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OFFICE OF THE CITY CLERK
OAKLAND

2018 APR 13 AM 9:33

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: Head Start/Early Head Start Program
FY 2018-2019 Grant Application

DATE: April 9, 2018

City Administrator Approval

Date:

4/13/18

RECOMMENDATION

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

1. Apply For, Accept And Amend The Appropriation Of The Head Start Grants For Fiscal Year (FY) 2018-2019 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 \$16,389,847; And
2. Enter Into Grant Agreements To Fund Comprehensive Early Care, Education And Family Services For The Head Start Program From July 1, 2018 To June 30, 2019; And
3. Approve Staff Position Realignment, Reclassifications and Changes Needed For Program Services; And
4. 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
5. Authorize A Contribution From The General Purpose Fund In An Estimated Amount Of \$2,097,956 For FY 2018-2019 Central Services Overhead Charges.

EXECUTIVE SUMMARY

Staff requests that the City Council approve a resolution authorizing the City Administrator to apply for, accept, and amend the FY 2018-2019 appropriation of the 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 2018-2019 from U.S. Department Of Health And Human Services, Administration for Children and Families (DHHS/ACF) in an estimated amount of \$16,389,847, to serve 998 children and their families with high quality early childhood education services from July 1, 2018 through June 30, 2019.

Item: _____
Life Enrichment Committee
April 24, 2018

This resolution further authorizes the City Administrator to enter into grant agreements to provide Head Start related early childhood education services with the Unity Council in an amount not to exceed \$4,733,302; Brighter Beginnings in an amount not to exceed \$737,607; St. Vincent's Day Home in an amount not to exceed \$147,577; Laney Children's Center in an amount not to exceed \$76,898; and Oakland Unified School District (OUSD) in an amount not to exceed \$153,840. The delegate agency, Unity Council and four 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 MacArthur Corridor in the 94605-zip code area.

In FY 2016-2017, the beginning of a new five-year project cycle, new program design changes were implemented. The new design 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 standard and extended full-day services to children, ages prenatal through five-years-old.

In FY 2017-2018, year two in the five-year project cycle, the City's Head Start/Early Head Start program continued to strengthen its foundation with the phasing in of its new program design. The phase-in included: 1) the Unity Council and four early care and education partners and 2) the re-setting of long-term goals, measurable objectives and expected outcomes through year five, FY 2020-2021, in the areas of Data Management, Fiscal Management, Ongoing Monitoring, and School Readiness/Parent, Family & Community Engagement.

In the coming FY 2018-2019, year three in the five-year project cycle, the City's Head Start/Early Head Start program will continue the work of implementing its new program design. The approach to service delivery and continuous program improvement will be coordinated, integrated and driven by program data. The approach to service delivery will also be informed by the ongoing progress made towards accomplishing measurable program objectives and expected outcomes set for year three, FY 2018-2019.

ANALYSIS AND POLICY ALTERNATIVES

Program Description

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.

I. Program Services in FY 2016-2018

The program design changes made in the first two years of the grant 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 the coming FY 2018-2019, the Oakland Head Start program is proposing additional changes in response to the community's need and to support the continuous improvement of program quality and service delivery.

Oakland Head Start/Early Head Start will continue to offer several program options that allow families with different needs and preferences to have a choice when enrolling their children in Oakland Head Start/Early Head Start.

II. Program Adjustments Proposed in FY 2018-2019

1) Program Options in FY 2018-2019

Center-based Program Services Option: In FY 2018-2019, the Oakland Head Start/Early Head Start program proposes to operate the following program options:

- a) Full-day, center-based Head Start and Early Head Start services;
- b) Part-day, double-session, center-based Head Start services (only in one classroom at the grantee-operated, Franklin Head Start site – new for FY 2018-2019 program year;
- c) Part-day, double-session, center-based Head Start services (only in three classrooms at the delegate agency-operated, DeColores site); and
- d) Home-Based Early Head Start and Head Start services

Franklin Head Start: Housed in the Franklin Recreation Center, Franklin Head Start provided a Full-day program, 8:00 am – 2:30 pm in FY 2017-2018. Based on program and community data, Franklin Head Start will be converted to a Part-day, double-session program, offering two program sessions daily; AM Session, 8:30 am – 12:00 pm and a PM Session, 1:00 – 4:30 pm. There will be 15 children enrolled in each session and the site will have a total enrollment of 30 children.

Policy Implications

There are no policy impacts with converting the Franklin Head Start site to a Part-day, double-session site. Part day programs, are allowed as community needs demand, and will be available at the grantee's Franklin Head Start site and the Unity Council's DeColores site in FY 2018-2019.

