



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: Head Start Program
FY 2022-2023 Grant Continuation
Application

DATE: March 4, 2022

City Administrator Approval

Date: Mar 17, 2022

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution:

- 1. Authorizing The City Administrator To Take All Necessary Actions To Apply For, Accept And Appropriate Head Start Basic Training And Technical Assistance, Early Head Start Basic And Training And Technical Assistance Grants For Fiscal Year 2022-2023 From The Us Department Of Health And Human Services, Administration For Children And Families, Office Of Head Start (DHHS/ACF), In An Estimated Amount Of Twelve Million Two Hundred Fifty-Two Thousand Six Hundred Ninety-Four Dollars (\$12,252,694); And**
- 2. Authorizing The City Administrator To Take All Necessary Actions For The City To Receive The Head Start Basic, And Training And Technical Assistance, And Early Head Start Basic, And Training And Technical Assistance Grants; And**
- 3. Appropriating A Contribution From The General-Purpose Fund In An Amount Of Eleven Million Four Hundred Forty-Two Thousand Seven Hundred Eighty-Three Dollars (\$11,442,783) For Fiscal Year 2022-2023 In Accordance With Both The Federal Grant And To Support The Operation Of The Head Start Program At Current Service Levels And Prevent The Elimination Of Filled Head Start Positions; And**
- 4. Appropriating A Contribution From The General-Purpose Fund In An Amount Of Two Million Nine Hundred Sixty-Four Thousand One Hundred Twelve Dollars (\$2,964,112) For Fiscal Year 2022-2023 Central Services Overhead (CSO) Charges And Authorizing The City Administrator To Increase This Amount In Accordance With CSO Increases During The 2022-2023 Fiscal Year; And**
- 5. Awarding Grant Agreements To Fund Comprehensive Early Care, Education And Family Services To Service Providers Identified In Table 3 For The Head Start Program From July 1, 2022, To June 30, 2023, For A Total Amount Not To Exceed Two Million Eight Hundred-Three Thousand One Hundred Forty Dollars (\$2,803,140); And**

6. Accepting And Appropriating Additional Federal Grant Funds If They Become Available Within This Grant Term To Fund The Head Start/Early Head Start Program And Amend The Grant Agreements Without Returning To Council.

EXECUTIVE SUMMARY

The City of Oakland was awarded and accepted a five-year grant, for fiscal year (FY) 2021 – 2026, renewable annually. This report and resolution provide enabling legislation for the City of Oakland, Department of Human Services to apply for, accept, and implement a U.S. Department Of Health And Human Services, Administration for Children and Families (DHHS/ACF), Office of Head Start continuation grant, with an April 1, 2022 submission deadline, in an estimated amount of \$12,252,694, to serve approximately 674 pregnant women and low-income children, ages 0-5, and their families throughout the City of Oakland, with high quality early childhood development services from July 1, 2022 through June 30, 2023, as part of the annual renewal grant award process.

The City of Oakland Head Start/Early Head Start Program (the program) will continue to prioritize Early Head Start as the State expands universal pre-kindergarten funding for preschool-age children through Assembly Bill 22. The Head Start/Early Head Start (HS/EHS) grant award funds 342 Early Head Start slots (children ages 0 to 3) and 332 Head Start slots (children ages 4 to 5), totaling 674 slots. The Oakland Head Start Program will provide full-day center-based program options, home-based program options, a modified home-based program mobile classroom option, and family child care options.

The program will directly operate 12 existing center locations and one home-based location. Three of the center locations, equating to 52 slots, were restored to full HS/EHS program operation through the approval of Council Resolution No. 88801 C.M.S. on September 1, 2021. In addition, through the approval of Council Resolution No. 88940 C.M.S. on December 7, 2021, the city retains all existing filled positions to continue to support the program.

Approval of this resolution will substantively determine the FY 2022-23 Head Start Budget. This includes approximately \$14.4 million in General Purpose Fund (Fund 1010) support to maintain the programs at current service levels and prevent the elimination of filled Head Start positions, of which \$8.4 million will be one-time use of General Purpose Fund dollars. This resolution will be reflected in the FY 2022-23 Baseline Budget.

The resolution also authorizes the City Administrator to enter into renewed grant agreements in FY 2022-2023 to provide Head Start related early childhood education services with long-standing early care and education partners: Brighter Beginnings, Saint Vincent's Day Home, and Peralta Community College District (Laney College and Merritt College Child Development Centers). These partners are joined by the program's newest early care and education partner, Bananas, Inc: Tiny Steps Family Child Care Partnership, that 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.

The grant also funds the program's home-based mobile classroom serving children and families experiencing homelessness in partnership with the Community Housing Division and the coordinated entry program, *Family Front Door*.

BACKGROUND / LEGISLATIVE HISTORY

The City of Oakland has been a grantee of the Head Start Program since January 1971. 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 was 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 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 ages prenatal through three years old to be served by the program.

