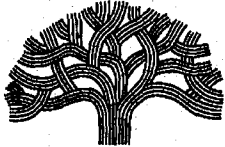


2017 APR 13 PM 3:41



CITY OF OAKLAND

## AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Sara Bedford  
Director, Human Services

**SUBJECT:** Head Start/Early Head Start Program  
FY 2017-2018 Grant Application

**DATE:** April 7, 2017

City Administrator Approval

Date:

4/13/17

### RECOMMENDATION

**Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To:**

- 1. Apply For, Accept And Appropriate The Head Start Grants For Fiscal Year (FY) 2017-2018 From The U.S. Department Of Health And Human Services, Administration For Children And Families, Office Of Head Start In An Amount Not To Exceed \$16,229,592; And**
- 2. Enter Into Grant Agreements To Fund Comprehensive Early Care, Education And Family Services For The Head Start Program From July 1, 2017 To June 30, 2018 As Follows:  
Unity Council In An Amount Not To Exceed \$4,689,123;  
Brighter Beginnings In An Amount Not To Exceed \$500,000;  
St. Vincent's Day Home In An Amount Not To Exceed \$322,600;  
Peralta Community College District – Laney College Children's Center In An Amount Not To Exceed \$114,000;  
Oakland Unified School District In An Amount Not To Exceed \$228,000; And**
- 3. Accept And Appropriate Additional Federal Grant Funding That Becomes Available For The Same Purposes During The Same Grant Term And Amend The Agreements Without Returning To Council; And**
- 4. Appropriate General Purpose Fund Contributions For FY 2017-2018 In An Estimated Amount Of \$1,428,932 To Support Continued Implementation Of Head Start/Early Head Start Services; And Approximately \$320,243 For Essential Program Operations And Personnel Costs Not Allowed By The Federal Grant Award; And Approximately \$714,349 To Support Internal Service Charges, Contingent Upon The Adoption Of The City's Proposed 2017-2019 Budget; And**
- 5. Authorize A Contribution From The General Purpose Fund In An Estimated Amount Of \$1,982,066 For FY 2017-2018 Central Services Overhead Charges.**

Item: \_\_\_\_\_  
Life Enrichment Committee  
April 25, 2017

## **EXECUTIVE SUMMARY**

Staff requests that the City Council approve a resolution authorizing the City Administrator, on behalf of the City of Oakland, the existing grantee of the Head Start/Early Head Start, to apply for, accept, and appropriate Head Start Basic, Head Start Training and Technical Assistance, Early Head Start Basic, and Early Head Start Training and Technical Assistance Grants for Program Year 2017-2018 from U.S. Department Of Health And Human Services, Administration for Children and Families (DHHS/ACF) in an estimated amount of \$16,229,592, to serve 966 children and their families with high quality early childhood education services, beginning July 1, 2017 through June 30, 2018.

Staff also requests that the City Council approve a resolution authorizing the City Administrator on behalf of the City of Oakland, to enter into grant agreements with: the Unity Council in an amount not to exceed \$4,689,123; Brighter Beginnings in an amount not to exceed \$500,000; St. Vincent's Day Home in an amount not to exceed \$322,600; Laney Children's Center in an amount not to exceed \$114,000; and, Oakland Unified School District (OUSD) in an amount not to exceed \$228,000.

In Fiscal Year (FY) 2017-2018, all City-operated Head Start and Early Head Start sites will operate between 6.5 and 9.5 hours per day, for a minimum of 1,020 hours and largely aligned with OUSD calendar.

The delegate agency, Unity Council and our early care and education partners (Table 2) will operate in accordance with partner-specific policies and procedures set forth by the Oakland Head Start program, Head Start Performance Standards, and the City's contract guidelines.

## **BACKGROUND / LEGISLATIVE HISTORY**

The City of Oakland has been a grantee of the Head Start Program since January 1971. In 1988, the City entered into a grantee-delegate relationship with the Unity Council to serve additional Head Start eligible families and children in the Fruitvale District of Oakland.

In 2009, the City of Oakland became a direct grantee of the Early Head Start Program, through the American Recovery and Reinvestment Act (ARRA) and United States Department of Health and Human Services, Administration for Children and Families. This change enabled additional Early Head Start eligible families and children in Oakland, ages prenatal through three years old, to be served by the program.

In 2007, Congress enacted legislation that required, for the first time in the program's history, greater competition within communities for Head Start funding. The goal of the legislation and the subsequent regulations, which were effective on December 9, 2011, is to ensure that Federal Head Start funding is directed to the organizations most capable of delivering high-quality early education that puts children on a pathway to improved outcomes, school success, and opportunity.

In 2015, in response to the City of Oakland being required to compete for funding and the federal Head Start Request for Proposals, the City's Human Services Department submitted an application for all available funding (over \$18 million). The proposal exceeded the new Head

Start regulations requiring increased duration and hours of service and moved from part-day Head Start services to full-day Head Start and Early Head Start services. In addition, the proposal included an increased emphasis on coaching, school readiness, parent, family & community engagement, continuous quality improvement, and health and safety.

