



AGENDA REPORT

TO: Jestin D. Johnson
City Administrator

FROM: Sofia Navarro
Interim HSD Director

SUBJECT: Head Start Grant
Continuation Application FY 25-26

DATE: September 15, 2025

City Administrator Approval


Jestin Johnson (Oct 2, 2025 18:10:50 PDT)

Date: 10/02/2025

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution:

1. Authorizing The City Administrator To Accept And Appropriate Head Start Basic Training And Technical Assistance, Early Head Start Basic And Training And Technical Assistance Grants For Fiscal Year (FY) 2025-2026 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 Thirteen Million Seven Hundred Ninety-Seven Thousand Fifty-Seven Dollars (\$13,797,057), And Committing The Necessary Local Match; And
2. Authorizing An Estimated Offset of Three Million Four Hundred Fourteen Thousand Nine Hundred Eighty-One Dollars (\$3,414,981) For FY 2025-2026 Central Services Overhead Charges; And
3. Awarding Grant Agreements To Fund Comprehensive Early Care, Education, And Family Services To Community Service Providers Identified In Table 3 For FY 2025-2026 For A Total Amount Not To Exceed Two Million Seven Hundred Sixty Thousand One-Hundred Twenty Dollars (\$2,760,120); And
4. Authorizing The City Administrator To Accept And Appropriate Additional Federal Head Start/Early Head Start Funds If They Become Available Within FY 2025-2026 And Amend The Grant Agreements Within The Limits Of The Federal Award.

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 proposed resolution provide enabling legislation for the City of Oakland, Department of Human Services to accept, and implement a U.S.

Life Enrichment Committee
October 14, 2025

Department Of Health And Human Services, Administration for Children and Families (DHHS/ACF), Office of Head Start continuation grant, with an updated submission deadline of June 13, 2025, in an estimated amount of \$13,797,057 in FY25-26 to serve approximately 622 pregnant people, children ages 0-5, and families with limited access to economic resources, with high-quality early childhood development services from July 1, 2025 through June 30, 2026, as part of the annual renewal grant award process.

The Head Start grant award funds 330 Early Head Start slots (children ages 0 to 3) and 292 Head Start slots (children ages 4 to 5), totaling 622 slots. The Oakland Head Start Program will provide full-day center-based program options, home-based program options, a modified home-based mobile classroom option, and family childcare options.

Approval of this proposed resolution will commit to allocating funding for the required Head Start/Early Head Start match for local in-kind contributions equal or greater to twenty percent (20%) of the total program costs as was included in the FY 2025-2026 Budget Process. This resolution substantively plans the FY 2025-26 Head Start Budget. This includes planning for approximately \$6,709,209 in General-Purpose Fund support to maintain the programs at current service levels and prevent the elimination of filled Head Start positions. The final Head Start/Early Head Start budget is reflected in the FY 2025-26 Budget.

The resolution also authorizes the City Administrator to enter into renewed grant agreements in FY 2025-2026 to provide Head Start related early childhood education services with long-standing early care and education partners: Brighter Beginnings and Bananas Inc.

BACKGROUND/ LEGISLATIVE HISTORY

The City of Oakland has been a grantee of the Head Start Program since January 1971. In 2009, the City of Oakland became a direct grantee of the Early Head Start Program and enabled families and children ages prenatal through three years old to be served by the program.

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 in FY 2020-21 allocated \$12,252,694 to provide children and families with comprehensive early childhood services. This grant award was \$4,926,986 less than the previous year's FY 2019-20 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 three sites: Franklin, Tassafaronga, and Arroyo Viejo sites. In December 2021, the City Council approved one-time funding from the City's General-Purpose Fund to maintain services at Franklin, Tassafaronga, and Arroyo Viejo centers. These sites are now funded by the Oakland Children's Initiative (OCI). The City of Oakland Early Childhood and Family Services Division is one of three Head Start grantees serving Oakland children and families. The Unity Council and YMCA of the East Bay also provide Head Start and Early Head Start services throughout the city.

