

# ***The American Reinvestment and Recovery Act: A New Opportunity for Coordination and Collaboration***

Southern Early Childhood Association



***An Advocacy Resource Guide Prepared  
by the Southern Early Childhood Association***

***April 2009***

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## ***The American Recovery and Reinvestment Act:***

### ***A New Opportunity for Coordination and Collaboration***

With the passage of the American Recovery and Reinvestment Act (ARRA), both challenges and opportunities will present themselves as states attempt to make the new money “fit” existing systems and meet the guidance requirements attached to the funds. Although most of the funds for early childhood education will go through existing programs and systems, there is an enormous amount of flexibility in the design of initiatives and programs within those systems.

For many of us who have worked during the last several years (and decades) to develop early childhood systems in the SECA states, the discussion around coordination and collaboration is not particularly new; however, there are no SECA states that have completely integrated all early childhood programs into a cohesive program that meets the needs of children from birth to school-age.

The Obama administration has made it very clear that the measurement of success with these funds will be based on:

1. Transparency in how the funds are utilized.
2. Accountability within our systems.
3. Assessment of program designs.

As President Obama stated during his inaugural address in January 2009:

“Now there are some who question the scale of our ambitions, who suggest that our system cannot tolerate too many big plans. Their memories are short, for they have forgotten what this country has already done, what free men and women can achieve when imagination is joined to common purpose, and necessity to courage. What the cynics fail to understand is that the ground has shifted beneath them, that the stale political arguments that have consumed us for so long no longer apply.....The question we ask today is not whether our government is too big or too small, but whether it works---whether it helps families find jobs at a decent wage, care they can afford, a retirement that is dignified. Where the answer is yes, we intend to move forward. Where the answer is no, programs will end. And those of us who manage the public’s dollars will be held to account, to spend wisely, reform bad habits and do our business in the light of day, because only then can we restore the vital trust between a people and their government.” Source: [www.whitehouse.gov](http://www.whitehouse.gov)

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It's a time to consider "big plans" and to take advantage of a political environment that is looking for economies of scale, effectiveness of programs and the elimination of duplication and waste.

The Southern Early Childhood Association is committed to ensuring that the programs and initiatives developed with this unprecedented increase in federal funding meet the goals and objectives set forth by the President. In consultation with the Chairs of Public Policy of our state groups, we have determined that our most effective role will be in sharing information among the SECA states and serving as a conduit to the states of information being developed at the federal level.

This document is designed to serve as resource for our states by consolidating information about resources that are available and identifying strategies that have been successful in certain locales and states. You will find the following in this document:

1. A discussion of collaboration and coordination and lessons learned.
2. Strategies that have been suggested and may be considered as state agendas are developed.
3. Appendices with resource lists and documents that may be helpful in the development of any collaborative effort in your state.

### ***The Challenges of the ARRA Funding***

By definition, the flow of federal stimulus dollars becomes a challenge in "making the dollars work together". For early childhood education, the money is flowing through various funding streams:

- Child Care & Development Block Grant
- Head Start
- Title I
- IDEA Part B
- IDEA Part C
- Medicaid
- Pell Grants
- State Fiscal Stabilization Fund/Education

*(For a summary of the preliminary funding estimates for each SECA state, go to the Public Policy page of the SECA website at [www.SouthernEarlyChildhood.org](http://www.SouthernEarlyChildhood.org). )*

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These funding streams encompass a variety of program goals and objectives, standards, eligibility criteria and reporting requirements. “Blending” the streams for a coordinated and collaborative system can be a significant challenge to both programs and states.

In a 2002 report, *Collaboration Among Child Care, Head Start and Pre-Kindergarten*, issued by The Southern Institute on Children and Families, these policies were identified as obstacles to collaboration:

1. Differences in payment methodologies among programs (vouchers, contracts, grants)
2. Federal restrictions on the use of the funds (such as providing auxiliary health services)
3. Absentee policies
4. Federal cost allocation policies
5. Varied reporting requirements
6. Restricted child care eligibility enrollment periods and child care renewal timeframes
7. Co-pays for services
8. Loss of services with loss of employment.

Source: *Collaboration Among Child Care, Head Start and Pre-Kindergarten: A Telephone Survey of Selected Southern States*, Table 2, page 8, December 2002. For a copy of the report, go to [www.nccic.org/library](http://www.nccic.org/library).

### ***Some Questions to Ask In Your State***

1. Which agencies will be responsible for each funding stream?
2. If you have multiple agencies managing these funds, how is coordination occurring between the agencies?
3. Is there a “stimulus” czar or oversight body in your state
4. What are their roles in regard to agency spending decisions? How will the Governor’s Office and State Legislature impact the programmatic and funding distribution decisions in your state?
5. Are early childhood program standards in the state consistent and do they apply to all programs? For example, is there a basic licensing program that exists for all programs with “add-ons” for higher quality programs?
6. Are there state policies on funding differentials, dependent upon quality?
7. Do you have a Quality Rating System that impacts how funding decisions are made?
8. Has any discussion occurred at the Executive Level (Governor’s Office or state agency directors) about removing barriers to more effective coordination among state agencies?

