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# **Head Start and Community Action:**

## FY 2001 Update

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Washington, D.C.

For the

The National Association for State Community Services Programs

September 30, 2002

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# Head Start and Community Action in FY 2001:

September 30, 2002

## **Summary**

This report updates information originally reported in 2000 about Head Start (HS) resources and services provided by the Community Services Block Grant (CSBG) local network. The original study, Head Start and Community Action: "A Report to the OCS and the National Association for State Community Services Programs," found that, between FY 1995 and FY 1999, the Community Action Agency (CAA) role in Head Start did not change significantly with respect either to the number of agencies involved or with respect to the share of HS participants served. This update finds similar stability with respect to the period FY 1999 to FY 2001. The CAA share of grants and enrollment in all types of Head Start programs (3-5 year old, migrant, and Early Head Start) remained constant in spite of national growth in enrollment and reduction in grants.

**Introduction** - Economic Opportunity Studies, Inc. (EOS) of Washington, DC examined FY 2001 Head Start Program Information Reports. The analysis is based on the excerpts from the annual Program Information Report (PIR) that each local HS grantee is required to submit to the Head Start Bureau (HSB). It has both the advantages and disadvantages of these data; the PIR contains the grant and sub-grant number, which is unique to the local grantee or subgrantee and is identical each year; it also records the HS local agency name; state; enrollment; type of HS program; and the type or 'auspice' of the agency. The 'auspice' is selected from the following list by the reporting agency itself:

- Community Action Agency
- Government Agency
- Indian Tribe
- Private or Public Non-Profit Corporation or
- School System
- For-Profit Corporation (a new category in FY 2001)

In addition, the Head Start Bureau(HSB) publishes an annual data summary which includes state-by-state data and totals for funding, enrollment, and numbers of local agencies in a (<http://www.acf.hhs.gov/programs/hsb/research/factsheets.htm>). A unique, proprietary database of Community Action Agencies, developed by the National Community Action Foundation, Inc. of Washington DC, was compared to the PIR to verify local CAA names and auspice.

The resulting report is intended for use by at least three audiences that are partners in Head Start initiatives:

- The Office of Community Services, which is now supporting extensive technical assistance activities for local CAAs with Head Start program responsibilities, and is engaged in the CSBG network implementation of a Results-Oriented Management Assessment system, and by

- The joint national and state working groups established by the OCS and the Head Start Bureau (HSB) to improve CSBG/HS collaborative strategies (as per M.O.U., 8/26/98);
- The CSBG national network of state and local agencies, especially the state CSBG Directors who are members of NASCSP.

The questions of interest to these groups include:

- What was the scope of the Head Start (HS) activities managed by Community Action Agencies (CAAs) in FY 2001?
- Has this scope changed over the recent years, and, if so, how?
- How does the CAA share of HS resources compare to the shares awarded to other types of organizations that are HS local grantees?

**Why does it matter what specific organizational structure houses HS activities or delivers services to young children?**

The question is relevant for federal managers because different networks are connected to different federal programs and offices. Therefore, resources, communication, and even organizational administrative action could be targeted to the local organizations that have continuing relationships either with a government agency or with one another. Because a federal/state/local system, such as the CSBG network, or national associations of local school districts, could act in concert to provide technical support to specific delivery organizations, the auspice information can be important for federal managers in organizing their program communication and technical support.

**Grants**

The OCS and NASCSP recognize either of two definitions of "Community Action Agency":

- 1) The informal one is: any entity eligible for the 90% of CSBG funds distributed to local eligible entities (about 1,100 organizations).
- 2) The term's formal meaning is: any one of those CSBG-eligible entities that also has a tripartite-board and is a multi-purpose agency, plus Indian tribes, migrant organizations, or units of local government that have been designated to be a CAA by their state.

However, the annual Head Start Program Information Report (PIR) 'auspice' data report does not in every case conform to these definitions. The Appendix lists every agency whose 'auspice' was changed from the one listed in the PIR for this analysis. It shows the original auspice reported and the changes EOS made to the PIR data. Most of the changes were made to entities that chose "CAA" as their 'auspice' but were not CAAs; some were made to CAAs that chose the wrong auspice. These identification changes are fully accurate with regard to identifying actual CAAs. The proprietary database used to check the 'auspices' of local agencies contains only CAAs.