In 2015, the City's Human Services Department applied for all available funding (over \$18 million). New Head Start regulations required expanding the program's duration and hours of service, leading the program to replace part-day services with full-day Head Start and Early Head Start services. In addition, the proposal included an increased emphasis on coaching, school readiness, parent, family and community engagement, continuous quality improvement, and health and safety.

In June 2016, the City entered negotiations with the 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. In FY 2016-17, the beginning of a new 5-year project cycle (FY 2016-21), new program design changes were implemented. The new design helped create a more streamlined system of early care and education service delivery for children birth to age five and their families living in Oakland.

In FY 2020-21, the program successfully competed and was awarded Head Start/Early Head Start grant funding for a new 5-year project cycle from FY 2021-26. The award allocated \$12,252,694 to provide 622 children and families with comprehensive early childhood services and 105.5 FTE staff. This grant award for FY2021-22 was \$4,926,986 less than the previous year's grant award of \$17,179,680.

In FY 2021-22, the program began implementation of the new grant award, which included the total reduction of 52 slots across the Franklin, Tassafaronga and Arroyo Viejo sites. These sites would instead serve as a Home-Based program location, a Family Resource Center and an Inclusion site. However, in September 2021, City Council passed Resolution No. 88940 C.M.S., approving \$1,836,000 in additional funding from the City's General Purpose Fund to restore the 52 Head Start/Early Head Start slots and all Head Start services at Franklin, Tassafaronga, and Arroyo Viejo centers.

The program submitted a proposal to the Office of Head Start Regional Office and Federal Office of Head Start to add the 12 Early Head Start and 40 Head Start slots to the program's funded enrollment, increasing the funded enrollment to 674 from 622 slots for FY 2021-22. The program is awaiting approval of this proposal from the Federal Office of Head Start.

The City of Oakland Head Start Program is one of three Head Start grantees serving Oakland children and families. The Spanish Speaking Unity Council (Unity Council) and YMCA of the East Bay also provide Head Start and Early Head Start services throughout the city. In Fiscal Year 2020-2021, the Unity Council had around 368 funded slots and YMCA East Bay serves around 178 children and families.

The March 2022 City of Oakland Head Start Annual Report Informational Memorandum (**Attachment A**) provides an overview of this program year to date.

ANALYSIS AND POLICY ALTERNATIVES

City of Oakland Head Start consists of Head Start and Early Head Start programs which are federally funded and designed to promote school readiness for children from low-income families. Early Head Start serves pregnant women and families with children under age 3. Head Start programs serve children and families between the ages of 3 and 5 years old. Program service delivery priorities are informed by a Community Needs Assessment that is updated annually.

Oakland has approximately 27,760 children who are under 5 years of age. As of 2021, it is estimated that 5,927 (or 21.4% of all children birth to age 5) live at or below the federal poverty level in Oakland.¹

Table 1: Socio-Demographic Characteristics of the City, County, and State

Characteristics	City of Oakland	Alameda County	California
Total Population, US Census 2020	440,646	1,682,353	39,583,223
% Under 3 (2019-20)	3.9%	3.5%	3.5%
% Children Under 5	6.3%	5.7%	6.0%
% Children Under 18	19.9%	22.5%	19.8%
% in Poverty	16.7%	8.6%	11.5%%
Median Income (2015-2019)	\$73,692	\$99,406	\$75,235
Unemployment Rate, Pre-COVID	3.4%	3.0%	3.9%
Unemployment Rate, as of Dec. 2021	4.0%	3.9%	5.0%
African American	23.8%	11.0%	6.5%
Asian/Pacific Islander	16%	33.2%	16.0%
Hispanic/Latino	27.0%	22.3%	39.4%
White	28.3%	30.6%	36.5%
Two or More Races	6.9%	5.4%	4.0%
Foreign Born (2015-2019)	26.5%	32.5%	26.8%
Language Other than English Spoken at Home	40.1%	45.6%	44.2%
Single Parent with Children under 6 (2019-	17.4%	16.7%	15.8%

¹ 2018 American Institutes for Research Early Learning Needs Assessment. 2021. Alameda County Early Care and Education Planning Council. Accessed here on February 22, 2022: <chrome-extension://efaidnbmnnnibpcajpcglclefindmkaj/viewer.html?pdfurl=http%3A%2F%2Fwww.first5alameda.org%2Ffiles%2F2021%2520Alameda%2520County%2520ECE%2520Needs%2520Assessment%2520FINAL.pdf&clen=28281749&chunk=true>

Characteristics	City of Oakland	Alameda County	California
20)			
No High School Diploma (2019-20)	7.0%	5.9%	9.6%

Source: AC-OCAP - US Census Bureau, 2015-2019 and American Community Survey 5-Year Estimates – S1701

The city continues to be one of the most racially and ethnically diverse cities in the state and country with significant percentages of White (28%), Latinx (27%), Black/African American (24%) and Asian/Pacific Islanders (16%). Forty percent (40%) of residents speak a language other than English at home. While Spanish and Asian languages continue to dominate, there are growing numbers of families that speak Mam, Eritrean, and Karen.