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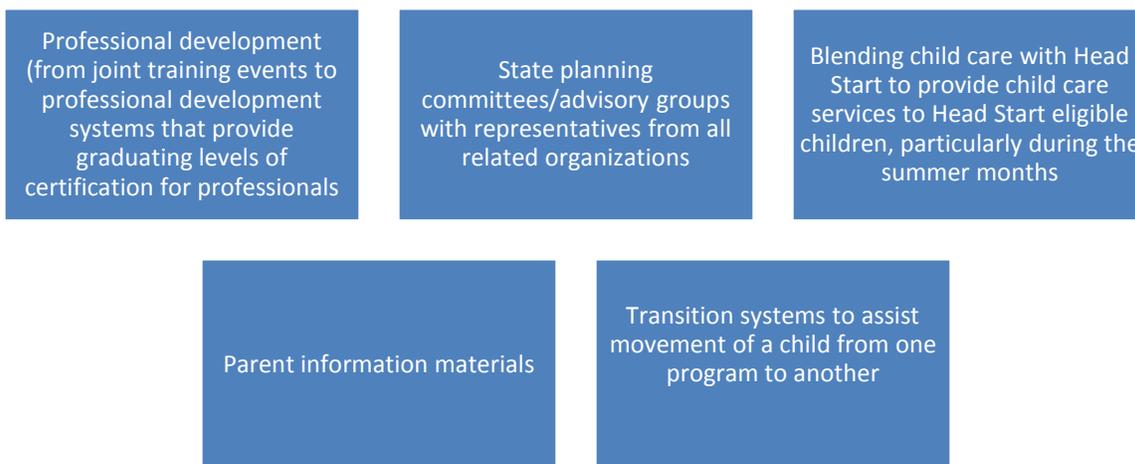
## ***Collaboration: Why and How***

In the past, efforts to collaborate more effectively at the state level have been designed to accomplish these goals:

1. Improving school readiness rates
2. Maximizing funds
3. Federal prioritization of Head Start and child care collaboration
4. Closing gaps in the system

Source: *Collaboration Among Child Care, Head Start and Pre-Kindergarten: A Telephone Survey of Selected Southern States*, page 5, December 2002. For a copy of the report, go to [www.nccic.org/library](http://www.nccic.org/library).

### **Traditional Areas of Collaboration in 2002**



Source: *Collaboration Among Child Care, Head Start and Pre-Kindergarten: A Telephone Survey of Selected Southern States*, Table 1, page 4, December 2002. For a copy of the report, go to [www.nccic.org/library](http://www.nccic.org/library).

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## Emerging Areas of Collaboration in 2002

Pre-Kindergarten legislation that includes a variety of early childhood providers as eligible to operate these programs

Early literacy programs and activities

Extended comprehensive family support services offered by Head Start to families in child care and pre-K settings.

Access to mental health resources for very young children

Source: *Collaboration Among Child Care, Head Start and Pre-Kindergarten: A Telephone Survey of Selected Southern States*, Table 1, page 4, December 2002. For a copy of the report, go to [www.nccic.org/library](http://www.nccic.org/library).

## Lessons Learned

Efforts to promote “seamless” systems and collaboration among agencies and providers have continued over the last decade, and there are lessons to be learned from those experiences. The “lessons learned” in 2002 are still valid today and can provide a preliminary framework from which to approach any collaborative effort.

1. **All stakeholders should be present in the beginning.** Buy-in by stakeholders is critical.
2. **There is no project “boiler plate” that fits everyone.** Each project must be designed by those who will implement it.
3. **Don’t shortcut the process.** Discuss different philosophies and beliefs. Identify and get consensus on policies and practices in the planning and design phases. Each must be open and honest about his/her beliefs.

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4. **Technical assistance is more effective on the front-end, in the planning and design phases.** If you fail to identify problem areas and reach consensus during the planning and design phases, you cannot expect that technical assistance will be able to overcome that negligence in the implementation phase.
5. **Practice issues must be discussed.**
6. **TIMING IS EVERYTHING.** It helps if you have established successes in collaboration on easier issues, before you tackle a really difficult issue. Prior successes tend to make the next project a little easier. Timing is also important in seizing opportunities. When an issue is a priority in the state, draw all partners together to discuss how to address the issue. The urgency of the issue will help collaboration. **(YOU HAVE THE PERFECT VEHICLE IN THE STIMULUS DISCUSSION TO EXPLORE SOME OF THOSE MORE DIFFICULT ISSUES.)**
7. **It helps to have a thick skin** when you listen to others in the group and to put yourself in their position. Challenge all your own reasons for “doing it your way”.
8. **Be sure the project is not dependent on a champion.** Institutionalize components as they are developed.
9. **Collaborative partners are a much stronger political voice.**

Source: *Collaboration Among Child Care, Head Start and Pre-Kindergarten: A Telephone Survey of Selected Southern States*, page 12, December 2002. For a copy of the report, go to [www.nccic.org/library](http://www.nccic.org/library).

## ***The ARRA and Early Childhood Professional Development***

Perhaps one of the most “agreed upon” areas for potential collaboration in early childhood education is the development and support of a highly-qualified early childhood workforce. The National Association for the Education of Young Children (NAEYC) has produced a document entitled *Using the American Recovery and Reinvestment Act to Advance High Quality Professional Development for Early Childhood Education*. This document was released on April 20, 2009 and is available at [www.naeyc.org](http://www.naeyc.org). Following are some of the major points of the guidance document.

### **AARA Funding Sources for Early Childhood Professional Development**

- \$255 million of the Child Care & Development Block Grant is allocated for quality improvements, which includes professional development activities (\$93 million of that is focused on infant/toddler)

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- \$1 billion for Head Start that includes set-asides for quality, state early learning councils and cost of living increases for staff
- \$1.1 billion for Early Head Start, including up to 10% for training & technical assistance and 3% for monitoring
- \$100 million for Teacher Quality Partnership Grants
- \$500 minimum increase in the Pell Grant awards
- Partial refundable tax credit for higher education under the New American Opportunity Tax Credit

These resources are explicitly focused on quality and professional development. Other funding sources under ARRA (such as Title I) can also be used for professional development purposes, so don't discount their availability for this purpose.

