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Headstart
RurAL ALaska Community Action Program, Inc. 7.1

MAILING ADDRESS: DRAWER 412 ECB
TELEPHONE 279-2441
ANCHORAGE, ALASKA 99501

April 1, 1975

Senator George Hohman
State Capitol
Pouch V
Juneau, AK 99811

Dear Senator Hohman:

Attached is some information regarding a request for State matching funds for Head Start and Parent Child Center programs in Alaska. Dr. Helen Beirne and other legislators will be co-sponsoring a bill to be introduced in the House to provide the State matching money.

As you can see from the attached information, communities in your region would be affected by the additional funds. I would appreciate your support on this matter, and if you have any questions, please don't hesitate to call.

Sincerely,

Roger Mooney
Roger Mooney
Director of Child Development

Attachment: As stated

RM/vh



RurAL ALaska Community Action Program, Inc.

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TELEPHONE 279-2441
ANCHORAGE, ALASKA 99501

REQUEST FOR STATE FUNDING FOR HEAD START

Head Start is a nationwide effort sponsored and funded by the Federal Department of Health, Education and Welfare to help prepare children of less fortunate families from three to six years old for school. It represents the drawing together of all resources--family, community, non-professional and professional--which can contribute to the child's total development.

Head Start attempts to teach pre-school children how to respond to other children and adults in group situations. The program exposes children to the basic fundamentals needed to operate in the modern world. Beginning with language development, socialization, and motor development, the program offers experiences in punctuality, sanitary habits, personal grooming, responding to questions with words instead of gestures, and listening to others speak.

Among Head Start's most important goals are to provide an orientation to school, as well as provide health and nutrition in the program. The Head Start program also seeks to develop in the child a good self image and to help him develop into an emotionally well adjusted individual.

Equally important, Head Start seeks parent involvement through a Policy Committee and volunteer work and provides career development training for its staff members.

Head Start funds are appropriated to communities in Alaska and in other states with the requirement that the local community match the Federal funds with twenty percent local effort. In Alaska, there are presently 30 rural Head Start programs serving approximately 600 children, three centers in Anchorage serving approximately 100 children, one Head Start program in Fairbanks serving approximately 100 children, and a center in Chugiak/Eagle River serving 30 children. In addition, two Parent Child centers, demonstration projects directly funded by the Office of Child Development in Washington, D.C., serve approximately 50 families in Hoonah and Kotzebue. All of these programs have greatly exceeded the twenty percent requirement for local effort; most programs have done so by arranging for free rental of buildings, organizing volunteer efforts, donating foods, equipment supplies etc., all of which are counted as "in-kind" share and are assigned a dollar value.

In other states, such as Massachusetts and Washington, the state provides general funds to match the federal money which comes into the state for Head Start programs. This has allowed a great expansion of the Federal dollar. The Rural Alaska Community Action Program, the Greater Fairbanks Head Start Association and Chugiak Children's Services all have been operating with essentially the same amount of Federal funding that they received in 1967, when the Federal program first began. Because of inflation, what has resulted in all too many cases is a reduction in the number of children served, substandard salary scales, and a yearly budget battle to try to continue the same level of services to children and families. Rural CAP, for example, initially operated more than 60 Head Start programs when funding first began for the program, and, because of inflation, has had to cut this number to 30 villages.

At present, Federal funding for Head Start and Parent Child centers in Alaska comes to a total of \$1,404,000.00. If the State were to match these funds with twenty percent general funds, the total cost to the State treasury would be approximately \$281,000.00. These additional funds would allow expansion of the Head Start and Parent Child center programs into additional rural areas, and would allow urban programs such as Anchorage, Chugiak and Fairbanks to increase the number of children served.

Presently, Washington administers its matching share program through the Washington State Office of Child Development. In Alaska, the funds could be passed through the Department of Community and Regional Affairs.

The present cost per child for Head Start in Alaska averages approximately \$1,400 per year. At this rate, State funding would allow expansion of Head Start services to an additional 190 children.