Head Start Regional Office Closures

On April 1, 2025, under directives from the current presidential administration, the U.S. Department of Health and Human Services abruptly closed 10 Regional Offices. Staff from these offices were placed on paid administrative leave, followed by termination 60 days later. Among the closures was the Region 9 Office in San Francisco, which supported Head Start grantees in California, Nevada, Arizona, Hawai'i, and several U.S. territories. Other closures included offices in Boston, New York, Chicago, and Seattle.

FY 2025-26 Non-Competing Continuation Application and Proposed Change in Scope - Enrollment Reduction

The City of Oakland's Head Start office submitted its FY 2025-26 Non-Competing Continuation Application to the Office of Head Start by the April 22, 2025, deadline. On May 5, 2025, the program received a request for clarification regarding the proposed Change in Scope - Enrollment Reduction. Clarifying materials were submitted on June 6, 2025.

On June 10, 2025, the Office of Head Start responded with instructions to remove the proposed enrollment reduction and resubmit a revised application. The revised application was submitted on June 13, 2025.

ANALYSIS AND POLICY ALTERNATIVES

Head Start is a high-quality early learning program, that it is a federally funded, equity-driven, and a community-accountable initiative that advances four of the City of Oakland's strategic priorities of: 1) continuing to streamline operations through the program's ongoing monitoring and continuous program and quality improvement processes, as is also mandated by the program's federal and state funders through annual program self-assessment and self-evaluation processes; 2) continuing to foster and strengthen cross-department collaboration with, such as with the program's partnership with the Department of Parks and Recreation, with 5 Head Start sites and 1 Early Head Start site being co-located within 6 Parks and Recreation facilities; and 3) ensuring that notice of Head Start Advisory Board and Parent Policy Council Meetings are noticed publicly, to ensure that the Governing Body, as well as the public and staff have the ongoing opportunity to be a part of the program's decision-making processes and 4), by ensuring, on an ongoing basis, that Head Start budget and fiscal processes, within the Early Childhood & Family Services division of the Human Services Department, are aligned with Citywide budget and fiscal priorities, in order to effectively contribute to and support the streamlining of the City's budget processes, while continuing to serve the most vulnerable residents, operating transparently, and contributing to inclusive growth.

City of Oakland Head Start consists of Head Start Preschool and Early Head Start programs designed to promote school readiness for children from families with limited economic resources. The Early Head Start serves pregnant people and families with children under age 3. The Head Start Preschool program serves children and families between the ages of 3 and

5 years old. Program service delivery priorities are informed by a Community Assessment, which is updated annually, that uses city, county, and statewide data.

1. Fiscal Responsibility & Recovery

- The Head Start grant provides a consistent, multi-year federal investment allowing the City to shape and lead Early Childhood priorities and services with federal dollars.
- Leveraged Resources - By combining federal, state, and local funds, Head Start maximizes service delivery, aligning with sustainable budget practices.
- Cost Accountability - Federal regulations (Uniform Guidance, 45 CFR Part 75) require rigorous fiscal oversight, audits, and cost allocation, ensuring funds are used efficiently.
- Strategic Planning for Sustainability - Head Start's five-year grant cycle includes built-in planning to maintain program stability during fluctuations, supporting both short-term needs and long-term solvency.

2. Equity & Resilience

- Targeted Service to Underserved Families - Head Start prioritizes enrollment for children from low-income households, children with disabilities, unhoused families, English language learners, and foster children-aligning directly with the City's equity commitments.
- Whole-Family Approach - Services address social determinants of health-nutrition, housing stability, mental health, and workforce readiness-building resilience across generations.
- Community Partnerships - Collaboration with Alameda County agencies, CBOs, and health providers ensures culturally responsive, neighborhood-based supports that strengthen community resilience.
- Equity in Program Design - Continuous self-assessment and community needs assessments guide service delivery to reduce disparities in school readiness and family well-being.

3. Transparency & Accountability

- Shared Governance - Federal Head Start law mandates joint decision-making between the City's Governing Body, Policy Council (parent representatives), and administration, ensuring inclusive leadership and community voice.
- Public Reporting - Annual reports, financial statements, and monitoring reviews are made available to stakeholders, maintaining transparency.