As a result of the corrections, about 19,600 enrollees ages 3-5 and 1,438 Early Head Start participants who were originally listed as being in CAA-sponsored programs were actually in agencies that were not CAAs. Further, more than 5,000 children listed under other auspices were in fact CAA 2001 program participants.

The following data include HS statistics for only the fifty states, DC, and Puerto Rico; this provides comparability to the CSBG/IS Community Services Block Grant Statistical Report, FY 2000, (National Association for State Community Services Programs, Washington, DC. 2002). The territorial programs, which collectively served over 5,300 children, are not included.

**Table 1: Summary of FY 1995 -2001 HS Programs\***  
**All Programs in 50 States, D.C., and Puerto Rico (territories excluded)**

\* from [http://www.acf.dhhs.gov/programs/hsb/research/factsheets/01\\_hsf.htm](http://www.acf.dhhs.gov/programs/hsb/research/factsheets/01_hsf.htm)

\*\* Change is for FY 97 to 01, a shorter period

**CAAs and their Enrollments as a Percent of All Enrollment and All Grants**

FY	Total Appropriation, All Uses	Total \$ for Local Programs	Enrolled All programs	Est. No. of Local Grantees*	Est. \$ per Child*	EHS Enrolled/ Projects only	Est. No. of all Classrooms
1995	\$3,534,129,000	\$3,387,409,000	743,417	1,433	\$4,534	0/0	42,750
1997	\$3,980,546,000	\$3,860,157,000	786,514	1,456	\$4,882	22,000/173	NA
1999	\$4,658,151,448	\$4,347,173,000	818,409	1,520	\$5,403	39,000/500	47,360
2001	\$6,175,222,556	\$5,980,816,556	897,477	\$1,540	6,633	55,000/650	48,000
<b>Change: FY 95 to 01</b>	55%	55%	21%	7%	24%	150%/275%**	11%

Table 2 summarizes the grants and adjusted enrollment figures for CAAs' HS and EHS' programs including subgrants. CAAs received 786 grants and made 175 subgrants. These data, provide perspectives on the 'institutional structure' of the HS network.

**Table 2: CAAs and Their Sub-Grantees' Head Start Programs, FY 2001**

Agency Type:	No. of Programs	Enrollment
CAA Programs 3-5 Year Olds:	608	343,904
CAA Programs EHS:	178	16,371
Non-CAA Sub-Grantees of CAAs (EHS and 3-5 Year Olds):	135	41,863
<b>Total # of grants to CAAs</b>	<b>786</b>	<b>402,138</b>

Table 2a shows the 135 CAA sub-grantee organizations divided by type or 'auspice'. Just over half were private non-profit agencies, and, collectively, they served about half of the children in CAA subgrantee programs. Local

school districts accounted for nearly all the rest. CAAs had about the same number of subgrants to school systems' programs as in FY 1999, but had considerably fewer with other non-profit agencies.

**Table 2a: FY 2001 Non-CAA Sub-Grantees of CAAs (from Table 2), by Auspice**

<b>Agency Type:</b>	<b>No. of Agencies (unduplicated)</b>	<b>Enrollment</b>
<b>Gov't Agency*</b>	2	17,423
<b>Private/Public Non-profit*</b>	67	24,230
<b>School System*</b>	66	15,891
<b>Total</b>	157	46,517

\* auspice not verified by independent data

CAAs remained not only a major presence in the HS institutional structure, but also the only 'auspice' that shared regional and national networks, a common organizational structure and mission, and a common requirement for national reporting on its entire range of local activities in addition to HS programs.

**Enrollment and Grants in All Local Agencies, by Auspice**

The tables that follow show the comparison between the two years, FY 1999 and FY 2001, with grants and enrollments divided into each of the five types of auspice. It is important to bear in mind that the new classification of organizations that first incorrectly listed CAA as their auspice is not fully verifiable. Further, agencies listing other auspices have not been checked for errors.

**Grants**

Table 3 shows the count of agencies receiving FY 2001 HS and EHS grants by auspice. The number of grants differs from the number of agencies shown in Table 1 because many agencies receive more than one grant. The CAA share of core and EHS programs was essentially unchanged from FY 1999.

Table 3 compares CAAs' and all other types of agencies' grants in 1999 and 2001. Each 'auspice' maintained its share, in spite of a decrease in the numbers of grants.