The ARRA funds are "supplements to the funds available for the underlying programs and higher education financial assistance. The ARRA funds can be used to leverage existing funds and to align better professional development in ways that enhance improvements as well as expand access." Source: *Using the American Recovery and Reinvestment Act to Advance High Quality Professional Development for Early Childhood Education*, NAEYC, April 20, 2009. NAEYC recommends that the use of the funds should align with the principles outlined in *Workforce Design: A Policy Blueprint for State Early Childhood Professional Development Systems*, NAEYC, 2008.

- *Integration*
  - a. Accessibility of professional development across early childhood sectors
  - b. Coordination with the state's quality rating and improvement system (QRIS), higher education coordinating bodies, data systems, state and local early learning councils and other comprehensive systems planning work
- *Quality Assurance*
  - a. Ensuring investments in professional development that result in improved classroom practice
  - b. Processes and systems that address fiscal accountability
- *Diversity, Inclusion and Access*
  - a. Supporting the recruitment, development and retention of a diverse workforce, including teachers, administrators, trainers and other persons involved in the early childhood field
- *Compensation Parity*
  - a. Compensation that is equal or equivalent to other similar fields

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## ***Some Questions to Ask In Your State***

- a. How can ARRA funds be utilized to expand the scope and quality of the current professional development system in your state?
- b. If your state does not have a formal professional development system, is this the opportunity to begin to build the infrastructure of that system?
- c. What type of planning/advisory mechanism is in place to guide the development and/or enhancement of a system?
- d. Which state agency will have the primary responsibility for any early childhood professional development activities? Will it be a mixture of state agencies, depending upon the agency responsible for a particular program?
- e. What type of accountability system is in place? How can you document that the professional development activities designed through ARRA funding have improved the quality of programs and the educational attainment of young children?
- f. Will any of the initiatives be designed to ensure that trained staff is available to work with high-need children and families? Is this an opportunity to design a system that will support the development of early childhood professional educators in historically underserved areas? (This might be particularly important to the SECA states like Mississippi and Arkansas that include the Delta region.)

### ***Public-Private Partnerships***

According to the National Governors Association, “the goal of all early childhood partnerships is to leverage resources and expertise to increase the quality and availability of programs and services provided to children from birth to age five. “ Source: *Partnering with the Private and Philanthropic Sectors: A Governor’s Guide to Investing in Early Childhood*, (2008), National Governors Association Center for Best Practices.

The unprecedented new investment in early childhood through the ARRA has changed the playing field somewhat, but private philanthropy and public funding will remain the major source of revenue for early childhood programs, particularly after the initial influx of the stimulus money is allocated and expended.

This guide, *Partnering with the Private and Philanthropic Sectors: A Governor’s Guide to Investing in Early Childhood*, is designed to assist Governors in making informed policy decisions concerning the early childhood programs in their states and was written by Sarah Daily and Ann Lovejoy of the National Governors Association Center for Best Practices and Dr. Joan Lombardi, chair of the Birth to Five Policy Alliance.

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“Governors recognize that promoting school readiness is a key strategy for preventing school failure and subsequent costs to society in the form of remedial education services, health and social services, criminal justice services and lost tax revenue.” The 2005 Task Force on School Readiness of the National Governors Association Center for Best Practices “concluded that achieving school readiness cannot be accomplished by any single agency or individual. It requires public-private partnership and strong leadership from governors.” Source: *Partnering with the Private and Philanthropic Sectors: A Governor’s Guide to Investing in Early Childhood*, 2008, National Governors Association Center for Best Practices, [www.nga.org](http://www.nga.org).

The guide lists these steps as necessary for a Governor to create a successful partnership:

- Convene state, local, public private and philanthropic leaders.
- Identify public, private, and philanthropic resources and expertise.
- Formalize the state’s commitment and establish a partnership organization.
- Determine the partnership’s governance structure.
- Consider ways to evaluate partnership activities.

The SECA states of North Carolina, Oklahoma, South Carolina and Virginia were highlighted in the guide. The **North Carolina Partnership for Children** (NCPC) was authorized in 1993 and in 1996 assumed administrative responsibilities for Smart Start, North Carolina’s nationally recognized early childhood program. NCPC is a statewide nonprofit organization that provides oversight and technical assistance for Smart Start local partnerships. NCPC’s 26-member board of directors represents parents, state agencies, private business, public and higher education institutions, non-profit groups, religious organizations and child care providers. The joint appropriations committee on health and human services is responsible for legislative oversight of Smart Start. [www.smartstart-nc.org](http://www.smartstart-nc.org)

In 2006, the Oklahoma State Legislature appropriated funds to the state education department for a new public-private early childhood pilot program for infants and toddlers. **The Early Childhood Pilot Program of Oklahoma** was designed to create a replicable model for early childhood education programs, providing family support, early education, intervention services, health care and mental health care to Oklahoma’s most at-risk children. The program is overseen by the Oklahoma Department of Education, and funds are allocated through a competitive grant process. The programs are coordinated statewide by the Tulsa Community Action Project. [www.captc.org/ECE](http://www.captc.org/ECE)

Former Governor Jim Hodges initiated the **South Carolina First Steps to School Readiness** program in 1999. First Steps is established as a 501(c)3 organization in order to enable the

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program to leverage public and private funds. A Board of Trustees (established by the initial legislation) oversees the statewide initiative, and the sitting Governor serves as the Board chair. The heads of all state agencies serving young children and their families are non-voting members of the Board. Other organization representatives may be added to the Board under the bylaws to increase collaboration or expand services. First Steps is available in all of South Carolina's 46 counties and has a county partnership board. [www.scfirststeps.org](http://www.scfirststeps.org)