However, since the \$1,400 per child figure includes administrative costs, it is more than likely that the additional number of children to be served would be considerably higher.

At the minimum, however, the program could be expanded as follows:

<u>Area</u>	<u>Share of State Funding (Based on Present Federal Funding Level)</u>	<u>Additional Children to be Served</u>
Anchorage (including Chugiak)	\$42,000	30
Fairbanks	34,000	25
Rural Areas and other major cities (sites to be selected on basis of need)	205,000	145

Except for areas like Kodiak and Hoonah, most village Head Start programs serve all the pre-school children in the community.

The \$205,000 earmarked for "rural areas" would allow the development of Head Start programs in approximately 10 new sites in Alaska, serving a total of approximately 145 additional children.

The success of Head Start programs across the State has been demonstrated not only by comments from school principals, parents and kindergarten teachers, but by the numerous requests for Head Start programs from communities throughout the State.

Anchorage, which now serves 100 children in three Head Start centers, has a waiting list of more than 100 eligible children. Fairbanks has a similar list.

The following villages have applied for Head Start programs for FY 76. At present, none of them have Head Start. The asterisk indicates that the community meets all of the eligibility requirements for Head Start (at least 15 eligible children, has a building, and a group of parents who are interested in forming a Policy Committee etc.):

Delta Junction*	Russian Mission
Huslia*	Shageluk
Seldovia*	Nicolai
Koliganek	Kalskag
Craig*	St. Michael*
Ambler*	Galena*
Beaver	Venetie
Lrim*	Shishmaref*
Kotlik*	Port Chilkoot*
Ekwok	Larsen Bay
Unalakleet*	Kwigillingok*
Kongiganak	Saxman*
Kwinhagak*	Koyuk
Kivalina	Scammon Bay
Seward*	Sitka*
Klukwan	Anderson
McGrath	New Stuyahok

DISTRIBUTION OF LICENSED HOMES, LICENSED DAY CARE CENTERS, AND HEAD START FACILITIES IN ALASKA.

City of Anchorage:

27 centers with slots for 850 children (one is for part-time only)
97 licensed homes
3 Head Start locations which serve 100 children (aprox 4 hours per day)

City of Fairbanks:

8 centers with slots for 213 children
18 licensed homes
Head Start serves 80 children

City and Borough of Juneau

5 centers with slots for 199 children (one is for summer only)
22 licensed homes

South Central Alaska:

Palmer: 2 centers with slots for 75 children
3 licensed homes
Chugiak: 1 center with slots for 30 children
Seward: 1 center with slots for 20 children
2 homes
Eagle River: 2 homes
Kenai: 1 home
Valdez: 1 center with slots for 24 children

South East Alaska:

Hoonah: 1 center with slots for 30 children
Ketchikan: 2 centers with slots for 42 children
2 homes
Sitka: 1 center with slots for 37 children
2 homes
Petersburg: 1 center with slots for 28 children

South West Alaska:

Kodiak: 1 center with slots for 49 children
3 homes
Dillingham: 1 home

Western Alaska:

Bethel: 1 center with slots for 30 children
Kotzebue: 1 center with slots for 50 children

Northern Alaska

Barrow: School district operated program for 50 children

Rural Alaska:

30 Villages have Head Start programs (which are not day care) each serves from 15 to 30 children 3 1/2 to 5 hours a day.

HEAD START VILLAGES

Alakanuk	31 children	Selawik	15 children
Chevak	21 children	Stebbins	30 children
Emmonak	21 children	Togiak	26 children
Fort Yukon	16 children	Wainwright	21 children
Gambell	14 children	Yakutat	20 children (operated by school district)
Fortuna Ledge	18 children		
Hooper Bay	32 children		
Kake	23 children		
Kaltag	13 children		
Kiana	19 children		
Kodiak	20 children		
Kwethluk	22 children		
Manokotak	21 children		
Mekoryuk	15 children		
Mountain Village	26 children		
Nondalton	16 children		
Noatak	17 children		
Noorvik	29 children		
Nunapitchuk	21 children		
Nulato	20 children		
Old Harbor	16 children		
Point Hope	16 children		
Saint Paul	21 children		
Savoonga	20 children		



RurAL ALaska Community Action Program, Inc.