- Performance Measurement - The program uses standardized tools (DROP, CLASS, PIR reports) to measure child outcomes, staff qualifications, and service quality, providing data-driven accountability.
- Community Engagement - Families participate in program planning, policy development, and evaluation, creating a feedback loop that informs improvements.

4. Sustainable, Inclusive Growth

- Workforce Development - Head Start invests in early childhood educators through professional development, credentialing, and apprenticeships, creating stable career pathways in the local economy.
- School Readiness as Economic Foundation - By ensuring children enter school ready to learn, Head Start contributes to long-term economic opportunity and social mobility.
- Family Economic Stability - Services include connections to job training, education, and financial literacy for parents, directly supporting inclusive economic growth.
- Local Hiring & Procurement - Head Start prioritizes local vendors and small/local business participation in contracting, aligning with the City's economic development strategies.

As reflected in **Table 1**, below, the Program serves predominantly Hispanic/Latino, Black or African American, and Asian children across the city in program options ranging from Centers, Family Child Care Homes, and Home Visiting, either directly operated by the City or by partner agencies.

The City of Oakland Head Start program emphasizes parental choice in selecting childcare locations and program types. Families apply for preferred locations or services that best meet their specific needs-whether that's proximity to work, transportation convenience, or the type of care offered.

TABLE 1: Program wide Participant Racial Demographics, as of June 2025

Race/Ethnicity	% Participants
Hispanic/Latino	45.6%
Black or African American	26.6%
Asian	18%
White	4.3%
Multi-racial/Biracial	3.6%
Unspecified	1.2%
Native Hawaiian/Other Pacific Islander	0.5%
American Indian/Alaska Native	
Other	0.2%
TOTAL	100.0%

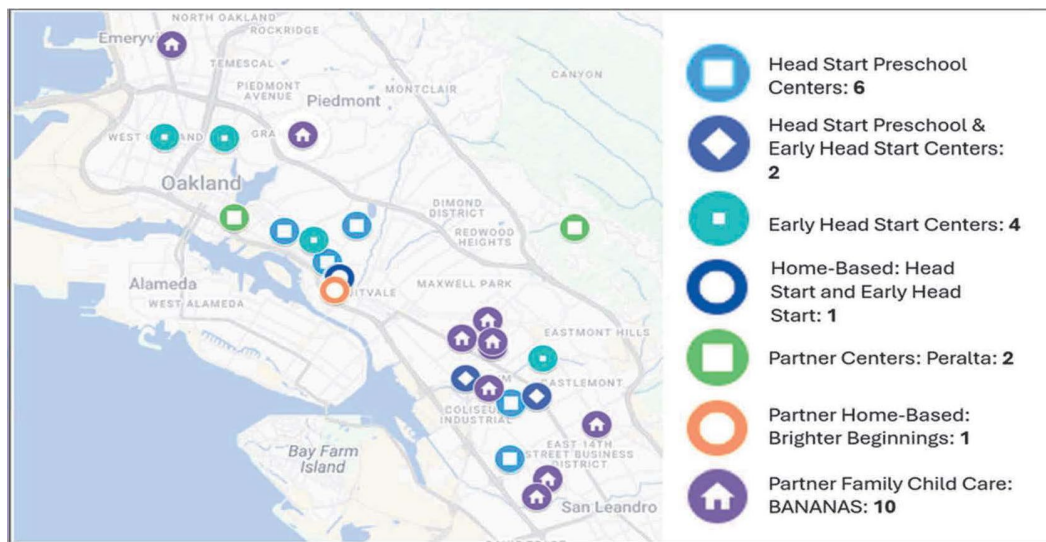
The Program's sites are in areas of the city with the greatest needs for services. As evidenced by the ZIP codes of participants' home addresses, reflected in **Table 2**, below, 79.9% of program participants live in the Oakland flatlands neighborhood in East, West, and North Oakland.

TABLE 2: *Program wide Participant Zip Codes, as of April 2025*

Area	ZIP Code	% Head Start Participant Home ZIP Codes
East Oakland - Fruitvale	94601	19.8%
San Antonio	94606	15.5%
Deep East - Coliseum	94621	15.0%
Deep East - Brookfield	94603	12.9%
j Eastmont, Havenscourt	j 94605	j 8.1%
West Oakland	94607	6.6%
Grand Lake	94610	4.0%
Redwood Heights	94619	3.0%
North Oakland	94608	2.8%
Dimond	94602	2.7%
Downtown	94612	2.3%
North Oakland	94609	2.0%
j Montclair	94611	<1%
Mills	94613	0
Rockridge	94618	0
TOTAL		100.0%

Figure 1, below, presents a map of Oakland Head Start program options across the city.

