



# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Sara Bedford  
Director, Human Services

**SUBJECT:** Oakland Head Start/Early Head Start  
Program FY 2020-21 Grant  
Application

**DATE:** February 18, 2020

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City Administrator Approval  Date: 3/11/2020

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## RECOMMENDATION

**Staff Recommends That The City Council Adopt A Resolution Authorizing:**

- 1. The City To Apply For, Accept And Appropriate Federal Head Start Grants For Fiscal Year (FY) 2020-2021 In An Amount Not To Exceed \$17,179,680; And**
- 2. Award Of Grants To Providers Of Comprehensive Early Care, Education And Family Services For The City's Head Start Program From July 1, 2020 To June 30, 2021; And**
- 3. Approving A 1.00 Full-Time Equivalency Health And Human Services Planner, Pending Council Approval In The Midcycle Adopted Budget; And**
- 4. Acceptance And Appropriation Of Additional Funding That Becomes Available For The Same Purposes During The Same Grant Term And Amendment Of The Agreements Without Returning To Council; And**
- 5. A Contribution From The General-Purpose Fund In An Estimated Amount Of \$2,437,623 For FY 2020-2021 Central Services Overhead Charges.**

## EXECUTIVE SUMMARY

Staff requests that the City Council approve a resolution authorizing the City to apply for, accept, and appropriate the fiscal year (FY) 2020-21 appropriation of the Federal Head Start Basic, Head Start Training and Technical Assistance, Early Head Start Basic, and Early Head Start Training and Technical Assistance Grants for Program Year 2020-2021 from U.S. Department Of Health And Human Services, Administration for Children and Families (DHHS/ACF) in an amended estimated amount of \$17,179,680, to serve 1,006 children and their families with high quality early childhood education services from July 1, 2020 through June 30, 2021.

This resolution further authorizes the City Administrator to enter into grant agreements to provide Head Start related early childhood education services with The Unity Council in an

Life Enrichment Committee  
March 24, 2020

amount not to exceed \$4,849,972, Brighter Beginnings in an amount not to exceed \$770,184, Saint Vincent's Day Home in an amount not to exceed \$251,429, and Laney Children's Center in an amount not to exceed \$285,662. The Unity Council, the delegate agency, and the above mentioned four early care and education partners and grantee sites will operate in accordance with specific policies and procedures set forth by The City of Oakland Head Start program, Head Start Performance Standards, Improving Head Start for School Readiness Act of 2007, and the City's contract guidelines.

## **BACKGROUND / LEGISLATIVE HISTORY**

The City of Oakland has been a grantee of the Head Start Program since January 1971. In 1988, the City entered into a grantee-delegate relationship with The Unity Council to serve additional Head Start eligible families and children in the Fruitvale District of Oakland.

In 2009, the City of Oakland became a direct grantee of the Early Head Start Program, through the American Recovery and Reinvestment Act (ARRA) and United States Department of Health and Human Services, Administration for Children and Families. This change enabled additional Early Head Start-eligible families and children in Oakland, ages prenatal through three years old, to be served by the program.

In 2007, Congress enacted legislation that required, for the first time in the program's history, greater competition within communities for Head Start funding. The goal of the legislation and the subsequent regulations, which were effective on December 9, 2011, is to ensure that Federal Head Start funding is directed to the organizations most capable of delivering high-quality early education that puts children on a pathway to improved outcomes, school success, and opportunity.

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

In June 2016, the City entered negotiations with Head Start Regional Office for 86 percent of available funding, or approximately \$15.9 million. The balance of the grant, or \$2.6 million, was awarded to the YMCA of the Central Bay to provide services along the MacArthur Corridor in the 94605 zip-code area.

In FY 2016-17, the beginning of a new 5-year project cycle (FY 2016-21), new program design changes were implemented. The new design helped the City of Oakland contribute to a more streamlined and seamless system of early care and education service delivery for vulnerable children, ages prenatal through five and their families, living in Oakland.

