

**CITY OF OAKLAND**

FILED  
OFFICE OF THE CITY CLERK  
OAKLAND

**Council Agenda Report**

2005 APR 28 PM 3: 29

**TO:** Office of the City Administrator  
**ATTN:** Deborah Edgerly  
**FROM:** Department of Human Services  
**DATE:** May 10, 2005

**RE:** RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR, ON BEHALF OF THE CITY OF OAKLAND, TO APPLY FOR, ACCEPT, AND APPROPRIATE HEAD START BASIC, TRAINING AND TECHNICAL ASSISTANCE, QUALITY IMPROVEMENT, COST OF LIVING (COLA), AND EARLY HEAD START GRANTS FOR PROGRAM YEAR 2005-06 FROM THE U.S. DEPARTMENT OF HEALTH & HUMAN SERVICES, ADMINISTRATION FOR CHILDREN AND FAMILIES (DHHS/ACF) IN THE ESTIMATED AMOUNT OF \$14,513,908, AND AUTHORIZING A GRANT AGREEMENT WITH THE UNITY COUNCIL FOR THE ESTIMATED AMOUNT OF \$4,613,555 TO FUND CHILD DEVELOPMENT SERVICES IN ACCORD WITH SAID GRANTS

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**SUMMARY**

Staff requests that the City Council approve a Resolution authorizing the City Administrator to apply for, accept and appropriate Head Start Basic, Training and Technical Assistance, Quality Improvement, Cost of Living (COLA) and Early Head Start grants from the U.S. Department of Health and Human Services, Administration for Children and Families (DHHS/ACF) in an estimated amount of \$14,513,908, and to authorize a grant agreement with the Unity Council for an estimated amount of \$4,613,555.

If approved, the Head Start Program will continue providing, either directly or through its grant agreement with the Unity Council, Head Start and Early Head Start services to 1,608 children and their families in Oakland during the program year that extends from September 1, 2005 through August 31, 2006.

**FISCAL IMPACT**

Approval of the proposed resolution will authorize the application for, and acceptance and appropriation of a Head Start grant for program year 2005-2006, beginning September 2005, in the estimated amount of \$14,513,908. Funding will be appropriated to the Department of Health & Human Services Fund (2128), Head Start Organization (78231), Head Start Project (G264810).

The City's FY 2005-07 Proposed Policy Budget includes \$14,513,908 in appropriations and revenues for FY 2005-06 for Head Start. Federal grant regulations require a local match totaling 25%, or an estimated amount of \$3,628,477 which will be provided by in-kind contributions. The Unity Council will contribute an estimated \$1,513,389 in in-kind

Item: \_\_\_\_\_

Life Enrichment Committee  
May 10, 2005

contributions and support to the Head Start program. (In-kind support, typically parent and community volunteers to the program, enables our program to meet the program's match requirements).

The Head Start grant pays overhead to the City's General Purpose Fund. However, the Head Start grant is subject to a 15% federal cap on total administrative costs that can be charged to the grant. A partial offset of overhead in the amount of \$1,388,803 is in the Proposed Policy Budget for FY 2005-2006. This amount is budgeted in the General Purpose Fund, Non-Departmental budget.

The agreement with the Unity Council may be subject to the City of Oakland's three percent contract compliance fee which would amount to \$138,407. Not imposing or disregarding the contract compliance assessment fee would have a negative impact on contract compliance revenues.

### **BACKGROUND**

The City of Oakland has been a grantee for the Head Start Program since January 1972. In 1988, the City entered into a grantee-delegate relationship with the Unity Council, to serve low-income children and families in the Fruitvale District. Multiple regional and local approvals were required for the designation of the Unity Council as the delegate agency. As the City's delegate agency, the Unity Council meets all complex state childcare licensing and federal Head Start requirements, and was selected and approved by the Head Start Policy Council and Head Start California Regional Office in addition to the City Council. The Unity Council is located in a service area with high need, and has the capacity to provide childcare for over 500 children.

Currently, the City and Unity Council serve 1,608 children ages 3 to 5 years old through Head Start and Early Head Start services. The City directly serves 1,095 children in 17 Centers and 7 Family Child Care homes, and the Unity Council serves an additional 513 Head Start and Early Head Start children and their families

In 1998, the City delegated to the Unity Council the operation of the Early Head Start Program, which serves 200 low-income children from birth through age 3 and their families. As with Head Start, 10% of the Early Head Start enrollment consists of children with special needs, e.g., children requiring speech, language, or mental health services. Early Head Start services are provided in three locations, Foothill Square, (Elmhurst District), and full-day services at Thurgood Marshall (West Oakland) and DeColores (Fruitvale).