MAILING ADDRESS: DRAWER 412 ECB
TELEPHONE 279-2441
ANCHORAGE, ALASKA 99501

February 5, 1975

File
HSS
Head
START

The Honorable George Hohman
Alaskan State Senate
Pouch V
State Capitol
Juneau, AK 99801

Dear Senator Hohman:

Attached is a position paper regarding proposed State matching of child development funds which come from the Federal Department of Health, Education and Welfare into Alaska.

This concept and request for State funds has been endorsed by a Task Force on early childhood education, made up of representatives from the Dept. of Education, the Dept. of Health and Social Services, public and private pre-school operators, and various agencies such as the Rural Alaska Community Action Program etc.

More important, the request is the product of planning done by parents of pre-school children all over the State. It was drawn up and approved at the last meeting of the RurAL CAP State Child Development Policy Council, a group composed of parents of Head Start children in 30 rural communities from Kake to Wainwright, and in three Anchorage centers. In addition, the group includes representatives from the Bureau of Indian Affairs, the Dept. of Health and Social Services etc. The request has also been endorsed by the Greater Fairbanks Head Start Association.

As is indicated in the text of the attached statement, Washington State presently appropriates funds for such a State match. In Washington, the program was begun without legislation being introduced - the sum was simply included in the Governor's budget.

?
We are interested in getting this introduced in the present legislative session if legislation is necessary. If it is simply a matter of appropriation, I would still appreciate your efforts. This is an issue which affects a great number of parents and children throughout the State. For a relatively small amount of money, a large number of additional pre-school children could be served. As you may know, State Operated Schools did a survey of community needs in 1972, called A Modest Proposal. The overriding priority in a great majority of communities was pre-school programs.

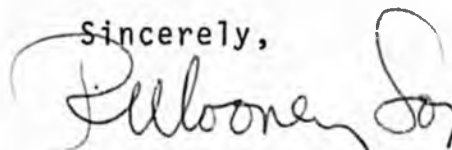
letter, Smith to Honman

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Feb. 5, 1975

I would appreciate your support in this matter.

Sincerely,

A handwritten signature in cursive script, appearing to read "Phil Smith".

Phil Smith
Acting Executive Director

Attachment: As stated

PS/RM/vh



RurAL ALaska Community Action Program, Inc.

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TELEPHONE 279 2441
ANCHORAGE, ALASKA 99501

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THIS PAPER HAS COME TO THE ATTENTION OF THE OFFICE OF CHILD ADVOCACY; WE
THOUGHT IT MIGHT BE HELPFUL TO YOU AND/OR YOUR GROUP IN REVIEWING TITLE XX,
SOCIAL SECURITY AMENDMENTS.....

BW M'Guire

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2/24/75

Issue: Eligibility of Children

Does a current recipient include a child whose parents' parental rights have been terminated or a child who has been placed under agency custody by a court order?

These questions may become critical in determining that the requirements of 2002(a)(4) are being met, and regulations will be necessary to make these determinations clear and uniform.

Issue: Charging of Maintenance Costs to Title XX

Regulation should specify what if any proportion of maintenance costs in a residential facility may be regarded as service expenditures under 2002(a)(7)(A). Indications are that the States may subsume large maintenance costs as services in many settings.

"For Your Information"
OFFICE OF CHILD ADVOCACY
2457 Arctic Boulevard
Anchorage, Alaska 99503

Issue: Foster Care

Section 2002(11)(B) as presented requires a definition of "foster care." Consensus of committee is that the definition should provide for care in the traditional facilities such as foster family homes, group homes and other social care facilities and should be available to children as well as other age groupings, i.e., the elderly.

The definition of "special need" will clearly be required in regulations.

If the definition of foster care proposed above is not the definition intended by legislation, we would recommend that the legislation be amended to incorporate foster care in group homes and other social care facilities.