In June 2016, the City entered into negotiations with Head Start Regional Office for 86 percent of available funding, or approximately \$15.9 million. The balance of the grant, or \$2.6 million, was awarded to the YMCA of the Central Bay to provide services along the McArthur Corridor in the 94605 zip code area.

In FY 2016-2017, the new program design changes helped the City of Oakland contribute to a more streamlined and seamless system of early care and education service delivery for vulnerable children, ages prenatal through five and their families, living in Oakland.

The program changes were also in alignment with the Mayor's cradle-to-career initiative, the Oakland Promise, in helping to prepare children and their families for school and later life success. As a result, the Oakland Head Start program was provided with the opportunity to:

- strengthen existing and form new public/private partnerships; and
- offer high-quality, comprehensive, full-day services to children, ages prenatal through three years old, and ages three through five years old.

## **ANALYSIS AND POLICY ALTERNATIVES**

### **Program Description**

The additional changes will remain in alignment with the Mayor's cradle-to-career initiative, the Oakland Promise, and will maintain its partnerships and commitment to high-quality, comprehensive, full-day service delivery to children, prenatal through five-years-old.

The Head Start program provides high-quality, comprehensive early education programming to low-income children and families so that children start school ready to succeed. Learning environments promote social emotional learning as well as comprehensive school readiness skills. The program design includes extensive support services for children and their families such as health, nutrition, disabilities screening and support, mental health services and family support including employment readiness. Head Start also employs a parent governance structure that ensures family involvement in program implementation and management.

Item: \_\_\_\_\_  
Life Enrichment Committee  
April 25, 2017

***Program Services in FY 2016-2017***

The program design changes made in FY 2016-2017 helped the City contribute to an improved system of early care and education service delivery for vulnerable young children and families living in Oakland. In FY 2016-2017 Oakland Head Start/Early Head Start operated four different program options:

- 1) Full-day, center-based Head Start and Early Head Start services;
- 2) Part-day, part-year, center-based Head Start services; (only in three classrooms at the Unity Council);
- 3) Home-Based Early Head Start services; and
- 4) Full-day Family Child Care services.

***Program Changes in FY 2017-2018***

The Oakland Head Start program is proposing additional changes in the coming FY 2017-18 program year to support the continuous improvement of program quality and service delivery, Oakland Head Start/Early Head Start will maintain program options 1-3, listed above. Based on assessment of community needs, new program mandates set forth in the new Head Start Performance Standards released in November 2017, along with the mandated alignment with the Head Start Act, the Oakland Head Start Program, P5, has determined the clear need to make the following program changes, in order to maintain program compliance with the Federal mandates, as well as program quality. (The changes are also designated with an asterisk (\*) and italicized in Table 2).

1) Program Options:

**Family Child Care Option:** Increased health and safety regulations and professional development mandates in the new Head Start Performance Standards, combined with the need for a new staff position - Child Development Specialist, within the administration of the FCC program option, the Oakland Head Start Program staff has determined the need to temporarily suspend enrollment in the program option for FY 2017-2018.

2) Change in Slots:

**Unity Council Head Start:** In alignment with increased standard of program quality, bringing the program into compliance with the new Head Start Performance Standards, with no double-sessions, a reduction of 16 enrollment slots at the DeColores Head Start Program is proposed, bringing the funded enrollment at the site to 132 slots. There will be no fiscal impact on the grantee or delegate agency programs.

**Brighter Beginnings:** In order to improve program quality, while addressing the ongoing shortage of highly qualified early care and education and social work staff, a reduction of 32 enrollment slots with early care and education partner, Brighter Beginnings Early Head Start Home Based is proposed. This change in slots brings the funded enrollment in Early Head Start to 72 slots.

**Head Start Site Changes**

**Manzanita Head Start:** Housed in the Manzanita Parks and Recreation Facility, (2701 22<sup>nd</sup> Avenue, Oakland 94606) Manzanita Head Start Program, serving 16 children, ages three-five years (2701 22<sup>nd</sup> Avenue; Oakland, 94606), has a long history in this East Oakland community. Its central location makes it highly accessible to families. However, Oakland Head Start administration has concerns that the site is out of compliance with the new Head Start Performance Standards (published November 2016), due to renovation and repairs now needed within the Manzanita Recreation Center and Head Start classroom.

In order to remain a viable Head Start program location and return to full compliance under the federal Head Start Performance Standards, the following renovation and repairs are needed:

**Table 1 - Renovation and Repairs Needed and Estimated Costs**

Renovation and/or Repair	Estimated Total Cost
1. Conversion of old kitchen in the building (1 of 2) to a developmentally appropriate bathroom for children, ages 3-5, with double-sinks and double-stalls. Plumbing exists and the sewer line needs to be moved; (OR) Conversion of 1 existing bathroom stall and sink to be developmentally appropriate for children, ages 3-5	\$TBD
2. Replacement of linoleum flooring in the Head Start Classroom	\$TBD
3. Removal and disposal of old play structure and installation of new ground cover and play structure; and fencing off of play yard (OR) the creation of a self-contained, developmentally appropriate preschool aged play yard	\$TBD
<b>Total Estimated Cost:</b>	<b>\$600,000</b>

The one-time renovation and repair cost is approximately \$600,000, as estimated by the Public Works Department. Until the needed renovation and repairs are completed and the site is brought into full compliance with the new federal Head Start Performance Standards, Oakland Head Start is proposing the temporary closure of the Manzanita Head Start site the 2017-2018 program year.