FIGURE 1: *Map of City of Oakland Head Start Program Options*



Note: Grantee Home-Based and Brighter Beginnings offices are also sites for regularly scheduled family socializations and other program services. Home Visitors meet families at their place of residence.

Table 3 reflects the index that African American or Black and Hispanic/Latino residents in East and Deep East Oakland, as well as specific parts of West Oakland, have the highest community stress. Most City of Oakland Head Start Preschool sites are located in East and Deep East Oakland (District 6 and District 7, respectively). Our agency serves communities most impacted by systemic barriers.¹

Table 3: Socio-Demographic Characteristics of the City, County, and Program

Characteristics	City of Oakland ²	Alameda County ³	City of Oakland Head Start Preschool Program ⁴
African American or Black	21%	12%	26%
American Indian/Alaskan Native	11%	11%	1%
Native Hawaiian/Pacific Islander	11%	11%	0%
Asian	16%	14%	18%
Hispanic/Latino	29%	23%	26%
White alone, not Hispanic or Latino	1%	29%	2%
Two or More Races	12%	12%	1%
Language Other than English Spoken at Home	20%	28%	21%
% in Poverty	14%	110%	91%

Oakland remains one of the most racially diverse cities in the country. In 2023, the California poverty rate increased to 18.9%, up from 16.4% in 2022 and 11% in 2021, with Black and Hispanic/Latino California residents having the highest poverty rates in the country.⁵

Site Locations and Service Delivery

The Oakland Head Start Program operates 26 sites. Over 50% of sites (14 out of 26) are located in *East and* Deep East Oakland, reflecting the program's targeted outreach to neighborhoods with the greatest demonstrated need for early childhood services.

Site types include Head Start preschool centers, Early Head Start centers, home-based services, and family child care via community partners.

***Note:** Home visitors meet families at their residence. Home-based and Brighter Beginnings locations also serve as venues for family socialization and additional services.

Oakland Head Start Site Distribution by Council District

Table 4, below, reflects the distribution of the City's Head Start sites across the seven City Council Districts.

Table 4: Site Distribution by City Council District

City Council District	# of Sites
District 1	1
District 2	5
District 3	2
District 4	0
District 5	4
*District 6	17
*District 7	17
Total	26

Program Description

In addition to children's cognitive and physical development, early learning classroom settings and environments also promote and support social and emotional development, growth, and abilities, including self-regulation, social expression, receptive communication, and pro-social learning opportunities.

Oakland Head Start classroom settings and environments, specifically promote early learning experiences and school readiness skills in the development and learning domain areas of physical health and development; approaches toward learning; communication, language usage, literacy, cognition and general knowledge.

Table 5 below presents the overall program slots proposed between FY 24-25 and FY 25-26. **Table 6** presents the Office of Head Start (OHS) Grantee (City) and Partners Funded Slots.

The City of Oakland Head Start program has valued the early care and education partnership that it has maintained with Peralta Community College District Laney College Children's Center, followed more recently by Merritt College Children's Center. Peralta chose to formally end the partnership with the Head Start model on June 11, 2025, due to differing program implementation approaches, however, the professional and collaborative partnership between the City of Oakland Early Childhood Division and Merritt College and Laney College Children's Centers will continue within the community by participating in future shared professional development opportunities for teaching staff and ongoing community involvement events.

In FY 25-26, Laney College and Merritt College Children's Centers will continue to provide quality early care and education services to the families and children of the East Bay, through its long-standing state funding from the California Department of Education California State Preschool Program (CSPP). In addition, families and children currently enrolled in the Laney College and Merritt College Head Start Preschool program have been given the opportunity to transfer to any of our directly operated Head Start Preschool locations in Oakland, as a priority. The City of Oakland will be applying for a Change in Scope with the Office of Head Start to address the partner change.