**Table 3: FY 1999 and FY 2001 Number of Grants by Auspice, 50 States, D.C., and Puerto Rico (territories excluded)**

Agency Type:	Number of 3-5 Year Old Grants FY 1999	Percent of 3-5 Year Old Grants FY 1999	Number of 3-5 Year Old Grants FY 2001	Percent Of 3-5 Year Old Grants FY 2001	Number of EHS Grants FY 2001	Percent of EHS Grants FY 2001
CAA	650	31%	608	32%	178	31%
Gov't Agency*	112	6%	119	6%	29	5%
Tribe*	126	7%	123	7%	22	4%
Private/ for profit*	0	0	20	1%	16	3%
Private/non-profit*	719	38%	697	37%	287	49%
School System*	365	19%	331	18%	65	11%
<b>Total</b>	<b>1913</b>	<b>100%</b>	<b>1878</b>	<b>100%</b>	<b>581</b>	<b>100%</b>

\*Auspice not verifiable by independent data. The agencies listed as 'for profit' include obvious non-profit sponsors.

### Enrollments

Table 4 shows the total enrollment figures by provider auspice. CAAs enrolled 37 percent of all HS children in FY 2001, essentially the same as in FY 1999. This level of enrollment was nearly the same as that of all other types of private non-profit agencies taken together from churches and charities to private schools, colleges, and independent children's centers.

**Table 4: FY 1999 and FY 2001: Enrollment by Auspice, 50 States, D.C., and Puerto Rico (territories excluded\*\*)**

Agency Type:	Number of 3-5 Year Old Enrollments FY 1999	Percent of 3-5 Year Old Enrollments FY 1999	Number of 3-5 Year Old Enrollments FY 2001	Percent Of 3-5 Year Old Enrollments FY 2001	Number of EHS Enrollments FY 2001	Percent of EHS Enrollments FY 2001
CAA	288,567	38%	324,383	37%	16,371	28%
Gov't Agency*	65,670	9%	81,237	9%	2,793	5%
Tribe*	18,616	3%	21,924	3%	1,133	2%
Private/non-profit*	286,258	38%	337,813	38%	27,627	47%
Private/for-profit*	0	0	13,784	2%	1,954	2%
School System*	88,128	12%	99,575	11%	8,449	15%
<b>Total**</b>	<b>752,289</b>	<b>100%</b>	<b>878,716</b>	<b>100%</b>	<b>58,327</b>	<b>100%</b>

\* Auspice not verifiable by independent data. The agencies listed as 'for profit' include obvious non-profit sponsors.

\*\* Two territorial agencies were also CAAs and served about 1,400 3-5 year-olds.

### Early Head Start

The Early Head Start program was an initiative first authorized in FY 1995 for infants and toddlers. In FY 1999 just over 22,000 were enrolled in 204 programs in the 50 states, DC, and Puerto Rico. One-half of this youngest group was enrolled in Private/Public non-profit agencies, while CAAs enrolled just over one quarter, or 27

percent. By FY 2001, two years later the program had grown by nearly 152 percent, and each set of agencies had seen essentially proportional growth in its 'share' of EHS enrollments, as Table 4 above shows.

**Regional Variations in Head Start Auspices**

The placement of HS grants in different types of agencies has been historically influenced by the organizational resources developed in low-income communities. There continues to be substantial regional variation in the CAA share of HS programs. Table 5 and 6 show these variations and compare FY 1999 to FY 2001 enrollment and programs. Variations of less than five percent may not be significant, but rather, due to reporting inconsistencies. It appears that in federal regions 6 and 7, while the share of program grants is unchanged, the CAAs' enrollments grew less than did those in other types of organizations.

**Table 5: CAA Share of all Core HS Program Enrollees, by Federal Region, FY 1999 and FY 2001**

<b>Federal Region</b>	<b>% of eligible 3-5 year old 1999 enrollees in CAAs*</b>	<b>% of eligible 3-5 year old 2001 enrollees in CAAs*</b>
<b>1</b>	68%	62%
<b>2</b>	19%	21%
<b>3</b>	33%	35%
<b>4</b>	61%	57%
<b>5</b>	47%	48%
<b>6</b>	57%	44%
<b>7</b>	63%	55%
<b>8</b>	21%	23%
<b>9</b>	19%	17%
<b>10</b>	21%	18%

\* Excludes Migrant Head Start and Tribal grants

**Table 6: CAA Share of all Core HS Grants, by Federal Region, FY 1999 and FY 2001**

<b>Federal Region</b>	<b>% of 1999 grants to CAAs</b>	<b>% of 2001 grants to CAAs</b>
1	60%	61%
2	20%	21%
3	31%	33%
4	46%	45%
5	39%	39%
6	40%	41%
7	49%	50%
8	14%	15%
9	15%	39%
10	21%	20%

\* Excludes Migrant Head Start and Tribal grants

These auspice and enrollment data contain no information on the number, proportion, or auspice of local agencies with unresolved management problems. However, they clearly indicate continued growth in the size of Head Start resources and programs in the CSBG local network, implying that nationally, the strength of these agencies qualifies them for assuming the management of additional Head Start resources.