The Head Start program administration is currently looking for a replacement site for Manzanita Head Start participants and has plans to relocate the participants to the Franklin Head Start program located at 1515 E. 10<sup>th</sup> Street, Oakland 94606, which is proposed to re-open in fall 2017.

### **Policy Implications**

While the Manzanita Recreation Facility and Head Start program are highly valued resources in this mixed-income East Oakland community, the site's current condition places the program at risk, if the site were to open in fall 2017, without the recommended corrections listed. The need for quality early care, education and learning environments, that meet and/or exceed the Federal Head Start health and safety standards, is high in the Manzanita community of East Oakland.

**Franklin Head Start:** Housed in the Franklin Recreation Center, Franklin Head Start was deeply needed in the FY 2016-2017 program year, but was temporarily closed due to program operations challenges. Anecdotal data received from the Oakland Head Start Enrollment/Recruitment and Family Advocate Staff has indicated that there is a significant need of services for families living in the area seeking high-quality, comprehensive, early care, and education services for children ages three to five. Therefore, Franklin Head Start is proposed to re-open for services in fall 2017 serving 16 Head Start children to meet this need, as well as provide a site for the relocated participants from Manzanita Head Start.

### **Policy Implications**

There are no policy impacts with the re-opening of the Franklin Head Start site. In compliance with new Head Start regulations, all City operated Head Start Centers will be providing a full day of service. Part day programs, as currently provided, are only allowed on a case-by-case basis, as community needs demand, and will only be available at Unity Council sites, as in FY 2016-2017. At every Head Start site there will be a 1:8 teacher/child ratio, with 16 children per classroom, which will afford the teachers the increased opportunity to focus on the quality of their interactions with both the children and families.

### ***Funded Enrollment for FY 2017-2018***

As a result of the changes proposed, the Head Start/Early Head Start total funded enrollment will be reduced by a total of 56 slots, changing the funded enrollment from 1022 slots in FY 2016-2017 to total of 966 slots in FY 2017-2018. Table 2 below reflects the total funded enrollment for FY 2017-2018, inclusive of the sites, hours of operation, and program enrollment by Early Head Start and Head Start site.

Item: \_\_\_\_\_  
Life Enrichment Committee  
April 25, 2017

**Table 2: Program Design/Configuration for FY 2017-2018**

Site	Program Enrollment		
	Early Head Start	Head Start	Total
Lion Creek	8	16	24
West Grand	24	0	24
Frank G Mar	0	16	16
85th Avenue	0	48	48
Arroyo Viejo	12	0	12
Brookfield	0	32	32
Home-Based	60	24	84
<i>*Manzanita</i>	0	0	0
San Antonio Park	16	0	16
Sungate	0	32	32
Tassafaronga	0	24	24
Fannie Wall	0	20	20
San Antonio CDC	0	24	24
Franklin	0	16	16
Broadway EHS	24	0	24
<b>Grantee Operated Total</b>	<b>144</b>	<b>252</b>	<b>396</b>
<i>*Family Child Care</i>	0	0	0
St. Vincent's	16	46	62
Laney College	0	24	24
<i>*Brighter Beginnings</i>	72	0	72
OUSD	0	48	48
<b>Partner Agencies Total</b>	<b>88</b>	<b>118</b>	<b>206</b>
<i>*UC DeColores</i>	20	132	152
UC Fruitvale	8	40	48
UC Foothill Square	52	32	84
UC Thurgood	12	16	28
UC Home Base	52	0	52
<b>Delegate Agency Total</b>	<b>144</b>	<b>220</b>	<b>364</b>
	<b>376</b>	<b>590</b>	<b>966</b>

**Additional Site Change for FY 2017-2018**

In the previous, FY 2016-2017 mid-cycle budget, City Council allocated General Purpose funds that could leverage California State Preschool (CSPP) funding and be used to open two full day classrooms at the Eastmont site (7200 Bancroft Avenue, Ste. 203, Oakland, 94605) for one transitional year in FY 2016-2017. These CSPP classrooms were opened to mitigate any displacement of families that might occur while the new Head Start provider for the 94605 zip code area, Berkeley – YMCA Head Start, developed its new site, as well as to ensure families from other city-operated Head Start sites, experience a smooth transition into the new program model in FY 2016-2017. In FY 2017-2018, the Eastmont site, serving 32 children, ages, three-five, will close, as the one-year transitional period is scheduled to end on June 30, 2017.

In assessing the possibility of keeping the Eastmont site open for an additional year, Oakland Head Start program administration determined that the operating costs would be upwards of \$700,000. In addition, similar to the Manzanita Head Start site, one-time renovation and repairs beyond the Head Start budget are also needed at the Eastmont location to bring the site into compliance with the Federal Head Start Standards. If the site were to open in fall 2017, without the corrections completed, the program would be placed at risk. As a result, the program administration proposes the closure of the Eastmont location for the 2017-2018 program year.