In year 3, the program participated in a Federal Review, mandated for all Head Start programs. The results of the federal review indicated the need for additional strengthening of the foundation of its new program design. As such, the City's Head Start/Early 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*.

In the coming FY 2020-21, year 5, the City's Head Start/Early Head Start program will continue the work of implementing its new program design, with greatly strengthened systems in the areas of: Program Management, Data Management, and Ongoing Monitoring. Supported by the strengthened infrastructure resulting from implementing the Quality Improvement Plan (QIP) in year 4.

## **ANALYSIS AND POLICY ALTERNATIVES**

### **Program Description**

The City's Head Start program provides high-quality, comprehensive early education programming to low-income children and families so that children start school ready to succeed. Learning environments promote social and emotional development, growth and abilities, including self-regulation and social expression. Oakland Head Start learning environments also promote early learning experiences and school readiness skills in the learning dimension areas of: physical health and development; approaches toward learning; communication, language usage, and literacy; and cognition and general knowledge.

Program service delivery priorities are informed by a Community Assessment, an in-depth determination of the needs of the community, which is updated annually. In addition to US Census Data (American Community Survey, 5-year Estimates), the community assessment includes findings from local community data reports, such as the *Oakland Equity Indicators Report (2018)*; *Alameda County – Oakland Community Action Partnership 2020-21 Community Action Plan*; *Oakland Fund for Children and Youth, Strategic Investment Plan, 2019-2020*; *City of Oakland County Homeless Count and Survey Comprehensive Report 2019 (EveryOne Home Point In Time Count)*; *The Coordinated Entry Family Front Door List of Homeless Families*; and *Oakland Unite Violence Prevention Strategic Plan 2019-2021*.

In addition to service delivery and implementation, the assessment of community needs also helps inform the program's site locations across its 9-zip code service area of Oakland (94601, 94603, 94605 - neighborhoods of Arroyo Viejo and Foothill Square only, as authorized by the Office of Head Start grant, 94606, 94607, 94608, 94612, 94619, and 94621), as well as criteria for participant selection and enrollment.

The Selection Criteria is updated annually and allows for key priorities to inform participant selection and enrollment. The Selection Criteria must be approved by the program's Policy Council, and Advisory Board, annually.

The program's service delivery model includes early child development, school readiness, health, nutrition, disabilities, mental health and family support services, that include parenting education, leadership and advocacy. Oakland Head Start has a parent policy council that ensures family involvement in program implementation and management.

The program also provides direct and indirect training and professional development opportunities for staff with a focus on supporting assistants and teachers in further education to achieve Associates, Bachelor and Graduate degrees.

**I. Program Services in FY 2020-21**

In FY 2020-21, the Oakland Head Start program proposes the following priorities:

**Outreach to vulnerable populations**

Rapidly rising housing costs have led to a 47 percent increase in the homeless population in Oakland between 2017 and 2019. The Oakland Head Start program will intensify its outreach and recruitment strategy in the FY 2020-21 program year, to reach more families with children experiencing homelessness.

In addition, the Oakland Head Start program will continue to be in close collaboration with Community Housing Division in the Human Services Department including working with the *Family Front Door*, the City's coordinated entry program, in order to connect Head Start families experiencing homelessness to temporary and/or permanent housing.

Oakland Head Start will continue to offer several program options that allow families to have a choice when enrolling their children in the program.

**Center-based Program Services Option:** In FY 2020-21, the Oakland Head Start/Early Head Start program proposes to operate the following program options:

- a) Full-day, center-based Head Start and Early Head Start services, operated by the City of Oakland, the grantee;
- b) Full-day, center-based Head Start services offered by partners, Saint Vincent's Day Home and Laney Children's Center;
- c) Part-day, double-session, morning (AM) and afternoon (PM) center-based Head Start services at the grantee-operated Franklin Head Start site;
- d) Part-day, double-session, morning (AM) and afternoon (PM) at delegate agency-operated sites: DeColores
- e) Home-Based Early Head Start services offered by the grantee and delegate agency that includes pregnant women; and
- f) Home-Based Early Head Start and Head Start services offered by the partner, Brighter Beginnings that includes pregnant women.