In 2006, **Smart Beginnings of Virginia** was launched by Governor Tim Kaine to promote investments in early childhood development. The initiative grew out of Governor Mark Warner's 2005 gubernatorial task force, the Virginia Early Learning Council, which recommended that a public-private partnership be developed to build Virginia's infrastructure for a cohesive, state early childhood system. Governor Warner established the Virginia Early Childhood Foundation (VECF) in December 2005, and the Foundation continues its work today by integrating public and private funds and offering grants to local coalitions. VECF is a 501(c)3 organization governed by a Board of 25 members that represent both the public and private sectors. The state develops a strategic plan, *Virginia's Plan for Smart Beginnings*, coordinated by the Executive Director of the Governor's Working Group on Early Childhood Initiatives and the President of VECF. Through Smart Beginnings, VECF brings a strategic, measurable and results-oriented approach to developing collaborative efforts aimed toward building a statewide, comprehensive system of early childhood care and education. [www.smartbeginnings.org](http://www.smartbeginnings.org)

Source: *Partnering with the Private and Philanthropic Sectors: A Governor's Guide to Investing in Early Childhood*, 2008, National Governors Association Center for Best Practices, [www.nga.org](http://www.nga.org).

### ***Some Questions to Ask In Your State***

1. If your state has a coordinating body, does it include all stakeholders, including the private sector? Is there a direct line to the Governor's Office and the heads of state agencies who make strategic programmatic and funding decisions?
2. Is your state leveraging financial resources effectively or is this largely a function left to local providers? Are there policies in place that allow and encourage the maximization of funding streams? Is your coordinating body addressing this issue?
3. Is your state affiliate organization represented in this coordinating body? Do you have connections with members of that body if your organization is not represented?
4. Has your state's coordinating body developed a strategic plan and/or recommendations in regard to the use of stimulus funds?

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5. If your state doesn't have this type of coordinating body, is it time for you to find partners to discuss how it might be created? Who would those partners/collaborators be?

## Collaboration with Head Start

For many years in the South, Head Start was the “only early childhood game in town.” During the last 15-20 years, the Southern states have demonstrated a phenomenal commitment to early childhood education through the allocation of financial resources, the development of early childhood education systems and a commitment to building quality programs and qualified staff. Head Start has continued to be a dominant force in the early childhood landscape and, with the addition of significant new resources from the ARRA, the opportunities to “blend” the Head Start and early childhood pre-K systems in the states is significant.

The discussion about collaboration started many years ago and, in 1998, a Leadership Forum on Head Start-Child Care Funding Strategies was convened. The purpose of the Forum was to facilitate collaboration between Head Start and child care.

To continue the theme of collaboration and blended funding, in 1999, Helen Taylor, the Associate Commissioner of ACYF for Head Start, introduced the QUILT Project. **The Quality in Linking Together (QUILT)** project was developed as a technical assistance resource for Head Start grantees and others working in the early childhood education sector. Those resources still exist and can be found on the website of the National Child Care Information & Technical Assistance Center.

### QUILT Resources Available on the NCCIC Website

- QUILT: A Checklist for Developing a Partnership Agreement/Contract
- QUILT: A Fiscal Management Checklist for Partnerships
- QUILT: At-a-Glance Comparison: Tribal Child Care and Development Fund (CCDF) and American Indian/Alaska Native Head Start
- QUILT: Partnership Issues: Employees or Independent Contractors? Family Child Care Providers in Networks or Systems or Sponsored by Programs
- QUILT: Questions for State Level Leaders to Consider: A Focus on Early Education Partnerships That Stimulate Quality and Heighten Standards
- QUILT: QUILT Partnership Checklist: Shaping a Partnership

Source: [www.nccic.acf.hhs.gov/quilt](http://www.nccic.acf.hhs.gov/quilt)

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Examples of successful collaboration between state pre-K and Head Start include:

- Using existing facilities to save capital and start-up expenses.
- Opening classrooms and providing comprehensive services to more children (including those not eligible for Head Start).
- Requiring higher teacher qualifications and pay equity with kindergarten teachers.
- Merging existing funding and technical assistance resources.
- Establishing linkages between programs and special education resources.
- Providing higher quality programs.
- Expanding the programs to full day and/or full year.

Source: *Better Outcomes for All: Promoting Partnerships Between Head Start and State Pre-K, 2007*, Pre-K Now and the Center for Law and Social Policy

Along with steps to provide technical assistance, the Head Start Bureau also created offices in each state that were devoted to promoting collaboration and coordination between Head Start and early childhood systems and programs. The **Head Start Collaboration Offices** were created in each state through dedicated federal grants and were given the goal of helping to build a cohesive system of care and education for young children. Each state made a decision about agency placement of the office; the choices in the South are varied, according to the priorities and needs of each state.

The purpose of the Head Start collaboration Project is to create a visible presence at the state level that can assist in the development of significant multi-agency and public-private partnerships between Head Start and all interested groups. These partnerships are intended to:

1. Help build early childhood systems and access to comprehensive services and support for all low-income children.
2. Encourage widespread collaboration between Head Start and other appropriate programs, services and initiatives and to augment Head Start's capacity to be a partner in state initiatives on behalf of children and their families; and
3. Facilitate the involvement of Head Start in state policies, plans, processes and decisions affecting the Head Start target population and other low- income families.

