

ECONOMIC OPPORTUNITY STUDIES
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Regional Trends in CAAs' Head Start Resources and Services
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A recent report by the National Association for State Community Services Programs (NASCSPP) to the Office of Community Services examined 5-year trends in the management of Head Start (HS) grants by CSBG-eligible entities and by other agency types or "auspices" in fifty states, the District of Columbia, and Puerto Rico during the last half of the 1990s. This paper examines those trends and variations in them among the ten federal regions.

The national overview found that, between FY 1995 and FY 1999, the Community Action Agency (CAA) presence and role in the HS network did not change significantly either with respect to the number of agencies involved nor with respect to the share of all HS participants that were served by CAAs. The federal region-by-federal region inspection of the characteristics of local HS agencies with FY 1995 grants that were not grantees in FY 1999 does not find marked differences from the national trend. However, it does show some variation among regions.

Table 1 shows the proportion of children enrolled in HS programs in 1995 that were affected by CAA/HS program closings and by all local program terminations.

Table 1. CAA Enrollees and Other Agencies' Enrollees Affected by HS Terminations, by Federal Region

Federal Region	CAA HS Enrollees Displaced v. all CAA enrollees by Federal Region			All HS Enrollees Displaced v. All Enrollees by Federal Region		
	Total Affected CAA Enrollees	Total FY 1995 CAA Enrollees	% of 1995 CAA Enrollees Affected	Total Affected Enrollees	Total FY 1995 Enrollees	% of All 1995 Enrollees Affected
1	0	15,413	0%	351	22,935	2%
2	491	15,721	3%	1,522	81,047	2%
3	48	18,280	0%	873	55,318	2%
4	2,799	80,112	3%	7,203	134,275	5%
5	3,217	59,816	5%	5,810	127,257	5%
6	2,909	56,184	5%	4,679	97,482	5%
7	0	17,552	0%	426	28,432	1%
8	87	3,707	2%	2,433	19,398	13%
9	0	15,295	0%	1,756	81,349	2%
10	906	3,854	24%	2,006	15,852	13%
Total	10,457	285,934	4%	27,059	663,345	4%

The changes affected four percent of CAA enrollees and also four percent of all HS enrollees. However, the number of children in the CAA programs that closed, 10,457, represents 39% of the 27,059 enrollees that were affected by all terminations. There is no data to determine whether those children were subsequently enrolled in other HS programs nor whether new programs in the community accommodated an equivalent or higher number of new enrollees in the following years.

- Regions I, VII, and IX lost no CAA HS programs, but did lose ten other HS local agencies, affecting over 2,500 children, or two percent of all enrollees in those regions.
- Among the remaining seven federal regions, the region with the highest number of children affected by CAA terminations was Region V: 3,217 children in 6 CAAs, or 5% of all CAA enrollees in the region, had to find other providers; as did an additional 1,600 children in the region's other local programs that lost funding.
- The loss of 23 HS local agencies in Region IV affected 7,203 enrollees, of which 2,799 (39%) were in CAAs. This was the highest *total* figure for any region.
- Agency terminations in Regions X and VIII affected thirteen percent of all enrollees in both. In Region X, 45% of enrollees affected were in CAAs; four percent in Region VIII were in CAAs. Both regions had low initial enrollment levels, and therefore enrollment changes comparable to other regions' numbers of affected children resulted in a high percentage of HS children being impacted adversely.
- Terminations in Region VI affected 2,909 CAA enrollees, or 5% of CAA HS participants. These children comprise nearly two-thirds of all those affected by terminations in the region.

Table 2 shows changes in the CAA share of HS enrollees region by region over the five-year period. The differences, although small, are due in large part to growth in the other sectors, but the terminations described above had some impact.

Table 2. CAA Share of HS Enrollees

Region	1995	1999
1	67%	68%
2	19%	19%
3	33%	33%
4	60%	61%
5	47%	47%
6	58%	57%
7	62%	63%
8	19%	21%
9	19%	19%
10	24%	21%
Total	43%	43%

The question of whether there is a difference between the number and proportion of CAAs with terminated HS grants and the number and proportion of terminations among all other agencies during the five-year period is also of interest. In 1995, CAAs constituted 47 percent of all HS grantees. The terminated programs were composed of 24 percent CAAs and 76 percent other types of agencies. Table 3 shows the changes by federal region.

- Nationwide, 104 HS local agencies were terminated between FY 1995 and FY 1999. Twenty-five were CAAs, a figure representing four percent of all Community Action Agencies with HS programs and 24 percent of all programs closed.
- Region V lost the highest *number of agencies* (26); 23% of those agencies terminated were CAAs.
- Region VI lost the highest *number of CAAs* (7); 47% of all grants lost in the region were CAAs.
- Region X lost the highest *proportion* of both CAAs and total grants: 24% of its CAA HS programs (4), representing nearly a third of all affected grantees, and 18% of all of the region's grants (13) were terminated.

Table 3. Proportions of CAA HS Grants and All HS Grants Terminated, by Federal Region

Region	CAA HS grants Lost	Total No. FY 1995 CAA grants	% CAA HS grants Lost	All Agencies Lost HS grants	Total No. FY 1995 HS grants	% HS grants Lost	CAAs' Grants Lost as a Percent of All Lost Grants
1	0	62	0%	2	99	2%	0
2	2	52	4%	8	242	3%	25%
3	1	66	2%	5	198	3%	20%
4	4	138	3%	23	303	8%	17%
5	6	153	4%	26	368	7%	23%
6	7	103	7%	15	221	7%	47%
7	0	47	0%	3	94	3%	0%
8	1	17	6%	4	87	5%	25%
9	0	27	0%	5	174	3%	0%
10	4	17	24%	13	71	18%	31%
Total	25	682	4%	104	1857	6%	24%

These data contain no information on the number or proportion of local agencies with management problems during the half decade under review; rather, they reflect the failures of a national program and a community engaged in shoring up its weaker members and further enriching its management and service competence. As the effects of new Appropriations directed to quality improvements in the program were felt a pattern of weeding out some agencies can be expected to precede a dramatic reduction in the pace of changes.

Note: Detailed table of agencies and their auspices whose Head Start programs that were terminated after FY 1995 but before the beginning of FY 1999 are available by request to info@opportunitystudies.org.

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