Table 5: Federally Funded Slots FY 25-26

Centers	2025-26 Funded Slots
HSP Program	
85th Avenue HS	16
Brookfield 9600	32
Lion Creek (HS)	16
San Antonio CDC	24
Sungate	24
Manzanita	16
Mobile Class - HB	16
Home-Based Slots	31
Bananas - FCC	33
Brighter Beginnings HB	20
New Partner TBD	48
New Partner TBD	16
HSP Totals	292
EHS Program	
85th Avenue EHS	18
Broadway	24
Home-Based	74
HB - Pregnant Mothers	10
Lion Creek Crossing	8
San Antonio Park	18
West Grand	24

Mobile Class - HB	8
Bananas - FCC	26
Brighter Beginnings - HB	100
Brighter Beginnings - Pregnant Mothers	20
EHS Totals	330
GRAND TOTALS	622

Table 6: Office of Head Start (OHS) Grantee (City) and Partners Funded Slots

Early Head Start/ Head Start Grantee & Partners	Early Head Start (0 to 3) Slots	Head Start (3 to 5) Slots	Total OHS Funded Slots
Grantee			
City of Oakland	1184	1175	1359
Partner Agencies			
Brighter Beginnings Home Based Program	1100	20	1120
Brighter Beginnings Pregnant Mothers	120		120
Bananas, Inc. Family Child Care Partnership	26	33	159
New Partner TBD		8	8
New Partner TBD		16	116
Subtotal Partner Funded Slots	1146	1111	1263
Total Program Enrollment Proposed	330	1292	622

Program Services in FY 2025-2026

Oakland Head Start/Early Head Start program will continue to operate the following program service options in FY 2025-2026:

- Full-day, Center-Based** Head Start and Early Head Start services, operated by the City of Oakland (the Grantee).
- Home-Based** Head Start and Early Head Start services, operated by the Grantee and Partner Agency, to provide education, developmental, and family services at homes and at the Home-Based centers.
- Pregnant People and Expectant 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** operated by the Grantee in partnership with BANANAS, Inc., Resource and Referral Agency to work with licensed family child care providers throughout the city to provide Head Start comprehensive services.
- e. **Mobile Classroom Program** operated by the Grantee 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 2025-2026*.

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. The program model includes family leadership and advocacy with the Parent Policy Council and a Family Committee 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, and planned and spontaneous instruction. The program encourages development in all areas, including social skills, emotional well-being, language and literacy skills, mathematics, physical development, and science concepts.

Early learning experiences also include the cultural and language heritage of each child and family. Parents, grandparents, foster parents, and other primary caregivers are recognized as their 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, the Oakland Unified School District (OUSD), and other entities to facilitate a smooth transition to kindergarten for each City of Oakland Head Start child and family.

Health and Nutrition

The program will continue to focus on health and physical development, both of which are 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 (including hearing, vision, and dental) 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, employment, as well as financial and food 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 expectant families and children from birth to age 5 from families with limited access to economic resources. Families and children experiencing homelessness and children in the child welfare system, including foster care, 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.

Professional Development

Head Start regulations require ongoing training and professional development for staff as a core component of the program to assist in acquiring or increasing the knowledge and skills needed to provide high-quality, comprehensive services within the scope of their job responsibilities. Head Start regulations also require ongoing training for the governing body (Parent Policy Council and Advisory Board) in order to be able to effectively guide and advise overall and specific program governance processes. **Table 7** shows the funding allocated by the grant award for FY25-26 for training and professional development.

Table 7: Training and Professional Development funding Allocation for FY25-26

Funding Type	Head Start	Early Head Start
Training and Technical Assistance	\$66,752	\$118,878

The City of Oakland HS program develops an annual training and professional development plan to meet the Head Start regulations and includes prioritized trainings, coaching, and attendance at Head Start Conferences that focus on key training and professional development goals for governing bodies and staff of Head Start programs.

FISCAL IMPACT

The FY 2025-2026 Budget for Head Start will reflect the expenditures of one-time funding that will be funded by Oakland Children's Initiative.