## II. Program Staffing Proposed in FY 2020-21

In FY 2020-21, Oakland Head Start proposes to add the following position to its staffing structure, in response to needed support for program services (**Table 1**):

- One (1) full-time equivalent (FTE) *HHS Program Planner* – to respond to the findings in the Focus Area 2 Monitoring Review around data analysis and ongoing monitoring.

## III. Funded Enrollment and Site Changes Proposed for FY 2020-21

In FY 2020-21, Oakland Head Start program proposes to serve a total of 1,006 children, consisting of 416 Early Head Start enrollment slots and 590 Head Start enrollment slots.

- Housed in the Manzanita Park and Recreation Facility, (2701 22<sup>nd</sup> Avenue) Manzanita Head Start Program will re-open its doors after a long-term site closure due to needed renovations. In 2020-21 Manzanita Head Start will offer a full-day program.
- Oakland Head Start will continue to collaborate with Oakland Unified School District (OUSD) Early Childhood Education Division and offer full-day Head Start Services at OUSD's Brookfield Child Development Center (CDC) (401 Jones Avenue) for the 2020-21 program year.
- Laney College will further expand slots from 32 to 48 children in Head Start.

**Table 1** below reflects the total funded enrollment for FY 2020-21, inclusive of the Early Head Start and Head Start grantee, partner and delegate agency sites:

**Table 1: City of Oakland Head Start (HS) and Early Head Start (EHS) Sites Proposed for FY 2020-21**

Sites	Zip Codes	Program Enrollment		
		Early Head Start	Head Start	Total
<b>Grantee Sites Total</b>		<b>172</b>	<b>264</b>	<b>436</b>
Harriet Tubman CDC Home-Based EHS	Multiple Zip Codes	80	0	80
West Grand EHS	94607	24	0	24
Broadway EHS	94612	24	0	24
Arroyo Viejo EHS	94605	12	0	12
San Antonio Park EHS	94606	16	0	16
Lion Creek EHS/HS	94621	8	16	24
Frank G. Mar HS (Double-session/AM)	94607	0	0	Closed due to renovations.

Brookfield HS @ OUSD Brookfield CDC	94603	8	32	40
Brookfield HS	94603	0	24	24
85th Avenue HS	94621	0	48	48
Sungate HS	94601	0	32	32
Tassafaronga HS	94621	0	24	24
Fannie Wall HS	94609	0	16	16
San Antonio CDC HS	94606	0	24	24
Franklin HS (Double-session/ <b>AM/PM</b> )	94606	0	32	32
Manzanita HS	94606	0	16	16
<b>Partner Sites Total</b>		<b>96</b>	<b>106</b>	<b>202</b>
Partner - Brighter Beginnings	Multiple Zip Codes	96	12	108
Partner - St. Vincent's	94607	0	46	46
Partner - Laney College	94606	0	48	48
<b>Unity Council Sites Total</b>		<b>148</b>	<b>220</b>	<b>368</b>
UC DeColores HS/EHS	94601	32	68	100
UC DeColores HS (Double-session /AM/PM)	94601	0	64	64
UC Fruitvale EHS/HS	94601	8	32	40
UC Foothill Square HS/EHS	94605	38	40	78
UC Thurgood EHS/HS	94607	12	16	28
UC Home-Based EHS	Multiple Zip Codes	58	0	58
<b>OVERALL TOTAL</b>		<b>416</b>	<b>590</b>	<b>1006</b>

#### IV. Delegate Agency, The Unity Council and Early Childhood Education Partner Operations in FY 2020-21

The Unity Council is the City of Oakland Head Start Program's Delegate Agency. Oakland Head Start plans to continue its partnership with The Unity Council in FY 2020-21. There are no changes proposed for The Unity Council Head Start or Early Head Start Programs. The Unity Council will provide Early Head Start Program services for an estimated 148 eligible children, prenatal to three years and their families, including services to pregnant women. The Unity Council will also provide Head Start Program services to an estimated 220 eligible children and their families.

