

# CAPLAW *e-news brief*

## HHS Proposes Comprehensive Revision and Reorganization of Head Start Program Performance Standards

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On June 19, 2015, the U.S. Department of Health and Human Services (HHS) proposed the first comprehensive revision and reorganization of the Head Start Program Performance Standards (Standards) since they were published in 1975. The proposed Standards aim to update the federal regulations governing the practices and policies of Head Start and Early Head Start programs to align with the Improving Head Start for School Readiness Act of 2007 (the Head Start Act) and to revise and raise educational standards as required by the Head Start Act.

CAPLAW will submit comments on the proposed Standards and encourages Community Action Agencies (CAAs) to submit individual comments to HHS as well as any suggestions they have for CAPLAW with respect to its comments. Comments on the proposed Standards may be submitted electronically [here](#). **All comments are due by 11:59 p.m., Eastern Daylight Time, on Tuesday, August 18, 2015.** The Notice of Proposed Rulemaking (NPRM) containing the text of the proposed Standards, as well as related materials, can be found at the Office of Head Start Early Childhood Learning and Knowledge Center (ECLKC) [website](#).

The preamble to the proposed Standards indicates that the new rules are not expected to become effective until a final version is published in the Federal Register. In addition, certain provisions on program operations in Part 1302 would not go into effect until 12 months after the final rule becomes effective. More detail on the effective dates of the Standards is included at the end of this article.

Below is a summary of some of the significant changes relevant to the legal, fiscal, and administrative functions of Head Start and Early Head Start programs. The summary is followed by a discussion of when the proposed Standards may go into effect and the additional costs generated by the proposed Standards. Please note that due to the length of the proposed Standards, this article does not

address every proposed change; stakeholders should read the proposed Standards in their entirety at the link above to review all revisions.

### Reorganization of Standards

The NPRM proposes to reorganize the Standards, which are currently contained in eleven different sections, into five new parts:

- **Part 1301 – Program Governance**, which covers the requirements applicable to governing bodies and policy councils;
- **Part 1302 – Program Operations**, which includes all of the operational requirements of Head Start programs;
- **Part 1303 – Financial and Administrative Requirements**, which establishes the regulations applicable to Head Start program administration and grants management;
- **Part 1304 – Federal Administrative Procedures**, which discusses the monitoring process and establishes rules and procedures for suspending and terminating funding to a grantee; and
- **Part 1305 – Definitions**, which consolidates definitions across all sections of the proposed Standards.

The NPRM also includes redesignation and distribution tables to show how current sections correspond to the proposed redesignated sections, and which sections and provisions HHS proposes to remove, revise, or redesignate. Unlike the existing regulations, the NPRM proposes to address both Head Start and Early Head Start simultaneously, effectively eliminating the piecemeal fashion in which the current rule addresses Early Head Start.

## Program Governance – Part 1301

**Governing Body (.3).** The proposed Standards remove the provision currently in section 1304.50(g)(1) requiring Head Start agencies to have written policies that define the roles and responsibilities of the governing body. Instead, the proposed Standards reiterate the Head Start Act's requirement that the governing body must have legal and fiscal responsibility for the Head Start agency and simply reference the responsibilities of the governing body listed in section 642(c)(1)(E) of the Head Start Act (42 U.S.C. 9837(c)(1)(E)). Additionally, a governing body that decides to establish an advisory committee to oversee certain responsibilities related to program governance will be required to develop written procedures that: (i) specify that the governing body retains legal and fiscal responsibility for the agency; (ii) describe the committee's responsibilities and the process for selecting the committee's members; and (iii) provide that the committee will report to the governing body on its program governance decisions at least twice each year.

**Policy Councils and Parent Committees (.4).** The proposed Standards update the list of responsibilities of the policy council to conform to the requirements in section 642(c)(2)(D) of the Head Start Act (42 U.S.C. 9837(c)(2)(D)). Policy councils will no longer be required to establish procedures to implement shared decision-making or procedures to determine the composition of the policy council and the process by which members are selected. However, policy councils will have other responsibilities, such as developing bylaws and approving decisions about budget planning for program expenditures. The bylaws may permit members of policy councils and policy committees to serve a maximum of five one-year terms, up from the current maximum of three one-year terms. Further, the proposed Standards will no longer require agencies to have parent committees at the center (or for other program options, at the local program level), though agencies may choose to maintain them.

