HEAD START TRIBAL CONSULTATION

July 23, 2009 Bloomington, Minnesota Region V

EXECUTIVE REPORT





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TRIBAL PARTICIPANTS

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Forrest Funmaker, Ho-Chunk Nation, Designated Tribal Representative, Executive Director of Education, Wisconsin

Jennifer Gauthier, Menominee Indian Tribe of Wisconsin, Administrative Services Officer, Wisconsin

Nicole Gurone, Red Cliff Band of Lake Superior Chippewa, Designated Tribal Representative, Head Start Director, Wisconsin

Vanessa Harlan, Omaha Tribe of Nebraska, Head Start Director, Nebraska

Kevin Hedstrom, White Earth Reservation Tribal Council, Designated Tribal Representative, Director, Minnesota

Marilu Johnsen, Fond du Lac Reservation, Director, Minnesota

Joan LaVoy, White Earth Reservation Tribal Council, Designated Tribal Representative, Education Director, Minnesota

Richard Marcellais, Turtle Mountain Band of Chippewa Indians, Designated Tribal Representative, Tribal Chairman, North Dakota

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Lisa Waukau, Menominee Indian Tribe of Wisconsin, Tribal Chairwoman, Wisconsin Rose Wilson, Lac Courte Oreilles Tribe, Designated Tribal Representative, Contracts Officer, Wisconsin

OFFICE OF HEAD START PARTICIPANTS

Ann Linehan, Director, Division of Quality Assurance, Office of Head Start (OHS), Administration for Children and Families (ACF), U.S. Department of Health and Human Services (HHS)

Nina McFadden, Regional Program Manager, American Indian/Alaska Native (AIAN) Head Start Programs, OHS, ACF, HHS

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

ADDITIONAL ATTENDEES

Douglas Pemberton, Federal Reviewer, Oklahoma

Melissa WindyBoy, Academy for Educational Development, Local Specialist, Minnesota

David A. Wroblewski, Academy for Educational Development, Local Specialist,

Wisconsin

TRIBAL CONCERNS AND RECOMMENDATIONS

As mandated by the Improving Head Start for School Readiness Act of 2007, the Office of Head Start (OHS) held a one-day Tribal Consultation session in Bloomington, Minnesota on July 23, 2009. OHS met with the leadership of Tribal Governments operating Head Start and Early Head Start programs. The purpose of the consultation session was to solicit input on ways to better meet the needs of American Indian and Alaska Native (AIAN) children and their families. General topics included National and Regional updates, funding allocations under the American Recovery and Reinvestment Act (ARRA), distribution formulas, and other issues affecting the delivery of Head Start services in the Tribes' geographic locations. Specific topics included policy, curriculum research, Head Start/Early Head Start conversion, program quality, and monitoring.

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

ARRA Funding

 The Tribes understand that much of the money available for Early Head Start programs is earmarked for staff. However, facilities and renovations must also be addressed.

Communication

- The Tribes welcome the new AIAN Web site, and are encouraged by the initiation of Tribal letters and briefing packets offering information about Head Start. With the myriad issues to consider and constant changes in Tribal leadership, these will serve as important resources. The Tribes would like to see more open and less formal discussions to better focus on the issues.
- Tribal programs have not received notification about changes in personnel who are involved with their programs. Recently, OHS assigned a new grantee specialist to a program but sent no notification about the change to program staff. It is requested that OHS advise the Tribes about personnel changes though email notifications or telephone conversations. It would also be helpful to receive regular updates of changes in OHS staff. Frequently, calls placed to Federal staff are bounced to voice mail that goes unanswered
- Tribal Head Start programs are located in geographically rural areas that experience high unemployment and high poverty. It is important that OHS visit these areas to understand the conditions and challenges families face to reach Head Start centers.

 The best way to communicate with Tribal Leaders is to offer informal, face-to-face fact-finding sessions. These discussions provide opportunities for relationshipbuilding.

