

CITY OF OAKLAND

AGENDA REPORT


TO: Jestin D. Johnson
City Administrator

FROM: Sofia Navarro
Interim Assistant City
Administrator

SUBJECT: Oakland Head Start Children's
Initiative FY 2024-27 Funding
Application

DATE: July 7, 2025

City Administrator Approval


Jestin Johnson (Jul 11, 2025 09:18 PDT)

Date:

Jul 11, 2025

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution:

- 1. Accepting And Appropriating Oakland Children's Initiative (OCI) Early Education Funds From First 5 Alameda County In An Amount Not To Exceed Twenty-Seven Million Four Hundred Ninety-Two Thousand Six Hundred And Forty-Eight Dollars (\$27,492,648) For Oakland Head Start Programming From July 1, 2023 To June 30, 2027;**
- 2. Authorizing The City Administrator To Award A Grant Agreement To Fund Comprehensive Early Care, Education And Family Services To Bananas, Inc. For Fiscal Year (FY) 2025-2026 For A Total Amount Not To Exceed Two Hundred And Thirty-Five Thousand One Hundred And Thirty Dollars (\$235,130); And**
- 3. Authorizing The City Administrator To Accept And Appropriate Additional Early Education Funds If They Become Available From First 5 Alameda County Within FY 2024-2027 And Amend The Grant Agreements Within The Limits Of The Award**

EXECUTIVE SUMMARY

The Oakland Children's Initiative (OCI), also known as Measure AA, is a 2018 Charter Amendment passed by the Oakland voters to increase the investment in children and support them through college graduation. The charter establishes the Oakland Early Education Fund, funded by 62% of the proceeds of the parcel tax.

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July 15, 2025

Section 1606(b)(2) of the OCI Charter states that the Early Education Fund shall prioritize public agencies for the first five years to expand early childhood education programs in all areas of the City that meet a baseline quality level and can accommodate more children using empty classrooms and/or filling vacancies, particularly programs at Oakland Unified School District and City of Oakland Head Start (COO HS).

Approval of this proposed resolution will allow an agreement with First 5 Alameda County and receipt of funding for Head Start Programming for FY 2024-2025. The funds will support all operations at Central Kitchen and the early childhood education and development services at Arroyo, Franklin, and Tassafaronga. Funds will also cover professional development and training for staff across the Program.

REASON FOR URGENCY

A resolution is urgently needed to authorize a contract with First 5 and accept funding for programming that is already being delivered in FY 2024–25 to allow for reimbursement and fiscal reporting requirements.

BACKGROUND / LEGISLATIVE HISTORY

On December 14, 2018, the City Council adopted [Resolution No. 87485 C.M.S.](#), certifying Measure AA, a proposed amendment to the Oakland City Charter creating the “[Children's Initiative of 2018](#)” and approving a parcel tax to fund early childhood education and college readiness programs.

The charter establishes three funds: 1) the Oakland Early Education Fund, funded by 62% of the proceeds of the parcel tax; 2) the Oakland Promise Fund, funded by 31% of the proceeds of the parcel tax; and 3) the Oversight, Accountability, and Evaluation Fund, funded by 7% of the proceeds of the parcel tax. First 5 Alameda County was selected and approved as the Oakland Children's Initiative Implementation Partner for the Early Education Fund with a contract award for a five-year term. In Fiscal Year 2023-24, the Adopted City Budget for the Early Education Fund was \$26,315,331, and for the Oakland Promise Fund, it is \$13,157,665.

On June 20, 2023, pursuant to [Resolution No. 89802 C.M.S.](#), the City Council accepted and appropriated an OCI award from First 5 Alameda County for Head Start Comprehensive Programming, including to fund Head Start services at Arroyo Viejo, Franklin, and Tassafaronga centers.

In September 2023, the City Council passed [Resolution No. 89930 C.M.S.](#) for the continuation of services at these three sites from July 1, 2023, through June 30, 2024, subject to the confirmation and approval by First 5 Alameda County as the Early Education Implementation partner.

ANALYSIS AND POLICY ALTERNATIVES

The policy recommendation in this report advances the Citywide priority of **Holistic Community Safety** through protecting access to early childhood services for Oakland's most vulnerable families and children. COO HS program services are designed to promote school readiness for children from low-income families.

Program Description

OCI funds full-day, center-based services at the Arroyo Viejo, Franklin, and Tassafaronga centers. These centers prepare children for transition to Kindergarten and Transitional Kindergarten classrooms. These sites meet the priorities of Section 1606 (a)(1)(A) and Section 1606 (a)(1)(B).