**Impasse Procedures (.5).** Pursuant to section 642(d)(1) of the Head Start Act (42 U.S.C. 9837(d)(1)), the governing body and policy council must jointly develop written impasse

procedures that: (i) demonstrate that the governing body considers recommendations from the policy council; (ii) require the governing body to notify the policy council in writing why it does not accept a recommendation; (iii) describe a process and a timeline to resolve issues and reach decisions that are not arbitrary, capricious, or illegal; and (iv) require the governing body to notify the policy group in writing of its final decision.

## Program Operations – Part 1302

**Eligibility Determination (Subpart A – .12).** In response to feedback on the recently revised eligibility determination rules in section 1305.4 of the current regulations, which became effective on March 12, 2015, HHS is proposing a few additional changes to the process of determining, verifying, certifying, and maintaining eligibility records for children enrolled in Head Start programs. While current section 1305.4(i) requires program staff to verify income using "W-2 forms, pay stubs or pay envelopes," the proposed standards clarify that income eligibility can be determined on the basis of all "tax forms, pay stubs or other proof of income." To verify public assistance eligibility, program staff must obtain documentation from a state or local public assistance office. Further, the proposed Standards give programs the flexibility to petition HHS for a waiver allowing them to use an alternate method to determine eligibility if they can reasonably do so based on other reliable data sources. Communities with 1,000 or fewer individuals may also establish their own eligibility criteria, provided that they are consistent with the Head Start Act and would not result in an otherwise eligible child being denied Head Start services.

**Enrollment (Subpart A – .15).** A program in a service area where there are families experiencing homelessness or children in foster care may reserve up to three percent of its Head Start funded enrollment slots for pregnant women and children experiencing homelessness and for children in foster care. If a reserved enrollment slot is not filled within 30 days, it becomes vacant and then must be filled within the subsequent 30 days. To promote economically-diverse classrooms, the proposed Standards also include a new

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provision encouraging programs to consider enrolling children who are funded through non-Head Start sources, including private pay, in addition to the program's Head Start funded enrollment.

**Attendance (Subpart A – .16).** Under the proposed Standards, programs will be required to take steps to respond to unforeseen and chronic attendance issues. If a child is unexpectedly absent and the parent has not called the program within one hour of the program's start time, the program must contact the parent to ensure the child is safe. When a child has four or more consecutive unexcused absences or is frequently absent, program staff must conduct home visits or make other direct contact with the child's parents to emphasize the benefits of regular attendance and to provide support services, as needed. If a child stops attending and the program has made such contact with the child's family or has been unable to contact the family, the program must consider the child's slot to be vacant.

**Suspension and Expulsion (Subpart A – .17).** The proposed Standards require programs to either prohibit or severely limit the use of suspension, and prohibit expulsion based on a child's behavior. A temporary suspension must only be used as a last resort in extraordinary circumstances when a child's behavior poses a serious safety threat. A program must first engage a mental health consultant and collaborate with the child's parents to help the child to return to and fully participate in all program activities as quickly as possible. If a child exhibits persistent and serious challenging behavior, the program must take exhaustive steps to address the problem, including working with a mental health consultant, the child's physician, the child's parents, and disability agencies. If, after taking these exhaustive steps, the agency determines that the child's continued enrollment presents a continued serious safety threat and that the program is not the most appropriate placement for the child, the agency may transfer the child to a more appropriate placement.

**Fees (Subpart A – .18).** While agencies may not charge a fee to parents of eligible children to participate in Head Start programs, the proposed Standards clarify that agencies may

collect fees in two situations: (i) from eligible families when programs extend their services beyond the funded program hours (e.g., a program funded to serve children for six hours per day may charge for any additional hours of programming); and (ii) from families who are not part of the Head Start funded enrollment if programs are serving children from diverse economic backgrounds or using multiple funding sources, including private pay.

**Head Start Program Options (Subpart B – .21 through .24).** Three standard program options—center-based, family child care-based and home-based—as well as a locally-designed variation of the three standard options, will be available under the proposed Standards. The home-based option, however, will remain a standard option only for Early Head Start. The proposed Standards also eliminate combination options and double session options as standard program options, though agencies may apply for a locally-designed variation incorporating these models if they best meet the learning needs of the children and the community. A request to operate a locally-designed option must be approved by the appropriate HHS official every two years.