Issue: Transitional Arrangements

One State has asked if any regulations will allow transitional arrangements between the July 1 beginning of their fiscal year and the October 1 effective date of Title XX. Their fiscal year planning, if transitional arrangements are not allowed, may require them to provide services in one way for one quarter and another for the three following quarters. This will have implications for decisions about adding, deleting or consolidating some services, and for related funding and staffing decisions.

Issue: Can Services be Limited to Current Recipients?

May a State limit its service program under Title XX to current recipients of assistance, Medicaid, etc. (categories enumerated in 2002(a)(4)) and not serve any others? If not, this should be addressed by regulation.

Issue: Eligibility Ceiling

May a State set its financial eligibility ceiling below the 80% of median income level noted in the Act? Regulations should address whether this is or is not possible.

Issue: Maintenance of State Effort - Title XX

Section 2003(b) requires maintenance of State and/or sub-State appropriated matching funds at the FY '73 or FY '74 level, whichever is less. The language seems clear.

The potential problem, however, is that we may have no way of knowing what the States' appropriate effort was for those years, and what portion of the State match was donated funds. It should not be assumed that we could determine this from the State legislative budgets, since often the services match comes from a number of different budget lines, and may not be identifiable in the budget. Local government or donated portions of the State match may or may not be included in the State budget. In some States such donations are "appropriated", i.e., run through the legislative approval process, so that even the work "appropriated" may be subject to misinterpretation.

One solution may be to state in the regulations that the maintenance of effort level shall be construed as one-third of the lower of FY '73 or FY '74 Federal expenditure of each State for services under the old titles, unless the State documents a claim to the contrary by a given date, subject to acceptance by the Secretary. However it is done, each State's maintenance of effort level should be nailed down early, so that we won't have to fight the battle if and when some State tries to supplant appropriated funds with donated funds.

Issue: Services Outside Institutions

Section 2002(11)(A) indicates that expenditures may be reimbursed "for the provision of a service that (i) is provided by other than the hospital, facility, prison, or foster family home in which the individual is living . . ."

Our questions:

- 1) What does "other" mean?
- 2) Does it mean provided by a staff or individual not under the direct control or supervision of the institution?
- 3) Does it mean provided by a staff or individual who is not physically located in the institution?
- 4) Are there any other institutional settings, not mentioned in this subsection, which may be or should be included under the authority spelled out in this section? i.e., halfway houses, residential treatment centers, and other facilities related to treatment for alcohol and drug abusers.

Responses or definitions developed from these questions should be in regulatory form.

Issue: Maintenance of Effort

In Section 2002(b) the Act mandates maintenance of effort by the States based on their FY '73 or FY '74 expenditures. We believe it is imperative that regulations and instructions be written to state the specific data which will be needed. If services are to be dropped, added or consolidated under Title XX, what effect will this have on the maintenance of effort computation? These regulations should stipulate that the MOE level be determined before or at the time Title XX becomes effective.

Issue: Emergency Shelter

Section 2002(11)(C)

We feel that emergency shelter as a protective service should be provided not in excess of 30 days per emergency episode.

This should be a regulatory statement.

Issue: Need for a Service Plan

We are concerned that a service plan may not be required under Title XX, for the following reasons:

- 1) Unless there is an assessment of service needs for an individual, how does agency make a rational determination as to what services are to be given? To set up a service plan, you must do such an assessment. The sequence of orderly planning with an individual requires a contractual-type arrangement such as is provided by a service plan.
- 2) Federal audit will be much more easily facilitated if service plans are available.
- 3) The Act requires that someone must determine that service is needed and that the service relates to the goals of the Act. A service plan is a logical extension of this requirement.
- 4) The demands of the SSRS may implicitly demand a service plan.
- 5) Effective coordination with other human resources programs requires that someone (optimally a service worker) make a decision about what services an individual needs and refer him or her to programs where that service is available. This process would necessitate an orderly service planning effort.

