



AGENDA REPORT


TO: Jestin D. Johnson
City Administrator

FROM: Sofia Navarro
Interim Human Services
Dept. Director

SUBJECT: Early Childhood Multi-State Contracts
FY 26-27

DATE: September 29, 2025

City Administrator Approval


Jestin Johnson (Nov 3, 2025 22:11:35 PST)

Date: 11/03/2025

RECOMMENDATION

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

1) A Resolution Authorizing The City Administrator:

- 1. To Apply For And Accept The California Department Of Social Services (CDSS), Child Care And Development Division (CCDD), Contract To Receive State Reimbursement Funding In An Amount Of Three Million Three Hundred Forty-Five Thousand Eight Hundred And Twelve Dollars (3,345,812) To Provide California General Child Care Program (CCTR) Services To Eligible Participants, Ages Birth To Three Years Old, Effective July 1, 2026, Through June 30, 2027; And**
- 2. To Accept And Appropriate Additional California General Child Care Program (CCTR) Reimbursement Funding That Becomes Available For The Same Purposes During The Same Contract Term**

2) A Resolution Authorizing The City Administrator:

- 1. To Apply For And Accept The California State Preschool Program (CSPP) Contract In An Amount Of Three Million Three Hundred Sixty-Four Thousand Seven Hundred Sixty-Five Dollars (\$3,364,765), And To Accept The California Pre- Kindergarten Supplemental Grant (CPKS) In The Amount Of Thirty-Two Thousand Five Hundred Dollars (\$32,500) From The California Department Of Education (CDE), To Provide California State Preschool (CSPP) Services To Eligible Participants, Ages Three To Five-Years-Old, From July 1, 2026 Through June 30, 2027; And**
- 2. To Accept And Appropriate Additional CSPP And CPKS Reimbursement Funding That Becomes Available For The Same Purposes During The Same Contract Term**

Life Enrichment Committee
November 18, 2025

3) A Resolution Authorizing The City Administrator:

- 1. To Apply For And Accept The U.S. Department Of Agriculture Child And Adult Care Food Program (CACFP) Contract From The California Department Of Social Services (CDSS) In An Estimated Amount Of Two Hundred Sixty Thousand Dollars (\$260,000) To Provide Funding For Nutritious Meals From July 1, 2026, Through June 30, 2027; And**
- 2. To Accept And Appropriate Additional CACFP Contract Funding That Becomes Available For The Same Purposes During The Same Contract Term**

EXECUTIVE SUMMARY

The Head Start Program seeks authorization to apply for and accept three contracts that support, enhance, and enrich the delivery of comprehensive early care and education to Oakland families with young children. The contracts work in tandem with the U.S. Department of Health and Human Services, Administration for Children and Families Head Start grant, and the Oakland Children's Initiative funding to support the operation of the Head Start Program.

Adoption of the first proposed resolution will allow the City Administrator to apply for and accept the General Child Care and Development Program (CCTR) contract from the California Department of Social Services (CDSS) for up to \$3,345,812. The terms of the contract for FY2025-2026 may continue to allow for contractors to be paid up to 100% of the contract maximum reimbursable amount of \$3,345,812 or net reimbursable costs, whichever is less. As a reimbursable contract, the CDSS reimburses the City for all center-based expenses incurred during the contract timeframe and is usually aligned with enrollment and attendance.

The City's contribution of General Purpose Funds in the amount of \$847,913, equivalent to the Central Services Overhead and Internal Services Costs, supplements Head Start federal funding received by the City of Oakland to support fiscal management of this contract. The proposed resolution also authorizes the City Administrator to accept and appropriate additional funding if it becomes available from the CDSS within the contract term (July 1, 2026 - June 30, 2027) and to amend the contract.

