located in communities with grocery chain stores, doctors, dentists, and mental health professionals that have an office right down the street.

 The Office of Head Start needs to be responsive to the identified needs of Tribal Head Start programs, honoring reasonable requests to best meet the needs of Tribal children and families as identified by individual Tribes. Our Tribal Head Start program had formally requested to reduce our enrollment with existing funding in order to rectify our historic budget deficit caused both by the fuel crisis in Alaska and by many years of flat funding. Our request was approved, but only on a one-year basis. We must again request to reduce our enrollment with existing funding for the upcoming 2009-10 program year. We feel that our original request was reasonable and should be honored and approved by the Office of Head Start.

Teacher and Staff Qualifications. We request through this venue of our Formal Tribal Consultation that Tribes that request a Teacher and Staff Qualification Waiver be granted a waiver to extend the time it will take for existing Head Start staff to obtain their college degrees.

As an example, APIA can demonstrate progress toward achieving higher staff credentials, with 10 staff members taking college level classes toward achieving a college degree, but will not be compliant with the Head Start Act of 2007 requirements for teacher and staff credentials by 2011 or 2013. Tribes that can show progress should be granted a waiver for credentials at their request.

- AIAN Special Expansion funds should not be artificially "capped." When Congress passed the Head Start Act Reauthorization in December 2007, it provided for extra funding for AIAN programs in the form of special expansion funds. Head Start Act, Sec. 640(a)(3). That funding was based on a formula which presumed that there would only be gradual increases in Head Start funding, not the large increases related to the ARRA. Because of the large increases resulting from the ARRA, under some scenarios it is possible that AIAN programs could receive less than their percentage share of expansion and other funds. To the extent that there is administrative authority to do so, such an unintended "capping" effect should be avoided.
- ARRA Conference Report Encourages Early Head Start Expenditures for Indian Early Head Start. The conference report accompanying the ARRA stated that "The conferees intend for regional and American Indian/Alaska Native Early Head Start programs and Migrant and Seasonal Head Start programs to benefit from the Early Head Start funds, taking into consideration the needs of the communities served by such programs." The National Indian Head Start Directors Association (NIHSDA) had extensive discussions with Congress about its intent with regard to this language. First, the Congress wanted to make clear that Indian Early Head Start should be receiving funding from the Early Head Start set-aside, if it was not already doing so. Second, the Congress, as we have seen in past reports, was emphasizing the high level of "need" in Indian Country. Indian programs face especially difficult circumstances, with unemployment rates exceeding by a factor of five the national average—even in these difficult times—and a lack of alternative resources for child care funding on most reservations.

- Flexible use of Indian special expansion funds. As HHS structures programs for spending ARRA and FY 2009 appropriated funds, it is worth revisiting the guidance provided by Congress in the Conference Report that accompanied the passage of the Head Start Act. In the Joint Explanatory Statement of the Committee of Conference (see House Report 110-439), Congress expressed a broad view of expansion that was about more than just adding slots, but also essentially about expanding services and staff: "The conferees intend for the Secretary to allow Indian Head Start agencies, in using the funds described in section 640(a)(3)(A)(i)(II) to increase enrollment, to use such funds for conversion of programs from part-day to full-day and from home-based to center-based, ..." OHS' guidance on how Indian special expansion funds are to be expended should reflect Congress' broad view and it should be clear that special expansion funds can be used for existing programs as well as for the establishment of new programs across "Indian Country."
- Assuring that expansion funs are spent. The Joint Explanatory Statement of the Committee of Conference also stated that, "The conferees intend for the Secretary to work with the Indian Head Start and Migrant and Seasonal Head Start communities to enable the funds described in section 640(a)(3)(A)(i)(II) to be obligated to the maximum possible extent." Any time new funding comes down, it can take awhile to efficiently and effectively distribute that funding. By working together, a better result can be achieved. The NIHSDA would like to consult with OHS about its plans for spending the special expansion dollars. For example, NIHSDA believes any OHS guidance should make clear that if and when Indian special expansion funds are reallocated, they are to be reallocated among AIAN programs, not among all programs. This reflects the new statutory requirement set forth at section 640(a)(3)(B)(ii)(aa) that special expansion funds remain available to the programs involved, or as provided at (bb), if a portion is reallocated under clause (iii), the portion shall remain available to the recipients of the portion, which should be Indian Head Start programs.
- Source of Funding for Indian Early Head Start. It is unclear to NIHSDA whether the existing Indian Early Head Start program is funded out of Head Start dollars or the Early Head Start set-aside. The NIHSDA has been concerned that the Indian Early Head Start program is funded out of pre-school Indian Head Start monies. Of course, the NIHSDA believes that Indian Head Start and Indian Early Head Start should benefit from both Head Start funds and Early Head Start funds, as appropriate. Could you provide the NIHSDA with an explanation of the source of funds, both currently and for the last five years, to the Indian Early Head Start program?
- Waivers of Non-Federal Share. Immediately following the sentence quoted above regarding Indian Early Head Start, the ARRA Conference Report goes on to state that, "The conferees remind the Secretary of his/her authority to temporarily increase or waive the limit described in the authorizing statute and supports the Secretary's exercise of that authority where appropriate." Congress understood that many communities including many Native communities served by Head Start lack sufficient resources to