The appendix shows the agencies whose auspices were changed from those they selected of these resources for low-income children on their 2001 PIR.



# Appendix

<b>Grant #</b>	<b>HEAD START</b>				<b>Orig. Auspice Reported, Item C4 2001 P.I.R.*</b>	<b>enrolled</b>
04CH3184	0	Alabama Council On Human Relations	Auburn	AL	3	423
04CH3333	0	Sumter County Opportunity, Inc.	Livingston	AL	3	395
09CH0890	0	Placer Community Action Council, Inc.	Auburn	CA	3	499
03CH0380	0	United Planning Organization	Washington	DC	3	315
90CM0087	25	Rural Opportunities, Inc. PA	Harrisburg	PA	4	164
04CH0029	0	CAS/Morgan County Head Start	Wartburg	TN	3	139
04CH0464	0	South Central Human Resource Agency	Fayetteville	TN	3	1032
04CH0047	0	Chattanooga Human Services, Head Start	Chattanooga	TN	5	689
04CH0437	0	Upper Cumberland Human Resource	Cookeville	TN	5	46
04CH0804	0	S.W. Tennessee Human Resource Agency	Henderson	TN	5	611
						<b>4313</b>

## Early Head Start

09CH0890	200	Placer Community Action Council, Inc.	Auburn	CA	3	141
03YC0021	0	United Planning Organization, EHS	Washington	DC	3	0
01YC1098	0	Kennebec Valley Community Action Agency	Waterville	ME	5	70
04YC0705	0	Hinds County Human Resource Agency	Jackson	MS	6	32
04CH0047	200	Chattanooga Human Services, Early Head Start	Chattanooga	TN	5	64
04YC0686	0	South Central Human Resources Agency, EHS	Fayetteville	TN	3	72
06YC0527	1	CAP of Taylor County, Inc (Abilene ISD)	Abilene	TX	2	146
						<b>384</b>

### \* Key to Auspice Codes

- 1= CAA
- 2= School System
- 3= Private Not-for-Profit Corp.
- 4= For Profit Corp.
- 5= Governmental Entity
- 6= Indian Tribe

# Verified Not CAAs

(All Selected CAA as 2001 Auspice)

