



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: FY 2022-23 City of Oakland Head
Start Multi-Contract Report and
Resolutions

DATE: April 18, 2022

City Administrator Approval

Date: May 24, 2022

RECOMMENDATION

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

1. **A Resolution Authorizing the City Administrator To:**
 - A. **Apply For And Accept The US Department of Agriculture Child And Adult Care Food Program (CACFP) Grant From The California Department Of Education In An Estimated Amount Of \$249,723 To Provide Funding For Nutritious Meals, July 1, 2022 Through June 30, 2023; And**
 - B. **Accept And Appropriate Additional CACFP Grant Funding That Becomes Available For The Same Purposes Stated, During The Same Grant Term And Amend The Agreement Without Returning To Council; And**
2. **A Resolution Authorizing the City Administrator To:**
 - A. **Apply For And Accept The California Pre-Kindergarten Supplemental Grant (CPKS) in the Amount of \$32,500 And The California State Preschool Program (CSPP) Expansion Grant In An Amount Of \$2,555,569 From The California Department Of Education for Early Childhood Education From July 1, 2022 Through June 30, 2023;**
 - B. **Appropriate A Contribution From The General Purpose Fund In An Estimated Amount of \$163,535 Equivalent To The Associated Central Services Overhead Costs Estimated; And**
 - C. **To Accept And Appropriate Additional CSPP Grant Funding That Becomes Available For The Same Purposes Stated, During The Same Grant Term, And Amend The Agreement Without Returning To Council.**

City Council
May 17, 2022

3. A Resolution Authorizing the City Administrator To:

- A. Enter Into A Sub-Contract With Oakland Unified School District (OUSD) To Receive State Funding In An Estimated Amount of \$185,000 To Provide California General Child Care Services (OUSD/CCTR) To Eligible Participants, Ages Birth to Three Years Old, Effective July 1, 2022 Through June 30, 2023**
- B. Appropriate A Contribution from the General Purpose Fund Included In The FY 2022-23 Proposed Budget In An Estimated Amount of \$43,560 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, 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 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, 2022 through June 30, 2023. Receipt of a CACFP grant award is required to receive a Head Start grant award.

Adoption of the second proposed resolution will allow the City Administrator to apply for and accept the California Pre-Kindergarten and Family Literacy Support (CPKS) grant funding, in the amount of \$32,500, the California State Preschool Program (CSPP) grant funding, in the amount of \$2,555,569, and the City's contribution of General Purpose Funds, in the amount of \$163,535, equivalent to the Central Services Overhead Costs estimated, will 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.

Adoption of the third proposed resolution will allow the City Administrator to partner with the Local Education Agency (LEA), Oakland Unified School District (OUSD), by accepting General Child Care funding (CCTR), in the amount of \$185,000 and the City's contribution of General Purpose Funds, in the amount of \$43,560, 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 who are birth to three-years old.

The City of Oakland (City) has many years of experience in providing quality nutritional meals for young children with CACFP funding, as well as high-quality, comprehensive and enriching early learning and educational services for children, birth to 5-years-old and their families with CSPP and CCTR funding. The City 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 **2 Birth-5 Head Start/Early Head Start program sites** (85th Avenue and Lion Creek), **6 Head Start program sites** (Franklin; Brookfield @ 9600 Edes; Sungate; Tassafaronga; San Antonio CDC; Manzanita) and in **4 Early Head Start program sites** (Broadway; West Grand; Arroyo; and San Antonio Park).

All Early Head Start and Head Start program enrollees will be provided with healthy and nutritious meals daily, 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 of age 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 has been a grantee of the Head Start Program since January 1971 serving Head Start eligible families with children, ages three to five years old, and has received CACFP funding, annually, for many years.

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

In January 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 California Pre-Kindergarten and Family Literacy Support (CPKS) funding is available to supplement instructional and family literacy 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 fiscal years, 2008-2009 through 2021-2022, which has 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's 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 (CTR) Sub-contract Funding

In 2009, the City 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 entered into a sub-contract with Oakland Unified School District (OUSD) for California Department of Education/General Child Care (CTR) 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 2021-2022.

ANALYSIS AND POLICY ALTERNATIVES

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

The USDA/CACFP Grant from the California Department of Education 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 children at City-operated Head Start and Early Head Start sites located throughout the Oakland community, to approximately 272 children, 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 full day and full year.

