



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: Fiscal Year 2021-22 Head Start Multi-
Contract Report and Resolutions

DATE: April 2, 2021

City Administrator Approval 

Date: Apr 19, 2021

RECOMMENDATION

Staff Recommends the City Council Adopt The Following Pieces Of Legislation:

1. A Resolution Authorizing the City Administrator:

- A. To Apply For And Accept The United States Department Of Agriculture (USDA) Child And Adult Care Food Program (CACFP) Grant From The California Department Of Education In An Estimated Amount Of Two Hundred Forty-Nine Thousand Seven Hundred Twenty-Three Dollars (\$249,723) To Provide Funding For Nutritious Meals From July 1, 2021 Through June 30, 2022; And**
- B. To Accept And Appropriate Additional CACFP Grant Funding That Becomes Available For The Same Purposes Between July 1, 2021 And June 30, 2022 And Amend The Agreement Without Returning To Council**

2. A Resolution Authorizing the City Administrator:

- A. To Apply For And Accept The California Pre-Kindergarten Supplemental Grant In The Amount Of Thirty-Two Thousand Five Hundred Dollars (\$32,500) And The California State Preschool Program (CSPP) Expansion Grant In The Amount Of One Million Twenty-One Thousand One Hundred Sixty-Six Dollars (\$1,021,166) From The California Department Of Education For Early Childhood Education From July 1, 2021 Through June 30, 2022; And**
- B. To Appropriate A Contribution From The General Purpose Fund In An Estimated Amount Of One Hundred Seventy-Three Thousand Two Hundred Thirty-Four Dollars (\$173,234); And**
- C. To Accept And Appropriate Additional CSPP Grant Funding That Becomes Available For The Same Purposes Stated, During The Same Grant Term, July 1, 2021 Through June 30, 2022, And Amend The Agreement Without Returning To Council**

City Council
May 4, 2021

3. A Resolution Authorizing the City Administrator:

- A. To Enter Into A Sub-Contract With Oakland Unified School District (OUSD) To Receive State Funding In An Estimated Amount Of Two Hundred Thirty-One Thousand Two Hundred Fifty Dollars (\$231,250) To Provide California General Child Care Services (OUSD/CCTR) To Eligible Participants, Ages Birth To Three Years Old, Effective July 1, 2021 Through June 30, 2022; And**
- B. To Appropriate A Contribution From The General Purpose Fund Included In The Fiscal Year 2021-22 Proposed Budget In An Estimated Amount Of Thirty-Six Thousand Four Hundred Sixty-Eight Dollars (\$36,468) Equivalent To The Associated Central Services Overhead; And**
- C. Accept And Appropriate Additional OUSD-CCTR Grant Funding That Becomes Available For The Same Purposes Stated, During The Same Grant Term, July 1, 2021 Through June 30, 2022, And Amend The Agreement Without Returning To Council.**

EXECUTIVE SUMMARY

The following report seeks authorization to accept and appropriate three California grants that support, enhance and enrich the delivery of City of Oakland Head Start/Early Head Start Program's comprehensive early care, education and family services to Oakland families with young children. The grants also provide required match to the City's primary Head Start grant.

Adoption of the first proposed resolution will allow the City Administrator to apply for and accept the Child and Adult Care Food Program (CACFP) Grant from the California Department of Education (CDE), in the amount of \$249,723, in order to be eligible for reimbursement from the U.S. Department of Agriculture (USDA) and the CDE. If approved, the Human Services Department (HSD) will be able to continue to offer nutritious meals to children enrolled in the Oakland Head Start and Early Head Start Program beginning July 1, 2021 through June 30, 2022. Receipt of a CACFP grant award is required to receive a Head Start grant award.

The second proposed resolution will allow the City Administrator to apply for and accept the California Pre-Kindergarten Supplemental (CPKS) grant funding in the amount of \$32,500, the California State Preschool Program (CSPP) grant funding in the amount of \$1,021,166, and the City's contribution of General Purpose Funds in the amount of \$173,234, equivalent to the Central Services Overhead Costs estimated to supplement the Head Start federal funding currently received by the City of Oakland. As a result, Oakland Head Start will be able to provide a comprehensive school readiness and early childhood education program, enhanced with family literacy and parenting education services for eligible three- and four-year-old Head Start children and their families.