Oakland Head Start also plans to continue its collaborative partnerships with a diverse group of high-quality early childhood education (ECE) service providers to help address the City's continued need for quality early care, education and family services, while working to

continuously refine and improve the quality of direct service delivery and programming offered. The ECE Partners for FY 2020-21 include the following agencies:

Brighter Beginnings – a long-standing partner providing Early Head Start Home-based services, will continue to provide services for an estimated 96 pregnant women, new parents, infants and toddlers. Brighter Beginnings will continue to provide Head Start Home-based services to an estimated 12 eligible families with children, 3-5-years-old.

St. Vincent's Day Home – who has also been a long-standing partner with Oakland Head Start, will continue to provide an estimated 46 eligible children and families in West Oakland, with early care, education and wrap-around support services.

Laney College Children's Center – a partner with Oakland Head Start for the past four years, will provide an estimated 48 eligible children and families in Central Oakland with early care, education, and comprehensive wrap-around support services.

**V. Program Eligibility, Recruitment, Selection, Enrollment & Attendance - FY 2020-21**

The selection criteria are based on community need, as informed by the community assessment update. Staff are analyzing data to update the Head Start Community Needs Assessment, which will include prioritizing families who are homeless.

**VI. Program Goals & Objectives for FY 2020-21**

In accordance with the Head Start Performance Standard requirement, 1302.102 – Achieving Program Goals – a program is required to review data, including results of the annual Self-Assessment, and assess existing program goals and measurable objectives that include: (1) Strategic long-term goals and (2) School Readiness Goals, which can include a subset of (3) Parent, Family and Community Engagement Goals. The program goals for FY 2019-20 will be reviewed and updated in FY 2020-21, in collaboration with the Oakland Head Start Policy Council and Advisory Board in March 2020 (**Attachment A**).

The City's ongoing investment in the Oakland Head Start/Early Head Start program is a prevention/intervention strategy that improves school readiness outcomes and reduces the achievement gap. Research on the national Head Start program confirms that children who attend Head Start are more likely to graduate from high school and attend college. There is also a generational impact with children who attended Head Start having positive parenting practices compared to children who went to a preschool other than Head Start. The City's investment in the Head Start/Early Head Start Program, FY 2020-2021 continuation funding application will be a continuation of the City's commitment to the care and education of its youngest and most vulnerable children and their families.

**FISCAL IMPACT**

This report and resolution requests City Council to accept and amend the FY 2020-21 adopted appropriation to \$17,179,680 to provide 1,006 children and families with comprehensive early childhood services.

**Table 2** below shows funding by Head Start, Early Head Start and related Training and Technical Assistance.

**Table 2: 2020-21 Head Start/Early Head Start Grant Funding**

	<b>Head Start (3-5)</b>	<b>Early Head Start (0-3)</b>	<b>Training &amp; Technical Assistance</b>	<b>Total</b>
Approved Amount	<b>\$9,542,786</b>	<b>\$7,357,724</b>	<b>\$279,170</b>	<b>\$17,179,680</b>

Oakland Head Start is required to contribute a 25 percent match in non-federal funds, equal to \$4,294,920 which is provided from a combination of General Purpose Fund support, partner, delegate and in-kind community and parent support. Per Head Start Performance Standard 1303.5: "Allowable costs to develop and administer a Head Start program cannot exceed 15 percent of the total approved program costs, which includes both federal costs and non-federal match". Funds are budgeted to provide all required comprehensive Head Start and Early Head Start services in a high-quality, cost effective manner.