The City appropriated \$20,506,266 to operate the Head Start grant program in FY2025-2026, with the 20% match requirement (\$3,449,264) amount exceeded coming from the City's General-Purpose Fund 1010 in the amount of \$6,709,209, as part of the City's FY 2025-2026 Budget Process.

In adopting this Resolution, the City Council commits that the program will meet or exceed the required twenty percent (20%) local match of \$3,449,264. 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.

As stated above, the General-Purpose Fund contribution to the program is expected to be \$6,709,209 to operate the portion of the program that is federally reimbursed, the FY 2025-2026 Budget includes General-Purpose Funds for FY 2025-2026 to cover administrative service operations, Internal Service Funds (ISFs), and the federally required match of 20%.

These are all essential for program operation, but not allowed by the Office of Head Start due to the federal grant's administrative caps.

In the following section, staff has prepared a series of tables to explain Head Start's FY 2025-2026 Baseline Budget and how it complies with the City Council's resolutions, beginning with **Table 8**, below, which reflects the Head Start Grant Award for FY 2025-2026.

Cost Summary

A. AMOUNT OF RECOMMENDATION/COST OF PROJECT for FY 2025-2026:
\$20,506,266

The Office of Head Start Federal Grant Revenue for FY25-26 is \$13,797,057.

Table 8: Head Start Grant Award for FY25-26

Funding Type	Head Start	Early Head Start
Program Operations	\$5,711,656	\$7,587,247
Training and Technical Assistance	\$66,752	\$118,878
Total Funding	\$13,797,057	

**Table 9: Source of Funding for Head Start Program
FY 2025-2026**

Source of Funding	GPF	Non-GPF
Federal Grant Revenue (FD 2128)		\$13,797,057
CSO General-Purpose Fund 1010 Federal Local Match Contribution	\$3,414,981	
O & M General-Purpose Fund 1010 Federal Local Match Contribution	\$1,295,795	
ISF General-Purpose Fund 1010 Federal Local Match Contribution	\$1,484,923	
Personnel General-Purpose Fund 1010 Federal Local Match Contribution	\$513,510	
<i>Subtotal: Total GPF Contributions</i>	<i>\$6,709,209</i>	<i>\$13,797,057</i>
Total: Total Funds Needed	\$20,506,266	

As reflected in **Table 9** above, the total project cost is an estimated \$20,506,266, which consists of the federal grant award of \$13,797,057, along with two key parts of the city's General Purpose Fund contribution. The CSO (Central Services Overhead) charges associated with administering the Head Start grant award, in the amount of \$3,414,981; and

the 1010 Local Match Contribution for the federal grant award for FY 2025-26, in the amount of \$3,294,228, for a GPF total contribution of \$6,709,209.

Staff analyzed the Head Start 1010 GPF operating needs and determined \$6,709,209 would need to be allocated in FY 25-26 to implement the program accordingly. The breakdown of this amount per City Council resolutions can be seen in **Table 10** below:

Table 10: Non-Federal General-Purpose Fund (1010) Contribution Breakdown

General-Purpose Contribution Usage	Amount Requested FY 25-26
CSO	\$3,414,981
Unallowable Federal Expenses-ISFs	\$1,484,923
Supplement O & M required match fund	\$1,295,795
Supplement Head Start positions required match the fund program support	\$513,510
Total	\$6,709,209

The Head Start/Early Head Start grant for program year 2025-2026, beginning July 1, 2025, in the estimated amount of \$13,797,057, includes proposed grant agreements, outlined in **Table 11**, with Brighter Beginnings for \$1,309,153, Bananas, Inc. for \$975,967, and new partner(s) TBD, appropriated to the Department of Health and Human Services Fund (2128), Head Start Classroom and Seasonal Organization (78231), Head Start Project (1007666), and Early Head Start Project (1007667), and Strengthening Children, Youth, and Families Program (YS13).

Table 11: Early Childhood Education Services Partners (Subgrantees) for FY25-26

Early Head Start/Head Start Partners (Subgrantees)	Total Grant Agreement Amounts
Partner Agencies	
Brighter Beginnings Home Based Program	\$1,309,153.00
Bananas, Inc. Family Childcare Partnership	\$975,967.00
New Partner (s) TBD	\$475,000.00
Total	\$2,760,120.00

Implications

Head Start requires a Local Match of \$3,449,264 (or 20% of the Federal award). The City will be exceeding this amount with the anticipated \$6,709,209 for FY 2025-2026.