Adoption of the second proposed resolution will allow the City Administrator to apply for and accept the California State Preschool Program (CSPP) contract for up to \$3,364,765 and apply for and accept the California Pre-Kindergarten and Family Literacy Support (CPKS) funding, in the amount up to \$32,500 from the California Department of Education. The proposed resolution also authorizes the City Administrator to accept and appropriate additional funding if it becomes available from the CDE within the contract term (July 1, 2026 - June 30, 2027) and to amend the contract. The City's contribution of General-Purpose Funds is in the amount of \$765,284, equivalent to the Central Services Overhead and Internal Services Costs.

In 2014-15, Senate Bill 858 (Chapter 32, Statutes of 2014) authorized \$50 million of Proposition 98 funds annually, through the California Department of Education, for California State Preschool Programs (CSPP) participation in and implementation of a Quality Rating and Improvement System (QRIS). The CSPP QRIS Block Grant provides annual funds for the support of local early learning QRIS programs that help increase the number of low-income

children in high-quality CSPPs and help to prepare the children for success in school and life. As such, the City of Oakland has been able to participate in the implementation of the QRIS system across both CSPP/Head Start and Non-CSPP (also referred to as CCTR)/Early Head Start sites.

The City's CSPP/Head Start and Non-CSPP/Early Head Start program will partner with the CalSAC (California School Age Consortium), for FY 25-27, for fiscal management support, with the express purchase of specific classroom materials and center supplies, tailored to the specific needs of each CSPP/Head Start and Non-CSPP/Early Head Start site, throughout the program year.

Adoption of the third proposed resolution will allow the City Administrator to apply for and accept the Child and Adult Care Food Program (CACFP) contract from the California Department of Social Services (CDSS) in the amount of up to \$260,000 to be eligible for reimbursement from the U.S. Department of Agriculture (USDA) through the CDSS. If approved, the Human Services Department (HSD) will continue offering nutritious meals to children enrolled in the Oakland Head Start and Early Head Start Program from July 1, 2026, through June 30, 2027. Receipt of a CACFP contract is a requirement of the federal Head Start grant.

The City of Oakland Head Start Program has utilized CACFP funding for 53 years, CSPP funding for 17 years, and CCTR funding for 7 years to support the provision of high-quality, comprehensive, and enriching early learning and educational services for young children, birth – five-years-old and their families. Throughout this time administering state contracts, there have been no audit, performance, or fiscal exceptions that would make the City of Oakland ineligible to execute the requirements outlined in these contracts. By leveraging multiple state contracts, the City of Oakland Head Start Program can actualize its overarching goals in support of local children and their families.

BACKGROUND / LEGISLATIVE HISTORY

The City of Oakland's Head Start / Early Head Start Program

The City of Oakland became a grantee of the Head Start Program in 1971, serving Head Start eligible families with children ages three to five years old.

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 the United States Department of Health and Human Services Administration for Children and Families, enabling the program to enroll and serve children under three years of age in the City of Oakland's Early Head Start Program.

The General Child Care and Development Program (CCTR) Funding

The General Child Care and Development Program (CCTR) is administered by the California Department of Social Services (CDSS) and provides full-day, full-year funds for child care services statewide. Awards are made by county allocation and within each county by the Local Planning Council priority area.

The CCTR program is a reimbursement-based contract. The City of Oakland Head Start Program is reimbursed for each eligible child enrolled who receives full-day services up to the contract maximum reimbursable amount of \$3,345,812, or net reimbursable costs (whichever is less), following comprehensive monthly reporting on factors such as attendance, enrollment, and eligible expenditures.

California State Preschool Program (CSPP) California Pre-kindergarten and Family Literacy Support (CPKS) Funding

California Department of Education, CSPP funds programs to serve preschool-aged children before they enter Transitional Kindergarten (TK) or Kindergarten. Programs must provide age and developmentally appropriate activities for children and ongoing opportunities for caregivers to work with their children on interactive literacy activities in preparation for their entry into the TK-12 school system.

The City of Oakland first applied for and received this funding in Fiscal Year 2008-2009 to enhance services funded through the Head Start Grant, and to date, has continually received this funding.