### **Policy Implications**

While, the need for quality early care and education services is high in the Eastmont community of East Oakland, the need for quality early care and education environments that meet and exceed the new Head Start Performance standards in every Oakland community is also high. In preparing young children in Oakland's Eastmont community to succeed in kindergarten and beyond, their early care, education, and learning environments must meet and/or exceed the Standards. One-time renovation and repairs are needed in order for Eastmont to be in compliance with the new Head Start Performance Standards.

### *Staffing*

The closure of Manzanita Head Start and the Eastmont State Preschool site will have a corresponding staff impact. Human Services Department (HSD) administration has maintained vacancies wherever possible over the last year to minimize the impact of any staffing reconfiguration due to slot changes, site conversions from Head Start to Early Head Start, and/or site closures. It is anticipated that staff from the Manzanita Head Start site will be assigned to the Franklin Head Start site opening in FY 2017-2018. The staff from the Eastmont State Preschool site will fill vacancies that currently exist in the Head Start and Early Head Start program at various other locations.

### *Partnerships*

Oakland Head Start plans to continue working with a diverse set of partners to help ensure sufficient services for children and their families as it works to further refine and improve the quality of programming and service delivery. Partners include the following agencies:

- **St. Vincent's Day Home**, who has been a partner for over four years with Oakland Head Start providing 62 eligible children and families in West Oakland with wrap around support services
- **Laney College Children's Center**, who was a new partner in FY 2016-2017, providing services to 16 Head Start age children with wrap around support while parents can further their education at the community college. Laney College Children's Center will serve 24 Head Start age children in FY 2017-18.
- **Brighter Beginnings**, who is a long term partner providing Early Head Start services for 104 pregnant women and new parents with a special emphasis on teen parents. This partnership allows a deep reach to a very hard to engage community. Brighter Beginnings will serve 72 pregnant women and new parents in FY 2017-2018.



- **Oakland Unified School District (OUSD)**, who was a new partner in FY 2016-2017, partnering with Oakland Head Start to create a 0-5 hub at Arroyo Viejo with the City providing Early Head Start services and wrap around support services for OUSD child development classrooms at two sites (the City's Arroyo Viejo Parks and Recreation Center and OUSD's Arroyo Viejo Child Development Center). This partnership served 40 children in FY 2016-2017 and will serve 48 children in FY 2017-2018.

### **Policy Alternatives**

With a proven track record, the Oakland Head Start/Early Head Start program provides comprehensive services that include education, health, nutrition, disabilities, and family support to Oakland's most vulnerable residents, including pregnant women and families with children, birth to five years old. The program's commitment to excellence is demonstrated in its ongoing and strategic emphasis on school readiness (preschool and kindergarten), parent, family and community engagement, and staff/professional development, promoting child well-being and family self-sufficiency.

The City's ongoing investment in the Oakland Head Start/Early Head Start program is not only a prevention/intervention strategy that will improve school readiness outcomes and reduce the achievement gap, it represents a wise economic investment strategy for Oakland children. The City's investment in the Head Start/Early Head Start Program, FY 2017-2018 continuation funding application will be a further investment in supporting the Mayor's cradle-to-career community initiative, The Oakland Promise. The Oakland Promise sets a goal that all children will enter kindergarten ready to learn with the expectation of graduating high school and being fully prepared for a college or career of their choosing and ready to participate in community life. This application will also support the Oakland Promise commitment to college savings accounts for young parents and their infants, including family financial education, making clear the expectations for their future.

The policy alternative is to not accept the grant and reduce comprehensive services to 966 children and families in Oakland. To refuse the grant would require the Federal government to re-bid the funding and would likely result in at least a year or longer of reduced early education childhood services for Oakland's most vulnerable families.

### **FISCAL IMPACT**

This report and resolution requests City Council to accept and appropriate \$16,229,592 for the purpose of providing 966 children and families with comprehensive early childhood services.

Item: \_\_\_\_\_  
Life Enrichment Committee  
April 25, 2017

Table 3 below shows funding broken out by Head Start, Early Head Start and related Training and Technical Assistance.

**Table 3: 2017-2018 Head Start/Early Head Start Grant Funding**

	<b>Head Start (3-5)</b>	<b>Early Head Start (0-3)</b>	<b>Training &amp; Technical Assistance</b>	<b>Total</b>
Approved Amount	\$9,048,710	\$6,976,779	\$204,103	\$16,229,592

Oakland Head Start is committed to the 25 percent match in non-Federal share, which equates to \$4,057,398 (and will be provided from a combination of General Purpose Fund support and community involvement). The administrative costs are less than the 15 percent administrative cap of the basic Head Start and Early Head Start budget, plus in-kind. Funds are budgeted to provide all required comprehensive Head Start and Early Head Start services in a high-quality, cost effective manner. Excluding Training and Technical Assistance, the funding request represents a cost per child of \$15,234 for Head Start and a cost of \$18,555 for Early Head Start. The total average cost per child, excluding Training and Technical Assistance services, is \$16,521.