2) Change in Slots in FY 2018-2019

Brookfield Head Start to Brookfield Early Head Start/Head Start Program: Based on the community need and data indicating an unmet need for Infant/Toddler services in the 94603-zip code area, the Brookfield Head Start site (located a 9600 Edes Avenue) will be converted to an Early Head Start/Head Start site serving children 18 months through five years old. The site will have a total enrollment of 32, with 16 slots allocated to Early Head Start and 16 slots allocated to Head Start.

Frank G. Mar Head Start to Frank G. Mar Early Head Start/Head Start Program: Based on the community need and data indicating an unmet need for Infant/Toddler services in the 94612-zip code area, the Frank G. Mar Head Start site (located at 283 13th St.) will be converted to an Early Head Start/Head Start site serving children 18 months through 5 years old. The site will have a total enrollment of 26, with eight slots allocated to Early Start and 16 slots allocated to Head Start.

Brighter Beginnings: Based on improved performance and strengthened infrastructure, Brighter Beginnings Home-based program will be contracting 24 additional Early Head Start slots and 12 Head Start slots, taking their funded enrollment for Early Head Start services to 96

and their new funded enrollment for Head Start to 12, for an overall funded enrollment of 108 slots in FY 2018-2019. This aligns with the City's original proposals for numbers served for this long standing Early Head Start Partner.

3) *Early Childhood Education Career Pathways in FY 2018-2019*

There is a critical shortage of teachers in the early childhood education field resulting in challenges in providing services to families. In the current year, Oakland Head Start teacher vacancies have ranged from currently six vacancies to as many as 10 in March 2018. With the onset of flu season this year, some families had to be turned away for lack of adequate substitute teachers. The following proposal is designed to make use of the City's classrooms and ability to offer credentialed classes to "grow our own" teachers to help meet the need. Oakland Head Start has a long history of finding staff within their own program as nearly 30 percent of their staff are former Head Start children and/or families.

In response to this critical need Oakland Head Start proposes to create a "career pathway" for an apprentice-type Teacher's Assistant (TA) position in the 2018-2019 program year. This position, which is a Head Start Instructor (PT), is designed for those studying child and human development who need beginning infant/toddler and preschool teaching experience in a center-based setting, as well as for those wanting to complete required coursework in Child Development. To incorporate a proper staffing level of Teacher's Assistants, four Head Start Instructor positions will be changed to 10.5 Part-time Head Start Instructor positions, which will fill the role of Teacher's Assistant.

The TA position will allow students the opportunity to gain the practical and valuable classroom experience necessary to becoming successful early childhood educators in Oakland Head Start or other local early childhood education programs. The TA position will work closely and train with experienced Head Start teaching staff, providing instructional, interaction and supervision support with the children, that is central to the operation of a successful Head Start classroom.

Staff Position Realignments, Reclassifications and Changes FY 2018-2019

In addition to the change proposed for Early Childhood Instructor positions, the realignment of an Accountant position, reclassification of Head Start Program Coordinator positions, and the change of Food Program staff positions, are mostly cost neutral accompanied with offsets to rebalance the fund.

The following detail outlines the position realignment, reclassification and changes and is reflected in **Table 1** below: 1) One (1) Accountant I position has been realigned to Accountant II to better match the role, responsibilities and accounting tasks required to administer the Head Start program; 2) Five (5) Head Start Program Coordinator positions have been reclassified to Nutrition, Coach, Facilities, School Readiness and ERSEA/Data Coordinator positions, to better match the role, specific content area responsibilities and program tasks required to coordinate services in the Head Start program; 3) Two (2) Food Program Driver positions have been changed to a Food Service Worker and a Head Start/Early Head Start Substitute Instructor, to more accurately reflect the role and responsibilities of the Food Service Worker Substitute and Substitute Teacher; and 4) Four (4) Head Start Instructor positions have been changed to 10.5 Part-time Head Start Instructor positions, which will fill the role of Teacher's Assistant.