In the coming FY 2022-2023, the CSPP/Head Start will be provided at an estimated eight (8) locations throughout Oakland. **Table 1** below includes the specific number of classrooms providing CSPP services to children at each location:

City of Oakland CSPP/Head Start Sites	Number of Classrooms	Number of Children
1. Lion Creek Crossing	1	16
2. 85th Avenue	1	16
3. Brookfield/City of Oakland	2	32
4. Sungate	1	24
5. Tassafaronga	1	24
6. San Antonio CDC	1	24
7. Manzanita	1	16
8. Franklin	1	16
TOTAL	9	168

The 2022-2023 school year for the Head Start CSPP will tentatively begin August 15, 2022 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’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, in partnership with the Oakland Unified School District (OUSD) Early Childhood Education Division, provides blended funded to supplement the Head Start grant to provide quality birth - three programming in the grantee's Early Head Start program.

Policy Alternatives

At the present time, there are no policy alternatives 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.

The CACFP funding opportunity presented ensures that quality, healthy, and nutritious meals are prepared and provided daily, throughout the program year, for children, ages birth through five-years-old, attending the City of Oakland Head Start and Early Head Start program.

The CSPP/CPKS and CCTR funding opportunity presented ensures that quality, comprehensive, early care, education, and family services are provided for children, ages birth through five-years-old, and their families, daily throughout the program year, for children attending the City of Oakland Head Start and Early Head Start program.

"Head Start programs promote the school readiness of infants, toddlers, and preschool-aged children from low-income families. Services are provided in a variety of settings including centers, family childcare, and children's own home. **Head Start programs** also engage parents or other key family members in positive relationships, with a focus on family wellbeing."¹

The City-wide priority **1) holistic community safety**, is advanced by the state administered CACFP, CSPP/CPKS, and CCTR funding opportunities, as the funding contributes to ensuring that the children attending the City's Head Start and Early Head Start program, receive quality, comprehensive, culturally responsive services in healthy, safe, and nurturing environments.

The City-wide priority **2) housing, economic, and cultural security**, are advanced by the CACFP, CSPP/CPKS, and CCTR funding opportunities, in that the funding contributes to the continued delivery of quality, comprehensive program services provided by the Head Start program, that, by design, are intended to foster and support family self-sufficiency in respectful, empowering, and culturally responsive ways. Family services supports provided to families by the Head Start and Early Head Start program include assistance with securing stable housing, employment, cultural significance, and healthy food options.

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.

¹ [Head Start Programs | The Administration for Children and Families \(hhs.gov\)](https://www.hhs.gov/child-care/early-childhood-education/early-head-start/)

FISCAL IMPACT

1. Approval of the proposed resolution will authorize the application and acceptance of the Child and Adult Care Food Program (CACFP) funding for Program Year 2022-2023, in the estimated amount of \$249,723, included in the Fiscal Year (FY) 2022-2023 Proposed Budget. Funding is appropriated in the Department of Agriculture Fund (2102), HS Classroom and Seasonal Org (78231), Head Start FY 2022-2023 CCFP Project (1005579), 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.
 - a. AMOUNT OF RECOMMENDATION/COST OF PROJECT #1005579:
Project Delivery: \$249,723
 - b. SOURCE OF FUNDING:
Department of Agriculture Fund (2102); HS Classroom and Seasonal Org (78231); Head Start FY22-23 CCFP Project (1005579); Strengthening Children, Youth & Families Program (YS13)
 - c. FISCAL IMPACT:
The City's FY 2022-23 Proposed Budget includes \$249,723 in appropriations and revenues for the CACFP grant. The proposed resolution authorizes the City Administrator to accept and appropriate additional funding that becomes available from the grant within the grant term (July 1, 2022 – June 30, 2023) without returning to Council. The Head Start program receives monthly reimbursement for eligible meals served to enrolled Head Start children.
2. Approval of the proposed resolution will authorize the City Administrator to apply for and accept California Pre-Kindergarten and Family Literacy Support (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 \$2,555,569, for Program Year 2022-23 (July 1, 2022 through June 30, 2023). The FY 2022-23 Proposed Budget includes an appropriation of \$32,500 and \$2,555,569, within the California Department of Education Fund (2138), HS Classroom and Seasonal Org (78231), Head Start CPKS FY22-23 Project (1005583) and Head Start CSPP FY22-23 Project (1005582), and Strengthening Children, Youth & Families Program (YS13).
 - a. AMOUNT OF RECOMMENDATION/COST OF PROJECT #1005583:
 - \$32,500 for FY 2022-23
 - Grant Revenue: \$32,500
 - b. AMOUNT OF RECOMMENDATION/COST OF PROJECT #1005582:
 - \$2,719,104, for FY 2022-23 (including GPF contribution)
 - Projected Grant Revenue: \$2,555,569

c. SOURCE OF FUNDING:

California Department of Education Fund (2138); HS Classroom and Seasonal Org (78231); Head Start CPKS FY22-23 Project (1005583) and Head Start CSPP FY22-23 Project (1005582)

d. FISCAL IMPACT:

The City's FY 2022-23 Proposed Budget includes \$32,500 and \$2,555,569, in appropriations and revenues for FY22-23 for the California Pre-Kindergarten and Family Literacy Support 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, 2022 through June 30, 2023, the City Administrator or his designee can accept and appropriate the funds without returning to Council.

The approval of the proposed resolution will also authorize a contribution from the General-Purpose Fund in the amount equivalent to central service overhead costs estimated at \$163,535 due to administrative cost limitations.

- 3.** Approval of the proposed resolution will 1) authorize the City Administrator to enter into a sub-contract with Oakland Unified School District (OUSD) to provide California General Child Care Services (CCTR) and receive an estimated amount of \$185,000 for FY2022-2023; and 2) appropriate funds in the estimated amount of \$185,000. The appropriation is included in the FY 2022-23 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 FY22-23 CCTR Project (1005588), 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 Oakland Unified School District (OUSD) within the grant term (July 1, 2022– June 30, 2023) and increase the subcontract with Oakland Unified School District (OUSD) without returning to Council.

a. AMOUNT OF RECOMMENDATION/COST OF PROJECT:

- \$228,560 for FY 2022-23 (includes GPF contribution)
- Grant Revenue (OUSD sub-contracted) - \$185,000

b. SOURCE OF FUNDING:

The estimated net sum of \$185,000 together with offsetting revenue, shall be appropriated to the California Department of Education Fund (2138), HS Classroom and Seasonal Org (78231), Early Head Start FY22-23 CCTR Project (1005588), Strengthening Children, Youth & Families Program (YS13), as included in the FY22-23 Proposed Budget contingent upon City Council adoption.

c. 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 \$43,560 as included in the FY22-23 Proposed Budget.

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

The City will receive an estimated net contract of \$185,000 with the potential for additional funds, if available, from July 1, 2022 through June 30, 2023, from the Oakland Unified School District. The Oakland Unified School District (OUSD), as subcontractor, will contract \$200,000 to the City and retain a 7.5 percent administrative contract management fee under State regulations, which is equivalent to \$15,000, for a net contract amount of \$185,000.

PUBLIC OUTREACH / INTEREST

These items did not require any additional public outreach other than the required posting on the City's website.

COORDINATION

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

SUSTAINABLE OPPORTUNITIES

Economic: CACFP helps families work by making childcare 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 the District for General Child Care (CCTR) funding. The grant, along with funding from the Head Start grant, provides free child development services, and helps families work. 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, the program will buy goods and services to support its program, and most of these will 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. The program will use 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.

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

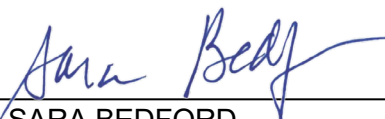
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 - B. Accept And Appropriate Additional CACFP Grant Funding That Becomes Available For The Same Purposes Stated, During The Same Grant Term And Amend The Agreement Without Returning To Council.
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 - B. To Appropriate A Contribution From The General Purpose Fund In An Estimated Amount of \$163,535 Equivalent To The Associated Central Services Overhead Costs Estimated; And

- C. To Accept And Appropriate Additional CSPP Grant Funding That Becomes Available For The Same Purposes Stated, During The Same Grant Term, And Amend The Agreement Without Returning To Council.
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 - B. Appropriate a Contribution from the General Purpose Fund Included In The FY 2022-23 Proposed Budget In An Estimated Amount of \$43,560 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, 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

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