This funding also supports the Head Start Central Kitchen, providing breakfasts, lunches, and snacks daily to all twelve centers directly operated by the City of Oakland. The Program will continue to support and connect families with medical, dental, and mental health services to ensure children receive the necessary care. 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. These services are tracked in the programs using the child plus system and measured according to head start and state requirements.

To deliver on COO HS early learning goals, ongoing professional development is required. Center staff receive professional development training throughout the year and the program assesses the areas of priority for professional development using tools such as the standardized Classroom Assessment Scoring System (CLASS) and the Creative Curriculum Fidelity tool, meeting the priority of Section 1606 (a)(3).

Table 1 presents the program slots that will be funded through this application for center-based services serving three- and four-year-olds on July 1, 2024, through June 30, 2025, subject to confirmation by the Early Education Implementation Partner and annual program plan approval.

Table 1: Program Slots Fully Funded By OCI for Three- and Four-Year-Olds

Name of City of Oakland Site	Funded Slots
Franklin	16
Tassafaronga	24
Total Measure AA Funded Slots	40

Table 2 presents the program slots that will be funded through this application for center-based services serving infants or toddlers under three years-old.

Table 2: Program Slots Fully Funded By OCI for Infants and Toddlers Under Three-years-old

Name of City of Oakland Site	Funded Slots
Arroyo Viejo	12

Table 3 presents the number of children at all sites served by the Central Kitchen, funded by OCI.

Table 3: Centers Served by the Central Kitchen, Funded by OCI

Name of City of Oakland Site	Funded Slots for children 3 or 4 years old	Funded Slots for children under 3 years old
85 th Avenue	16	18
Broadway		24
Brookfield	0*	
Lion Creek Crossing	16	8
Manzanita	16	
San Antonio Park		18
San Antonio CDC	24	
Sungate	24	
West Grand		24
Total Slots Supported by OCI Funding	96	92

*Brookfield location closed for repairs and renovations. Completion anticipated in August 2025.

Approval of this proposal will allow the city to continue providing free, high-quality, comprehensive early education programming to low-income children and families so that children begin school prepared to succeed. Learning environments promote social and emotional development, growth, and abilities, including self-regulation and social expression. COO HS learning environments also promote early learning experiences and school readiness skills in the learning dimension areas of physical health and development; approaches toward learning; communication, language usage, literacy, cognition, and general knowledge.

In total, approving this application will support 240 funded slots operated by COO HS in 2024-25. Without this funding, the ability for COO HS to provide services is hindered, which could disproportionately harm children in low-income families who lose or reduce access to quality early education, health screenings, nutritious meals, and social-emotional development opportunities. This funding also bolsters COO HS staff, supporting a workforce dedicated to serving children from under-resourced families, who may themselves have participated in the Program with their own children.

Table 4 presents the proposed expansion of services beginning in FY 2025-26.

Table 4: Proposed Early Childhood Education Services Expansion for FY 2025-26

Program Option	Number of New Slots
COO West Oakland Center	24
Family Child Care Partners	14
Family, Friend, and Neighbor	12
Total	50

Table 5 presents contracts with subgrantees.

Table 5: Early Childhood Education Services Partners (Subgrantees) for FY 2025-26

Head Start Partners (Subgrantees)	Total Grant Agreement Amounts
Partner Agencies	
Bananas, Inc. Family Child Care Partnership	\$235,130
Total	\$235,130

This funding prioritizes services for children who meet the eligibility requirements, which include experiencing homelessness, having family incomes less than 150% of the federal poverty level, being involved in the child welfare system, or receiving public assistance.

FISCAL IMPACT

This budget covers the operating costs and salaries to run three Head Start sites, the kitchen, and other program services.

This budget, subject to funding availability and approval by First 5 Alameda County, will also provide funding for 1 New FTE – Family Services Specialist, to operate the Family, Friend, and Neighbor Option. Funding in the amount of up to **\$6,600,000** for FY 2024-25 for the Head Start program described in this report will be accepted and appropriated into the Measure AA – First 5 Fund (2264), HS Classroom and Seasonal and Central Office Administration Organizations (78231/78235), HS/EHS Measure AA Projects for each FY (1007682/1007683/1007684/1007685/TBD), and Strengthening Children, Youth, and Families Program (YS13).