The third proposed resolution will allow the City Administrator to partner with the Local Education Agency (LEA), Oakland Unified School District (the District), by accepting General Child Care funding (CCTR) in the amount of \$231,250, and the City's contribution of General Purpose Funds in the amount of \$36,468, equivalent to the Central Services Overhead Costs

estimated, from the California Department of Education for the District's Early Childhood Education as a subcontractor serving eligible participants ages birth to three years old. The City of Oakland has many years of experience in providing quality nutritional services for young children with CACFP funding, as well as high-quality, comprehensive and enriching early learning and education services for children, birth to 5 years old and their families with CSPP and CCTR funding. The City of Oakland has extensive experience administering subcontracts with Local Education Agencies, such as the District and direct grant award contracts with state and federal agencies, and has no audit, performance or fiscal exceptions that would make it ineligible to implement a direct or sub-contract award. This blend of leveraging supports the program in meeting the new full day, full year programming mandates.

In response to these funding opportunities, the Oakland Head Start and Early Head Start programs have identified eligible children currently enrolled in 11 Head Start sites: Franklin, Lion Creek Crossings, Brookfield at OUSD/CDC, 85th Avenue, Brookfield at 9600 Edes, Sungate, Tassafaronga, San Antonio CDC, Manzanita, Fannie Wall and Frank G. Mar, and in 5 Early Head Start sites: Lion Creek, Broadway, West Grand, Arroyo, and San Antonio Park.

All Early Head Start and Head Start program enrollees will be provided daily with healthy and nutritional meals using CACFP funding. Eligible families enrolled in Head Start will receive enhanced family literacy and parenting education services, using California State Preschool Program (CSPP) funding. Eligible children and families enrolled in Early Head Start, will receive enriched early learning services augmented with General Child Care (OUSD-CCTR) funding.

BACKGROUND / LEGISLATIVE HISTORY

U.S. Department of Agriculture/Child and Adult Care Food Program (USDA/CACFP) Funding

The CACFP began in 1968 and is a State and Federally funded program that provides financial aid to licensed childcare centers and day care homes. The objectives of the program are to improve the diet of children younger than 13 years old by providing them with nutritious, well-balanced meals, and to develop good eating habits in children that will last through later years. The program provides services to infants, preschool children, enrollees of any age who are disabled, and children enrolled in after school or extended care centers.

The City of Oakland has been a grantee of the Head Start Program since January 1971, serving eligible families with children ages three to five years old, and has received CACFP funding annually for many years.

California State Preschool Program (CSPP) Funding

In January of 2007, the California Department of Education (CDE) first announced the availability of \$45,000,000 throughout the State of California for part-day preschool services, through the Prekindergarten and Family Literacy Program, renamed California State Preschool Program (CSPP). This funding was available for programs located in the attendance areas of elementary schools ranked in the base Academic Performance Index (API) decile one through three in 2005. Additionally, preference was given to underserved areas as identified by each Local Child Care Planning Council (LPC). The CSPP funding is available for programs to

serve children, ages three and four years old, for one to two years before kindergarten commences. Programs must provide age-appropriate and developmentally appropriate activities for children in participating classrooms that are designed to facilitate their transition to kindergarten, as well as provide ongoing opportunities for parents and legal guardians to work with their children on interactive literacy activities. The CPKS funding is available to supplement instructional resources for CSPP recipients.

The City first applied for and received this funding in fiscal year (FY) 2008-2009 to expand upon services provided to Head Start children and families. The City has received continued funding for FYs 2008-2009 through 2020-2021, which have continuously been used to successfully provide additional days of preschool.

The CSPP funding was also used to provide parenting education and family literacy services for three- and four-year-old children entering their first and/or returning for their second year of preschool, and who would be transitioning into kindergarten the following fall, possibly to elementary schools in Oakland located in areas of high need, that also meet the funding criteria.

Oakland Unified School District/General Child Care (CCTR) Sub-contract Funding

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, making it possible to serve additional Early Head Start eligible families and children in Oakland.

In FY 2016-2017, the City of Oakland entered into a sub-contract with Oakland Unified School District (OUSD) for California Department of Education/General Child Care (CCTR) program funds to extend Early Head Start services. The City has successfully partnered with and has been awarded a sub-contract with OUSD through FY 2020-2021.

ANALYSIS AND POLICY ALTERNATIVES

U.S. Department of Agriculture/Child and Adult Care Food Program (USDA/CACFP) Description

The USDA/CACFP Grant from CDE is an important partner of Head Start programs. Mandated by Federal Head Start legislation, Head Start programs collaborate with the USDA/CACFP, to provide well-balanced, nutritious meals to Head Start and Early Head Start children.