As authorized by this resolution, the FY2017-19 Preliminary Budget being developed earmarks an appropriation in the General Purpose Fund in an estimated amount of \$4,445,590 to the Head Start Program (Table 4), which includes: \$200,199 for FY 2017-2018 for our Delegate Agency's (The Unity Council's) rent, \$74,743 in personnel and \$45,301 in audit costs not allowed by the federal grant funds; \$714,349 for Internal Service Charges (ISF); and \$1,428,932 operating subsidy to address cost of living increases, inflation, and rising program costs; and \$1,982,066 as contributions to offset all estimated Central Service Overhead in Head Start to remain compliant with federal administrative cost limits. Funding currently earmarked in the FY 2017-2019 Preliminary Budget may be subject to change until the FY2017-2019 budget is adopted by the City Council.

Item: \_\_\_\_\_  
 Life Enrichment Committee  
 April 25, 2017

AMOUNT OF RECOMMENDATION/COST OF PROJECT for FY 2017-2018: \$20,675,182

A. Project Delivery

**Table 4: FY 2017-18 Budget Allocation Table**

Source	Head Start	GPF	Total
Federal Grant	16,229,592		16,229,592
Federally Unallowed Rent a		200,199	200,199
Federally Unallowed Personnel		74,743	74,743
Federally Unallowed Audit		45,301	45,301
Internal Service Charges		714,349	714,349
GPF Match <sup>b</sup>		1,428,932	1,428,932
<b>TOTAL FUNDS NEEDED</b>	<b>16,229,592</b>	<b>2,463,524</b>	<b>18,693,116</b>
GPF CSO Contribution (estimated amount)		1,982,066	

a. Unity Council disallowed rents  
 b. City support for cost of living increases and other program costs

1. SOURCE OF FUNDING: Department of Health and Human Services Fund (2128), Head Start Classroom & Seasonal Organization (78231), Head Start FY 2017-2018 Operation Basic Project (TBD); and Expansion Early Head Start Project (TBD).

FISCAL IMPACT: The estimated Total Funds Needed for this program are \$20,675,182, consisting of \$16,229,592 Federal grants and \$4,445,590 of General Purpose Funds, which are currently earmarked in the FY 2017-2019 Preliminary Budget being developed, pending City Council approval.

Utilizing the federal grant funds and funds that are included in the FY 2017-2019 Preliminary Budget being developed, this resolution authorizes the following grant agreements:

- Unity Council \$4,689,123
- Brighter Beginnings \$500,000
- St. Vincent's Day Home \$322,600
- Laney College \$114,000
- Oakland Unified School District \$228,000

If additional funding becomes available from the grantor, U.S. DHHS/ACF, for the same purposes, within the exiting grant term, staff is requesting authorization for the City Administrator to accept and appropriate these grant funds and amend the aforementioned grant agreements to increase the grant amounts without returning to Council within the duration of the grant period, July 1, 2017 – June 30, 2018.

**PUBLIC OUTREACH / INTEREST**

This item did not require any additional public outreach other than the required posting on the City's website.

## **COORDINATION**

The City Attorney's Office and the Controller's Bureau were consulted in preparation of this report and resolution.

## **SUSTAINABLE OPPORTUNITIES**

**Economic:** The grant creates more than 100 jobs, including people directly employed in centers, plus an unknown number of jobs through its economic multiplier effect. Most of these jobs are held by Oakland residents. In addition, Head Start and Early Head Start buys most of its goods and services from Oakland firms or individuals to support its programs.

**Environmental:** There are currently no direct environmental benefits or impacts from the Head Start and Early Head Start program to the City of Oakland. The program uses recyclable paper products.

**Social Equity:** The Oakland Head Start and Early 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, ages birth through five. Head Start and Early Head Start provide 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 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.

## **ACTION REQUESTED OF THE CITY COUNCIL**

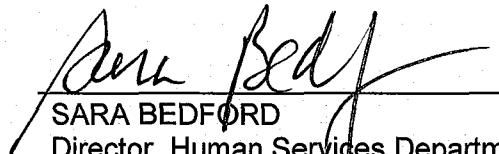
**Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To:**

- 1. Apply For, Accept And Appropriate The Head Start Grants For Fiscal Year (FY) 2017-2018 From The U.S. Department Of Health And Human Services, Administration For Children And Families, Office Of Head Start In An Amount Not To Exceed \$16,229,592; And**
- 2. Enter Into Grant Agreements To Fund Comprehensive Early Care, Education And Family Services For The Head Start Program From July 1, 2017 To June 30, 2018 As Follows:  
Unity Council In An Amount Not To Exceed \$4,689,123;  
Brighter Beginnings In An Amount Not To Exceed \$500,000;  
St. Vincent's Day Home In An Amount Not To Exceed \$322,600;  
Peralta Community College District – Laney College Children's Center In An Amount Not To Exceed \$114,000;  
Oakland Unified School District In An Amount Not To Exceed \$228,000; And**