Curriculum/Language Revitalization

- The Tribes are concerned about classroom curriculum. There are many questions to consider: How is the curriculum being infused into the program? How does the curriculum work with monitoring and quality control factors? Are curriculums being developed from a Tribal perspective?
- Many Tribes are troubled about including culture into the curriculum for fear of losing funding. However, the Tribes would like to stress the importance of culture and traditions, and suggest that cultural immersion be considered as an approach to the curriculum. The Tribes ask if there is a focus on the amount of instruction time allotted for an immersion setting, and seek more clarification from the Program Performance Standards (PPS).
- There is confusion about the reference to dual language learners, which is highlighted on the Early Childhood Learning and Knowledge Center (ECLKC) Web site. The Web site indicates that Head Start is supportive of cultural points of view; however, the PPS seem to reflect a different view. The PPS and enrollment requirements restrict programs and are not conducive to cultural traditions.
- The Tribes are interested in meeting cultural expectations for classroom curriculums. In the past, programs have applied for grants that would offer a comparison curriculum (e.g., Montessori) to the Head Start curriculum. Are grants considered for this type of request? Currently, the Tribes do not conduct internal research for a curriculum. However, the Tribes would like the option to take different elements from a curriculum to investigate their pedagogy and to analyze the results. The Tribes are hopeful that stimulus monies can be used to seek successful educational approaches that can better serve the children.
- An immersion learning environment can be a useful tool in helping children with culture and traditions. It may also offer a better understanding of disabilities.
 Building the family/community partnership is very important. However, disabilities can be a difficult conversation for families. The Tribes want to be respectful without being intrusive.
- Head Start offers the perfect platform for culture and language revitalization since there is a family focus, which allows the entire family to be involved. However, the language abilities of program staff are limited. The development of training programs, language resources, and cooperative efforts of the Tribes and OHS are needed. The best practices for teaching children about the culture and language should be determined by the Tribes. This should be reflected in OHS regulations.

- OHS should consider allowances in educational requirements for staff with extensive knowledge of traditions, culture, and language. Staff with extensive knowledge in these areas offer a unique value to Tribal programs.
- The Tribes encourage OHS to conduct an overall study of Indian Head Start programs, as required by the new Head Start Act. The study must include input from all interested Tribes as to the scope of the study, its priorities, and its use of the information that is generated. Studies for and about Native Peoples have generally not included input from the people most affected by the study. Tribal approval is needed for all studies undertaken.
- Several Tribes offer certification programs that focus on skill sets needed to convey cultural knowledge and to teach the Native Language. Many have pursued these certifications, which are recognized among the Tribal Colleges.

Disabilities / Special Needs

- Children with disabilities are a big issue within many Head Start programs, as are
 parents with disabilities. The Tribes seek to work with OHS to identify barriers that
 keep children from receiving the assistance they need.
- In one program, children with disabilities make up almost ten percent of enrollment. The Tribes want to assist and want to know whether credentialing addresses the skill sets needed to work with children with disabilities. More discussion is needed on this topic. In many cases, the Tribes do not want to discuss disabilities and believe it is a private matter. We need to be more sensitive to the family's needs and assist families by breaking down the barriers associated with disabilities.

Enrollment

- The Tribes firmly believe that Head Start should be made available to all the children. While some Tribal members have broken the cycle of generational poverty, there is still a need for assistance. With both parents working, their income falls just above poverty level, which makes them ineligible for Head Start. However, these families still struggle with social and economic issues.
- Tribal programs do not have control over enrollment. The special education category takes priority over other students serviced by the program. It may be helpful to review the Canadian system that offers more fluidity in the program design. It appears that Canadian programs are allowed to make changes according to the people they serve.

Head Start Staff - Background Checks

Required criminal background checks are a concern for the Tribes. The current system flags people who have a felony on their record, but does not distinguish the circumstances surrounding that felony. For example, an incident related to a car accident could be considered a felony, but is irrelevant for working with children. This has resulted in unemployment for Tribal members.

Health Services

- The Tribes have struggled for years to meet dental and mental health needs of families. Is it possible for OHS to provide additional funding for health services? The Tribes would welcome an initiative for a national dental plan. Dental care continues to be an important issue, especially in rural areas where budgets and resources are stretched.
- Substance abuse is another critical issue among native peoples, and often
 purification ceremonies are used to assist in cleansing an affliction. These Tribal
 traditions offer solace to Tribal members. The Tribes would like to offer these types
 of programs throughout the year.
- Mental health issues continue to afflict Head Start communities. The Tribes are concerned about the effects on children and families, and ask how OHS determines "progress" for the child.
- Mental health concerns are growing in number and intensity. While Tribal clinics are available for some, many Tribal members do not have access. The lack of funding and insufficient staff are a growing problem. The Tribes request OHS provide increased funding to allow Indian Health Service and Head Start programs to support local programs.

In-Kind Services

Meeting the match requirements is difficult. Why are there match requirements associated with stimulus dollars?