Oakland Head Start will offer nutritious meals to approximately 392 children at City-operated Head Start and Early Head Start sites located throughout the Oakland community who have the most economic need, with 10 percent of the enrollment consisting of children with special needs.

California State Preschool Program (CSPP) Description

Leveraging California State Preschool Program (CDE/CSPP) funding is a critical element to enable the City to meet the new Federal Head Start standards that encourage all sites to be open for full days and the full year.

In FY 2021-2022, the CSPP/Head Start will be provided at an estimated eleven (11) locations throughout Oakland. **Table 1** below includes the specific number of classrooms providing CSPP services to children at each location:

Table 1: Locations of CSPP/Head Start Services		
City of Oakland CSPP/Head Start Sites	Number of Classrooms	Number of Children
1. Franklin	1	16
2. Lion Creek Crossing	1	16
3. Brookfield CDC/OUSD	1	28
4. 85th Avenue	3	44
5. Brookfield/City of Oakland	2	42
6. Sungate	2	32
7. Tassafaronga	1	24
8. San Antonio CDC	2	26
9. Manzanita	1	16
10. Fannie Wall	1	16
11. Frank G. Mar	1	34
TOTAL	16	294

The 2021-2022 school year for the Head Start CSPP will tentatively begin August, 16, 2021 and run through June 16, 2022. High quality, comprehensive, trauma-informed, developmentally and culturally appropriate school readiness services will be offered each day in engaging early childhood education settings, where each child will have the opportunity to develop at their own individual pace. Each child's relationship with their parent or primary caregiver and Head Start teacher will be fostered and supported on an ongoing basis.

The City of Oakland's Human Services Department actively promotes partnerships with families to support early literacy development and school readiness in children. The CSPP aims to build on the strengths, knowledge, and resources of parents and family members, who have the greatest influence on their children's development, learning, and academic achievement. Parenting education and family literacy services will be provided for enrolled families.

As Federal Head Start funding has been relatively flat for many years, the Federal government acknowledges that agencies need to blend State investments with their programs to meet quality pre-school standards. Given changing Head Start standards requiring full day, full year programming and an expansion of Early Head Start, blended funding is critical to sustain quality programs.

Oakland Unified School District/General Child Care (CCTR) Sub-contract Description

The City of Oakland's current sub-contracting opportunity presented with General Child Care (CCTR) funding, provides blended funded to supplement the Head Start grant to provide quality programming for children ages 0 to 3 years old.

Policy Alternatives

At the present time, there is no policy alternative that will bring about a similar return on investment, while also successfully providing comprehensive services that support school readiness and family self-sufficiency that are designed to assist Oakland's most vulnerable families with children, ages birth through five years old.

Taken together, accepting CACFP, CSPP, and CCTR funding opportunities will help ensure ongoing high-quality programming and a balanced budget for the Head Start and Early Head Start program. Electing not to accept these opportunities would result in a program deficit for Head Start and Early Head Start, particularly due to increasing salary costs.

FISCAL IMPACT

Approval of the first proposed resolution will authorize the application and acceptance of the Child and Adult Care Food Program (CACFP) funding for Program Year 2021-2022, in the estimated amount of \$249,723, included in the Fiscal Year (FY) 2021-2022 Proposed Budget. Funding is appropriated in the Department of Agriculture Fund (2102), HS Classroom and Seasonal Org (78231), Head Start FY 2021-2022 CCFP Project (1005567), Strengthening Children, Youth & Families Program (YS13) for reimbursement of services provided under the CDE/CACFP and for the purpose of operating the Head Start childcare food program.

AMOUNT OF RECOMMENDATION/COST OF PROJECT #1005567:

Project Delivery: \$249,723

SOURCE OF FUNDING:

Department of Agriculture Fund (2102); HS Classroom and Seasonal Org (78231); Head Start FY 2021-22 CCFP Project (1005567); Strengthening Children, Youth & Families Program (YS13)

FISCAL IMPACT:

No impact.

Approval of the second proposed resolution will authorize the City Administrator to apply for and accept California State Preschool Supplemental (CPKS) funding in the estimated amount of \$32,500; and to apply for and accept California State Preschool Program (CSPP) funding in the estimated amount of \$1,021,166 for Program Year 2021-22 (July 1, 2021 through June 30, 2022). The FY 2021-22 Proposed Budget includes an appropriation of \$32,500 and \$1,194,400 within the California Department of Education Fund (2138), HS Classroom and Seasonal Org (78231), Head Start CPKS FY 2020-21 Project (1005572) and Head Start CSPP FY 2020-21 Project (1005571), and Strengthening Children, Youth & Families Program (YS13).