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

The Child and Adult Care Food Program (CACFP), in partnership with the California Department of Social Services (CDSS), funds licensed child care centers to provide nutritious, well-balanced meals to improve diet and develop good eating habits in children. 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 received CACFP funding since originally becoming a grantee of the Head Start Program in January 1971.

ANALYSIS AND POLICY ALTERNATIVES

The Office of Head Start encourages Head Start grantees to utilize state and local funding sources if available to meet quality early care and education standards. Given the ever-changing Head Start standards and the complexity of providing comprehensive care, it is critical to use this mixed funding strategy to sustain and further enhance the quality of Head Start and Early Head Start programs.

The General Childcare and Development Program (CCTR) Analysis

The CCTR contract invests in and deepens the impact of quality education and child development services for children from birth to age three. The Program is reimbursed for full-day services for 94 children with a maximum reimbursable amount of \$3,345,812 at City of Oakland grantee operated Early Head Start centers.

The City of Oakland Head Start Program CCTR award included an expansion from 180 program operation days to 240 program operation days annually, creating a full-year program calendar operating from July to June. This expansion in days of operation enables caregivers to seek out more stable and permanent employment, knowing their children will be cared for throughout the summer months. Further, expansion of services eases the financial burden on families through providing basic need support (such as diapers, formula, and baby wipes) and serving their children nutritious breakfasts and lunches daily.

The CCTR contract supports all six of the Grantee operated Early Head Start sites that are directly operated by the City and are licensed to serve infants and toddlers. The program is required to submit regularly scheduled quarterly reports to ensure program funding requirements are on track and are assigned to work with a Child Development Consultant in the CDSS/CCTR/Program Quality & Improvement Branch (PQIB), that helps support other reporting request. The Child Development Consultant may also coordinate site visits to the program throughout the program year.

Table 1 below includes the specific number of sites and children the program has been awarded with CCTR reimbursement funding to serve children at each location:

Table 1: CCTR Slots Per Site

CCTR Sites	Total Estimated Certified Children Per Site for FY	Number of Children Certified as of September 15, 2025
San Antonio Park	18	11
West Grand	22	16
Broadway	22	12
Lion Creek	6	6
Arroyo Viejo	10	5
85th Avenue	16	13
Total	94	63

The California State Preschool Program (CSPP) Analysis

CSPP funding supports children enrolled at eight Head Start preschool sites throughout Oakland. The program will be reimbursed for services provided, with a maximum reimbursable amount of \$3,364,765, at City of Oakland direct-operated centers. **Table 2** below shows the specific sites that will provide CSPP services to children:

Table 2: CSPP Slots Per Site

CSPP Sites	Total Estimated Certified Children Per Site for FY	Number of Children Certified as of September 15, 2025
Lion Creek Crossing	16	16
85th Avenue	16	11
Brookfield	32	18
Sungate	24	14
Tassafaronga	24	7
San Antonio Community Development Center	24	15
Manzanita	16	0
Franklin	16	9
Total	168	90

The City of Oakland's Human Services Department actively promotes partnerships with families to support early literacy development and school readiness in children. The function of CSPP funding 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. Through leveraging CSPP funding, the Head Start Program enhances quality at its preschool sites.

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

Oakland Head Start offers nutritious meals to every child enrolled at the City of Oakland direct-operated Head Start sites throughout Oakland. Healthy breakfasts, lunches, and snacks are served every day, and the cultural and ethnic diversity of the children enrolled is reflected in the foods served. Our staff works directly with families to meet the specific nutritional needs of children, and the family-style meal service allows children to practice social and fine motor skills alongside their teachers and peers.

Analysis Summary and Alternatives

At present, there are no policy alternatives to these three contracts that will bring about a similar return on investment while also successfully providing a broad spectrum of comprehensive services that support school readiness and family self-sufficiency. Blending funding sources ensures that the City of Oakland's early childhood initiatives provide comprehensive services that support school readiness and family self-sufficiency designed to assist Oakland's most vulnerable families with children ages birth through five –years old. Program staff evaluates the effectiveness of its blended funding strategy using multiple indicators, including DRDP (Desired Results Developmental Profile) scores across developmental domains, screening and referral completion rates for early intervention and health supports; CACFP participation and nutritional quality improvements, attendance and chronic absenteeism rates aides in measuring family

stability and access; and CLASS and ITERS observations to assess instructional quality and learning environments. It is also recommended by the Office of Head Start for grantees to have different funding streams supporting the program.