Table 1: Reclassifications and Changes FY 2018-2019

RECLASSIFICATIONS, AND CHANGES FY18-19		
CLASSIFICATION	POSITION	FTE
Accountant I.AF002	34888	(1.00)
Accountant II.AF021	TBD	1.00
	Subtotal:	-
Head Start Nutrition Coordinator.SC159	33851	(1.00)
Head Start Coach Coordinator.PP181	TBD	1.00
Headstart Program Coordinator.PP128	18188	(1.00)
Head Start Facilities Coordinator.SC280	TBD	1.00
Headstart Program Coordinator.PP128	31500	(1.00)
Head Start School Readiness Coord.PP184	TBD	1.00
Headstart Program Coordinator.PP128	719	(1.00)
Head Start ERSEA & Data Coord.PP180	TBD	1.00
	Subtotal:	-
Food Program Driver, PT.TR136	38506	(1.00)
Food Program Driver, PT.TR136	38676	(1.00)
Food Service Worker, PT TR210	TBD	1.00
Head Start/EHS Sub Inst, PT PP177	TBD	1.00
	Subtotal:	-
Head Start Instructor.PP114	3706	(1.00)
Head Start Instructor.PP114	3709	(1.00)
Head Start Instructor.PP114	40106	(1.00)
Head Start Instructor.PP114	40107	(1.00)
Head Start Instructor,PT.PP157	TBD	10.50
	Subtotal:	6.50
	TOTAL	6.50

4) *Other Program Changes Continued in FY 2018-2019*

Manzanita Head Start: Housed in the Manzanita Park and Recreation Facility, (2701 22nd Avenue) the Manzanita Head Start Program, serving 16 children, ages three-five years, has a long history in this Central Oakland community. Its central location makes it highly accessible to families. However, in FY 2017-2018, Oakland Head Start administration had concerns that the site was out of compliance with the new Head Start Performance Standards (published November 2016) and the increased health and safety mandates, due to renovation and repairs needed within the Manzanita Recreation Center and Head Start classroom. The repairs and renovations began, as planned, in FY 2017-2018 and will continue into FY 2018-2019. The Oakland Head Start management team expects the renovation and repairs at Manzanita Head Start to be completed during the 2018-2019 program year, with the exact estimated time of completion not yet confirmed. Therefore, the Manzanita Head Start site will remain temporarily closed in FY 2018-2019, year three. Upon evaluation by the Oakland Head Start program management, the exact time and date of resuming services at Manzanita Head Start in the FY 2019-2020, year four, will be determined.

Family Child Care (FCC) Option: The 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 has determined the need to temporarily suspend enrollment in the program option for FY 2017-2018. The temporary suspension will remain in place through FY 2018-2019.

III. Funded Enrollment Proposed for FY 2018-2019

As a result of the Head Start slot conversion proposed, the Head Start/Early Head Start total funded enrollment for Early Head Start will be 422 slots and Head Start funded enrollment will be 576. The overall funded enrollment of 1,006 will be adjusted by eight slots to 998. **Table 2** below reflects the total funded enrollment for FY 2018-2019, inclusive of the Early Head Start and Head Start sites.

Table 2: Program Design/Configuration Proposed for FY 2018-2019

Sites	Program Enrollment		
	Early Head Start	Head Start	Total
West Grand EHS	26	0	26
Broadway EHS	26	0	26
Arroyo Viejo EHS	9	0	9
San Antonio Park EHS	16	0	16
Lion Creek EHS/HS	9	16	25
Frank G Mar EHS/HS	8	16	24
Brookfield EHS/HS	16	16	32
Home-Based EHS	72	0	72
85th Avenue HS	0	48	48
Sungate HS	0	32	32
Tassafaronga HS	0	24	24
Fannie Wall HS	0	20	20
San Antonio CDC HS	0	24	24
Franklin HS	0	30	30
*Manzanita (temporarily closed)	0	0	0
*Family Child Care Option (suspended)			
Grantee Operated Total	182	226	408
Partner - Brighter Beginnings	96	12	108
Partner - St. Vincent's	0	46	46
Partner - Laney College	0	24	24
Partner - OUSD	0	48	48
Early Childhood Education Partner Agencies Total	96	130	226
UC DeColores	34	116	150
UC Fruitvale	8	48	56
UC Foothill Square	38	40	78
UC Thurgood	12	16	28
UC Home-Based	40	0	40
UC Pregnant Women	12	0	12
Unity Council Total	144	220	364
	422	576	998

IV. Delegate Agency, Unity Council and Early Childhood Education Partner Operations in FY 2018-2019

The Unity Council, is the City of Oakland Head Start Program's Delegate Agency. Oakland Head Start plans to continue its partnership with its delegate agency, the Unity Council, in FY 2018-2019. There are no changes proposed for the Unity Council Head Start or Early Head Start Programs. The Unity Council will provide Early Head Start Program services for 144 eligible children, prenatal to three years and their families, including services to 12 pregnant women. The Unity Council will also provide Head Start Program services to 220 eligible children and their families. No changes are proposed.