When compared to the county, Oakland has twice the poverty rate of Alameda County (16.7% compared to 8.6%). African Americans in the city were four times more likely than Whites to live in poverty; and Latinx and Asian/Pacific Islanders being twice more likely to live in poverty. The median income of a family of four in the Head Start program is less than \$26,000 annually. African Americans in Oakland are 2.12 times more likely than Whites to be unemployed.

The city is one of three cities in the county where families must rely on CalWORKS to survive. Homelessness has increased by 67% in Oakland since 2017. In the county, nearly 1 in 5 children experience Adverse Childhood Experiences, and in Oakland, a Black child who lives in a low-income community, on average, dies 14 years earlier than a White child growing up in the affluent hills.

Only 33% of working families in Alameda County have an available child care slot.² According to First 5 Alameda County, the true cost of care in a Family Child Care Home setting in Alameda County is \$19,350 a year for infant/toddler care and \$18,060 for preschool. The true cost of center-based care in Alameda County is \$25,812 annually for infant/toddler care and \$23,016 for preschool.

The impact of the COVID-19 pandemic has continued to disproportionately affect Head Start families who are more likely to be or have a family member who is an essential worker, live in crowded conditions, and/or to have been impacted economically by reduced hours or job loss. Further, research shows that COVID-19 has had a “devastating economic and human impact on California’s childcare and family child care centers” (Center for the Study of Child Care Employment, July 2020), placing family child care homes in crisis.

Program Description

The City’s Head Start program will submit a continuation application to the Office of Head Start, by the April 1, 2022 submission deadline, that allows the city to continue providing free, high-quality, comprehensive early education programming to low-income children and families so that children start school ready to succeed. Learning environments promote social and emotional development, growth, and abilities, including self-regulation and social expression. Oakland Head Start learning environments also promote early learning experiences and school readiness skills

² California Child Care Resource & Referral Network - 2018

in the learning dimension areas of physical health and development; approaches toward learning; communication, language usage, and literacy, and cognition and general knowledge.

Funds were appropriated within the FY2021-22 budget to identify a new partner to serve children and families in compliance with federal Head Start regulations. The grant agreement with Peralta Community College will receive an additional \$97,600 amount from the federal Head Start grant to serve 16 Head Start slots at Merritt College Children’s Center, increasing the grant agreement with Peralta Community College to \$414,683 for FY2022-2023. The program is developing a workforce partnership model with Peralta College that will support Head Start families with college enrollment while supporting families with early learning and development. In total, Peralta Community College will serve 64 Head Start families, 48 at the Laney College Children’s Center and 16 at the Merritt College Children’s Center.

In spring 2019, *Oakland Head Start Career Pathways Program*, offered Head Start parents who were interested in teaching young children, the opportunity to enroll in core Child Development courses: 1) *Infant/Toddler Development and Curriculum*, and 2) *Child Growth and Development* at Peralta Community College – Merritt College. Upon successfully obtaining a minimum 6 units in core child development courses, the parents became eligible for work as an Assistant in the Oakland Head Start classroom.

The Oakland Head Start Program will continue to partner with Merritt College (and other Peralta Community College Campuses), to connect Head Start families to Institutions of Higher Education (AA degree programs), apprenticeship, and job training opportunities across various employment sectors across the city of Oakland.

The partnership with Peralta Community College - Merritt Child Development Center to serve 16 Head Start slots to Head Start eligible families will further the Career Pathways program to enable parents to take college courses on the same campus where their children are being cared for. The partnership will also provide an opportunity for parents to engage in study in other areas of interest such as health services. The family support services integral to Head Start will support families with enrollment, the journey through studies and employment.

Table 2 presents the overall program slots funded for the City of Oakland and early childhood education partners for center-based, home-based, and family child care Early Head Start/Head Start services in FY2022-23. Table 3 shows the funded slots for all City of Oakland direct service sites.