3. **Accept And Appropriate Additional Federal Grant Funding That Becomes Available For The Same Purposes During The Same Grant Term And Amend The Agreements Without Returning To Council; And**
4. **Appropriate General Purpose Fund Contributions For FY 2017-2018 In An Estimated Amount Of \$1,428,932 To Support Continued Implementation Of Head Start/Early Head Start Services; And Approximately \$320,243 For Essential Program Operations And Personnel Costs Not Allowed By The Federal Grant Award; And Approximately \$714,349 To Support Internal Service Charges, Contingent Upon The Adoption Of The City's Proposed 2017-2019 Budget; And**
5. **Authorize A Contribution From The General Purpose Fund In An Estimated Amount Of \$1,982,066 For FY 2017-2018 Central Services Overhead Charges.**

For questions regarding this report, please contact Alisa Burton, Human Services Division Interim Manager, Early Childhood and Family Services, at (510) 238-2323.

Respectfully submitted,



SARA BEDFORD  
Director, Human Services Department  
Early Childhood & Family Services Division  
*Reviewed by:* Alisa Burton, (Interim Manager)  
*Prepared by:* Tracey Black, HHS Planner

2017 APR 13 PM 3:42

  
City Attorney

# OAKLAND CITY COUNCIL

RESOLUTION No. \_\_\_\_\_ C.M.S.

**RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO:**

1. APPLY FOR, ACCEPT AND APPROPRIATE THE HEAD START GRANTS FOR FISCAL YEAR (FY) 2017-2018 FROM THE U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES, ADMINISTRATION FOR CHILDREN AND FAMILIES, OFFICE OF HEAD START IN AN AMOUNT NOT TO EXCEED \$16,229,592; AND
2. ENTER INTO GRANT AGREEMENTS TO FUND COMPREHENSIVE EARLY CARE, EDUCATION AND FAMILY SERVICES FOR THE HEAD START PROGRAM FROM JULY 1, 2017 TO JUNE 30, 2018 AS FOLLOWS:  
UNITY COUNCIL IN AN AMOUNT NOT TO EXCEED \$4,689,123;  
BRIGHTER BEGINNINGS IN AN AMOUNT NOT TO EXCEED \$500,000;  
ST. VINCENT'S DAY HOME IN AN AMOUNT NOT TO EXCEED \$322,600;  
PERALTA COMMUNITY COLLEGE DISTRICT - LANEY COLLEGE CHILDREN'S CENTER IN AN AMOUNT NOT TO EXCEED \$114,000;  
OAKLAND UNIFIED SCHOOL DISTRICT IN AN AMOUNT NOT TO EXCEED \$228,000;  
AND
3. ACCEPT AND APPROPRIATE ADDITIONAL FEDERAL GRANT FUNDING THAT BECOMES AVAILABLE FOR THE SAME PURPOSES DURING THE SAME GRANT TERM AND AMEND THE AGREEMENTS WITHOUT RETURNING TO COUNCIL; AND
4. APPROPRIATE GENERAL PURPOSE FUND CONTRIBUTIONS FOR FY 2017-2018 IN AN ESTIMATED AMOUNT OF \$1,428,932 TO SUPPORT CONTINUED IMPLEMENTATION OF HEAD START/EARLY HEAD START SERVICES; AND APPROXIMATELY \$320,243 FOR ESSENTIAL PROGRAM OPERATIONS AND PERSONNEL COSTS NOT ALLOWED BY THE FEDERAL GRANT AWARD; AND APPROXIMATELY \$714,349 TO SUPPORT INTERNAL SERVICE CHARGES, CONTINGENT UPON THE ADOPTION OF THE CITY'S PROPOSED 2017-2019 BUDGET; AND
5. AUTHORIZE A CONTRIBUTION FROM THE GENERAL PURPOSE FUND IN AN ESTIMATED AMOUNT OF \$1,982,066 FOR FY 2017-2018 CENTRAL SERVICES OVERHEAD CHARGES

**WHEREAS**, the City of Oakland desires to apply for, accept, and appropriate Head Start Basic and Technical Assistance grants from the U.S. Department of Health and Human Services Administration for Children and Families (DHHS/ACF), Office of Head Start, to fund a Head Start/Early Head Start Program for Fiscal Year (FY) 2017-2018 in an amount not to exceed \$16,229,592; and

**WHEREAS**, the total federal amount of \$16,229,592 stated above is comprised of the following project accounts as stipulated in the DHHS/ACF funding guidelines: Head Start Basic, Head Start Training/Technical Assistance, Early Head Start Basic, and Early Head Start Training/Technical Assistance Grants, which includes the Early Head Start Expansion Grant (formerly ARRA funding); and

**WHEREAS**, in an effort to maintain alignment and compliance with the new Head Start Performance Standards and support continuous improvement of program quality and increase emphasis on health and safety, Oakland Head Start is proposing program changes for the 2017-2018 program year that will entail adjustments in the service delivery of the federal grantee (City of Oakland), delegate agency (Unity Council), and partner agencies combined offering 590 full-day Head Start slots and 376 full-day Early Head Start slots, all totaling an overall funded enrollment of 966 slots in FY 2017-2018, adjusted from an overall funded enrollment of 1022 slots in FY 2016-2017; and