- meet Federal matching requirements when faced with a surge in funding. We understand that OHS has committed to considering on a case-by-case basis the broad application of these waivers.
- There must be complete transparency in the process whereby the amount and distribution of Head Start and Early Head Start funds, including AIAN special expansion funds, is determined. Historically, HHS has not been forthcoming on how Indian Head Start and Early Head Start are funded. Only through the reauthorization did Congress and the Head Start community learn that HHS diverted hundreds of millions of dollars out of the priority set-aside which is used to fund Indian Head Start, in order to expand funding for non-priority programs. To prevent a repeat of that troubling situation, HHS should fully and publicly account for how it allocates funding.

In making the policy and legislative actions needed to properly fund Indian Head Start, the following should be considered:

- Indian reservations suffer from depression-era economics, with terrible crime and health statistics to match. The Indian reservation poverty rate is 31.2%, nearly three times the national average of 11.6%. The Indian reservation rate is comparable to the national rate at the height of the Great Depression. The Indian reservation unemployment rate is approximately 50%, ten times the national unemployment rate of 5.2% (and on some reservations the rate is 80% 90%). When you consider that 31.2% of Indian families live in poverty and that high levels of poverty bring significant problems to reservations where few resources are available, a need arises for Head Start to address chronic community social issues.
- Most Indian communities are remotely located and there are no other resources besides Head Start to address the special needs of young Indian children who, on a daily basis, must deal with the conditions described above.
- The synergistic confluence of all of these negative factors is overwhelming. Indian Head Start may be the best Federal program in place that actually addresses the dire situation in much of Indian Country, but more resources are needed.
- The Federal Government has a Trust Responsibility to Indian People. The Constitution of the United States, treaties, Federal Statutes, Executive Orders, Supreme Court Doctrine, and other agreements define the Federal Government's trust obligation to protect the interests of Indian peoples, especially in the areas of education and healthcare.

Conclusion. The people of HSS and the Aleut People in Alaska share a common love of children and a common passion for Head Start and Early Head Start. By working together,

we can make the AIAN program better and thereby strengthen and brighten the future for Native Peoples across America. When we come together in the spirit of unity everything and anything is possible! APIA looks forward to continuing to work with HHS in a close and cooperative manner.

For further information on these comments, please contact Tara Bourdukofsky, MS, Human Services Director, Aleutian Pribilof Islands Association, Inc. PH (907) 222-4232 or by email taralb@apiai.org.

Again, APIA thanks HHS for establishing this forum, consistent with the Federal Government's commitment to consult with Indian Nations on matters of great importance.

TRIBAL CONSULTATION MEETING

May 26, 2009 Anchorage, Alaska

AGENDA

9:00 A.M. TRIBAL OPENING

WELCOME & INTRODUCTIONS

Patricia E. Brown, Acting Director, Office of Head Start (OHS)

9: 20 A.M. **NATIONAL & REGIONAL UPDATES**

Patricia E. Brown

Nina McFadden, Regional Program Manager, American

Indian/Alaska Native Program Branch, OHS

TRIBAL INPUT

10:00 A.M. AMERICAN RECOVERY AND REINVESTMENT ACT FUNDING

Craig Turner, Director, Policy and Budget Division, OHS

TRIBAL INPUT

11:30 A.M. – LUNCH ON YOUR OWN

1:00 P.M.

1:00 – 5:00 P.M. **ENHANCING SERVICE DELIVERY: TRIBAL STATEMENTS**

Patricia E. Brown, Facilitator

5:00 P.M. WRAP UP & ADJOURNMENT

Patricia E. Brown, Facilitator

APPENDIX B

HEAD START FUNDING: AMERICAN RECOVERY AND REINVESTMENT ACT (ARRA) FY 2009 APPROPRIATIONS: POWERPOINT PRESENTATION



Head Start Funding

American Recovery and Reinvestment Act (ARRA) FY 2009 Appropriations



ARRA Funding

- The American Recovery and Reinvestment Act (ARRA) includes a funding increase of \$2.1 billion for Head Start.
- \$1.1 billion of the funding is for Early Head Start expansion.
- \$1 billion of the funding is to be allocated in accordance with the statutorily mandated allocation requirements for Head Start.