Oakland Head Start plans to continue its collaborative partnerships with a diverse group of high quality early childhood education (ECE) service providers to help address the City's continued need for quality early care, education and family services, while working to continuously refine and improve the quality of direct service delivery and programming offered. The ECE Partners for FY 2018-2019 include the following agencies:

Brighter Beginnings, who is a long-standing partner providing Early Head Start Home-based services, will provide services for 96 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.

Also, changes are on the horizon for Brighter Beginnings in FY 2018-2019, as they take a new step in providing services, by supporting toddlers, 18 months to three-years-old, who are enrolled in the Early Head Start level of the home-based program, as they transition into the new Head Start level of the home-based program, which is designed for children three to five-years-old. Thus, Brighter Beginnings will serve 12 eligible Head Start children and families in their home-based program. Proposed changes previously mentioned.

St. Vincent's Day Home, who has been a partner for over five years with Oakland Head Start, will provide 46 eligible children and families in West Oakland, with early care, education and wrap around support services. No changes are proposed.

Laney College Children's Center, who has been a partner for two years with Oakland Head Start, will provide 24 eligible children and families in Central Oakland, with early care, education, and comprehensive wrap around support services, while parents can further their education at the community college. No changes are proposed.

Oakland Unified School District (OUSD), who has been an Oakland Head Start partner for two years, will be helping to create and maintain a "zero to 5 ECE hub" in the Arroyo Viejo neighborhood of Oakland. Similar to its other Head Start ECE partners, Oakland Head Start program provides comprehensive wrap around support services for children, ages three to five at OUSD – Arroyo Child Development Center and Early Head Start services for children, twelve to thirty-six months-old at the Arroyo Viejo Recreation Center, which, together, form the "zero to 5 ECE hub". The OUSD partnership will serve 48 eligible children. No changes are proposed.

V. Program Eligibility, Recruitment, Selection, Enrollment & Attendance - FY 2018-2019

FY 2018-2019 Recruitment and Selection Criteria

In accord with the Head Start Performance Standard requirement, 1302.14 – Selection Criteria - a program is required to review its Selection Criteria and update the criteria based on community need, as informed by the community assessment or community assessment update. In analyzing data received from the 2017-2018 Head Start Community Needs Assessment Update Survey, as well as feedback from the parents, staff and data obtained from the City's Human Services Department about the increased number of homeless families with young children, the Selection Criteria was developed for FY 2018-2019, with a focus on the increase in the homeless population in Oakland. The Selection Criteria will be reviewed and updated in (**Attachment A**).

VI. FY 2017-2018 Program Goals & Objectives for FY 2018-2019

FY 2017-2018 Program Goals and Measurable Objectives

In accord with the Head Start Performance Standard requirement, 1302.102 – Achieving program goals - a program is required to establish goals and measurable objectives that include: 1) Strategic long-term goals; 2) Content area goals; and 3) School Readiness Goals, which can include a subset of Parent, Family & Community Engagement goals. The program goals for FY 2017-2018 will be reviewed and updated in FY 2018-2019 (**Attachment B**).

Policy Analysis

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 2018-2019 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 998 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 the City Council to accept and amend the FY 2018-2019 adopted appropriation to \$16,389,847 to provide 998 children and families with comprehensive early childhood services.

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

Table 3: 2018-2019 Head Start/Early Head Start Grant Funding

	Head Start (3-5)	Early Head Start (0-3)	Training & Technical Assistance	Total
Approved Amount	\$8,730,766	\$7,454,978	\$204,103	\$16,389,847

Oakland Head Start is required to contribute a 25 percent match in non-Federal funds, which equates to \$4,097,462 (and will be provided from a combination of General Purpose Fund support and community-based support). 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 \$15,158 for Head Start and a cost of \$17,666 for Early Head Start. The total aggregate cost per child, excluding Training and Technical Assistance services, is \$16,218.

As outlined in **Table 4**, the FY 2018-2019 Preliminary Midcycle Budget being developed earmarks an appropriation in the General Purpose Fund in an estimated amount of \$5,288,402 to the Head Start Program, which includes: \$200,199 for FY 2018-2019 for the Delegate Agency's (The Unity Council) rent, \$13,007 in personnel and \$45,301 in audit costs not allowed by the federal grant funds; \$733,395 for Internal Service Charges (ISF); and \$2,198,544 operating subsidy to address cost of living increases, inflation, and rising program costs; and \$2,097,956 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 2018-19 Preliminary Midcycle Budget may be subject to change until the FY 2018-2019 budget is adopted by the City Council.