**WHEREAS**, in FY 2017-2018, consistent with Oakland Head Start program's commitment to continuous improvement of quality and service delivery, the program will maintain full-day center-based Head Start and Early Head Start services, part-day center-based services in three classrooms at the delegate agency, Unity Council, and Home-based services; and

**WHEREAS**, in FY 2017-2018, Oakland Head Start will temporarily suspend the existing Family Child Care option; and

**WHEREAS**, in FY 2017-2018, Oakland Head Start will reduce enrollment slots with the delegate agency, Unity Council Head Start program by 16 slots and Brighter Beginnings Early Head Start Home-Based program by 32 slots to enhance program quality; and

**WHEREAS**, Oakland Head Start will temporary close the Manzanita Head Start, housed within the Manzanita Recreation Center, given increased health and safety standards set forth in the new Head Start Performance Standards, the potential for a Federal Health and Safety Review in the coming 2017-2018 program year, and the estimated cost of \$600,000 for needed renovation and repairs, as determined by the Public Works Department, to bring Manzanita Head Start into full health and safety compliance by the start of new program year, August 21, 2017; and

**WHEREAS**, Oakland Head Start program administration will re-open the Franklin Head Start site, housed within the Oakland Parks and Recreation Franklin Recreation Center, to offer 16 full-day slots to former Manzanita Head Start participants, as great need for services in this area of Oakland has been determined; and

**WHEREAS**, the former Eastmont Head Start site located in area code 94605, was converted to a, non-Head Start, California State Preschool site for a one-year only transition period from July 1, 2016 – June 30, 2017 to mitigate displacement of families that might occur during the period that the new Head Start provider for the 94605 zip code area (YMCA of the East Bay – Berkeley Head Start Program), developed its new location;

**WHEREAS**, the former Eastmont Head Start site will be closed as of June 30, 2017, due to increased health and safety standards set forth by the new Head Start Performance Standards, and limited fiscal resources for renovations and repair needed to bring the Eastmont site into full health and safety compliance by the start of new program year, August 21, 2017; and

**WHEREAS**, staff impacted by the proposed closure of the Manzanita Head Start site and the Eastmont stand-alone State Preschool site will be assigned to the Franklin Head Start site and additional sites where vacancies currently exist at Oakland Head Start and Early Head Start sites; and

**WHEREAS**, in FY 2017-2018, the Oakland Head Start and Early Head Start funding will provide comprehensive child development services in accord with said grants to 966 Head Start and Early Head Start eligible children and families who have the most economic need, with 10% of the enrollment consisting of children with special needs and will expand enhanced outreach efforts to include homeless families, children living in foster care, and additional underserved populations; and

**WHEREAS**, the City wishes to continue funding the following agencies in the following amounts to provide comprehensive early care, education and family services from July 1, 2017 through June 30, 2018

	<b>Unity Council</b>	<b>Brighter Beginnings</b>	<b>St. Vincent's Day Home</b>	<b>Peralta Community College District – Laney College Children's Center</b>	<b>Oakland Unified School District</b>
HS Basic	\$2,104,973		\$218,500	\$114,000	\$228,000
HS TTA	\$21,647				
EHS Basic	\$2,331,052	\$500,000	\$104,100		
EHS TTA	\$31,252				
General Purpose Funds	\$200,199				
<b>TOTALS:</b>	<b>\$4,689,123</b>	<b>\$500,000</b>	<b>\$322,600</b>	<b>\$114,000</b>	<b>\$228,000</b>

; and

**WHEREAS**, the Oakland Head Start program desires to enter into a grant agreement with the City's delegate agency, Unity Council, in an amount not to exceed \$4,689,123, to provide comprehensive early care, education and family services for 364 Head Start and Early Head Start eligible families and children; and

**WHEREAS**, the Oakland Head Start program desires to enter into a grant agreement with Brighter Beginnings, in an amount not to exceed \$500,000, to provide Early Head Start Home-Based services for 72 Early Head Start eligible families and children; and



**WHEREAS**, the Oakland Head Start program desires to enter into a grant agreement with St. Vincent's Day Home, in an amount not to exceed \$322,600, to provide Head Start and Early Head Start early care, education and family services for 62 Head Start and Early Head Start eligible families; and

**WHEREAS**, the Oakland Head Start program desires to enter into a grant agreement with Peralta Community College District - Laney College Children's Center, in an amount not to exceed \$114,000, to provide comprehensive early care, education and family services for 24 Head Start eligible families and children; and

**WHEREAS**, the Oakland Head Start program desires to enter into grant agreement with Oakland Unified School District, in an amount not to exceed \$228,000, to provide comprehensive early care, education and family services for 48 Head Start eligible families and children; and