FY 2009 Appropriations Increase

- · In addition to the ARRA funding, Head Start was given a \$235 million increase in funding for fiscal year 2009.
- · The total funding increase for Head Start is \$2.35 billion.



\$2.35 billion

This \$2.35 billion will be used for several purposes:

- COLA \$ 325,577,000 Quality \$ 353,779,000 Expansion \$ 219,612,000 EHS Expansion \$ 1,157,000,000 - T/TA \$ 140,820,000



\$2.35 Billion (cont'd)

COLA (\$325,577,000)

All grantees will get a funding increase of 4.9% to offset increased inflationary costs. Most staff should receive a 4.9% salary increase.



\$2.35 billion (cont'd)

QUALITY IMPROVEMENT (\$353,779,000)

· All grantees will get an increase in funding based on their number of enrolled children. The average increase will be 5%. Quality funds can be used to increase staff salaries and fringe benefits, hire additional staff, improve facilities and other quality related improvements.



\$2.35 billion (cont'd)

Head Start Expansion (\$120,000,000)

- Expansion will add another 16,600 children.
- AIAN grantees will compete for \$10 million in expansion funding. (The AIAN expansion allocation is determined by law.)



\$2.35 billion (cont'd)

Early Head Start Expansion (\$578,000,000)

- · Funds will be competitively awarded.
- Expansion is not limited to current grantees.
- Any eligible agency may apply.
- AIAN will compete against other AIAN applicants.



\$2.35 billion (cont'd)

Training and Technical Assistance (\$140,000,000)

· Funds will be used for several purposes, including assisting newly funded EHS grantees.



Funding Availability

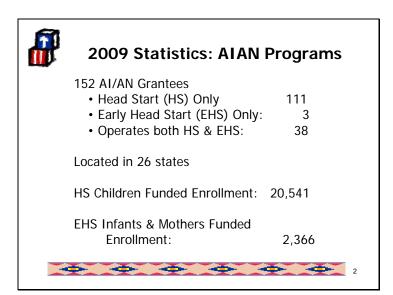
- ARRA funds are time limited (thru 9/30/2010)
- The \$235 million appropriation increase is not time limited and will be added to grantees' base funding.
- The \$235 million will provide for continuation of part of the COLA (3.1%) and all of the AIAN expansion (\$10M).

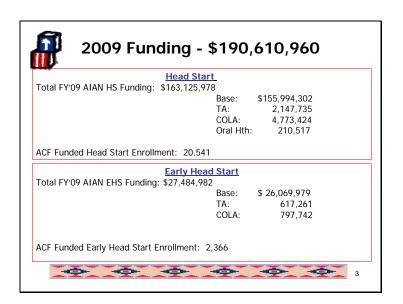
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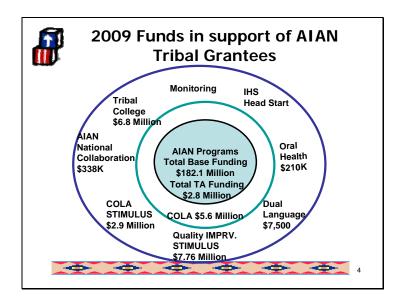
APPENDIX C

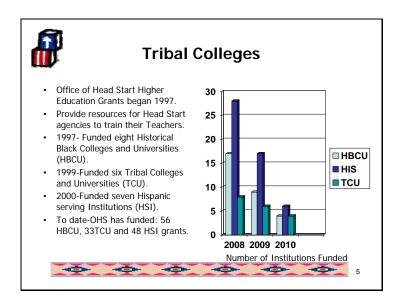
AMERICAN INDIAN / ALASKA NATIVE PROGRAM BRANCH OVERVIEW: POWERPOINT PRESENTATION