The policy recommendation in this report advances the Citywide priority of **Holistic Community Safety** through expanded access to early childhood services in support of Oakland's most vulnerable families and children.

FISCAL IMPACT

General Child Care and Development Program (CCTR) Fiscal Impact

A breakdown of the funding sources to be accepted are included in **Table 3** below.

Table 3: General Child Care and Development Program (CCTR) Funding Summary, July 1, 2026 - June 30, 2027

Fund Source	Organization	Project	Program	Amount
California Department of Education Fund (2138)	HS Classroom and Seasonal Org (78231)	<u>Early Head Start FY26-27 CCTR (1007681)</u>	Strengthening Children, Youth & Families Program (YS13)	\$3,345,812
General Purpose Fund (1010)	<u>HS Classroom and Seasonal Org (78231)</u>	<u>Early HeadStart FY26-27 CCTR (1007681)</u>	<u>Strengthening Children, Youth & Families Program (YS13)</u>	\$199,429

A. AMOUNT OF RECOMMENDATION/COST OF PROJECT:

- \$3,545,241 for FY 2026-27 (includes GPF contribution)
- Contract Revenue - \$3,345,812

B. SOURCE OF FUNDING:

The maximum net sum of \$3,345,812, together with offsetting revenue, shall be appropriated to the California Department of Education Fund (2138), HS Classroom and Seasonal Org (78231), Youth & Families Program (YS13), as included in the FY25-27 Adopted Budget (\$3,345,812), which was initially projected in the Adopted Budget.

C. FISCAL IMPACT:

In addition, due to administrative cost limitations, a contribution from the General-Purpose Fund is required to cover central service overhead and internal services costs in an estimated amount of \$847,913, which was included in the FY25-27 Adopted Budget.

The City will receive a maximum reimbursement of \$3,345,812 with the potential for additional funds, if available, from July 1, 2026, through June 30, 2027,

from the CDSS.

California State Preschool Program (CSPP)/ California Pre-kindergarten and Family Literacy Support (CPKS) Fiscal Impact

A breakdown of the funding sources to be accepted are included in **Table 4**.

Table 4: California State Preschool Program (CSPP)/ California Pre-kindergarten and Family Literacy Support (CPKS) Funding Summary, July 1, 2026- June 30, 2027

Fund Source	Organization	Project	Program	Amount
California Department of Education Fund (2138)	HS Classroom and Seasonal Org (78231)	<u>Head Start</u> <u>FY26-27</u> <u>CPKS</u> (1007679)	Strengthening Children, Youth & Families Program (YS13)	\$32,500
California Department of Education Fund (2138)	HS Classroom and Seasonal Org (78231)	<u>Head Start</u> <u>FY26-27</u> <u>CSPP</u> (1007680)	Strengthening Children, Youth & Families Program (YS13)	\$3,364,765
General Purpose Fund (1010)	<u>HS Classroom and Seasonal Org (78231)</u>	<u>Head Start</u> <u>FY26-27</u> <u>CSPP</u> (1007680)	<u>Strengthening Children, Youth & Families Program (YS13)</u>	\$182,248

A. AMOUNT OF RECOMMENDATION/COST OF PROJECT #1007679:

- \$32,500 for FY 2026-27
- Contract Revenue: \$32,500

B. AMOUNT OF RECOMMENDATION/COST OF PROJECT #1007680:

- \$3,547,013 for FY 2026-27 (including GPF contribution)
- Contract Revenue: \$3,364,765

C. FISCAL IMPACT:

The City's FY2025-27 Adopted Budget includes \$32,500 in appropriations and revenues for FY26-27 for the California Pre-Kindergarten and Family Literacy Support and California State Preschool Program. The possible contract award for CSPP has been increased to \$3,364,765. These amounts reflect the programs' anticipated reimbursement claims (based on the current average daily attendance rate and the number of children enrolled).