Together, Head Start and Early Head Start provide early childhood development services to a total 1,608 low-income preschool-age children and families throughout the Oakland community.

## **KEY ISSUES AND IMPACTS**

The proposed resolution would authorize the City to apply for renewal of the basic Head Start and Early Head Start grants as well as the supplemental but required COLA (cost of living allowance), Quality Improvement, and Training and Technical Assistance grants.

Of the total award, the Unity Council, as delegate agency, would receive an estimated \$4,613,555 to continue to serve 513 eligible children ages 0-5 and their families. Of that total, the Unity Council is proposed to receive an estimated \$2,315,230 from Oakland Head Start to serve 313 children ages 3 to 5, and an estimated amount of \$2,298,325 for Early Head Start services to be provided to 200 children ages birth to 3 years old.

## **PROGRAM DESCRIPTION**

Head Start's mission is to provide children and families with skills for success. Oakland Head Start has worked hard to meet these mandates by implementing curricula and initiatives to build children's cognitive and social skills; by ensuring that their health (including oral and mental health), nutritional needs, and disabilities needs are met; and by providing a variety of support and empowerment opportunities for their families. Oakland Head Start recognizes that parents are their children's first and most important teachers, and as such, ensures that Head Start programming reflects parent input and families' cultures.

As the local grantee for the Head Start program, the City of Oakland is required to have effective and shared governance for the program, including a policy group, the Head Start Policy Council and a governing body, the City Council. In Oakland, the City Council has also appointed an expert Head Start Advisory Board that assists the Council with its governing responsibilities. The Head Start governance structure ensures that through shared decision-making, the Head Start program is responsive to the needs of clients and provides the highest quality program. The Head Start planning process is designed so that the City Council and the Policy Council are involved at strategic points during the development of all funding applications. This ensures that the Policy Council and the governing body receive regular and accurate information about program planning.

Every three years, Head Start programs are required to develop a new Community Assessment, describing the "community strengths, needs, and resources"; and new program Goals, to address key priorities. Currently, Oakland Head Start is completing Year 1 of our grant cycle. Therefore, we have updated last year's Community Assessment, and reviewed the program goals set last year. The Head Start program goals, which remain relevant based on the Community Assessment Update, are:

1. Oakland Head Start will enhance the coordination of health services to children and families by strengthening partnerships with community resources.
2. Oakland Head Start, in conjunction with the Department of Human Services, will address issues of violence in the lives of our families in order to lessen the impact of violence on children and families.

3. Oakland Head Start will continue to enrich the literacy and language skills of Head Start children and their families.

The Policy Council and Head Start Advisory Panel have been involved and have approved, as necessary, these key steps in our planning process.

## **SUSTAINABLE OPPORTUNITIES**

### **Economic:**

There are economic benefits to the City from the operation of the Head Start Program. The grant directly creates approximately 174 jobs, including people directly employed in centers, plus an unknown number of additional jobs through its economic multiplier effect.

Most of these jobs are held by residents of Oakland. In addition, Head Start buys goods and services to support its program, and most of these are purchased from Oakland firms or individuals.

### **Environmental:**

There are currently no direct environmental benefits or impacts from the Head Start program to the City of Oakland.

### **Social Equity:**

The principal sustainable opportunity of the Head Start Program is in the area of social equity. The Oakland Head Start Program delivers comprehensive, high-quality services to children and families in the City of Oakland. These services are designed to foster healthy development in low-income children. Head Start provides a range of individualized services in the areas of education and early childhood development, medical, dental, and mental health services, nutrition, and parent involvement. The entire range of services is responsive and appropriate to each child and family's developmental, ethnic, cultural, and linguistic heritage and experience. Recent scientific research has verified what early childhood educators have known for years: that how children are nurtured and educated in their youngest years has a significant impact on later growth and development.

## **DISABILITY AND SENIOR CITIZEN ACCESS**

All Head Start centers are substantially in compliance with the Americans with Disabilities Act, (ADA) the Older Americans Act, and other applicable laws.