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 \$6,709,209 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 \$3,414,981, with caps, a 20% required local match, and the level of funding required, to adequately operate the program.

The program submitted its FY 25-26 Non-competing Continuation Application by the submission deadline of April 22, 2025, and the re-submission deadline of June 13, 2025, to the Office of Head Start, that includes the City's approved FY 2025-2026 Head Start Budget for review and the services authorized.

Staff anticipate that the Head Start program may also receive augmented funding. Some of that funding may be provided to specifically address key early childhood priorities. 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 (California Department of Education State Preschool and California Department of Social Services General Child Care) funding, as is reflected in **Table 12** below, to support classroom costs, which is usually awarded to Fund 2138. These State contracts are awarded on a reimbursement basis.

Table 12: State Contracts for FY 2025 - 2026

Funding Source	Contract Name	aximum eimbursable mount	Program Served
California Department of Education	California School Preschool Program (CSPP)/Family Literacy Supplemental Funding (CPKS)	\$3,364,765 (CSPP) \$32,500 (CPKS)	Head Start Preschool Sites
California Department of Social Services	General Child Care Program (CCTR)	\$3,345,812	Early Head Start Sites

PUBLIC OUTREACH / INTEREST

Approval for submission of this report was provided by the Head Start Parent Policy Council and the Head Start Advisory Board on April 15 and April 17, 2025, respectively, which are public meetings.

COORDINATION

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

PAST PERFORMANCE. EVALUATION. AND FOLLOW-UP

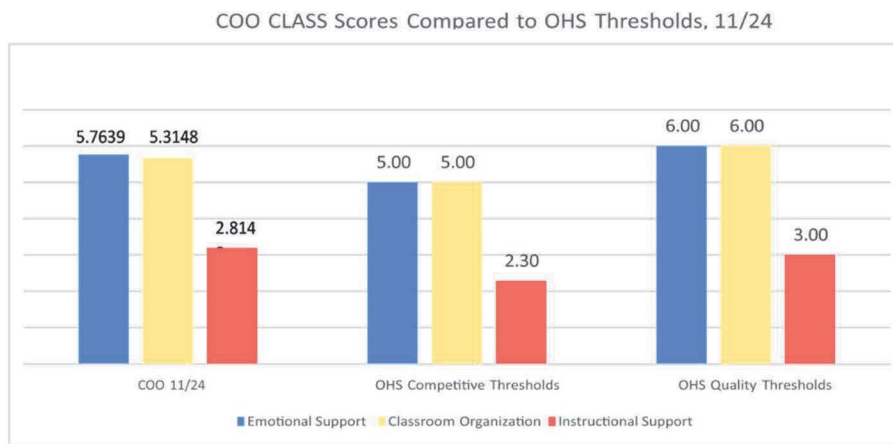
In FY 2018-19, the City received a *Head Start Focus Area Two (FA2)* federal review as well as a *CLASS review (Classroom Assessment Scoring System)*, to assess classroom teaching practices, teacher/child interactions, and environments. Overall, the review team identified one Program Strength, seventeen 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/follow-up FA2 Monitoring 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.

In February of FY 2022-2023, year 2 of the new grant, the program had a Focus Area 1 (FA1) federal Monitoring Review and passed the review without any findings.

In October - December, FY 24-25, year 4 of the new grant, the program had a CLASS Observation Monitoring Review and passed the review.

All City of Oakland Head Start funded classrooms were reviewed. The graph below shows how the program scored well above the competitive threshold in all domains, was less than 1 point away in two domains from meeting the quality threshold, and 0.7 points away from the quality threshold in 1 domain.



The scores speak to the skills of teaching staff in meeting the children's varying needs and their ability to individualize to ensure ongoing positive experiences in the classroom.

In March of FY 2024-2025, year 4 of the new grant, the program had a Focus Area 2 (FA2) Federal Monitoring Review and passed the review without any findings. The successful Federal Review reflects the program's remarkable transformation over the past several years.