However, the contract can serve more children and accommodate any rate increases. If additional funding becomes available for the same purposes within the duration of the contract term, July 1, 2026, through June 30, 2027, the City Administrator or his designee can accept and appropriate the funds.

The approval of the adopted resolution will also authorize a contribution from the

General- Purpose Fund in the amount equivalent to central service overhead and internal services costs estimated at \$765,284 due to administrative cost limitations.

Child and Adult Care Food Program (CACFP) Fiscal Impact

A breakdown of the funding sources to be accepted are included in **Table 5**.

Table 5: Child and Adult Care Food Program (CACFP) Funding Summary, July 1, 2026 - June 30, 2027

Fund Source	Organization	Project	Program	Amount
Department of Agriculture Fund (2102)	HS Classroom and Seasonal Org (78231)	Headstart FY26-27 CCFP (1007678)	Strengthening Children, Youth & Families Program (YS13)	\$260,000

A. AMOUNT OF RECOMMENDATION/COST OF PROJECT #1007678:
Contract Revenue: \$260,000

B. FISCAL IMPACT:

The City's FY 2025-27 Budget includes \$260,000 in appropriations and revenues for the CACFP contract. The possible initial contract award was reimbursement, which has been increased to \$260,000. The proposed resolution also authorizes the City Administrator to accept and appropriate additional funding that becomes available from within the contract term (July 1, 2026 - June 30, 2027). The Head Start program receives monthly reimbursement for eligible meals for enrolled Head Start children.

PUBLIC OUTREACH / INTEREST

No outreach was deemed necessary for the proposed policy action beyond the standard City Council agenda noticing procedures because the Head Start Advisory Board and the Head Start Parent Policy Council reviewed and approved this policy action as well.

COORDINATION

The Head Start Advisory Board, Head Start Parent Policy Council, the Office of the City Attorney, and the Department of Finance were consulted in preparation of this report.

PAST PERFORMANCE, EVALUATION, AND FOLLOW-UP

California Department of Education State Preschool Program (CDE/CSPP) and California Department of Social Services (CCTR) State Contracts:

The state contracts determine a child's eligibility using family income, child welfare status, disability status, or homeless status. The state contracts also require contractors to justify and demonstrate a caregiver's need for early childhood services. The City of Oakland has met all contract requirements, terms, and conditions for all three contracts, including passing the annual external fiscal audit.

The Program assesses children's developmental outcomes twice per program year using the Desired Results Developmental Profile (DRDP) 2015. The DRDP is a child observation tool designed for teachers to observe, document, and reflect on children's learning, development, and progress across key early learning domains. This child assessment tool was developed by, and is required by, the State of California and is used for our state-funded, California State Preschool Program (CSPP) and California General Child Care (CCTR) contracts to meet Terms and Conditions. Additionally, to ensure all children are assessed, the tool is also used for our federally and locally funded programs as well.

The DRDP early learning domains, which are aligned with the Program's four school readiness goals and based on California Early Learning Standards, as presented in **Table 6**, inform the individualization and development of interesting, engaging, interactive, and developmentally appropriate early learning activities for children.

Table 6: Early Learning Domains and School Readiness Goals

Early Learning Domains	School Readiness Goals
Social-Emotional	Goal #1: Children will show increasing awareness of self-identity, cultural identity, family, and language in relation to others.
Language and Literacy	Goal #2: Children will increase the use of language (verbal and non-verbal) to express and describe their feelings, ideas, and thought.
Approaches to Learning & Cognition	Goal #3: Children will increase their ability to explore, observe, and investigate objects (living and non-living things) in the environment and become increasingly sophisticated in pursuing knowledge about them.
Perceptual & Motor Development	Goal #4: Children will demonstrate increasing precision, strength, coordination, and efficiency when using the muscles of the hand for play and functional tasks.