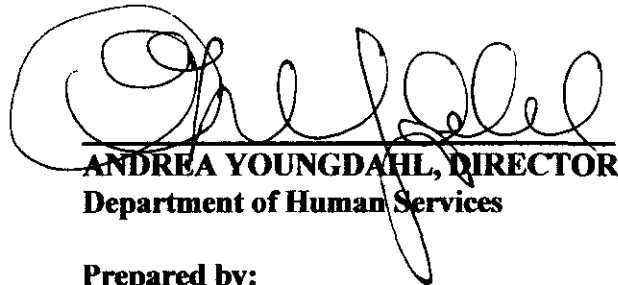
**RECOMMENDATION AND RATIONALE**

Staff recommends that the City Council approve a resolution authorizing the City Administrator to apply for, accept and appropriate Head Start Grants in an estimated amount of \$14,513,908 and to authorize a grant agreement with the Unity Council for a total of \$4,613,555 to provide specific Head Start services. Approval of this report would allow the Head Start Program to continue to deliver high quality comprehensive child development services to Head Start eligible children and their families.

**ACTION REQUESTED OF THE CITY COUNCIL**

That the City Council approve a Resolution authorizing the City Administrator to apply for, accept and appropriate Head Start Basic, Training and Technical Assistance, Quality Improvement, Cost of Living (COLA) and Early Head Start grants from the U.S. Department of Health and Human Services, Administration for Children and Families (DHHS/ACF) in an estimated amount of \$14,513,908, and to authorize a grant agreement with the Unity Council for an estimated amount of \$4,613,555.

Respectfully submitted,



**ANDREA YOUNGDAHL, DIRECTOR**  
**Department of Human Services**

**Prepared by:**  
Usana Pulliam  
Early Childhood & Family Services Manager  
Head Start Program

**APPROVED AND FORWARDED TO  
THE LIFE ENRICHMENT COMMITTEE:**



**Office of the City Administrator**

Item: \_\_\_\_\_  
Life Enrichment Committee  
May 10, 2005

# OAKLAND CITY COUNCIL

2005 APR 23 PM 3:29

RESOLUTION NO. \_\_\_\_\_ C.M.S.

INTRODUCED BY COUNCILMEMBER

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR, ON BEHALF OF THE CITY OF OAKLAND, TO APPLY FOR, ACCEPT, AND APPROPRIATE HEAD START BASIC, TRAINING AND TECHNICAL ASSISTANCE, QUALITY IMPROVEMENT, COST OF LIVING (COLA), AND EARLY HEAD START GRANTS FOR PROGRAM YEAR 2005-06 FROM THE U.S. DEPARTMENT OF HEALTH & HUMAN SERVICES, ADMINISTRATION FOR CHILDREN AND FAMILIES (DHHS/ACF) IN THE ESTIMATED AMOUNT OF \$14,513,908, AND AUTHORIZING A GRANT AGREEMENT WITH THE UNITY COUNCIL FOR THE ESTIMATED AMOUNT OF \$4,613,555 TO FUND CHILD DEVELOPMENT SERVICES IN ACCORD WITH SAID GRANTS

WHEREAS, the City of Oakland desires to apply for, accept and appropriate several grants in an estimated amount of fourteen million five hundred thirteen thousand nine hundred eight dollars (\$14,513,908.00) from the U.S. Department of Health and Human Services, Administration for Children and Families (DHHS/ACF) to fund a Head Start Program and Early Head Start Program from September 1, 2005 through August 31, 2006; and

WHEREAS, the Head Start Grant agreement requires a match of local in-kind contributions equal to 25% of the grant, or an estimated amount of three million six hundred twenty eight thousand four hundred seventy seven dollars (\$3,628,477.00); and

WHEREAS, the total federal amount stated above is comprised of the following project accounts as stipulated in the DHHS/ACF funding guidelines: Head Start Basic, COLA, Training/Technical Assistance, Quality Improvement, and Early Head Start Grants and;

WHEREAS, the Head Start and Early Head Start funding will provide comprehensive child development services to one thousand, six hundred and eight (1,608) Head Start eligible children and their families, who have the most economic need, with 10% of the enrollment consisting of children with special needs; and