Source: *West Virginia Head Start Association State Collaboration Project*, <http://wvhas.stephenkingery.com>

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## SECA State Head Start Collaboration Offices

State	Contact	Agency	Contact Info	Website, E-mail & Phone
AL	Linda Hampton	Alabama Dept of Children's Affairs	2 North Jackson St., Ste 602 Montgomery, AL 36104 Phone: 334-223-0502	<a href="http://www.children.alabama.gov">www.children.alabama.gov</a> <a href="mailto:Linda.Hampton@dca.alabama.gov">Linda.Hampton@dca.alabama.gov</a>
AR	Ann Patterson	Arkansas Head Start State Collaboration Office	1400 West Markham, Ste 406 Little Rock, AR 72201 Phone: 866-371-0740	<a href="http://arheadstart.org">http://arheadstart.org</a> <a href="mailto:ann@arheadstart.org">ann@arheadstart.org</a>
FL	Lilli J. Copp	Florida Head Start State Collaboration Office	600 S. Calhoun St, Ste 202 Tallahassee, FL 32399-4143 Phone: 850-921-3467	<a href="http://www.floridaheadstart.org">www.floridaheadstart.org</a> <a href="mailto:Lilli.Copp@flaawi.com">Lilli.Copp@flaawi.com</a>
GA	Dr. Janice Haker	Georgia Dept of Early Care & Learning	Phone: 404-651-7425	<a href="http://decal.ga.gov/HeadStart">http://decal.ga.gov/HeadStart</a> <a href="mailto:Janice.Haker@decal.ga.gov">Janice.Haker@decal.ga.gov</a>
KY	Earl Trevor	Kentucky Dept of Education	500 Mero St, 17 <sup>th</sup> Floor CPT Frankfort, KY 40601 Phone: 502-564-8341	<a href="http://www.education.ky.gov">www.education.ky.gov</a> <a href="mailto:Earl.Trevor@education.ky.gov">Earl.Trevor@education.ky.gov</a>
LA	Kahree Wahid	LA Dept of Social Services	627 N Fourth Street Baton Rouge, LA 70802 Phone: 225-342-1292	<a href="http://www.dss.state.la.us">www.dss.state.la.us</a> <a href="mailto:kwahid@dss.state.la.us">kwahid@dss.state.la.us</a>
MS	Laura Beth Hebbler	Office of the Governor	PO Box 139 Jackson, MS 39205 Phone: 601-576-2021	<a href="http://www.governorbarbour.com/headstart.html">www.governorbarbour.com/headstart.html</a> <a href="mailto:lhebbler@governor.state.ms.us">lhebbler@governor.state.ms.us</a>
NC	Khari Garvin	NC Office of School Readiness	Phone: 919-431-2005	<a href="http://www.osr.nc.gov/HeadStart">www.osr.nc.gov/HeadStart</a> <a href="mailto:khari.garvin@ncmail.net">khari.garvin@ncmail.net</a>
OK	Kay Floyd	OK Association of Community Action Agencies	2800 N.W. 36 <sup>th</sup> Ste 221 Oklahoma City, OK 73112 Phone: 405-949-1495	<a href="http://www.okcaa.org/headstart/state.html">www.okcaa.org/headstart/state.html</a>
SC	Mary Lynn Diggs	SC Dept of Social Services	1535 Confederate Ave. Columbia, SC 29202 Phone: 803-898-2550	<a href="http://childcare.sc.gov">http://childcare.sc.gov</a>
TN	Janet Coscarelli	TN Dept of Education	710 James Robertson Parkway, Andrew Johnson Tower, 9 <sup>th</sup> FL Nashville, TN 37243 Phone: 615-741-4849	<a href="http://www.tennessee.gov/education/headstart">www.tennessee.gov/education/headstart</a> <a href="mailto:Janet.Coscarelli@state.tn.us">Janet.Coscarelli@state.tn.us</a>
TX	Dr. Dorothy J. Calhoun	Children's Learning Institute	7000 Fannin, Ste 2355 Houston, TX 77030 Phone: 866-282-7780	<a href="http://cli.uth.tmc.edu">http://cli.uth.tmc.edu</a> <a href="mailto:Dorothy.J.Calhoun@uth.tmc.edu">Dorothy.J.Calhoun@uth.tmc.edu</a>
VA	Denise Branscome	VA Dept of Social Services	7 N. 8 <sup>th</sup> Street, 6 <sup>th</sup> Floor Richmond, VA 23219 Phone: 804-726-7807	<a href="http://www.headstartva.org">www.headstartva.org</a>
WV	Lean Rapp	WV Dept of Health & Human Services	Office of Children & Family Policy 350 Capitol St., Room B-18 Charleston, WV 25301 Phone: 304-558-4638	<a href="http://wvdhhr.org">http://wvdhhr.org</a> <a href="mailto:lenarapp@wvdhhr.org">lenarapp@wvdhhr.org</a>

In 1999, the Administration for Children and Families encouraged the following approaches to ensure that resources were maximized:

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- Head Start and Early Head Start programs are encouraged to contract with child care centers or networks of family child care providers to serve Head Start-eligible children in the full-day, full-year settings of these centers and networks.
- Head Start and Early Head Start grantees are also encouraged to explore approaches to utilizing a range of funding sources to reach additional children with high quality, full-day, full-year services.
- States should consider reducing the frequency of their redetermination of eligibility for child care subsidies in programs using blended funding, in order to provide more continuity for participants and stability of funding from child care sources.
- States should consider supporting a full-day rate of child care reimbursement to local organizations that provide high quality child care and comprehensive services with a variety of funding sources, or the option of entering into contracts with providers or agencies that can implement comprehensive services and full-day, full-year child care.