Table 2: Grantee and Partners Funded Slots

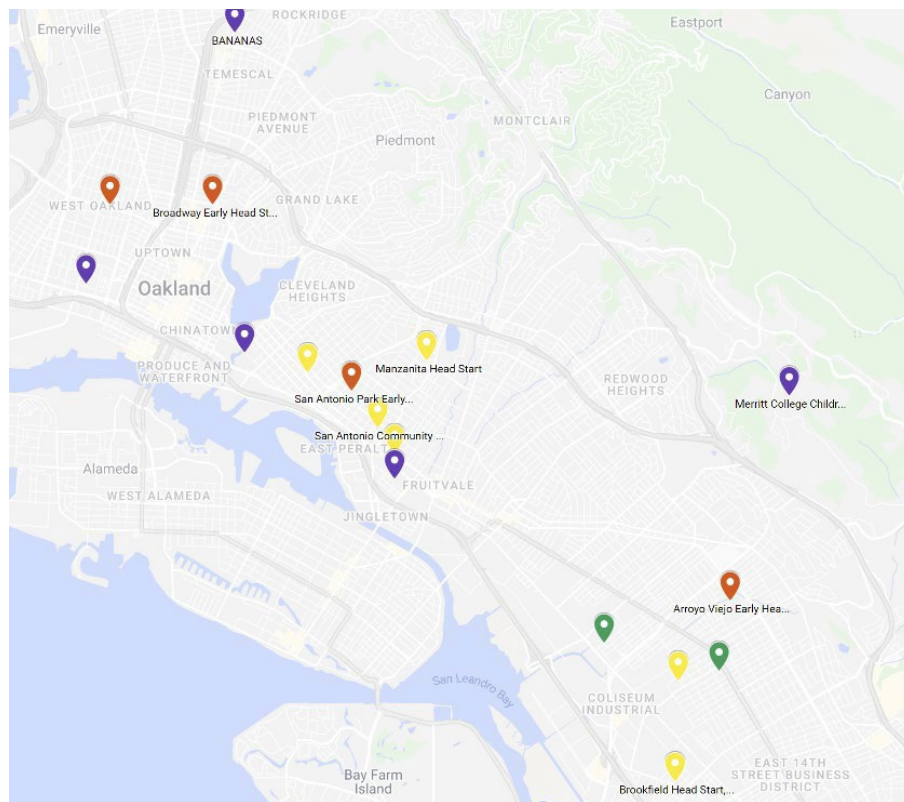
Early Head Start/ Head Start Grantee & Partners	Early Head Start Funded Slots	Head Start Funded Slots	Total Program Funded Slots
Grantee			
City of Oakland	181	184	365
Partner Agencies			
Brighter Beginnings Home Based Program	120	20	140

Early Head Start/ Head Start Grantee & Partners	Early Head Start Funded Slots	Head Start Funded Slots	Total Program Funded Slots
St. Vincent's Day Home		46	46
Peralta Community College - Laney College Children's Center		48	48
Peralta Community College - Merritt College Children's Center		16	16
Bananas, Inc. Family Child Care Partnership	41	18	59
Total Program Enrollment Proposed	342	332	674

Table 3: Program Year 2022-2023 Funded Slots by City of Oakland Sites

Name of City of Oakland Site (Grantee)	Funded Slots
Brookfield 9600 (HS)	32
Lion Creek Crossing (EHS/HS)	24
San Antonio CDC (HS)	24
Sungate (HS)	24
Manzanita (HS)	16
Franklin (HS) (City Funded)	16
Tassafaronga (HS) (City Funded)	24
Mobile Classroom Program (EHS/HS)	24
85th Avenue (EHS/HS)	34
Arroyo Viejo (EHS) (City Funded)	12
Broadway (EHS)	24
Home-Based Program (EHS)	59
Home Based-Pregnant Families Program (EHS)	10
San Antonio Park (EHS)	18
West Grand (EHS)	24
Partners Total Funded Slots	309
Total By Program	
Head Start (HS)	332
Early Head Start (EHS)	342
Overall Program Slots	674

Map 1: City of Oakland Head Start Grant and Partner Locations



Map Key: Orange = EHS sites Yellow = HS Sites Green = EHS/HS Sites Purple = Partners

Program Services in FY 2022-2023

Oakland Head Start/Early Head Start program will continue to operate the following program options in FY 2022-2023:

- a) **Full-day, Center-Based** Head Start and Early Head Start services, operated by the City of Oakland (the Grantee) and Partners,
- b) **Home-Based** Head Start and Early Head Start services operated by the Grantee and Partner Agency providing education, developmental and family services at homes and at the Home-Based centers,
- c) **Pregnant Women and Families Program** that offers health and nutrition, in addition to pre/postnatal and early parenting classes, newborn home visits and transition of infant to the Early Head Start Program by the Grantee and Partner Agency.
- d) **Family Child Care Partnership (FCC) Program** in partnership with BANANAS, Inc. Resource and Referral Agency Oakland Head Start works with licensed family child care providers throughout the city to provide Head Starts comprehensive services.

e) Mobile Classroom Program that offers early learning education, child development, and family services in a mobile vehicle classroom setting at family shelters and other locations where unhoused families can be served.

Core Program Service Areas in FY 2022-2023

City of Oakland Head Start program delivers services to children and families in core areas of early learning, health, and family well-being in each of these program options, engaging parents as partners throughout the way. The program model includes parent leadership and advocacy with the Parent Policy Council and a Parent Committees at every site, ensuring that the program goals and services are responsive to and driven by community voice.