Monitoring

- Head Start and Early Head Start are over-regulated and over-monitored. The Tribes
 do not agree with the new Risk Management Meetings. The information shared in
 these calls is already available to OHS, program specialists, and others. If there are
 questions or concerns, OHS should call the program. This should be part of OHS
 duties.
- There are concerns about the processes used for overseeing the medical and dental portions of monitoring. Many Tribes do not have an accessible medical clinic, and the Tribes go back and forth on how much help and assistance to offer parents, e.g., transportation, scheduling appointments, etc. What amount of assistance should programs provide that would be considered acceptable to OHS and parents?

 Programs undergoing the review process often receive the final on-site review report several months later. The Tribes would like to receive the completed report earlier to help inform their practices.

Policy Council / Family Partnership

- Oftentimes, members of the Policy Council are also family members of children attending Head Start programs. While the Tribes try to remove problematic members, it is impossible to eliminate relatives. The Tribes request that OHS take a closer look at the regulations in regard to the relationships between parents and the Policy Council.
- In the past, OHS has cited untimely reports and status updates from Tribal Governing Bodies. The Tribes ask that OHS recognize that Tribal Governments are often set up differently, and that recognition of the Tribal Governing Body is important.
- In working with families, the Tribes have found it more helpful to focus on the strengths and resources available, instead of the deficits and weaknesses. This approach has helped families become more aware of the resources available to them.
- The Tribal communities extended families and kinship should be rewarded for their participation instead of banished from Policy Councils due to a conflict of interest as stated in the regulations. All parents should have the right to participate.

Regulations

- The Regulations state that a program is limited to servicing up to 17 three-year-olds, otherwise funding is affected. The Tribes ask that this Regulation be changed from a limit of 17 to 20.
- The Tribes are interested in seeing Regulations regarding homeless children. Situations occurring within Tribal communities (e.g., a water situation that has resulted in water being turned off) have forced many families to seek shelter with relatives for the unforeseeable future. Many of the children are suffering because of this and other situations.
- The Tribes would like the Regulations to incorporate ample safeguards and opportunities to make any necessary changes needed to better serve the Tribal program operations.

Sovereignty

• It is of paramount importance that the Tribes are given the respect inherent in government-to-government relationships. This respect must also apply to the Tribes

as business entities. As an example: In the Spring, a Tribal program underwent a tri-annual review. The review team did not stay at the Tribal hotel. Instead, team members were housed in a town near the Reservation, which offered minimal financial support to Tribal enterprises. While it may seem like a small concern, tourists and business dollars are crucial to the livelihood of the Tribes.

TTA Network

 The Tribal programs have diverse needs. A properly funded TA Network of knowledgeable providers who are experienced in the uniqueness of Tribal programs is vital.

Teacher Credentialing

- The Tribes need funding to allow teachers the opportunity to continue their studies to meet OHS requirements. Financial incentives would encourage teachers to obtain their credentials. The Department of Housing and Human Services should consider offering free tuition and books, as well as a stipend for anyone who obtains a bachelor's degree in early childhood learning. Such incentives would ensure that Head Start has qualified people. Offering early childhood learning degrees at Tribal Colleges would be welcome.
- Teacher qualification requirements have resulted in great hardship for Tribal members. The Tribes want to acknowledge their own people and recognize their experience and worth to the education of the children. Those without higher educations are not being considered as viable teachers.

Transition to Kindergarten

 The Tribes suggest that OHS consider offering an assessment of children transitioning from Head Start programs into kindergarten. In many cases, the assessment may determine that a child skip kindergarten and move into first grade.

Transportation

 The Tribes suggest that OHS consider instituting a national contract offering reduced rates for programs in need of school buses. This would help many programs with the cost for purchasing and maintaining these vehicles.

TESTIMONY

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

Written testimony from the Omaha Tribe of Nebraska

Tribal Consultations on Head Start Services, Minneapolis, MN, July 23, 2009

The Omaha Tribe of Nebraska, after taking into consideration Head Start desires to find ways to better meet the needs of Indian children and their families, has the following comments:

Funding Allocations: Head Start for School Readiness Act of 2007 Section 6: Allotment of Funds; Limitations on Assistance

We ask that monies be made available not only to increase enrollment of Indian children in Head Start, but also to provide quality services to our children. We want to be able to provide quality services, but need more money to complete the task.