Table 4: FY 2018-19 Budget Allocation Table

Source	Head Start	GPF	Total
Federal Grant	16,389,847		16,389,847
Federally Unallowed Rent ^a		200,199	200,199
Federally Unallowed Personnel		13,007	13,007
Federally Unallowed Audit		45,301	45,301
Internal Service Charges		733,395	733,395
GPF Match ^b		2,198,544	2,198,544
TOTAL FUNDS NEEDED	16,389,847	3,190,446	19,580,293
GPF CSO Contribution (estimated amount)		2,097,956	
a. Unity Council disallowed rents			
b. City support for cost of living increases and other program costs			

Amount of recommendation/cost of project for FY 2018-2019: \$21,678,249

A. Project Delivery

1. Source of funding: Department of Health and Human Services Fund (2128), Head Start Classroom & Seasonal Organization (78231), Head Start FY 2018-2019 Operation Basic Project (TBD); and Expansion Early Head Start Project (TBD).

Fiscal impact: the total funds needed for this program are \$21,678,249, consisting of \$16,389,847 Federal grants and \$5,288,402 of General Purpose Funds, which are currently earmarked in the FY 2018-2019 Preliminary Midcycle Budget being developed, pending City Council approval.

Utilizing the funds that are included in the FY 2018-2019 Preliminary Budget being developed, this resolution authorizes the following grant agreements:

- Unity Council \$4,733,302
- Brighter Beginnings \$737,607
- St. Vincent's Day Home \$147,577
- Laney College \$76,898
- Oakland Unified School District \$153,840

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 agreements to increase the grant amount without returning to Council within the duration of the grant period, July 1, 2018 – June 30, 2019.

Furthermore, all central service overhead costs associated with this grant in an estimated amount of \$2,097,956 will be offset by a contribution from the General Purpose Fund, due to the federal administrative cost caps and level of funding required to adequately run the program.

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.

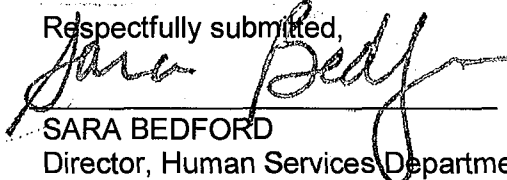
ACTION REQUESTED OF THE CITY COUNCIL

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

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5. Authorize A Contribution From The General Purpose Fund In An Estimated Amount Of \$2,097,956 For FY 2018-2019 Central Services Overhead Charges.

For questions regarding this report, please contact Dr. Veronica Ufoegbune, Human Services Division Manager, Early Childhood and Family Services, at (510) 238-7186.

Respectfully submitted,



SARA BEDFORD
Director, Human Services Department

Reviewed by: Dr. Veronica Ufoegbune, Manager

Prepared by: Tracey Black, HHS Planner
Early Childhood & Family Services Division

Attachments: (2)

Attachment A: City of Oakland Head Start Program – FY 2018-19 Head Start and Early Head Start Selection Criteria

Attachment B: FY 2017-18 Long-Term Program Goals and Objectives

Item: _____
Life Enrichment Committee
April 24, 2018

**CITY OF OAKLAND HEAD START PROGRAM
ESTABLISHING SELECTION CRITERIA
HEAD START AND EARLY HEAD START
PRIORITY RATING SCALE
2018-2019 SCHOOL YEAR**

The following selection criteria will be used to formally select children and families for participating in the Oakland Head Start and Early Head Start Program. Oakland HS/EHS has developed a point system that is defaulted using the ChildPlus software. The computer software program generates a waiting list of eligible families based on this point system. The Selection Criteria is submitted to the Policy Council and the Governing Board for approval before recruitment begins. Applications are then ranked according to this system and children are selected from the list as vacancies occur.

CATEGORY	POINTS
Public Assistance (CalWORKs, SSI)	N/A
Homeless	N/A
Foster Child	N/A
3 Years Old – Head Start	400
0-18 Months Old – Early Head Start	400
Pregnant Mom (With Proof of Pregnancy Verification Form)	200
0 to 25%	200
26% to 50%	150
51% to 75%	100
76% to 100%	75
Diagnosed with current I.F.S.P. or I.E.P from RCEB or OUSD (eligible for services under IDEA)	200
Parent in Crisis (Death of Parent, Domestic Violence, Chronic/Terminal Illness Incarceration, Parent with Diagnosed Disability, Fire or Another Catastrophic Event, etc.)	175
Child Protective Services (At Risk for Abuse or Neglect) or Court Order	175
Teen Parent under 19 years old at intake	100
Transfer from another Early Head Start/Head Start program	100
Referral from Health or Social Services Agency	75

NARRATIVE

Categorically Eligible:

- Homeless Family
- Public Assistance— Includes TANF/CalWORKs and Social Security Income (SSI) only
- Foster Child receives aid through Foster Care payments, considered family of one

Age:

- Three (3) year old: A child who turns three on or before December 2 of the program year – promotes greater dosage of Head Start Program
- Pregnant Mom (proof of Pregnancy Verification provided by doctor) for home base program option
- Birth to eighteen months old (Early Head Start) – promotes greater dosage of Early Head Start Program
- A four-year-old child could possibly rank higher than a 3-year-old, based upon the needs of the family.