Early learning and development

The program will continue to promote children's readiness for school with individualized learning experiences through relationships, play, planned and spontaneous instruction. The program encourages development in all areas that include social skills, emotional well-being, language and literacy skills, mathematics and science concepts.

Early learning experiences also include the cultural and language heritage of each child and family. Parents, including grandparents, foster parents, and other primary caregivers, are recognized as children's first and most influential teachers. Their knowledge of their children is central to each child's individualized approach. Oakland Head Start works with families, Oakland Unified School District (OUSD) and other entities to facilitate a smooth transition to kindergarten for each City of Oakland Head Start child.

Health

The program will continue to focus on health and physical development, both crucial for early learning. The program will also continue to provide safe and healthy learning experiences indoors and outdoors. All children will continue to receive health screenings and nutritious meals and snacks. The program will support and connect families with medical, dental, and mental health services to ensure children are receiving the care they need. The program will continue to ensure children receive support for building resiliency to cope with possible adverse effects of trauma and that families receive mental health consultation focused on each child's needs.

Family well-being

The program will continue to offer parents and families services to support family well-being and to achieve family goals, such as housing stability, continued education, and financial security. Oakland Head Start will continue to support and strengthen parent-child relationships and engage families in the learning and development of their child.

The Head Start program will continue to be available at no cost to children birth to age 5 from low-income families. Families and children experiencing homelessness and children in the foster care system are a program priority. The program's services will continue to be available to children with disabilities and other special needs and will work with families to identify and support new needs.

City of Oakland Head Start Program Goals and Objectives (Table 4)

In collaboration with Head Start staff, the parent policy council members and the advisory board, strategic long-term program goals and objectives based on community need were developed and approved by the Policy Council and Advisory Board in February 2022.

Table 4: City of Oakland Head Start Program Goals and Objective PY 2022-2026

City of Oakland Head Start Program Goals and Objective PY 2022-2026	
Program Goals	Measurable Objectives
Goal 1: Family Well-Being Collaborate and partner with families to support family well-being, parents' aspirations, and parents' life goals to create healthy, safe, and secure environments for young children to learn and grow.	Objective A: On an annual basis, collect quantifiable data on the number of families that are food or housing insecure through the family outcomes assessment that is collected three times per year.
	Objective B: By the end of the Head Start grant cycle, develop a parent advocacy component within the program that pools resources and knowledge from various parent advocacy groups within the city.
	Objective C: By the end of the Year 2, implement a trauma informed approach in the program that considers the social-emotional needs of families.
Goal 2: Community Engagement Facilitate meaningful connections with the community to enhance the lives of children and families.	Objective A: Conduct an annual review of existing community partnerships to assess how the program engages with the partnerships as well as how the partnerships are meeting the needs of the program's families
	Objective B: Work with Oakland Unified School District, and other community based ECE programs, to implement the new Universal Pre-Kindergarten (UPK) infrastructure within the city and county by 2025 through actively participating in monthly, quarterly, and annual meetings.
Goal 3: School Readiness Provide high quality early childhood development programs designed to help children realize their greatest potential and prepare for success in school.	Objective A: By the third year of the grant cycle, align the program's school readiness goals with the kindergarten readiness expectations as defined by the Kindergarten Readiness Assessment.
	Objective B: By the third year of the grant cycle, conduct a Diversity Equity Inclusion and Belonging (DEIB) assessment of the program's strategies for diversity, equity, inclusion, and belonging in all educational settings.
	Objective C: By the end of the grant cycle, develop formalized partnerships that build a staffing pipeline of future Head Start staff (e.g., developing a quality workforce) and partners.

FISCAL IMPACT

The FY 2022-2023 Midcycle Baseline Budget for Head Start has been updated to incorporate the changes that City Council requested through Resolution 88940 C.M.S. As a part of fulfilling the federal grant program's requirements and City Council's resolution, sufficient positions have been funded in the federal grant program or using one-time General Purpose Fund (GPF) dollars so that all current Head Start staff have a job. The FY 2022-2023 Midcycle Baseline Budget also maintains the ongoing operation of the three (3) sites City Council directed to remain open: Arroyo Viejo, Franklin, and Tassafaronga, which are also funded with one-time GPF dollars.

In adopting this resolution, City Council is authorizing the FY 2022-2023 Midcycle Baseline Budget for the Head Start program to become a part of the City's FY 2022-2023 Adopted Budget. As a result, the City will appropriate \$26,659,589 to operate the Head Start program in FY 2022-2023, with \$14,406,895 (54%) coming from the City's General Purpose Fund 1010, which includes \$8.38 million in one-time GPF funding. This budget will cover the salaries of the 105.5 FTEs approved from the federal grant program, 14 FTEs approved to run the 3 Head Start sites previously slated for closure in City Council Resolution 88801 C.M.S., and 20.43 FTEs approved in City Council Resolution 88940 C.M.S. to maintain their current jobs supporting the Head Start Program.