The Head Start teachers are mandated to get degrees; however, we need funding to provide those teachers who complete their goals of obtaining degrees with a raise. We tend to lose our teaching staff once they obtain their degrees because they find better paying jobs. This is a problem we face in the Tribal Head Starts. In order to provide quality services, we have to be able to provide quality pay. The Omaha Tribe Head Start teacher salary is \$24,354, while wages at the local public school is well above that figure.

We need to be able to keep our teaching staff who obtained degrees in order to build on our program quality. At the rate we lose teachers now, we are finding it hard to build on program quality. Yet, the emphasis in allocations is to increase enrollment, which we can understand as our Tribal membership is ever increasing. However, please place equal importance on providing our teachers with quality pay at competitive wages.

Funds that are not utilized in the American Indian/Alaska Native (AIAN) branch of Head Start because of under enrollment should be reallocated to other AIAN programs to utilize for improving the quality of services. They should not be reallocated to other areas of Head Start outside of AIAN.

Other issues affecting the delivery of Head Start services: IDC rates paid by Head Start-

We ask that Head Start consider including funding at the Tribe's IDC rate rather than the Head Start IDC rate. The amount of reporting and work required of the Tribal finance departments in order to operate a Head Start program is not compensated at an adequate rate.

Communication:

It is important to maintain effective communication. The comment we have is that it seems the Head Start program itself has problems with communicating within its own offices. We have several times had to fax or send reports to various offices to resolve determinations made on site visits. We need to be able to have one source to answer to, one office who will distribute the items we hand in to the appropriate offices within Head Start.

Final comments:

Our children live in poverty, as many of our families are unemployed or underemployed. While match requirements do not seem a big part of the budget with 10% or 20% match, it is indeed a hardship on our Tribes. The funding that the Tribes are required to provide as match for Head Start are taken directly away from what social service programming we as a Tribe can do for our Tribal members. The social services that the Tribe cuts to make the match requirement, would have an impact on the very families that Head Start also services.

We were unable to apply for the ARRA funding available under Head Start due to the match requirements. We could not find further funds to meet the match requirements for the ARRA Head Start Expansion or the ARRA Early Head Start Expansion. We believe this was the case with many Tribes, as Head Start had reprogrammed ARRA funding from Early Head Start Expansion to instead fund a base increase for programs that would move from half day to full day.

Thank you for allowing us time to make a comment on the needs of our children.

Sincerely,
/n/
Amen Sheridan Sr.
Chairman

TRIBAL CONSULTATION MEETING

July 23, 2009 Bloomington, Minnesota

AGENDA

9:00 A.M. **TRIBAL OPENING WELCOME & INTRODUCTIONS** Ann Linehan, Director, Division of Quality Assurance Office of Head Start (OHS) 9:20 A.M. **NATIONAL & REGIONAL UPDATES** Ann Linehan Nina McFadden, Regional Program Manager, American Indian/Alaska Native Program Branch, OHS TRIBAL INPUT 10:00 A.M. **AMERICAN RECOVERY AND REINVESTMENT ACT FUNDING** Craig Turner, Director, Budget and Policy Division, OHS TRIBAL INPUT 11:30 A.M. -LUNCH ON YOUR OWN 1:00 P.M. 1:00 - 5:00 P.M. **ENHANCING SERVICE DELIVERY: TRIBAL STATEMENTS** Ann Linehan, Facilitator 5:00 P.M. WRAP UP & ADJOURNMENT

Ann Linehan, Facilitator

APPENDIX B

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



Head Start Funding

American Recovery and Reinvestment Act (ARRA) FY 2009 Appropriations



ARRA Funding

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



FY 2009 Appropriations Increase

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



\$2.35 billion

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

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



\$2.35 Billion (cont'd)

COLA (\$325,577,000)

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



\$2.35 billion (cont'd)

QUALITY IMPROVEMENT (\$353,779,000)

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



\$2.35 billion (cont'd)

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

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



\$2.35 billion (cont'd)

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

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



\$2.35 billion (cont'd)