Source: Head Start Colleague Letter, September 1999, <http://nccic.acf.hss.gov/quilt/letter-collab>

### ***Some Questions to Ask In Your State***

1. Has your state implemented any of these approaches?
2. Is the Head Start community connected with the state pre-K program or other early childhood service providers?
3. Is there a formal mechanism for ensuring that this happens?
4. How does the Head Start Collaboration Office work in the early childhood system in your state?
5. Have the opportunities to “blend” funding to serve more children been accessed in your state? Do you have good examples of programs that have made this happen?
6. Does your professional development system encourage coordination among training funds and resources? Do programs have access to any training that is occurring in the state, regardless of the type of program?
7. If your state chooses to utilize the ARRA funds to assist with early childhood facility renovation and/or development, has the question been asked about how to maximize the facilities available through Head Start, particularly in underserved and low socio-economic areas?

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## Shared Services: Collaboration at the Provider Level

*Information excerpted from: **What is Shared Services?** April 2008, Louise Stoney,  
www.merage.org*

“Shared services” is a new term that is gaining prominence as early childhood programs have looked for options to:

1. Ensure full enrollment.
2. Collect tuition and fees.
3. Maintain high quality services.

This concept has developed in response to market challenges that early childhood programs are experiencing, such as.

- Increased competition among early childhood programs, particularly with the growth of state funded pre-K.
- Funding sources that are much broader and complex.
- A focus on accountability, degreed professionals and child assessment.
- Lack of effective demand from consumers for high quality services.
- Low profitability due to high labor expenses required by staff/child ratios.
- No economies of scale in a predominantly small business environment.
- Insufficient resources for parents to differentiate between quality and non-quality services.

In a presentation at the 2008 Technical Conference sponsored by the Merage Foundation and The Annie E. Casey Foundation, Louise Stoney of the Alliance for Early Childhood Finance suggested that the answer to these challenges was a paradigm shift in the way that early childhood programs do business. This shift would include:

- Alliances within the industry.
- New business models for sustainability.
- Understanding & responding to consumers.
- An infrastructure that could help maximize public/private investments in ECE.
- Embracing & aligning standards & accountability.
- Using private sector funding strategically (as venture capital to fuel change).

The presentation includes information about new business models and identifies four models for consideration:

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**ECE Program Alliance**—Independent ECE businesses contract with a common administrative agency. **This model can be found in Chattanooga, Tennessee.**

**ECE Consortium**—A group of providers merge into a single non-profit.

**ECE Provider Trust**—A group of providers form a Trust which contracts with an administrative agency. **This model can be found in Fairfax, Virginia.**

**ECE Cooperative**—A jointly owned entity is responsible for administration in multiple, independent sites.

Potential shared services include:

- Quality support (QRIS, curriculum, child assessments).
- Staffing Services.
- Shared Administration.
- Food Services.
- Marketing.
- Human Resources.
- Billing and Fee Collection.

Additional resources included in the presentation include possible network designs and sample budgets for participating programs, including savings through the shared services model.

### ***Some Questions to Ask In Your State***

1. As the discussion continues at the state level about maximization of all fiscal resources, has any discussion occurred about “formalizing” support for collaboration among programs to maximize their profitability and resources?
2. Would a model of this type work in your state? Is there a city or community that might be the model for the state?
3. Has your state economic development agency considered working in this area? They are usually the group within the state with the business expertise that a project of this type would require.
4. How would you make the case with state agencies that typically do not work with the early childhood community?
5. Would this be an acceptable use of grant or stimulus money to encourage small business expansion and/or retention of jobs?

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## Where Do We Go From Here?

Although you won't find anything dramatically different or "new" in this resource document, it is very clear that many opportunities still exist within our states and communities to encourage the best use of our resources. We've talked "collaboration and coordination" for many years, and we're experiencing a time of unprecedented opportunity, but also one of enormous challenge.

During the next two years, we will be required to prove that what we do and what we know has a discernable impact on the lives of children and their potential success in the educational system. **Accountability and transparency** are now the norm, and it will require that all sectors of the early childhood community come together to ensure that accountability and transparency are positive, rather than negative words. It will require a shift in the paradigm of how we do business at all levels, from the provider to the community to the state and finally, to the federal level.

The Public Policy Commission of the SECA Board of Directors is dedicated to providing you with easy access to resources that may help to inform and guide your work at the state level. We've provided the basics and many opportunities to explore these initial concepts further.

Remember: **SECA is A Voice for Southern Children**, and you're our voice in your state. We're looking forward to hearing that voice raised on behalf of children during this extraordinary time.

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## Appendix A

### Model Memorandum of Understanding Between Head Start and Other Agencies (2008) *Source: Arkansas Head Start Collaboration Office*

#### A Memorandum of Agreement Between *Appropriate Local Entity* and *Local* Head Start, Migrant and Seasonal, or American Indian/Alaska Native Head Start Agency

#### I. Parties to the Agreement

- A. *Appropriate Local Entity (Acronym, optional)*; and
- B. *Local* Head Start, Migrant and Seasonal, or American Indian/Alaska Native Head Start Agency (*Acronym, optional*)

#### II. Purpose of Agreement

- A. To improve availability and the quality of services for *the geographic service area of the Head Start agency's* children, age three through age five, and their families
- B. To support children's optimal development and readiness for school entry and success
- C. To address the unique strengths and needs of the local population, such as homeless, migrant, or non-English speaking families
- D. To promote collaboration regarding shared use of transportation, facilities, and other resources, as appropriate
- E. To promote further collaboration to reduce duplication and enhance efficiency of services
- F. To define the roles and responsibilities of the named parties toward coordination and greater collaboration; enhance linkages and relationships; and exchange information on the provision of educational and non-educational services
- G. Coordinate a comprehensive system of activities, policies, and procedures among the named parties which guide and support their delivery of services to children and their families

#### III. Program Descriptions

- A. *Local* Head Start, Migrant and Seasonal, or American Indian/Alaska Native Head Start Agency (*insert description here with service area*).