The program will meet and exceed the required twenty-five percent (25%) local match of \$3,063,174. For the portion of the Head Start program eligible for federal reimbursements, administrative costs will remain below the fifteen percent (15%) administrative threshold set by the Basic Head Start and Basic Early Head Start budgets. In-kind contribution funds will be budgeted to provide all required comprehensive Head Start and Early Head Start services in a high-quality, cost-effective manner and will be reflected in the continuation application to be submitted by April 1, 2022.

As stated above the General Purpose Fund contribution to the program is \$14,406,895. To operate the portion of the program that is federally reimbursed, the FY 2022-2023 Baseline Budget includes General Purpose Funds in an amount of \$9,623,064 for FY 2022-2023 to be used to cover the cost of Central Services Overhead (CSO), administrative service operations, and Internal Service Funds (ISFs). These are all essential for program operation but not allowed by the Office of Head Start due to the federal grant's administrative caps. To maintain the operating levels above what the federal grant reimburses, the remaining \$4,783,831 of one-time General Purpose Fund dollars covers the operation of the Head Start program at the three City Council approved sites and the 20.43 current FTEs supporting the overall program.

In the following section, staff has prepared a series of tables to explain Head Start's FY 2022-2023 Midcycle Baseline Budget and how it complies with City Council's resolutions.

COST SUMMARY

A. AMOUNT OF RECOMMENDATION/COST OF PROJECT for FY 2022-2023: \$26,659,589

Table 5: Source of Funding for Head Start Program

FY 2022-2023		
Source of Funding	GPF	Non-GPF
Federal Grant Revenue (FD 2128)		\$12,252,694
Full CSO/Department Overhead Waiver (estimated amount)	\$2,964,112	
General Purpose Fund 1010 Federal Local Match Contribution (including ISFs)	\$6,658,952	
GPF 1010 One-Time Non-Federal Contribution to implement C.M.S 88940 (see Table 6 for breakdown)	\$4,783,831	
<i>Subtotal: Total GPF Contributions</i>	<i>\$14,406,895</i>	
Total: Total Funds Needed		\$26,659,589

The total project cost is an estimated \$26,659,589. The federal grant award is \$12,252,694 and \$14,406,895 is the total General Purpose Fund Contribution, which includes \$8.38 million of one-time funding. As **Table 5** shows above, the General Purpose Fund contribution consists of three key parts: Head Start’s full CSO/Department Overhead Waiver, the City’s local match to the federal grant award for FY 2022-23, and the additional funding to implement Head Start according to City Council’s resolutions. Staff analyzed the Head Start operating needs and determined \$4,783,831 would need to be allocated in FY 22-23 to implement the program accordingly; this allocation is one-time funding and will be reassessed in future fiscal years. The breakdown of this amount per City Council resolutions can be seen in **Table 6** below:

Table 6: Non-Federal General Purpose Fund (1010) Contribution Breakdown

General Purpose Contribution Usage	Amount Approved FY 21-22	Amount Requested FY 22-23	Council Resolution No.
Unallowable Federal Expenses	\$262,589	\$361,025	C.M.S 88717 – June 24, 2021
Supplement reduced federal funding to retain 3 HS/EHS sites and serve 52 additional families	\$1,836,000	1,948,231	C.M.S. 88801 – September 1, 2021
Retention of existing HS positions to provide additional program support	TBD*	\$2,474,575	C.M.S 88940 – December 7, 2021
Total	2,098,589*	\$4,783,831	

*This amount can only be calculated during year-end budget reconciliation. The FY 21-22 total is incomplete and will increase once existing HS positions salary costs are compiled and transferred to Fund 1010 because they are ineligible for federal funding in Fund 2128.

The Head Start/Early Head Start grant for program year 2022-2023, beginning July 1, 2022, in the estimated amount of \$12,252,694 includes proposed grant agreements, outlined in Table 7, with Brighter Beginnings for \$1,142,158, Saint Vincent’s Day Home for \$293,375, Peralta Community College for \$408,175 (includes the new site at Merritt College for \$97,600), and Banana’s, Inc. for \$959,432 appropriated to the Human Services Department Fund (2128), Head Start Organization (78231), Head Start Project (1005580), and Early Head Start Project (1005582).

Table 7: Early Childhood Education Services Grantees for FY22-23

Early Head Start/Head Start Grantee & Partners	Total Grant Agreement Amounts
Partner Agencies	
Brighter Beginnings Home Based Program	\$ 1,142,158
St. Vincent's Day Home	\$ 293,375
Peralta Community College (Laney College Children's Center and Merritt College Children's Center)	\$ 408,175
Bananas, Inc. Family Child Care Partnership	\$ 959,432
Total	\$ 2,803,140

IMPLICATIONS

Head Start requires a Local Match of \$3,063,174 (or 25% of the Federal award). The City will be exceeding this amount by \$11,343,722 for FY 2022-2023.