Income:

- Zero to 25% below poverty guidelines
- 26% to 50% below poverty guidelines
- 51% to 75% below poverty guidelines
- 76% to 100% below poverty guidelines
- Providing more points to those families in greater need, as required by the Head Start Performance Standards 1302.14 (a).

Child Disabilities:

- Certified Individual Education Plan by Regional Center of the East Bay (RCEB) or Oakland Unified School District (OUSD)
- 10% of eligible children served shall be children with a diagnosed disability or eligible for services under IDEA

Parental Status:

- Referral from Homeless Shelter/Agency – targeting “unsheltered” homeless or “literally homeless” families to provide more points to homeless families in greater need.
- Referral from Social Service Agency/Health Agency
- Crisis (Domestic Violence, Death of a Parent, Incarceration of Parent, Fire or Other Catastrophic, Parent with Chronic or Terminal Illness, Parent with Diagnosed Disability) – providing more points to families who volunteer this information at time of application
- Transfer from other Early Head Start/Head Start program – providing a continuity of care for all Head Start families outside of our own program
- Child Protective Services (Child at Risk for Abuse or Neglect) or a court order
- Teen Parent under 19 years of age at time of intake

1302.14 Selection Process

(a) Selection criteria.

- (1) A program must annually establish selection criteria that weigh the prioritization of selection of participants, based on community needs identified in the community needs assessment as described in §1302.11(b), and including family income, whether the child is homeless, whether the child is in foster care, the child's age, whether the child is eligible for special education and related services, or early intervention services, as appropriate, as determined under the Individuals with Disabilities Education Act (IDEA) (20 U.S.C. 1400 *et seq.*) and, other relevant family or child risk factors.

FY 2017-18 Two-tier Program Goals Approach

Tier 1: Long-term Goals and Measurable Objectives

The FY 2017-18 Long Term Goals and Measurable Objectives are intended to guide the program implementation and continuous program improvement process over the 5-year grant period. The program will track progress and report on expected outcomes. The long-term goals and objectives area reviewed and updated annually.

Long-Term Program Goals and Objectives

- Goal (1):** City of Oakland Head Start Program will improve its data-focused approach to evaluate, strengthen, and rebuild internal management systems to support program outcomes.
- Goal (2):** The grantee will enhance the role of grantee staff assigned to the delegate agency and partners.

- Objective 1: Data Management:** The program will improve the effectiveness of the collection, analysis, reporting, and use of data.
- Objective 2: Monitoring Systems:** The program will evaluate, revise and implement all internal monitoring systems (including delegate agency and partners).
- Objective 3: Fiscal Management:** The program will improve the effectiveness and alignment within the division and with the organization-wide fiscal management system.
- Objective 4: School Readiness and Parent, Family & Community Engagement:** The grantee, delegate agency and partner parents and families will advance their own learning interests through education, training and other learning experiences that support their parenting, careers and lifelong goals.

Tier II: School Readiness and Parent, Family & Community Engagement Goals:

The FY 2017-18 *School Readiness (SR) Goals proposed for FY 2018-19*, are headed (**in bold**) by a specific developmental domain, which are aligned with the *Head Start Early Learning Outcomes Framework*, and include:

- Cognition and General Knowledge**
 - 1. Children will build their conceptual knowledge of math understanding, including number, number sense classification, measurement, shapes and patterning.
- Language and Literacy**
 - 2. Children will build their language and literacy knowledge through reciprocal communications progressing from interest in literacy, letter, word knowledge to phonological awareness.
- Approaches to Learning**
 - 3. Children will build their complex emotional regulation skills and expand their involvement by engaging in play asking questions, demonstrating initiative, curiosity, and persistence of engagement.
- Social and Emotional**
 - 4. Children will develop skills to identify and express feelings, develop healthy trusting relationships, interact with peers, and have awareness of diversity of self and others.
- Physical Health and Development**
 - 5. Children will increase health and safety habits, as well as enhance motor skills.