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- B. Head Start is a nationwide Federal grant program funded by the U.S. Department of Health and Human Services. It is a comprehensive child development program for families with young children in the areas of education, social services, health, and family involvement. Head Start preschool programs are for children from 3 to 5 years of age and their families.

Head Start is mandated to assume a leadership role in the development of partnerships with community agencies and service providers. Each Head Start, Migrant and Seasonal, and American Indian/Alaska Native Head Start program must have a written agreement with the local school systems (LSS) or local education agency (LEA) to coordinate and collaborate to best meet the needs of children and their families.

- C. *Appropriate Local Entity (Acronym, optional) description to include service area.*

#### IV. Authority

- A. Head Start's responsibility for coordination and collaboration with the appropriate local entity responsible for managing publicly funded preschool programs in the service area of the Head Start agency is mandated in the Head Start Act: Public Law 110-134 "Improving Head Start for School Readiness Act of 2007."
- B. The *Appropriate Local Entity (Acronym, optional)*; is authorized (*insert information*).

#### V. Guiding Principles

- Create and maintain a meaningful partnership to promote school readiness so that children from low-income families in Head Start programs, or who are preschool age, may receive comprehensive services to prepare them for elementary school and to address any potential "achievement gap"
- Develop successful linkages within the context of No Child Left Behind Act of 2001, the Head Start Act (2007), and (**State and local**) legislation, policies, and procedures

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- Plan and implement strategies based on practice and research that have proven to support children’s school success
- Respect the uniqueness of each locality’s needs and resources
- Promote the involvement of members of the early care and education communities
- Share commitment, cooperation, and collaboration for a coordinated service delivery system

## VI. Joint Roles in System Review, Coordination, Collaboration, Alignment, and Implementation

The *Appropriate Local Entity (Acronym, optional)* and the *Local* Head Start, Migrant and Seasonal, or American Indian/Alaska Native Head Start Agency (*Acronym, optional*) will work together for the review, coordination, collaboration, alignment, and implementation of each of the following 10 activities, as mandated by the Act.

### A. Educational activities, curricular objectives, and instruction

#### 1. 642(f) Implement a research-based early childhood curriculum that –

(E) is aligned with the Head Start Child Outcomes Framework developed by the Secretary and, as appropriate, State early learning standards

2. 642A(3) Establish ongoing communications between the Head Start agency and local educational agency for developing continuity of developmentally appropriate curricular objectives (which for the purpose of the Head Start program shall be aligned with the Head Start Child Outcomes Framework and, as appropriate, State early learning standards) and for shared expectations for children's learning and development as the children transition to school

### B. Public information dissemination and access to programs for families contacting the Head Start program or any of the preschool programs

1. 642(e)(1) Generate support and leverage the resources of the entire local community in order to improve school readiness

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2. 642A(2) Establish ongoing channels of communication between Head Start staff and their counterparts in the schools (including teachers, social workers, local educational agency liaisons designated under section 722(g)(1)(J)(ii) of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11432(g)(1)(J)(ii)), and health staff) to facilitate coordination of programs

C. Selection priorities for eligible children to be served by programs

1. 642A (13) Develop and implement a system to increase program participation of underserved populations of eligible children

2. 642(f)(10) Develop procedures for identifying children who are limited English proficient, and inform the parents of such children about the instructional services used to help children make progress towards acquiring the knowledge and skills described in section 641A(a)(1)(B) and acquisition of the English language

3. 641A(E) Include information on the innovative and effective efforts of the Head Start agencies to collaborate with the entities providing early childhood and development services or programs in the community and any barriers to such collaboration that the agencies encounter

4. 641(H) the plan of such applicant to coordinate and collaborate with other public or private entities providing early childhood education and development programs and services for young children in the community involved, including—

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

(ii) Other preschool programs under title I of that Act (20 U.S.C. 6301 et seq.)

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

(iv) State pre-kindergarten programs

(v) Child care programs

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

(vii) Local entities, such as a public or school library for—

1. Conducting reading readiness programs
2. Developing innovative programs to excite children about the world of books, including providing fresh books in the Head Start classroom
3. Assisting in literacy training for Head Start teachers
4. Supporting parents and other caregivers in literacy efforts

D. Definition of service areas

1. Define areas where local entity and Head Start provide services to children

E. Staff training, including opportunities for joint staff training on topics such as academic content standards, instructional methods, curricula, and social and emotional development

1. 642A (4) Organize and participate in joint training, including transition-related training for school staff and Head Start staff

F. Program technical assistance

1. 642 (10) Link the services provided in such Head Start program with educational services, including services relating to language, literacy, and numeracy, provided by such local educational agency
2. 648(i) (e)(3) Encourage States to supplement the T/TA funds with Federal, State, or local funds other than funds made available, to expand training and technical assistance activities beyond Head Start agencies to include other providers of other early childhood education and development programs within a State

G. Provision of services to meet the needs of working parents, as applicable

1. 642(e) Coordinate activities to make resources available for full working-day and full calendar year available to children
2. 642(e)(3) Coordinate activities and collaborate with programs under the Child Care and Development Block Grant Act of 1990 (42 U.S.C. 9858 et seq.)