Head Start Grant No.	Probable Auspice	HEAD START	Enrolled
01CH0212	3	2 John F. Kennedy Family Center	Charlestown MA 148
01CH1152	3	0 Cranston Child Development Center	Cranston RI 243
03CH0207	3	4 St. Veronica's Head Start Center	Baltimore MD 406
03CH0207	3	15 Baltimore City Child Care Resource Center	Baltimore MD 136
03CH0307	3	0 The Improvement Association	Emporia VA 187
03CH0380	3	3 National Child Day Care Association	Washington DC 305
03CH2109	2	1 Montgomery County Public Schools Head Start	Rockville MD 800
03CH3307	3	203 Anne Arundel County, Early Head Start	Churchton MD 48
04CH0282	3	0 Jackson County Civic Action Committee, Inc. Florence Fuller Child Development Centers,	Moss Point MS 677
04CH3046	3	1 Inc.	Boca Raton FL 264
04CH3046	3	4 YWCA of Palm Beach County	West Palm Beach FL 138
04CH3087	3	0 Child Care Association of Brevard County, Inc.	Cocoa FL 613
04CH3089	3	0 Darlington County CAA Head Start	Hartsville SC 410
04CH4577	3	0 Providence Head Start	Atlanta GA 583
05CH0113	3	2 United Children And Families Head Start	Detroit MI 988
05CH0113	3	3 New Calvary Head Start, Inc.	Detroit MI 723
05CH0187	3	4 Northcott Head Start	Milwaukee WI 270
05CH0187	3	5 Next Door Foundation	Milwaukee WI 259
05CH0187	3	6 Urban Day School Head Start	Milwaukee WI 283
05CH0197	3	4 Catholic Charities, Head Start	Cleveland OH 1066
05CH0197	3	5 Neighborhood Centers Association	Cleveland OH 535
05CH0520	3	17 Rochester Head Start	Rochester MI 34
05CH0783	3	1 South-Western City Schools Head Start	Columbus OH 671
05CH0783	3	2 John XXIII Educational Center, Inc.	Columbus OH 1374
05CH0790	3	1 Willow Run Head Start	Ypsilanti MI 149
05CH4018	3	0 Anna Waters Head Start	Decatur IL 257
05CH4026	3	6 Maywood Child Development Center	Maywood IL 411
05CH4238	3	0 Floyd County Head Start	New Albany IN 289
06CH5487	4	0 SHAPES Head Start	Levelland TX 492
06CH5622	2	0 Vernon Parish School Board	Leesville LA 354
06CH7000	2	1 Aldine ISD	Houston TX 437
07CH6321	3	0 Community Children's Center Head Start	Lawrence KS 100
08CH0007	3	0 Boulder County Head Start	Boulder CO 220
08CH0022	3	0 Thompson Integrated Early Childhood Program	Loveland CO 149
08CH0065	5	0 Carbon County Child Development Programs	Rawlins WY 144
08CH0119	3	5 Catholic Charities, Head Start	Denver CO 285
09CH0202	5	0 Mariposa County Head Start	Mariposa CA 58
09CH7015	3	1 Alpha Kappa Alpha Head Start	El Cajon CA 1302
09CH7179	3	0 NCO Head Start Child Development Program Val Verde Unified School District/Glen View	Ukiah CA 464
09CH9007	2	8 School	Perris CA 150
09CH9013	5	0 WACOG Head Start	Yuma AZ 976
09CH9052	2	0 American Samoa Department of Education	Pagopago AS 1494
10CH0096	3	0 Early Childhood Opportunities Northwest - HS	Bellingham WA 219
10CH0165	3	0 Neighborhood House	Seattle WA 175
90CI0138	3	0 Inyo Child Care Services, Inc.	Bishop CA 60
90CI1535	3	0 St. Regis Mohawk Head Start Program	Hogansburg NY 71

**Verified Not CAAs  
(cont'd)**  
(All Selected CAA as 2001 Auspice)

Head Start Grant No.	Probable Auspice	HEAD START			Enrolled
90CI8073	6	0	Southern Ute Indian Tribe	Ignacio	CO 0
90CM0087	3	14	Benedictine Sisters of Erie	Erie	PA 46
90CM5938	3	3	Grace Migrant Head Start	Momence	IL 108
					19571

**Early Head Start**

01YC1088	3	0	Cranston Child Development Center	Cranston	RI 27
03YC0029	3	0	Civic Senior Citizen Inc./Beaver County EHS	Aliquippa	PA 137
03YC0043	3	0	Families First Early Head Start	Oil City	PA 80
04YC0672	3	0	Bright Start @ Porter-Leath Children's Center	Memphis	TN 56
04YC0679	3	0	Child Care Association of Brevard County, Inc.	Cocoa	FL 76
05YC0031	3	0	Mahube Community Council, Inc.	Detroit Lakes	MN 105
05YC0041	3	1	Four Hills Early Head Start - Bellwood	Bellwood	IL 30
05YC0041	3	3	Four Hills Early Head Start - Maywood	Maywood	IL 37
05YC0048	3	0	New Circle Early Head Start	Glenwood City	WI 144
05YC0078	3	0	Easter Seals Metropolitan Chicago	Chicago	IL 46
06YC0521	3	3	Urban League, Early Head Start	New Orleans	LA 62
06YC0550	3	0	Advance Early Head Start	Houston	TX 64
09YC0200	3	1	Spanish Speaking Unity Council	Oakland	CA 286
09YC0422	3	1	PACT Ko'olauloa Early Head Start	Kahuku	HI 47
10YC0005	3	0	Neighborhood House, Early Head Start	Seattle	WA 127
10YC0017	3	0	Early Childhood Opportunities Northwest - EHS	Bellingham	WA 46
10YC0024	3	0	United Indians Early Head Start	Seattle	WA 68
90CM5938	3	3	Grace Migrant Head Start	Momence	IL 108
					1546