AMOUNT OF RECOMMENDATION/COST OF PROJECT #1005572:

- \$32,500 for FY 2021-22
- Grant Revenue: \$32,500

AMOUNT OF RECOMMENDATION/COST OF PROJECT #1005571:

- \$1,194,400 for FY 2021-22 (including GPF contribution)

- Projected Grant Revenue: \$1,021,166

SOURCE OF FUNDING:

California Department of Education Fund (2138); HS Classroom and Seasonal Org (78231); Head Start CPKS FY21-22 Project (1005572) and Head Start CSPP FY21-22 Project (1005571)

FISCAL IMPACT:

The City's FY 2021-22 Proposed Budget includes \$32,500 and \$1,021,166 in appropriations and revenues for FY 2021-22 for the California Pre-Kindergarten Supplemental and California State Preschool Program. These amounts reflect the programs' anticipated billing (based on the current average daily attendance rate and the number of children enrolled). However, the grant has the ability to serve more children and accommodate any rate increases. If additional funding becomes available from the grantor for the same purposes within the duration of the grant term, July 1, 2021 through June 30, 2022, the City Administrator or designee can accept and appropriate the funds without returning to Council.

The approval of the second proposed resolution will also authorize a contribution from the General Purpose Fund in the amount equivalent to central service overhead costs estimated at \$173,234 due to administrative cost limitations.

Approval of the third proposed resolution will 1) authorize the City Administrator to enter into a sub-contract with OUSD to provide California General Child Care Services (CCTR) and receive an estimated amount of \$231,250 for FY 2021-2022; and 2) appropriate funds in the estimated amount of \$231,250. The appropriation is included in the FY 2021-22 Proposed Budget contingent upon City Council adoption and budgeted to the California Department of Education Fund (2138), HS Classroom and Seasonal Org (78231), Early Head Start FY 2021-22 CCTR Project (1005577), Strengthening Children, Youth & Families Program (YS13). The proposed resolution also authorizes the City Administrator to accept and appropriate additional funds if it becomes available from OUSD within the grant term (July 1, 2021– June 30, 2022) and increase the subcontract with OUSD without returning to Council.

AMOUNT OF RECOMMENDATION/COST OF PROJECT:

- \$267,718 for FY 2021-22 (includes GPF contribution)
- Grant Revenue (OUSD sub-contracted) - \$231,250

SOURCE OF FUNDING:

California Department of Education Fund (2138), HS Classroom and Seasonal Org (78231), Early Head Start FY21-22 CCTR Project (1005577), Strengthening Children, Youth & Families Program (YS13).

FISCAL IMPACT:

In addition, due to administrative cost limitations, a contribution from the General-Purpose Fund is required to cover central service overhead costs in an estimated amount of \$36,468 as included in the FY 2021-22 Proposed Budget.

The City will receive an estimated net contract of \$231,250 with the potential for additional funds, if available, from July 1, 2021 through June 30, 2022, from OUSD. OUSD, as subcontractor, will contract \$250,000 to the City and retain a 7.5 percent administrative contract

management fee under State regulations, which is equivalent to \$18,750, for a net contract amount of \$231,250.

It is anticipated that there will be options to renew this funding in future years with OUSD. This renewal will be negotiated in the early fall of next year pending the availability of funds.

PUBLIC OUTREACH / INTEREST

No outreach was deemed necessary for the proposed policy action beyond the standard City Council agenda noticing procedures

COORDINATION

This report and legislation have been reviewed by the Office of the City Attorney and the Budget Bureau.

SUSTAINABLE OPPORTUNITIES

Economic: CACFP helps families by making child care more affordable. CACFP funding supports the local economy through purchasing of healthy foods from farmers markets and grocery stores. CACFP supports jobs in childcare.

There are economic benefits to the City from the operation of California State Preschool Program (CSPP) sub-contracting with OUSD for General Child Care (CCTR) funding. The grant, along with funding from the Head Start grant, provides free child development services, and helps families to work and maintain employment. Collectively with the Head Start grants, the program directly creates and sustains jobs in Head Start, including people directly employed in centers, plus an unknown number of jobs through its economic multiplier effect. Most of these jobs are held by residents of Oakland. In addition, most of the goods and services to support the program be purchased from Oakland firms or individuals.