**Extension of Program Day and Year for Center-Based Programs (Subpart B – .21).** In perhaps the most significant change in the NPRM, the proposed Standards require center-based Head Start programs to: (i) offer at least 180 days of planned operation per year (up from the current minimum of 128 days per year); and (ii) offer at least six hours of operation per day (up from the current minimum of three and a half hours per day). The proposed Standards also codify the current HHS interpretation of the Head Start Act that Early Head Start programs must offer a minimum of 230 days of planned operation per year and at least six hours of operation per day. The new requirements are intended to align with the latest research on effective dosage levels for early childhood education, which show the cognitive, social and behavioral benefits of full school day instruction. HHS, however, specifically invites comment on whether the proposed six hours per day for Head Start is the most appropriate new minimum. Agencies with locally-designed programs will be able to request a waiver from the appropriate HHS official of one or more

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of the requirements contained in sections 1302.21 through 1302.23, including extended program day and year.

***Education and Child Development Services (Subpart C).*** This section, which covers curriculum, teaching practices and the learning environment, screening and assessment, and parent involvement, includes significant changes to the education and child development requirements in the current regulations. These revisions are intended to reflect current knowledge and research about early education and childhood brain development. A notable change is the requirement that program instructional practices, curriculum, assessment, and professional development meet the outcomes described in the newly revised *Head Start Child Outcomes Framework (Birth-5)*, a separate document released concurrently with the proposed Standards and available on the Office of Head Start website. Further, if a child is found not to be eligible for services under the Individuals with Disabilities Education Act (IDEA) after a formal evaluation, but demonstrates delays likely to impact school readiness, the proposed Standards specifically require a program to work with parents to access needed support and services, rather than just inform them of possible resources. The provisions in Subpart C apply to both Head Start and Early Head Start, except where specifically noted.

***Additional Services for Children with Disabilities (Subpart F).*** The proposed Standards reaffirm the Head Start Act's mandate to ensure that all children with disabilities have access to and can fully participate in Head Start programs and services. Programs must provide a child with individualized services to the maximum extent possible when waiting for the local IDEA agency to determine eligibility.

***Background Checks and Personnel Policies (Subpart I – .90).*** Criminal background checks are strengthened in the proposed Standards by requiring programs to obtain clearance through available child abuse and neglect and sex offender registries for new staff members prior to hire, as well as every five years for all staff members. The proposed regulations also make clear that state or tribal or FBI criminal

records checks must include fingerprint checks. A program's standards of conduct, which apply to a program's staff, consultants, and volunteers, must incorporate the list of prohibited behaviors (which include seclusion and restraint) described in a new HHS resource, *Caring for Our Children Basics*, which is available on the Administration of Children and Families (ACF) website.

***Staff Qualification (Subpart I – .91).*** While the proposed Standards maintain the requirement of a minimum of an Associate's Degree for center-based Head Start teachers and an infant and toddler Child Development Associate (CDA) credential for center-based Early Head Start teachers, HHS also specifically invites comment on whether all Head Start and Early Head Start teachers should be required to have a bachelor's degree. Further, the proposed Standards add key core competency requirements for all teaching staff and home visitors, including that teachers demonstrate competencies needed to plan and implement high quality learning experiences, effectively implement curriculum, support a warm environment, and promote progress across the standards in the *Head Start Child Outcomes Framework (Birth-5)*, and applicable state early learning and development standards, including for children eligible for IDEA. Unlike under the current Standards, home visitors will be required to have, at a minimum, a home-based CDA credential. Also, family child care providers must, at a minimum, enroll in a family child care CDA program or an associate's or bachelor's degree program in child development or early childhood education prior to beginning service provision (the current regulations require enrollment within six months of beginning service provision). Program must ensure that family child care providers obtain the CDA credential within 18 months of beginning service provision.

***Training and Professional Development (Subpart I – .92).*** Staff training requirements will focus on a coordinated system of professional development and will rely mainly on intensive individual coaching, rather than on intermittent staff training workshops and conferences. Programs will be required to employ expert coaches or mentors who provide regular observations and feedback on effective

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teacher-child interactions. To ensure flexibility, programs may apply for waivers or adaptations of the coaching strategy requirements to meet local professional development needs.