If these items are appropriate concerns, a regulation might be necessary. The flexibility intended by Title XX may preclude such regulation, however. If this is the case, guides should be developed to help the States choose an effective case management system.

Issue: Availability of Training

Several questions are raised in our reading of Title XX as enacted:

- 1) Is training of assistance workers (vis service workers) covered at 75%?
- 2) Is training of provider staff covered? At what percentage?
- 3) Is training of volunteers covered at 75%?

All of these questions are of extreme importance to the continued efficient and effective functioning of State agencies. Clear guides should be prepared to address these questions.

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Issue: Citizen Involvement

Further definition is needed of how citizen participation may be accomplished. We feel that guides should be developed showing means and systems for participation. Particular attention (perhaps regulations) should be addressed to the manner in which comments received from the public by Agency which develops the plan will be utilized and taken into consideration in developing the final plan. We feel the authority for such regulations would be found in Section 2004(2)(J).

Issue: Fee Schedules Under 2002(a)(5)

We believe that equity demands that the Secretary by regulation mandate that fees may not be charged to individuals at or below the minimum income level (lower of 80% of median income of family of 4 of the State or U.S. median income). If fees are allowed in this group, the disincentives to self-sufficiency and removing oneself from welfare are greatly enhanced.

Issue: Definition of Goals (Sections 2001 & 2002)

Further definition of the goals specified in Sections 2001 and 2002 is necessary in either regulations or program guide. Program guide would be preferable in light of the spirit and intent of Title XX. States have already requested further clarification as to Congressional intent re specific services intended under the goals. However, AoA has found that general goal descriptions have been helpful to the States, and nitty gritty goal definition would inhibit flexibility.

Section 2002(a)(3), however, specifies that the Secretary cannot withhold funds when a State defines something as a service.

On balance, we recommend program guides on the definition of goals which would give examples, or list types of services and/or further definition which can lend guidance but which will not seem or be restrictive. Although some States may want tighter definitions, we need to help them realize their responsibility under Title XX to set their own priorities and goals.

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Issue: Redetermination of Eligibility

A regulation should specify intervals for the redetermination of financial eligibility for non-recipients of public assistance who are receiving services. Assistance and "medically needy" recipients are required by law to undergo these periodic eligibility redeterminations.

In addition, program guides should be developed to help the states develop systems and ways of periodically assessing the initial and/or continuing need for particular services. A periodic assessment of the need for services should be accomplished for both recipients and non-recipients of public assistance.

Issue: Further Definition of Services - Section 2002(a)(1)(E)

The broad general nature of the services listed in 2002(a)(1)(E) will lead to confusion and possible misconstruing of Congressional intent unless there is further clarification. For example, "protection services", without further definition, might be extended to a logical extreme where police and public safety activities were funded from Title XX.

Further, the reporting system required will necessitate further definition.

We believe that this further definition should be by regulation to promote uniformity (i.e., conform with major standare setting organizations) accountability through reporting systems, and clarity.

Issue: Eligibility: Determination of Income

A method should be developed for specifying median income which failed in inflationary factors. This should be specified by regulation so that there is uniformity among the states.

A definition of gross income 2002(a)(5)(B) should also be specified by regulation (i.e., traditional IRS disregard of income like VA Benefits, SSA benefits, etc. apply, or some other standard).

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Issue: Reversion of Funds to Donors

Section 2002(a)(7)(D)(iii) seems to delete the non-reversion-to-donor rule, "if the donor is a nonprofit organization". It appears that, for example, United Way could donate funds to the State and receive them back with federal matching funds in tow.

We read this section and Section 2002(a)(7)(D)(ii) to indicate that any non-profit organization may donate funds, specify services they will provide and have funding then reverted to them. We are not sure this is correct, however.

Because of the nature of the donated funds issue and the confusion this change may bring, we believe that the terms need to be further defined in regulations so that there are no questions about the intent that donated funds can revert to non-profit donors, and can be counted for federal match.

Further, we believe that specific clarification should be made with respect to the status of Indian and native American groups as "non-profit" groups.

(7)