Environmental: Oakland Head Start provides snacks and meals that meet CACFP nutritional requirements. The Head Start program's central kitchen recycles all cooking oil and purchases environmentally safe paper cups and paper plates that are used in all Head Start and Early Head Start classrooms.

There are no foreseeable direct environmental benefits or impacts from this program to the City of Oakland.

Race & Equity: The Oakland Head Start and Early Head Start program will deliver comprehensive and high-quality services to over 1,000 children and families who are approximately 73 percent Black, Indigenous, and People of Color (BIPOC), of which approximately 25 percent are African American and 48 percent are Hispanic or Latinx. Sixty-six percent (66%) of families' primary language is non-English. Over 50 percent of families are low-income (and below) and over 11 percent of families served identify as homeless.

Improving educational and family outcomes and eliminating racial disparities for this community is an explicit goal of the program. The range of services is responsive and appropriate to each child and family's developmental, ethnic, cultural, and linguistic heritage and experience.

Designed to foster healthy cognitive, physical and social-emotional development, individualized services in the areas of education and early childhood development, medical, dental, and mental health services, as well as nutrition, parent involvement/engagement, and family literacy, will be provided for each child and their family.

Recent scientific research has verified what early childhood educators have known for years, which is that how children are nurtured and educated in their youngest years has a significant impact on development, growth, ongoing academic performance and later academic and life success.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends the City Council Adopt the Following Pieces of Legislation:

1. A Resolution Authorizing the City Administrator:
 - A. To Apply For And Accept The United States Department Of Agriculture (USDA) Child And Adult Care Food Program (CACFP) Grant From The California Department Of Education In An Estimated Amount Of Two Hundred Forty-Nine Thousand Seven Hundred Twenty-Three Dollars (\$249,723) To Provide Funding For Nutritious Meals From July 1, 2021 Through June 30, 2022; And
 - B. To Accept And Appropriate Additional CACFP Grant Funding That Becomes Available For The Same Purposes Between July 1, 2021 And June 30, 2022 And Amend The Agreement Without Returning To Council
2. A Resolution Authorizing the City Administrator:
 - A. To Apply For And Accept The California Pre-Kindergarten Supplemental Grant In The Amount Of Thirty-Two Thousand Five Hundred Dollars (\$32,500) And The California State Preschool Program (CSPP) Expansion Grant In The Amount Of One Million Twenty-One Thousand One Hundred Sixty-Six Dollars (\$1,021,166) From The California Department Of Education For Early Childhood Education From July 1, 2021 Through June 30, 2022; And
 - B. To Appropriate A Contribution From The General Purpose Fund In An Estimated Amount Of One Hundred Seventy-Three Thousand Two Hundred Thirty-Four Dollars (\$173,234); And
 - C. To Accept And Appropriate Additional CSPP Grant Funding That Becomes Available For The Same Purposes Stated, During The Same Grant Term, July 1, 2021 Through June 30, 2022, And Amend The Agreement Without Returning To Council

3. A Resolution Authorizing the City Administrator:
 - A. To Enter Into A Sub-Contract With Oakland Unified School District (OUSD) To Receive State Funding In An Estimated Amount Of Two Hundred Thirty-One Thousand Two Hundred Fifty Dollars (\$231,250) To Provide California General Child Care Services (OUSD/CCTR) To Eligible Participants, Ages Birth To Three Years Old, Effective July 1, 2021 Through June 30, 2022; And
 - B. To Appropriate A Contribution From The General Purpose Fund Included In The Fiscal Year 2021-22 Proposed Budget In An Estimated Amount Of Thirty-Six Thousand Four Hundred Sixty-Eight Dollars (\$36,468) Equivalent To The Associated Central Services Overhead; And
 - C. Accept And Appropriate Additional OUSD-CCTR Grant Funding That Becomes Available For The Same Purposes Stated, During The Same Grant Term, July 1, 2021 Through June 30, 2022, And Amend The Agreement Without Returning To Council.

For questions regarding this report, please contact Diveena Cooppan, Manager, at (510) 238-7186.

Respectfully submitted,



SARA BEDFORD
Director, Human Services Department

Reviewed by:
Diveena Cooppan, Manager

Prepared by:
Tracey Black, HHS Planner
Early Childhood and Family Services Unit
Human Services Department