**Data System Management and Data Governance (Subpart J – .101).** The proposed Standards require programs to create a data governance body or council (not to be confused with the governing body or policy council) to oversee the integration of Head Start data into state longitudinal data systems, which is intended to help states, Head Start grantees, and school districts make more informed policy decisions. This body will be responsible for establishing a framework for decision-making and procedures on data management, including monitoring data quality, ensuring privacy and confidentiality in data sharing, and setting up an internal monitoring and accountability structure. Programs must also align their data collection and definitions with the [Common Education Data Standards](#).

**Reporting (Subpart J – .102).** The proposed Standards include new reporting requirements, including the requirement that a program submit “reports, as appropriate, to the responsible HHS official immediately or as soon as practicable, related to any risk affecting the health and safety of program participants,” as well as reports on “legal proceedings by any party that involve the program, management, program staff, or volunteer as a party.”

## Financial and Administrative Requirements – Part 1303

**Financial Requirements (Subpart A).** The proposed Standards remove section 1301.12 of the current regulations mandating that all Head Start grantees have an annual audit, and instead subjects grantees to HHS’s codification of the Uniform Administrative Requirements, Cost Principles and Audit Requirements for Federal Awards, 45 CFR Part 75, which requires a single audit for all covered programs expending more than \$750,000 in federal grant funds in a fiscal year. Consistent with current practice, the auditor accounting system certification in section 1301.13 of the current regulations is also eliminated. Further, the proposed Standards clarify that the non-federal share match is 20 percent for each budget period of

the five-year project period.

### **Insurance and Bonding (Subpart B – .12).**

Instead of requiring agencies to have insurance coverage for prescribed categories of risks, the proposed Standards simply require agencies to maintain a documented process to assess their own risks and to provide proof of appropriate coverage in their Head Start application. Agencies will be required to consider the risk of loss resulting from employee fraud and to maintain adequate fidelity bond coverage to protect the federal government’s interest.

### **Protections for the Privacy of Child Records (Subpart C).**

Modeled after the privacy policies, protections, and rights in the federal Family Educational Rights and Privacy Act (FERPA), the proposed Standards adopt a two-tiered approach to Head Start child records: certain requirements, such as parental access rights and the records maintenance requirements, apply to the entire child record, while strict disclosure limitations only apply to “personally identifiable information” (PII) in the child record. Programs will be required to obtain parents’ written consent before disclosing PII from child records, subject to eight exceptions listed in section 1303.22 (c) of the proposed Standards. Unlike under FERPA, however, programs will **not** be allowed to maintain a list of specific PII (“directory information”) that can be disclosed without parental consent so long as the program gives parents notice and the opportunity to opt out. Parents would have the right to review any written agreements with third parties related to disclosures of PII made pursuant to one of the eight exceptions. Programs must also notify parents of their privacy rights under the regulations on an annual basis and provide parents the right to inspect and amend child records.

The proposed Standards require that programs maintain with the child record a list of all individuals and organizations that have requested or obtained access to PII from the child record, including the interest expressed in obtaining the information. Programs must also maintain parental statements disputing any portion of the child record with the contested portion of the record, and must disclose the statement whenever they disclose that portion of the child’s record. Electronic child records

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must be maintained according to current industry security standards.

As proposed, the new privacy regulations would supplement rather than replace existing privacy protections under FERPA, IDEA, the Health Insurance Portability and Accountability Act (HIPAA), and state privacy laws when these protections are also applicable. The proposed Standards explicitly note that where FERPA and/or IDEA apply via other, non-Head Start requirements, programs must comply with those provisions in addition to the Head Start regulations.

**Delegate Agencies (Subpart D).** Under the proposed Standards, grantees will remain accountable for the services their delegate agencies provide to families and children. However, unlike under the current regulations, each grantee that enters into an agreement with another entity to serve children will be required to determine if the agreement meets the definition of “delegate agency” in section 637(3) of the Head Start Act (42 U.S.C. 9832(3)), regardless of what the grantee calls the entity. The proposed Standards also remove the detailed procedures for delegate agencies to appeal a grantee’s decision to terminate funding in Part 1303, Subpart C of the current regulations. Grantees must still show cause or the cost-effectiveness of a decision to terminate a delegate agency, and the termination cannot be arbitrary or capricious. However, instead of the prescriptive appeal procedures currently in place, the grantee would need to establish a process for defunding a delegate agency, including an appeals process, and would need to inform the appropriate HHS official of the appeal and decision to terminate.