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- H. Communication and parent outreach for smooth transitions to kindergarten
1. 642A (1) Develop and implement a systematic procedure for transferring, with parental consent, Head Start program records for each participating child to the school in which such child will enroll
  2. 642 (5) Establish comprehensive transition policies and procedures that support children transitioning to school, including by engaging the local educational agency in the establishment of such policies
  3. 642 (6) Conduct outreach to parents and elementary school (such as kindergarten) teachers to discuss the educational, developmental, and other needs of individual children
  4. 642 (7) Help parents of limited English proficient children understand—
    - (A) The instructional and other services provided by the school in which such child will enroll after participation in Head Start; and
    - (B) As appropriate, the information provided to parents of limited English proficient children under section 3302 of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 7012)
  5. 642 (8) Develop and implement a family outreach and support program, in cooperation with entities carrying out parental involvement efforts under title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6301 et seq.), and family outreach and support efforts under subtitle B of title VII of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11431 et seq.), taking into consideration the language needs of parents of limited English proficient children
  6. 642 (9) Assist families, administrators, and teachers in enhancing educational and developmental continuity and continuity of parental involvement in activities between Head Start services and elementary school classes
  7. 642 (11) Help parents (including grandparents and kinship caregivers, as appropriate) to understand the importance of parental involvement in a child's academic success while teaching them strategies for maintaining parental involvement as their child moves from Head Start to elementary school

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8. 642 (12) Help parents understand the instructional and other services provided by the school in which their child will enroll after participation in the Head Start program

I. Provision and use of facilities, transportation, and other program elements

1. 642(e)(4) (A) Collaborate on the shared use of transportation

and facilities, in appropriate cases

(B) Collaborate to reduce the duplication and enhance the efficiency of services while increasing the program participation of underserved populations of eligible children

(C) Exchange information on the provision of non-educational services to such children

J. Other elements mutually agreed to by the parties

## VII. Confidentiality

All acknowledge confidentiality requirements that each agency must follow regarding the sharing and release, with the consent of families, of personally identifiable information regarding children and families. Each agency will protect the rights of young children with respect to records and reports created, maintained, and used by the public agencies. It is the intent of this agreement to ensure that parents have rights of access and rights of privacy with respect to such reports and records, and that applicable State and Federal laws for exercise of these rights be strictly followed. Family Educational Rights and Privacy Act (FERPA) will be followed. (See 34CFR 303.460.)

## VIII. Dispute Resolution

Parties will first attempt to resolve the dispute between or among themselves. All local agencies will ensure that a system is in place to resolve disputes and solve problems. The system should include:

- a. Timelines for regular meetings to review local agreements, plan collaborative activities, and resolve issues; and
- b. The identification of a liaison from each agency.

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**For Local Head Start/ Migrant and Seasonal Head Start/American Indian/Alaska Native Head Start Agency**

\_\_\_\_\_  
Head Start Grantee Director

\_\_\_\_\_  
Date

\_\_\_\_\_  
Grantee Authorized Representative

\_\_\_\_\_  
Date

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## Appendix B

### Information Resources

***Partnering with the Private and Philanthropic Sectors: A Governor's Guide to Investing in Early Childhood*** (2008) National Governors Association Center for Best Practices

This guide is intended to help governors and state policymakers navigate through the public/private partnerships in their states and includes information on 11 state early childhood public/private partnerships. *For more information go to <http://www.nga.org>*

***Partnership Alliances and Coordination Techniques (PACT)***, Child Care Bureau

Available through the Child Care Bureau, these resources are designed for policymakers to help them build comprehensive education systems to better serve children and families. The materials include training modules on the topics of:

- Building Capacity to Evaluate Partnership Initiatives
- Communication Strategies
- Financing
- Fundamentals of Collaborative Leadership
- PACT Techniques

*For more information on PACT, go to <http://nccic.acf.hhs.gov>*

***Preparing to Take Advantage of New Programs in the Economic Stimulus Package: Considerations for Out-of-School Time Providers and Stakeholders*** (2009), The Finance Project

*For more information go to The Finance Project's Out-of-School Time Information Resources Center at <http://www.financeproject.org>.*

***Using the American Recovery & Reinvestment Act to Advance High Quality Professional Development for Early Childhood Educators*** (2009), National Association for the Education of Young Children

This document provides an overview of the possible uses of ARRA funding to support professional development initiatives and systems at the state level within the framework of the principles for professional development systems developed by NAEYC.

*For more information go to [www.naeyc.org](http://www.naeyc.org)*

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## Appendix B (cont'd)

### Websites

[www.SouthernEarlyChildhood.org](http://www.SouthernEarlyChildhood.org) Southern Early Childhood Association

[www.naeyc.org](http://www.naeyc.org) National Association for the Education of Young Children

[www.nccic.org](http://www.nccic.org) National Child Care Information & Technical Assistance Center

[www.nga.org](http://www.nga.org) National Governors Association

[www.financeproject.org](http://www.financeproject.org) The Finance Project

### *From the Library of the*

### *National Child Care Information & Technical Assistance Center*

[www.nccic.org/library](http://www.nccic.org/library)

*Linking the Child Care and Health Care Systems: A Consideration of Options* (2004), Public Private Ventures.

*Child Care Collaboration with Head Start and Pre-Kindergarten* (2004), Oklahoma Department of Human Services.

*A Governor's Guide to Children's Cabinets* (2004), National Governors Association Center for Best Practices.

*At-a-Glance: Early Childhood Systems Planning for Infants and Toddlers*, National Infant and Toddler Child Care Initiative @ ZERO TO THREE.

*Early Care and Education Partnerships: State Actions and Local Lessons* (2003), Partnership Impact Research Project, Education Development Center Inc.

*Financing Early Childhood Care and Education Systems* (2005) Anne Mitchell & Louise Stoney

*Policy Tools, State Politics and Early Care and Education Policy Choices* (2005), Jeanne Brooks-Gunn, Sharon Lynn Kagan, & Elizabeth Rigby

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