Children demonstrated developmental progress in 100% of the measured domains, with an average gain of 15 percentage points across all outcomes.

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

In Program Year (PY) 24-25, a total of 26,540 lunches, 22,177 breakfasts, and 22,713 snacks were provided through the funding assistance of CACFP. This is a total of 71,430 meals served to children enrolled in the Program.

SUSTAINABLE OPPORTUNITIES

Economic: CACFP funding also supports the local economy through the purchasing of healthy foods and funding jobs for staff who prepare, deliver, and serve each fresh meal.

There are economic benefits to the City from the operation of CCTR and CSPP contracts. These contracts, and funding from the Head Start grant, provide free child development services so families making under 150% of the State Median Income can work. Collectively, with the Head Start grants and Oakland Children's Initiative funding, the program directly creates and sustains jobs.

Environmental: Oakland Head Start provides snacks and meals that meet CACFP nutritional requirements. The Head Start program's central kitchen recycles products and purchases environmentally safe paper products used in all CSPP/Head Start Preschool and CCTR/Early Head Start classrooms. There are no foreseeable direct environmental benefits or impacts from this program to the City of Oakland.

Race & Equity: The Head Start Program recognizes racial, ethnic, and socioeconomic disparities across Oakland that impact children and families and their readiness for kindergarten. Improving educational and family outcomes and eliminating racial disparities for this community is an explicit goal of the program.

The funding from these three state contracts enables the Program to implement services that primarily support families of color who live in zip codes with the greatest subsidized early childhood education shortage, have experienced recent government-induced challenges to their safety through immigration policies, and families involved in the child welfare system or experiencing housing instability.

ACTION REQUESTED OF THE CITY COUNCIL

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

1) A Resolution Authorizing The City Administrator:

1. To Apply For And Accept The California Department Of Social Services (CDSS), Child Care And Development Division (CCDD), Contract To Receive State Reimbursement Funding In An Amount Of Three Million Three Hundred Forty-Five Thousand Eight Hundred And Twelve Dollars (3,345,812) To Provide California General Child Care Program (CCTR) Services To Eligible Participants, Ages Birth To Three Years Old, Effective July 1, 2026, Through June 30, 2027; And

2. To Accept And Appropriate Additional California General Child Care Program (CCTR) Reimbursement Funding That Becomes Available For The Same Purposes During The Same Contract Term

2) A Resolution Authorizing The City Administrator:

1. To Apply For And Accept The California State Preschool Program (CSPP) Contract In An Amount Of Three Million Three Hundred Sixty-Four Thousand Seven Hundred Sixty-Five Dollars (\$3,364,765), And To Accept The California Pre- Kindergarten Supplemental Grant (CPKS) In The Amount Of Thirty-Two Thousand Five Hundred Dollars (\$32,500) From The California Department Of Education (CDE), To Provide California State Preschool (CSPP) Services To Eligible Participants, Ages Three To Five-Years-Old, From July 1, 2026 Through June 30, 2027; And

2. To Accept And Appropriate Additional CSPP And CPKS Reimbursement Funding That Becomes Available For The Same Purposes During The Same Contract Term

3) A Resolution Authorizing The City Administrator:

1. To Apply For And Accept The U.S. Department Of Agriculture Child And Adult Care Food Program (CACFP) Contract From The California Department Of Social Services (CDSS) In An Estimated Amount Of Two Hundred Sixty Thousand Dollars (\$260,000) To Provide Funding For Nutritious Meals From July 1, 2026, Through June 30, 2027; And

2. To Accept And Appropriate Additional CACFP Contract Funding That Becomes Available For The Same Purposes During The Same Contract Term

For questions regarding this report, please contact DIVEENA COOPPAN, MANAGER, EARLY CHILDHOOD & FAMILY SERVICES DIVISION/DIRECTOR, OAKLAND HEAD START PROGRAM, at (510) 238-7186.

Respectfully submitted,

Sofia Navarro

Sofia Navarro (Oct 31, 2025 08:38:31 PDT)

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