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

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



Funding Availability

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

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APPENDIX C

AMERICAN INDIAN / ALASKA NATIVE PROGRAM BRANCH OVERVIEW: POWERPOINT PRESENTATION





2009 Statistics: AIAN Programs

152 AIAN Grantees

Head Start (HS) Only
Early Head Start (EHS) Only:
Operates both HS & EHS:
38

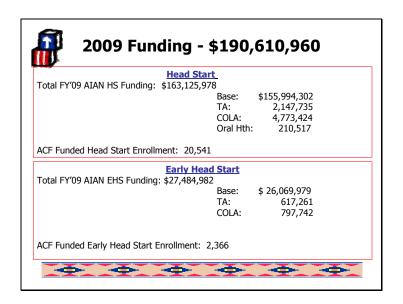
Located in 26 states

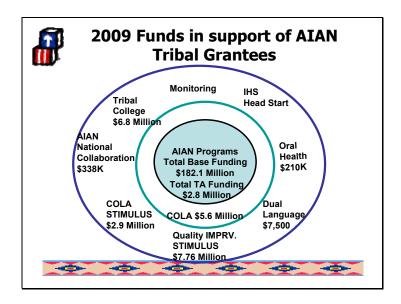
HS Children Funded Enrollment: 20,541

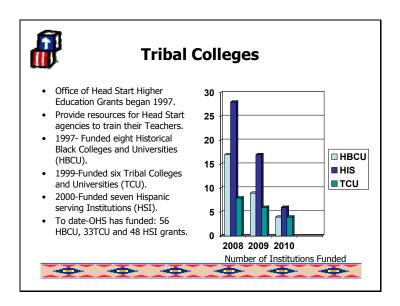
EHS Infants & Mothers Funded

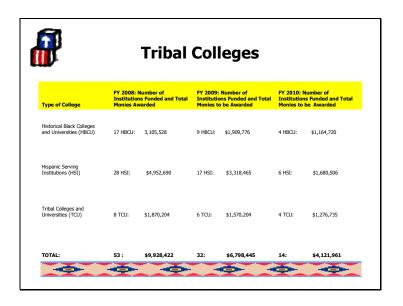
Enrollment: 2,366













FY 2008 Awardees

Southwestern Indian Polytech Institute \$150,000 in FY 2008
 Chief Dull Knife College \$150,000 in FY 2008

Sitting Bull College \$143,529 in FY 2008, 2009
 Northwest Indian College \$149,940 in FY 2008, 2009

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

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

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

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





Services Provided During 2008

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





Major Focus Areas

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





Tribal Consultation

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







EVALUATION RESULTS

Summary: Out of the 22 Tribal participants, 8 completed an evaluation. The majority of respondents (75%) believed the information presented was "extremely helpful." Respondents indicated that the time allotment for presentations, and the questions and answer opportunities, along with OHS responses to questions, were either "excellent" or "satisfactory." The meeting location and logistical arrangements received a "satisfactory" evaluation from most respondents, and the majority of respondents selected "excellent" for the overall satisfaction with the meeting.

Tribal Participants = 22 | Total Respondents = 8

	Extremely Helpful	Somewhat Helpful	Not Helpful
The Information Presented was:	6 (75%)	2 (25%)	0

	Excellent	Satisfactory	Poor
Time Allotment for Presentations was:	4 (50%)	4 (50%)	0
Question and Answer Opportunities and OHS Responses to Questions were:	5 (63%)	3 (38%)	0
Meeting Location and Logistical Arrangements were:	3 (38%)	5 (63%)	0
Overall Satisfaction with Meeting:	6 (75%)	2 (25%)	0

In What Areas Would You Like Additional Information or Clarification?

Summary: Respondents indicated that the Risk Management Meetings were unnecessary since the information is readily available. It was suggested that more consistent communication be available. Additional information or clarification is needed about ARRA funding requirements.

- Risk Management Meetings why are they necessary? We are over-regulated and over monitored! If the Program Specialists need so much information from us in a timely manner, then give us the same respect and answer our calls and e-mails.
- More consistent communication is needed all around.
- More clarification is needed on ARRA reporting requirements. These requirements should be documented and presented to Tribes so they are easy to read and to understand.

Additional Comments and Suggestions:

Summary: Respondents appreciated the opportunity to meet with OHS staff and gave a favorably mark to the consultation. While some felt the Risk Management Meetings were not necessary, others shared that there are programs in need of more assistance and resources. It was suggested that OHS consider scheduling consultations at Native Enterprises, and that an advance agenda be offered to the Tribal Councils.

- The information required during Risk Management Meeting (RMM) calls is already available in OHS and available to Program Specialists and others. We do not agree with the new RMM monitoring that is in place.
- On-site consultation with some Tribes has been excellent. Some programs need more assistance and resources due to their location and community needs.
- Great information and platform to share and discuss ideas and concerns.
- Please work harder in the future to schedule consultations at Native Enterprises and hotels.
- The agenda items should be prepared and documented in advance and presented to Tribal Councils prior to the meetings/consultations.