The FY 2017-18 *Parent, Family & Community Engagement (PFCE) Goals proposed for FY 2018-19*, are headed (**in bold**) by specific family engagement outcomes, are aligned with the School Readiness Goals and the Head Start Early Learning Outcomes Framework, and include:

Families as Lifelong Educators

1. Head Start/Early Families will maximize their leadership, knowledge, confidence, and literacy skills to successfully advocate for their children's learning and development.

DRAFT

City Attorney

2018 APR 13 AM 9:33

OAKLAND CITY COUNCIL

RESOLUTION No. _____ C.M.S.

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO:

- 1. APPLY FOR, ACCEPT AND AMEND THE APPROPRIATION OF THE HEAD START GRANTS FOR FISCAL YEAR (FY) 2018-2019 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 \$16,389,847; AND**
- 2. ENTER INTO GRANT AGREEMENTS TO FUND COMPREHENSIVE EARLY CARE, EDUCATION AND FAMILY SERVICES FOR THE HEAD START PROGRAM FROM JULY 1, 2018 TO JUNE 30, 2019; AND**
- 3. APPROVE STAFF POSITION REALIGNMENTS AND CHANGES NEEDED FOR PROGRAM SERVICES; AND**
- 4. ACCEPT AND APPROPRIATE ADDITIONAL FEDERAL GRANT FUNDING THAT BECOMES AVAILABLE FOR THE SAME PURPOSES DURING THE SAME GRANT TERM AND AMEND THE GRANT AGREEMENTS WITHOUT RETURNING TO COUNCIL; AND**
- 5. AUTHORIZE A CONTRIBUTION FROM THE GENERAL PURPOSE FUND IN AN ESTIMATED AMOUNT OF \$2,097,956 FOR FY 2018-2019 CENTRAL SERVICES OVERHEAD CHARGES**

WHEREAS, the City of Oakland desires to apply for, accept, and amend the appropriation in the FY18/19 adopted budget for 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) 2018-2019 in an amount not to exceed \$16,389,847; and

WHEREAS, the total federal amount of \$16,389,847 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 2018-2019 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 576 Full-day Head Start slots and 422 Full-day Early Head Start slots, all totaling an overall funded

enrollment of 998 slots in FY 2018-2019; and

WHEREAS, in FY 2018-2019, 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 at one City of Oakland-operated Head Start site in one classroom and one Unity Council-operated Head Start site, in three classrooms, and home-based services; and

WHEREAS, Based on (3) the ongoing need for *Qualified Teachers* in the early care and education workforce across the bay area, including Oakland, Oakland Head Start program has created a "Career Pathway" for an apprentice-type *Teacher's Assistant (TA)* position, in the 2018-19 program year, designed for those studying child and human development, who are in need of beginning infant/toddler and preschool experience in a center-based setting and/or in need of completing required coursework in Child Development; and

WHEREAS, in FY 2018-2019, the Oakland Head Start and Early Head Start funding will provide comprehensive child development services in accord with said grants to 998 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 (Table 1) in the following amounts to provide comprehensive early care, education and family services from July 1, 2018 through June 30, 2019

Table 1. Delegate Agency and Partner Funding Allocations

	Unity Council	Brighter Beginnings	St. Vincent's Day Home	Peralta Community College District – Laney College Children's Center	Oakland Unified School District
HS	\$2,126,022	\$69,586	\$147,577	\$76,898	\$153,840
HS TTA	\$21,647				
General Purpose Fund – Rent	\$176,514				
EHS	\$2,354,362	\$668,021			
EHS TTA	\$31,252				
General Purpose Fund - Rent	\$23,505				
TOTALS:	\$4,733,302	\$737,607	\$147,577	\$76,898	\$153,840

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 \$4,733,302, to provide comprehensive early care, education and family services for 364 Head Start and Early Head Start eligible children and families; and

WHEREAS, the Oakland Head Start program desires to enter into a grant agreement with Brighter Beginnings, in an amount not to exceed \$737,607, to provide Early Head Start Home-Based services for 96 Early Head Start and 12 Head Start (as previously referenced) eligible children and families; 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 \$147,577, to provide Head Start and Early Head Start early care, education and family services for 46 Head Start eligible children and 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 \$76,898, to provide comprehensive early care, education and family services for 24 Head Start eligible children and families; and

WHEREAS, the Oakland Head Start program desires to enter into grant agreement with Oakland Unified School District, in an amount not to exceed \$153,840, to provide comprehensive early care, education and family services for 48 Head Start eligible families and children; and