The FY 2020-21 Midcycle Budget currently being developed earmarks an appropriation in the General Purpose Fund which includes: \$200,199 for FY 2020-2021 for the Delegate Agency's (The Unity Council) rent, \$14,828 in personnel and \$45,301 in audit costs not allowed by the federal grant funds; \$1,138,659 for Internal Service Charges (ISF); and an estimated \$2,100,193 operating subsidy to address cost of living increases, and ensure non-federal fund match; and \$2,437,623 as estimated contributions to offset all estimated Central Service Overhead in Head Start to remain compliant with federal administrative cost limits.

AMOUNT OF RECOMMENDATION/COST OF PROJECT for FY 2020-2021: \$23,116,483

A. Project Delivery

1. SOURCE OF FUNDING: Department of Health and Human Services Fund (2128), Head Start Classroom & Seasonal Organization (78231), Head Start FY 2020-21 Operation Basic Project (TBD); and Expansion Early Head Start Project (TBD).

FISCAL IMPACT: The Total Funds Needed for this program are \$23,116,483 consisting of \$17,179,680 Federal grants and \$5,936,803 of General Purpose Funds, which includes Central Service Overhead contributions are currently earmarked in the FY 2019-21 Biennial Budget being developed, pending City Council approval.

The proposed resolution also includes the addition of 1.00 FTE employee for a Health and Human Services Planner to address critical needs as identified by the federal review of the program. This change is pending City Council approval in the Midcycle Adopted Budget.



If additional funding becomes available from the grantor, U.S. DHHS/ACF, for the same purposes within the existing grant term, staff is requesting authorization for the City Administrator to accept and appropriate these grant funds and amend the agreements to increase the grant amount without returning to Council within the duration of the grant period, July 1, 2020 – June 30, 2021.

### **PUBLIC OUTREACH / INTEREST**

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

### **COORDINATION**

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

### **SUSTAINABLE OPPORTUNITIES**

***Economic:*** The program employs 147 people in a full-time and part-time capacity. In addition, Head Start and Early Head Start buys most of its goods and services from Oakland firms or individuals to support its programs. The full day early education program allows families to find employment or return to school for further education.

***Environmental:*** The program uses compostable bowls and plates at all grantee sites. Organic bins, and refillable water stations have been introduced at sites.

***Race & Equity:*** The Oakland Head Start and Early Head Start Program delivers comprehensive, high-quality services to children and families in the City of Oakland. The program is designed to foster healthy development in low-income children, ages birth through five including giving highest priority to children with disabilities, children in foster care and children/families eligible for participation in State welfare programs.

Head Start and Early Head Start provide a range of individualized services in education and early childhood development, medical, dental, and mental health services, nutrition, and parent engagement. The latter assists families with many of the trigger issues that continue to keep the family as low-income with barriers to employment and other resources.

The range of services is responsive and appropriate to each child and family's developmental, racial, ethnic, cultural, and linguistic heritage and experience. Recent scientific research has verified what early childhood educators have known for years: that how children are nurtured and educated in their youngest years has a significant impact on later growth and development. The most important aspect of all these services is their focus on preparing children to move on

to kindergarten and to prepare their families to support and continue the nurturing and advocacy for their children's development

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Adopt A Resolution Authorizing:

1. The City To Apply For, Accept And Appropriate Federal Head Start Grants For Fiscal Year (FY) 2020-2021 In An Amount Not To Exceed \$17,179,680; And
2. Award Of Grants To Providers Of Comprehensive Early Care, Education And Family Services For The City's Head Start Program From July 1, 2020 To June 30, 2021; And
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5. A Contribution From The General-Purpose Fund In An Estimated Amount Of \$2,437,623 For FY 2020-2021 Central Services Overhead Charges

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

Respectfully submitted,



SARA BEDFORD

Director, Human Services Department

Reviewed by:

Diveena Cooppan, Interim Manager  
Early Childhood & Family Services Division

Prepared by:

Tracey Black, HHS Planner  
Early Childhood & Family Services Division

Attachments (1):

A: FY 2020-21 Program Goals