**Federal Interest in Facilities (Subpart E – .46 - .49).** Subpart E of the proposed Standards clarifies what is required in an application to use Head Start funds for the purchase, construction, or major renovation of facilities and attempts to organize these requirements in a logical, sequential, and transparent way. The proposed Standards revise and simplify the definition of the term “major renovations” to mean renovations costing at least \$250,000 or minor renovations and repairs included in a purchase application. For the first time, the

proposed Standards explicitly define the term “federal interest” and clarify that any portion of the cost contributed by the grantee or a donor organization to satisfy the non-federal match requirement is included in the federal interest. Under the proposed Standards, the grantee’s governing body will be required to approve notices of federal interest.

**Refinancing Costs (Subpart E – .41).** For the first time, the proposed Standards include language on refinancing. Programs seeking to refinance the purchase cost of a facility may apply for funds to pay refinancing costs. Consistent with the Head Start Act, the proposed Standards also clarify that the purchase of property includes both principal and interest payments.

**Third Party Leases and Occupancy Arrangements (Subpart E – .50).** If a grantee uses federal funds to construct or conduct major renovations on leased property, a grantee must have a lease in place for (i) at least 30 years if it is constructing a facility, and (ii) at least 15 years if it is renovating or placing a modular unit on the leased property. This replaces the rule in section 1309.21(d)(1) of the current regulations, which does not specify a lease term but merely requires the lease to be long enough to recover the value of federally-funded improvements.

**Transportation (Subpart F).** While most of the revisions to Part 1303, Subpart F of the proposed Standards are structural rather than substantive, HHS is proposing a new provision requiring programs to ensure that no child is left unattended either at the pick-up location or on a vehicle at the end of the route.

## Federal Administrative Procedures – Part 1304

**Appeals Procedures (Subpart A – .1).** The proposed Standards eliminate the extensive appeals procedures outlined in section 1303 of the current regulations and instead adopt the Departmental Appeals Board procedures at 45 C.F.R. Part 16.

**Monitoring (Subpart A – .2).** The proposed Standards clarify HHS’s authority to ensure that an agency complies with the requirements under Parts 1301 through 1303 through monitoring. The proposed Standards also

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reiterate the language in the Head Start Act explaining that a deficiency can develop from an uncorrected area of non-compliance and from monitoring findings that show either a systemic or substantial material failure to comply with the Standards.

***Suspensions with Notice (Subpart A – .3).*** To conform to the Head Start Act, the proposed Standards revise section 1303.11 of the current regulations to provide that suspensions cannot last more than 30 days, unless (i) a grantee has deficiencies that have been ongoing and uncorrected for 180 days and is appealing a termination, reduction, or denial of refunding or (ii) the grantee requests that the suspension continue and the appropriate HHS official agrees. The HHS official may impose a suspension again for an additional 30 days if the cause of the suspension has not been corrected. The proposed Standards remove appeal procedures for suspensions lasting more than 30 days, as they are no longer required under the Head Start Act.

***Termination and Denial of Refunding (Subpart A – .5).*** One of the grounds for terminating financial assistance or denying a grantee’s application for refunding continues to be that the grantee is no longer financially viable. However, the proposed Standard broaden the definition of “financial viability” to mean that “an organization is able to meet its financial obligations, balance funding and expenses and maintain sufficient funding to achieve organizational goals and objectives,” and not simply the capability of a grantee to “furnish the non-federal share of the cost of operating” a Head Start program.

***Appeals Process Involving Prospective Delegate Agencies (Subpart A – .6).*** The proposed Standards significantly streamline the appeals procedures available to prospective Head Start delegate agencies when a grantee denies or fails to act on a prospective delegate agency’s funding application. Delegate agencies no longer first appeal to the grantee; rather, the appeal and a copy of the funding application are submitted to the responsible HHS official, and the grantee is given the opportunity to respond in writing. The decision of the responsible HHS official is deemed to be final. The proposed Standards also eliminate the

reconsideration process in section 1303.23 of the current regulations.

***Legal Fees (Subpart A – .7).*** To conform to the Head Start Act, the proposed Standards prohibit a Head Start agency from using program funds to pay attorney fees and costs incurred during an appeal, but allow the responsible HHS official to reimburse the agency for reasonable and customary legal fees under certain circumstances if the agency prevails in the appeal.