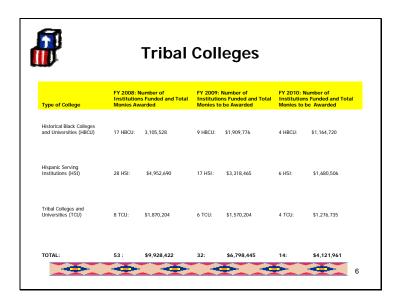














Chief Dull Knife College

FY 2008 Awardees

\$150,000 in FY 2008

\$150,000 in FY 2008 Southwestern Indian Polytech Institute

\$143,529 in FY 2008, 2009 Sitting Bull College

\$149,940 in FY 2008, 2009 Northwest Indian College

\$500,000 in FY 2008, 2009, 2010, 2011, 2012 **College of Menominee Nation**

Oglala Lakota College \$300,000 in FY 2008, 2009, 2010, 2011, 2012

\$215,255 in FY 2008, 2009, 2010, 2011, 2012 Sinte Gleska University

\$261,480 in FY 2008, 2009, 2010, 2011, 2012 Stone Child College



Services Provided During 2008

- AIAN Head Start Grantees provided services to 23,183 children enrolled in HS/EHS Programs
 - located in
 - 623 Centers (538 HS & 85 EHS)
 - 1,047 HS classrooms & 207 EHS classrooms
- · The average funding amount per child
 - For EHS was \$11,019
 - For HS was \$7,595
- Through these grants, 6,454 people were employed the majority of whom were parents of Head Start Children





Major Focus Areas

- Medical and Dental Screenings and Treatments
- · Teacher Credentials
- Retaining Teachers and HS Directors
- Facilities

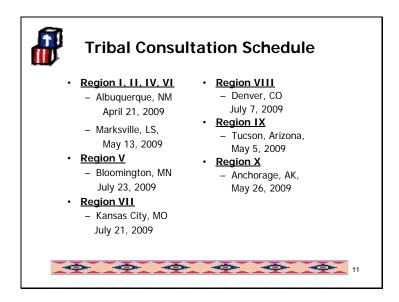




Tribal Consultation

- HHS Tribal Consultation Policy
 - How can we consult better with Tribes
- Relationship building & communications with goal of strengthening programs & services
 - Risk Management Meetings
 - Improved collaboration and coordination between grants, program, state collaboration, TA and Tribes
 - Web Site for AIAN Tribal Grantees
 - Tribal Leader Letters & Briefing Packets







EVALUATION RESULTS

Summary: Out of the 23 Tribal participants, 13 completed an evaluation. The majority of respondents (62%) believed the information presented was "extremely helpful." Almost all of the respondents indicated that the time allotment for presentations, and the questions and answer opportunities, along with OHS responses to questions, were "excellent." The meeting location and logistical arrangements received an "excellent" evaluation from the majority of respondents, and overall satisfaction with the meeting was "excellent."

Tribal Participants = 23 | Total Respondents = 13

	Extremely Helpful	Somewhat Helpful	Not Helpful
The Information Presented was:	8 (62%)	4 (31%)	0

	Excellent	Satisfactory	Poor
Time Allotment for Presentations was:	10 (77%)	3 (23%)	0
Question and Answer Opportunities and OHS Responses to Questions were:	10 (77%)	3 (23%)	0
Meeting Location and Logistical Arrangements were:	7 (54%)	6 (46%)	0
Overall Satisfaction with Meeting:	8 (62%)	4(31%)	0

In What Areas Would You Like Additional Information or Clarification?

Summary: Respondents indicated that they were unsure about the next steps after the Tribal Consultations. Additional information or clarification is needed about "on-site" and "off-site" costs and the implications for funding, Early Head Start conversion, the match waiver, and migrant status of Tribal programs.

- What are the next steps following the Tribal Consultations?
- Are there plans to develop a task force to begin working on the Federal and Tribal level?
- More guidance is needed to clarify "on-site indirect" and "off-site indirect" costs.
- More clarification is needed on Early Head Start conversion, the match waiver, and the migrant status for Tribal programs.
- Better communication is needed between OHS and Program Specialists.

Additional Comments and Suggestions:

Summary: Respondents appreciated the opportunity to meet with OHS staff and felt the Tribal Consultation was very positive. It was suggested that OHS consider holding a consultation session in one of the villages. Other suggestions included making a Webinar or teleconference available to those unable to attend the consultation.

- Both Patricia E. Brown and Nina McFadden have made positive changes in the Tribal Consultation process. We have finally achieved a mutual, respectful, reciprocal relationship with the Office of Head Start.
- The Tribal Consultation session was a positive meeting. We appreciate learning of the available resources on the ECLKC Web site.
- Thank you for meeting with us. Please come to visit one of our rural programs. It
 would be helpful to include a map of Alaska at meetings to show where our service
 areas are located. We invite OHS to hold a consultation session in one of our
 villages. Also, please consider making a Webinar or teleconference available to
 those who cannot afford to attend the consultation in person.