WHEREAS, the Unity Council, a Head Start delegate designated for Oakland, was selected and approved in 1988 by the Head Start Policy Council, City of Oakland City Council, and the Head Start California Regional Office to provide Head Start comprehensive child development services in Oakland; and

WHEREAS, the City wishes to continue funding to the Unity Council's Head Start programs from September 1, 2005 through August 31, 2006 in an estimated total of four million six hundred thirteen thousand five hundred fifty five dollars (\$4,613,555.00) to provide five hundred and thirteen (513) eligible children and their families, of which two hundred (200) children ages birth to three will be served in Early Head Start, at an estimated cost of two million two hundred ninety eight thousand three hundred twenty five dollars (\$2,298,325.00) and three hundred and thirteen (313) children ages three to five years old in Head Start, at an estimated cost of two million three hundred fifteen thousand two hundred thirty dollars (\$2,315,230.00); and

WHEREAS, the City Council finds that the performance of the grant services is professional, scientific or technical in nature and that this grant agreement will not result in the loss of salary or employment by anyone having permanent status in the competitive service; now therefore, be it

RESOLVED: That the City Administrator is hereby authorized to apply for, accept and appropriate the aforesaid grants in the estimated amount of fourteen million five hundred thirteen thousand nine hundred eight dollars (\$14,513,908.00), execute the required grant agreements and other documents, and appropriate said estimated amount for funding of a Head Start Program and Early Head Start Program from September 1, 2005 through August 31, 2006; and, be it further

RESOLVED: That the City Administrator is hereby authorized and directed to accept and appropriate any additional funding which may become available from this grant; and, be it further

RESOLVED: That the City Administrator is hereby authorized, in accordance with the grant agreement requirements, to match the aforesaid grants in the estimated amount of fourteen million five hundred thirteen thousand nine hundred eight dollars (\$14,513,908.00) with local in-kind contributions equal to 25% of the Head Start and Early Head Start Grant amounts, or an estimated amount of three million six hundred twenty eight thousand four hundred seventy seven dollars (\$3,628,477.00); and, be it

RESOLVED: That the Council hereby appoints the City Administrator or her designee as agent for the City to conduct all negotiations, execute and submit all documents including but not limited to applications, agreements, amendments, modifications, payment requests, and related actions which may be necessary for the aforementioned grants in accordance with the grants' basic purposes; and, be it

RESOLVED: That the estimated sum of fourteen million five hundred thirteen thousand nine hundred eight dollars (\$14,513,908.00) together with offsetting revenue, shall be appropriated to Department of Health and Human Services Fund (2128), Head Start Organization (78231), and Head Start Project G264810 upon execution of said grant agreements, and that should additional grant funds be received, the City Administrator or her designee is hereby authorized to appropriate same for the purposes described above; and, be it further

RESOLVED: That one million three hundred eighty eight thousand eight hundred three dollars (\$1,388,803.00) in General Purpose Funds which are already part of the FY 2005-2007 Proposed Policy Budget, are hereby authorized to offset central services, departmental, and divisional overhead charges; and, be it further

RESOLVED: That the City Administrator or her designee is hereby authorized and directed to execute a grant agreement with the Unity Council, pursuant to the terms of the grant award, in an estimated amount of two million two hundred ninety eight thousand three hundred twenty five dollars (\$2,298,325.00) of the aforesaid Early Head Start Grant for child development services for children birth to three years of age; and, pursuant to the terms of the Head Start grant award, in an estimated amount of two million three hundred fifteen thousand two hundred thirty dollars (\$2,315,230.00) for child development services for children three to five years of age; for a total grant agreement amount of four million six hundred thirteen thousand five hundred fifty five dollars (\$4,613,555.00) which shall be matched by the Unity Council's in-kind contributions in the estimated amount of one million five hundred thirteen thousand three hundred eighty nine dollars (\$1,513,389) and other in-kind contributions and donations as a part of the City's match obligation for the entire grant.

IN COUNCIL, OAKLAND, CALIFORNIA, \_\_\_\_\_, 2005

**PASSED BY THE FOLLOWING VOTE:**

AYES- BROOKS, BRUNNER, CHANG, NADEL, REID, QUAN and PRESIDENT DE LA FUENTE

NOES-

ABSENT-

ABSTENTION-

ATTEST: \_\_\_\_\_

LATONDA SIMMONS

Interim City Clerk and Clerk of the Council  
of the City of Oakland, California