To deliver a high-quality program that accounts for essential program operation costs that are not eligible for federal reimbursement, the City will be dedicating \$9,623,064 from the General Purpose Fund to pay for these costs. This includes paying for the City’s Central Service Overhead charges. Staff requests the necessary full waiver of all Central Services Overhead charges projected to be an estimated amount of \$2,964,112, due to the federal administrative cost caps and the level of funding required, to adequately operate the program.

The program will submit a continuation application, by the submission deadline of April 1, 2022 to the Federal Office of Head Start that includes the City’s approved FY 2022-2023 Head Start Budget for review and the services City Council has authorized. If the Federal Office of Head Start maintains the service level it awarded the City at the beginning of FY 2021-2022, the services the City covers beyond the federal grant will require continued funding from the City’s own revenue sources.

Staff anticipate that the Head Start program may also receive augmented funding. Some of that funding may be provided to specifically address COVID-19. As such, the language in this resolution allowing for the amendment of these agreements and the acceptance of additional funding without returning to Council is critical to quickly respond to funding deadlines and Head Start families’ needs.

The program also receives State funding to support classroom costs, which is usually awarded to Fund 2138. This State grant is awarded on a reimbursement basis and staff will return to Council with a State funding grant report for subsequent approval.

In addition, the exact final configuration of grantee and partners slots may change slightly, and the program needs authority to adjust these agreements to meet Head Start families' needs.

PUBLIC OUTREACH / INTEREST

Approval for submission of this report was provided by the Head Start Parent Policy Council and the Head Start Advisory Board which are public meetings. This item met the required posting on the City's website.

COORDINATION

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

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

In FY 2016-17, the City of Oakland applied for and received a five-year grant to provide Head Start and Early Head Start services to 1,006 children. The City began significantly updating the program, adding early childhood education partners, expanding its services for children 0-3 years of age, and shifting most sites to full-day services.

This included, renovating facilities to meet Early Head Start licensing requirements, on-boarding new partners, revising all job specifications to address new performance standards, and meet and confer with labor unions. In Year 3, FY 2018-19, the City participated in a two-part on-site monitoring review conducted by the Federal Office of Head Start. *Part I* consisted of a program review by a federal review team, from March 4-8, 2019, using the official OHS monitoring instrument - the *Head Start Focus Area Two (FA2) Monitoring Protocol* to assess the program.

The FA2 Monitoring Protocol is divided into six program sections and contains 24 performance indicators, and was used program-wide, to review the grantee, early childhood partners, and delegate agencies. *Part II* consisted of a program review by a second review team, April 15-19, 2019, who used an instrument adopted by the OHS - *CLASS (Classroom Assessment Scoring System)*, to assess classroom teaching practices, teacher/child interactions and environments. Site and classroom assessments took place during both the March and April reviews.

Results

On September 09, 2019, the Office of Head Start provided Oakland Head Start with the results of the Focus Area Two (FA2) Monitoring Review. Overall, the review team identified one Program Strength, seventeen Areas of Compliance; and seven Areas of Non-Compliance (ANC) and two Deficiencies (DEF). The City's Head Start program was directed to implement a Quality Improvement Plan (QIP) in year 4 (FY 2019-20), to strengthen the program's foundation including

the areas of *Program Management*, *Data Management* and *Ongoing Monitoring*. The program passed the CLASS review.

In FY 2020-21, year 5, the City’s Head Start program had a return Federal Review and passed, allowing the program to compete for a new five-year grant award. In FY 2020-21, the Oakland Head Start program successfully competed and was awarded grant funding for a new 5-year project cycle, FY 2021-26.

Program Year 2021-2022 Performance Standard Measures To Date:

The Home-Based Program began on July 26, 2021, and the Center Based Program began September 1, 2021. The program delivered a two-week pre-service training period with staff that included COVID-19 protocol trainings for staff and families. The three sites supported by Council Resolution were opened in November 2021. Table 8 below shows the current progress with meeting Head Start Performance Standards up to January 2022, including partners. Partners receive close support from City of Oakland and the Family Services, Health, Mental Health and Disabilities, and Governance components are provided by City of Oakland Head Start staff. The March 2022 City of Oakland Head Start Annual Report Informational Memorandum (**Attachment A**) provides a detailed overview of this program year.