Cost Summary

A. AMOUNT OF RECOMMENDATION/COST OF PROJECT for FY 2024-2025: \$6,600,000

Table 6: Source of Funding for Head Start Early Education Fund Program FY 2024-25

FY 2024-25		
Source of Funding	GPF	Non-GPF
Early Education Fund		6,600,000
One Time or GPF 1010 contribution	\$0	
Total Non-GPF		\$6,600,000
Total Funds Needed		\$6,600,000

Table 7: Total Contract Award By Fiscal Year

Fiscal Year	Contract Amount
FY 2023-24	6,580,608
FY 2024-25	6,600,000
FY 2025-26	7,261,577
FY 2026-27	7,050,463
Total	27,492,648

PUBLIC OUTREACH / INTEREST

The development of this report was informed by feedback from members of the Head Start Parent Policy Council and the Head Start Advisory Board. These governing bodies hold monthly public meetings to review and approve program funding decisions and priorities. The Program plan was approved in the April 2025 by the Parent Policy Council, and the Advisory Board Meeting.

COORDINATION

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

PAST PERFORMANCE, EVALUATION, AND FOLLOW-UP

As of May 31, 2025, 187 children were enrolled across the twelve centers supported by OCI funding. Thirty-four of these children (18.1%) have a diagnosed disability. Ninety-three children (49.6%) are dual language learners. Fifty-four children (28.8%) have experienced homelessness.

Families identifying as Black or African American are the primary demographic represented in centers funded by OCI, followed by Hispanic or Latinx families. The third largest racial group served in centers are families identifying as Asian. **Table 8** shows the total children enrolled by racial/ethnic category as of May 31, 2025.

Table 8: Total Number of Children Currently Enrolled In An OCI Funded Site by Race/Ethnicity

Racial/Ethnic Category	Number of children	% of children enrolled
Black/African American	71	38%
Hispanic/Latinx	68	36%
Asian	28	15%
Multi-racial/Biracial	9	5%
White	6	3%
Unspecified	4	2%
American Indian or Alaska Native	1	1%
TOTAL	187	100%

COO HS preschool centers participate in the Quality Rating Improvement System, Quality Counts California. Quality Counts California (QCC) aims to strengthen California's early learning and care system to support young children and their families. All COO HS preschool sites have a Quality rating of 4/5 or 5/5.

Research conducted by First 5 California¹ shows that children who attend a higher-quality-rated program across California demonstrated:

- More learning and development than children in lower-tier programs.
- Multilingual learners, children with disabilities, and children from all racial or ethnic groups exhibited more learning and development in higher-tier programs

The research also showed that preschool children who are Black or African American, Hispanic or Latinx, or multiracial were underrepresented in higher-quality programs. This is particularly important in highlighting the value of COO HS preschool programs funded by OCI.

SUSTAINABLE OPPORTUNITIES

Economic: The funding will employ teaching and family services staff who are mostly Oakland residents. Quality childcare services allow families to work, study, and seek employment opportunities. The family services component of the program supports families with needed resources and helps with achieving employment, education, and other goals prioritized by families.

Environmental: There are various direct environmental benefits from the Head Start Program's services to the City of Oakland. Daily, the program provides two fresh, nutritious, high quality, culturally inclusive, and developmentally appropriate meals and a snack to all children enrolled in our program. The program uses recyclable paper products, and staff plan daily activities to make the most of outdoor spaces and connect children with nature. The City of Oakland Environmental Justice Element emphasizes the prevention of asthma triggers, poor ventilation, and the spread

¹ February 2023: "Preschool Quality, Child Development, and First 5 California Investment in IMPACT.
<https://drive.google.com/file/d/151q7NmbEDcPqaXiDkhFXfVBCMuG-GAw/view?usp=sharing>

of COVID-19 and other illnesses in EJ communities. OCI funding helps fund environmental justice efforts such as installing air quality monitors at all sites, implementing routine lead testing, and raising awareness about the benefits of vaccinations among families.

Race & Equity: The City of Oakland Head Start Program is specifically designed to serve families with children under 5-years-old who wouldn't have access to early childhood education due to systemic barriers including poverty, homelessness, child welfare involvement, or a disability. The Program prioritizes services for families who have been historically marginalized and chronically underserved in achieving their full potential. There is a higher proportion of Black or African American and Hispanic or Latinx families served in the program compared to city demographic data. There is a significantly lower proportion of white families served compared to the city demographic data.

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ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution:

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For questions regarding this report, please contact DIVEENA COOPPAN, Human Services Division Manager, Early Childhood and Family Services, Head Start at (510) 238-3165.

Respectfully submitted,

Sofia Navarro

[Sofia Navarro \(Jul 10, 2025 17:40 PDT\)](#)

SOFIA NAVARRO

Interim Assistant City Administrator

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Early Childhood and Family Services Division

City Council
July 15, 2025