Since this federal monitoring system was initiated in 2016, this 2025 FA2 marks the first time the program has passed without deficiency.

In the prior FA2 in 2019, the program received deficiencies in *Program Management* and *Ongoing Monitoring, and Continuous Improvement*. With the FY 2024-2025 FA2, the program received no "Deficiencies" or "Areas of Non-Compliance", and six areas of "Strong Practice".

In the FA2 Program Performance Summary Report, the Office of Head Start recognized the program for the following "Strong Practices":

- ***Education and Child Development***
 - Teaching Strategies and Learning Environments - improving quality by use of data from standardized tools for learning environments, teaching, and home-visiting strategies
 - Qualifications, Professional Development, and Coaching - follows up with education staff members to ensure learning is implemented.
- ***Health***
 - Child Nutrition - incorporating seasonal and local produce into learning experiences and consistent serving to children
 - Expectant Families - intentional transition planning that includes postpartum supports and integration of services for expectant families with other services.
- ***Program Design, Management, and Improvement***
 - Program Governance - remove participation barriers for Policy Council and maintain community relationships aligned with community assessment.
 - Staffing and Staff Member Supports - collaboration to support children and career pathways.

These findings show that the program provides data-driven, comprehensive early childhood education and health services and has a commitment to continuous quality improvement from direct service provision for whole child-whole family supports to high-level governance and community collaboration.

As a result of these federal program monitoring review outcomes, the City of Oakland Head Start program received notification from the Office of Head Start that it is eligible for a non-competitive five-year grant award to continue to operate the Head Start Preschool program, in the coming five-year grant cycle, FY 26-31.

SUSTAINABLE OPPORTUNITIES

Economic: This grant creates 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 childcare 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 to strengthen, independent, family childcare businesses by supporting sustainable, quality child care, family services and professional growth through funding, and additional Head Start and City resources.

Environmental: 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 of COVID-19 and other illnesses in communities. Program staff prioritize these environmental justice goals through proactive efforts such as installing air quality monitors at all sites and implementing routine water and paint lead testing.

Race & Equity: The City of Oakland Head Start Program delivers individualized services that are responsive and appropriate to each child's racial, ethnic, developmental, cultural, and linguistic backgrounds and assets. Prioritizing wrap-around, systemic supports for children with the highest needs, the City of Oakland Head Start Program provides a nurturing environment designed to create positive, lasting impacts on children's early development, growth, ongoing academic performance, and later life success. The continuation of funding ensures that the program can maintain - and expand - the high-quality, individualized support it provides to Oakland residents in greatest need of Head Start's comprehensive services.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution:

1. **Authorizing The City Administrator To Accept And Appropriate Head Start Basic Training And Technical Assistance, Early Head Start Basic And Training And Technical Assistance Grants For Fiscal Year (FY) 2025-2026 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 Thirteen Million Seven Hundred Ninety Seven Thousand Fifty Seven Dollars (\$13,797,057), And Committing The Necessary Local Match; And**
2. **Authorizing An Estimated Offset of Three Million Four Hundred Fourteen Thousand Nine Hundred Eighty-One Dollars (\$3,414,981) For FY 2025-2026 Central Services Overhead Charges; And**
3. **Awarding Grant Agreements To Fund Comprehensive Early Care, Education, And Family Services To Community Service Providers Identified In Table 11 For FY 2025-2026 For A Total Amount Not To Exceed Two Million Seven Hundred Sixty One Hundred Twenty Dollars (\$2,760,120); And**

4. Authorizing The City Administrator To Accept And Appropriate Additional Federal Head Start/Early Head Start Funds If They Become Available Within FY 2025-2026 And Amend The Grant Agreements Within The Limits Of The Federal Award.

For questions regarding this report, please contact DIVEENA COOPPAN, HUMAN SERVICES MANAGER, at (510) 238-3165.

Respectfully submitted,

Sofia Navarro

Sofia Navarro (Sep 30, 2025 14:32:03 PDT)

SOFIA NAVARRO

Interim Human Services Dept. Director

Reviewed by:

Diveena Cooppan, Human Services Manager

Prepared by:

Trisha Barua, HHS Program Planner

Tracey Black, Manager, Governance & State Contracts