Table 8: January 2022 Head Start Program Performance Standard Measures

	Head Start	Early Head Start	Current Total
Enrollment/Funded (No.)	202/332	226/342	428/674
Enrollment/Funded (%)	(61%)	(66%)	(63%)
Daily attendance	66%	58%	63%
Medical Home			
Medical Home	97%	99%	98%
Health Insurance	93%	92%	92%
Current Physical exam/Well-baby check	87%	59%	73%
Updated immunizations	100%	95%	98%
Hearing Screening	90%	91%	90%
Vision Screening	90%	90%	90%
Growth Screening	85%	88%	87%
Dental Home	89%	93%	91%
Current Dental Exam	74%	73%	73%
Nutrition Screening	95%	92%	93%
Developmental Screening (ASQ)			
Developmental Screening (ASQ)	97%	99%	98%
<i>Concerns Identified - ASQ Screening</i>	42%	33%	37%
Behavioral Screening – (ASQ-SE)	97%	99%	98%
<i>Concern Identified - ASQ-SE Screening</i>	23%	18%	20%
1 st Individualized Curriculum (DRDP)	93%	95%	94%
Initial Parent/Teacher Conference (IDP)	92%	89%	91%
Initial Home Visits	99%	95%	98%
1 st Family Outcomes Assessment	96%	96%	96%

Referrals to the Regional Center of the East Bay (RCEB)	n/a	4	4
Referrals to OUSD Center for Exceptional Children	16	n/a	16
Individualized family service plan (IFSP)	1	16	17
Individualized education plan (IEP)	19	n/a	19
Children enrolled with IFSP or IEP	20	16	8.9%

Recruitment and the application review processes take place year-round. The program had to pause enrolling new children into the program due to the COVID-19 surge that led to repeated site closures and staff quarantines. As the surge subsides the program has begun to enroll additional children in the Early Head Start / Head Start program.

SUSTAINABLE OPPORTUNITIES

Economic: This grant creates more than 100 jobs for people directly employed in centers, plus additional jobs through its economic multiplier effect. Most of these jobs are held by Oakland residents. Additionally, the City’s family child care service delivery model in partnership with Bananas, Inc. provides additional choice to Head Start families who wish to place their children in a neighborhood Family Child Care (FCC) option. The program also helps strengthen, primarily BIPOC, female owned, family child care businesses by supporting sustainable, quality child care, family services and professional growth through funding, and additional Head Start and City resources.

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.

Race & Equity: The Oakland Head Start and Early Head Start program delivers comprehensive and high-quality services to 600-700 children and families who are approximately 93% Black, Indigenous, and People of Color (BIPOC), of which approximately 28% are African American, 36% are Hispanic or Latinx, and 24% are Asian participants. Sixty-two (62%) of family’s primary language is non-English. The program staff are approximately 64% BIPOC and 59% of the staff are bilingual. Over 42% of families served are unemployed and 17% of families are homeless. Improving educational and family outcomes and eliminating racial disparities for this community is an explicit goal of the program. The range of services aims to be responsive and appropriate to each child and family’s developmental, ethnic, cultural, and linguistic heritage and experience.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution:

1. Authorizing The City Administrator To Take All Necessary Actions To Apply For, Accept And Appropriate Head Start Basic Training And Technical Assistance, Early Head Start Basic And Training And Technical Assistance Grants For Fiscal Year 2022-2023 From The Us Department Of Health And Human Services, Administration For Children And Families, Office Of Head Start (DHHS/ACF), In An Estimated Amount Of Twelve Million Two Hundred Fifty-Two Thousand Six Hundred Ninety-Four Dollars (\$12,252,694); And
2. Authorizing The City Administrator To Take All Necessary Actions For The City To Receive The Head Start Basic, And Training And Technical Assistance, And Early Head Start Basic, And Training And Technical Assistance Grants; And
3. Appropriating A Contribution From The General-Purpose Fund In An Amount Of Eleven Million Four Hundred Forty-Two Thousand Seven Hundred Eighty-Three Dollars (\$11,442,783) For Fiscal Year 2022-2023 In Accordance With Both The Federal Grant And To Support The Operation Of The Head Start Program At Current Service Levels And Prevent The Elimination Of Filled Head Start Positions; And
4. Appropriating A Contribution From The General-Purpose Fund In An Amount Of Two Million Nine Hundred Sixty-Four Thousand One Hundred Twelve Dollars (\$2,964,112) For Fiscal Year 2022-2023 Central Services Overhead (CSO) Charges And Authorizing The City Administrator To Increase This Amount In Accordance With CSO Increases During The 2022-2023 Fiscal Year; And
5. Awarding Grant Agreements To Fund Comprehensive Early Care, Education And Family Services To Service Providers Identified In Table 3 For The Head Start Program From July 1, 2022, To June 30, 2023, For A Total Amount Not To Exceed Two Million Eight Hundred-Three Thousand One Hundred Forty Dollars (\$2,803,140); And

6. Accepting And Appropriating Additional Federal Grant Funds If They Become Available Within This Grant Term To Fund The Head Start/Early Head Start Program And Amend The Grant Agreements Without Returning To Council.

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

Respectfully submitted,



SARA BEDFORD
Director, Human Services Department

Early Childhood & Family Services Division
Reviewed by: Diveena Cooppan, Manager

Prepared by: Tracey Black and
Robyn Levinson, HHS Planners

Attachments (1):

A: Head Start Annual Report Informational Memorandum March 2022