WHEREAS, the FY 2018-2019 Preliminary Midcycle Budget earmarks an appropriation in the General Purpose Fund which, contingent upon City Council adoption of the Fiscal Year 2018 – 2019 Midcycle Budget, shall provide financial assistance to the Head Start/ Early Head Start Program in an estimated amount of \$5,288,222 for: \$200,199 in FY 2018-2019 for our Delegate Agency's (The Unity Council's) rent, \$13,007 in personnel and \$45,301 in audit costs not allowed by the federal grant funds; \$733,395 for Internal Service Charges (ISF); and \$2,198,544 operating subsidy to address cost of living increases, inflation, and rising program costs; and \$2,097,956 as contributions to offset all estimated Central Service Overhead in Head Start to remain compliant with federal administrative cost limits as reflected in the budget allocation table (Table 2) below:

Source	Head Start	GPF	Total
Federal Grant	16,389,847		16,389,847
Federally Unallowed Rent ^a		200,019	200,019
Federally Unallowed Personnel		13,007	13,007
Federally Unallowed Audit		45,301	45,301
Internal Service Charges		733,395	733,395
GPF Match ^b		2,198,544	2,198,544
TOTAL FUNDS NEEDED	16,389,847	3,190,266	19,580,113
GPF CSO Contribution (estimated amount)		2,097,956	
a. Unity Council disallowed rents			
b. City support for cost of living increases and other program costs			

;and

WHEREAS, the FY2018-19 program budget also includes the staff realignments and changes needed, which will be rebalanced within the program budget and/or as part of the FY2018-2019 midcycle budget process, which are reflected in Table 3

Table 3. CITY OF OAKLAND - HUMAN SERVICES DEPARTMENT - HEAD START PROGRAM		
SUMMARY OF PROPOSED POSITION REALIGNMENTS, RECLASSIFICATIONS, AND CHANGES FY18-19		
CLASSIFICATION	POSITION	FTE
Accountant I.AF002	34888	(1.00)
Accountant II.AF021	TBD	1.00
	Subtotal:	-
Head Start Nutrition Coordinator.SC159	33851	(1.00)
Head Start Coach Coordinator.PP181	TBD	1.00
Headstart Program Coordinator.PP128	18188	(1.00)
Head Start Facilities Coordinator.SC280	TBD	1.00
Headstart Program Coordinator.PP128	31500	(1.00)
Head Start School Readiness Coord.PP184	TBD	1.00
Headstart Program Coordinator.PP128	719	(1.00)
Head Start ERSEA & Data Coord.PP180	TBD	1.00
	Subtotal:	-
Food Program Driver, PT.TR136	38506	(1.00)
Food Program Driver, PT.TR136	38676	(1.00)
Food Service Worker, PT TR210	TBD	1.00
Head Start/EHS Sub Inst, PT PP177	TBD	1.00
	Subtotal:	-
Head Start Instructor.PP114	3706	(1.00)
Head Start Instructor.PP114	3709	(1.00)
Head Start Instructor.PP114	40106	(1.00)
Head Start Instructor.PP114	40107	(1.00)
Head Start Instructor,PT.PP157	TBD	10.50
	Subtotal:	6.50
	TOTAL	6.50

now therefore be it

RESOLVED: That the City Administrator is hereby authorized to apply for, accept and amend the FY18/19 adopted budget for 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 \$16,389,847 for funding of a Head Start Program and Early Head Start Program from July 1, 2018 through June 30, 2019; and be it

FURTHER RESOLVED: That the FY18/19 appropriation included in the FY17-19 Biennial Adopted Budget shall be amended to the estimated sum of \$16,389,847 together with offsetting revenue, in Department of Health and Human Services Fund (2128), Head Start Classroom & Seasonal Organization (78231), and, Head Start FY 2018-2019 Operation Basic Project (TBD), Expansion Early Head Start Project (TBD); and be it

FURTHER RESOLVED: That all Central Services Overhead charges associated with this grant in an estimated amount of \$2,097,956 will be offset through a contribution of the General Purpose Fund; 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, 2018 through June 30, 2019 in an amount not to exceed \$4,733,302; 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 \$737,607 to provide Early Head Start and Head Start Home-Based services for Early Head Start/Head Start eligible families and children from July 1, 2018 through June 30, 2019; 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 \$147,577 to provide Head Start early care, education and family services for Head Start eligible families from July 1, 2018 through June 30, 2019; 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 \$76,898 to provide comprehensive early care, education and family services for Head Start eligible families and children from July 1, 2018 through June 30, 2019; 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 \$153,840 to provide comprehensive early care, education and family services for Head Start eligible families and children; and be it

FURTHER RESOLVED: That the FY2018-19 program budget also includes the staff realignments and changes needed, which will be rebalanced within the program budget and/or as part of the FY2018-2019 midcycle budget process; 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, 2018 – June 30, 2019), that 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 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