***Designation Renewal System (Subpart B).*** The proposed Standards make only technical changes to the existing Designation Renewal System (DRS) provision in Part 1307 of the current regulations to conform to the structure of the proposed Standards. As ACF is currently conducting an independent evaluation of the DRS and results are still pending, HHS is not soliciting comments on the DRS in this NPRM.

## Definitions – Part 1305

In this part, HHS redesignates and consolidates definitions from all sections of the current regulations, except for those in Part 1307 relating to DRS. Since HHS is not proposing any changes to Part 1307 in the NPRM, DRS definitions will remain in a separate section of the final Standards.

## Effective Dates

The existing Standards (including the revised eligibility determination rules codified at section 1305.4 of the current regulations, which became effective on March 12, 2015) will remain in effect until a final rule is published in the Federal Register. The actual effective date is not clearly established in the NPRM. The preamble section entitled “Effective Dates” indicates that the final Standards will be effective 60 days after a final version of the Standards is published in the Federal Register; however, the preamble section discussing implementation (section 1302.103) indicates that HHS expects that the final Standards will be effective one full program year following the publication of the NPRM (i.e., one full program year following June 19, 2015). The text of the proposed Standards itself does not address the effective date beyond the one-year extension

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option discussed below.

Programs will have an additional 12 months to implement certain programmatic requirements in Part 1302 of the proposed Standards. However, it is not clear whether grantees must petition HHS for a one-year extension, or whether the effective date of these provisions would be automatically delayed by one year. Section 1302.103(c) of the proposed Standards allows programs to request a one-year extension for the requirements extending the program day and year for center-based, home-based, and family child care-based programs set forth in sections 1302.21(c)(1), 1302.22(c)(1), and 1302.23(c) if the extension is necessary to ensure currently enrolled children are not displaced from Early Head Start or Head Start programs. In the Effective Dates section of the preamble to the NPRM, however, HHS proposes automatically delaying the effective date of each of the following listed provisions (which include but go beyond the provisions extending program days and program years) by 12 months after the final rule becomes effective:

- **Section 1302.21(b)(2)** (specifying staff-child ratios and class sizes for center-based Early Head Start programs);
- **Sections 1302.21(c)(1) and (c)(3)** (extending the program day and year for center-based Head Start and Early Head Start programs);
- **Sections 1302.22(c)(1) and (c)(2)** (increasing the number of home visits per program week and program year for home-based Early Head Start programs);
- **Section 1302.23(c)** (extending the program day and year for family child care-based Head Start and Early Head Start programs);
- **Sections 1302.32(a)(1)(iii)** (requiring that Head Start curriculum include an organized developmental scope and sequence that promote measurable progress toward the development outlined in the Head Start Early Learning Outcomes Framework (Birth-5)) and **(a)(3)** (requiring programs to regularly monitor staff implementation of Head Start curriculum);
- **Section 1302.32(b)** (permitting programs to develop or adapt their curriculum in a

way that deviates from the requirements in section 1302.32(a)(1)(iii) and (a)(3) to better meet local needs);

- **Sections 1302.90(b)(2) and (b)(4)** (requiring that programs conduct criminal background checks, including clearance through child abuse and neglect registries and sex offender registries, for all new staff members prior to hire and for all staff members every five years);
- **Section 1302.91(f)(1)** (requiring all home-based visitors providing home-based education services to have a minimum of a home-based CDA credential); and
- **Sections 1302.92(b)(4) and (b)(5)** (requiring programs to implement intensive coaching for staff training and professional development).

HHS specifically invites comments on the proposed effective dates in the NPRM. In its comments, CAPLAW intends to request clarity on the one-year extension option and the provisions that it covers.

## Programmatic Costs and Savings.

HHS estimates that the proposed Standards will cost approximately \$1.05 billion, net of projected savings. President Obama's FY 2016 budget proposal requested an additional \$1.5 billion in Head Start funding, with more than \$1 billion of the increase going to support extending the Head Start program day and year. If Congress approves the spending increase, there would be no slot or teacher job losses associated with the changes proposed in the NPRM. In the absence of additional funding, however, the proposed Standards would result in a loss of approximately 126,448 Head Start and Early Head Start slots, or a 13 percent decrease.

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