**WHEREAS**, the FY 2017-2019 Preliminary Budget being developed earmarks an appropriation in the General Purpose Fund in an estimated amount of \$4,445,590 to the Head Start Program, which includes: \$200,199 for FY 2017-2018 for our Delegate Agency's (The Unity Council's) rent, \$74,743 in personnel and \$45,301 in audit costs not allowed by the federal grant funds; \$714,349 for Internal Service Charges (ISF); and \$1,428,932 operating subsidy to address cost of living increases, inflation, and rising program costs; and \$1,982,066 as contributions to offset all estimated Central Service Overhead in Head Start to remain compliant with federal administrative cost limits, as identified in the table (Table 1) below

<b>Source</b>	<b>Head Start</b>	<b>GPF</b>	<b>Total</b>
Federal Grant	16,229,592		16,229,592
Federally Unallowed Rent <sup>a</sup>		200,199	200,199
Federally Unallowed Personnel		74,743	74,743
Federally Unallowed Audit		45,301	45,301
Internal Service Charges		714,349	714,349
GPF Match <sup>b</sup>		1,428,932	1,428,932
<b>TOTAL FUNDS NEEDED</b>	<b>16,229,592</b>	<b>2,463,524</b>	<b>18,693,116</b>
GPF CSO Contribution (estimated amount)		1,982,066	
a. Unity Council disallowed rents			
b. City support for cost of living increases and other program costs			

;now therefore be it;

**RESOLVED:** That the City Administrator is hereby authorized to apply for, accept and appropriate the Head Start Basic, Head Start Training and Technical Assistance, Early Head Start Basic, and Early Head Start Training and Technical Assistance grants from the U.S. DHHS/ACF in the amount not to exceed \$16,229,592 for funding of a Head Start Program and Early Head Start Program from July 1, 2017 through June 30, 2018; and be it

**FURTHER RESOLVED:** That the City Council hereby authorizes the Head Start/Early Head Start program to receive financial assistance from the General Purpose Fund in an estimated amount of \$4,445,590 for FY 2017-18 contingent upon available funding in the City's proposed FY 2017-2019 budget which includes: \$200,199 for Delegate Agency's (The Unity

Council's) rent costs not allowed by the federal grant funds, \$74,743 in personnel and \$45,301 for estimated audit costs, \$714,349 for ISF costs; \$1,428,932 to address cost of living increases, inflation, and rising program, and \$1,982,066 as contributions to offset all estimated Central Service Overhead in Head Start to remain compliant with federal administrative cost limits; and be it

**FURTHER RESOLVED:** That the estimated sum of \$16,229,592 together with offsetting revenue, shall be appropriated to Department of Health and Human Services Fund (2128), Head Start Classroom & Seasonal Organization (78231), and, Head Start FY 2017-2018 Operation Basic Project (TBD), Expansion Early Head Start Project (TBD); and be it

**FURTHER RESOLVED:** That the City Administrator is hereby authorized to execute a grant agreement with the Unity Council, as delegate agency, to provide comprehensive Early Childhood Education Services from July 1, 2017 through June 30, 2018 in an amount not to exceed \$4,689,123; and be it

**FURTHER RESOLVED:** That the City Administrator is hereby authorized to enter into a grant agreement with Brighter Beginnings in an amount not to exceed \$500,000 to provide Early Head Start Home-Based services for Early Head Start eligible families and children from July 1, 2017 through June 30, 2018; and be it

**FURTHER RESOLVED:** That the City Administrator is hereby authorized to enter into a grant agreement with St. Vincent's Day Home in an amount not to exceed \$322,600 to provide Head Start and Early Head Start early care, education and family services for Head Start and Early Head Start eligible families from July 1, 2017 through June 30, 2018; and be it

**FURTHER RESOLVED:** That the City Administrator is hereby authorized to enter into a grant agreement with Peralta Community College District – Laney College Children's Center in an amount not to exceed \$114,000 to provide comprehensive early care, education and family services for Head Start eligible families and children from July 1, 2017 through June 30, 2018; and be it

**FURTHER RESOLVED:** That the City Administrator is hereby authorized to enter into a grant agreement with the Oakland Unified School District in an amount not to exceed \$228,000 to provide comprehensive early care, education and family services for Head Start eligible families and children; and be it

**FURTHER RESOLVED:** That if additional grant funding becomes available from the grantor U.S. DHHS/ACF for the same purposes, within the existing grant term (July 1, 2017 – June 30, 2018), the City Administrator is authorized to accept and appropriate these funds to fund the Head Start/Early Head Start Program and amend the aforementioned grant agreements to increase the grant amount without returning to Council within the duration of the grant term; and be it

**FURTHER RESOLVED:** That the Council hereby appoints the City Administrator 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; and be it

**FURTHER RESOLVED:** That the agreements authorized under this resolution shall be reviewed as to form and legality by the Office of the City Attorney and copies filed with the Office of the City Clerk.

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

**PASSED BY THE FOLLOWING VOTE:**

AYES- BROOKS, CAMPBELL-WASHINGTON, GALLO, GIBSON MCELHANEY, GUILLÉN, KALB,  
KAPLAN AND PRESIDENT REID

NOES-

ABSENT-

ABSTENTION-

ATTEST: \_\_\_\_\_  
LaTonda Simmons  
City Clerk and Clerk of the Council  
of the City of Oakland, California