



Steven Falk Interim City Administrator	FROM:	Scott Means Interim Director, Human Services
Oakland Head Start Measure AA FY 2022-2023 Funding Application	DATE:	May 25, 2023
ator Approval	Date:	Jun 1, 2023
	Interim City Administrator Oakland Head Start Measure AA	Interim City Administrator Oakland Head Start Measure AA FY 2022-2023 Funding Application DATE:

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution:

- 1. Accepting And Appropriating Measure AA Early Education Funds From First 5 Alameda County In An Amount Not To Exceed Four Million Nine Hundred And Twenty Six Thousand And Nine Hundred And Eighty Six Dollars (\$4,926,986) For Oakland Head Start Programming From January 1, 2023 to June 30, 2023, And Authorizing Agreement For Receipt Of Said Funds; And
- 2. Accepting And Appropriating Additional Early Education Funds If They Become Available From First 5 Alameda County For Oakland Head Start Programming And Authorizing Extension Of The Agreement Through June 30, 2027, Pursuant To Measure AA.

EXECUTIVE SUMMARY

The Oakland Children's Initiative (Measure AA), driven to the ballot by community advocacy, is a 2018 Charter Amendment passed by the citizens of Oakland to deepen the early investment in children and support them through college graduation, by dramatically expanding access to high quality preschool and providing college access, mentorship, and scholarship support services for students to obtain 4-year or 2-year college or technical degrees. The charter establishes the Oakland Early Education Fund, funded by 62% of the proceeds of the parcel tax.

The <u>Oakland Children's Initiative of 2018</u> in Section 1606 (b)(2) of the Charter states that the first priority of the Early Education Fund for the first five years shall be given to public agencies 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.

The City's Head Start program will submit Early Education Fund applications to First 5 Alameda County to receive Early Education Fund awards pursuant to the Measure AA priorities. Approval of this resolution will allow an agreement with First 5 Alameda County and receipt of funding for Head Start/Early Head Start Programming. For FY 2022-2023, the funds will support the early childhood education and development services to offset onetime funding provided by the General Purpose Fund for Arroyo Early Head Start, Tassafaronga Head Start and Franklin Head Start, and support quality improvement services at these sites. The resolution will also authorize the City Administrator to extend the agreement with First 5 Alameda County as needed and to receive additional funds for the City's Head Start/Early Head Start program as they become available throughout the term of the First 5 Alameda County's Agreement as the Implementation Partner (through June 30, 2027).

BACKGROUND / LEGISLATIVE HISTORY

The Oakland Children's Initiative (Measure AA)

On December 14, 2018, the City Council adopted <u>Resolution No. 87485 C.M.S.</u>, certifying Measure AA, a proposed amendment to the Oakland City Charter creating the "<u>Children's</u> <u>Initiative of 2018</u>" and approving a parcel tax to fund early childhood education and college readiness programs.

The Oakland Children's Initiative (Measure AA), driven to the ballot by community advocacy, is a 2018 Charter Amendment passed by the citizens of Oakland to deepen the early investment in children and support them through college graduation, by dramatically expanding access to high quality preschool and providing college access, mentorship, and scholarship support services for students to obtain 4-year or 2-year college or technical degrees. The City of Oakland projects it will leverage +\$30 million in annual revenue to expand access to and improve the quality of early childhood education and development services for children and families from low-income backgrounds, as well as significantly increase college enrollment and college graduation rates.

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.

In Fiscal Year 2022-23, the Adopted City Budget for the Early Education Fund is \$23,181,428 and the projected budget for the Oakland Promise Fund is \$11,590,714. Allowable uses of the funds are specified in the voter-approved Charter amendment. 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.

As per the Oakland Children's Initiative legislation the Early Education Fund (Section 1606. The First Five Years of the Early Education Fund) will provide services to:

1. Increase overall attainment and reduce socioeconomic and/or other demographic disparities, in child educational outcomes, such as kinder-readiness, and provide family support services, to achieve the following outcomes prioritized as follows, such that plans to fund a lower priority

outcome may only be implemented if the Early Education Implementation Partner has determined that the next highest priority goal is reasonably achievable within the five-year period:

- a. Make *available* free or affordable high-quality early education and/or preschool for *four-year old children* from low-income families, such as those who make less than eighty-five percent (85%) of the state median income, with a priority on serving the children of families with the lowest incomes and/or those who are in high need, while also supporting such families who need family, friend, and neighbor care.
- b. Increase the *availability* of free or affordable high-quality early education and/or preschool for *three-year-old children* from low-income families, with a priority on serving the children of families with the lowest incomes or those who are in high need, while also supporting such families who need family, friend, and neighbor care.
- c. Increase the affordability and/or *quality* of preschool for all *four-year-old children*, with a priority on serving the children of families with the lowest incomes or those in highest need, while also supporting such families who need family, friend, and neighbor care.
- d. Increase the affordability and/or *quality* of preschool for *three-year-old children*, with a priority on serving the children of families with the lowest incomes or those in highest need, while also supporting such families who need family, friend, and neighbor care.
- e. Increase the *availability* and/or *quality* of child development support services for children and families from low-income backgrounds with children from birth through age three, while also supporting such families who need family, friend, and neighbor care.

2. Provide a rigorous external evaluation, such as Result Based Accountability, of the impact of the early education programs, such as on child outcomes data including kindergarten-readiness, that will facilitate assessment of whether the early education programs are achieving the goals of the Act and provide information on how to mitigate disparities, such as those by wealth and income or for children in high-need.

3. Ensure that professional development and coaching are generally available for educators, and that participating center-based preschool programs generally are able to do the following within a reasonable timeframe:

- a. Achieve a baseline rating of at least three (3) or higher on the regional Quality Rating and Improvement System (QRIS), or a successor system
- b. Utilize a developmentally appropriate curriculum aligned with California Department of Education standards, and in addition that is also evidence-based and/or has demonstrated success in improving preparation for kindergarten;
- c. Conduct formative assessments to shape instruction; and

d. Participate in valid, regular, and reliable assessments of early education quality in order to foster continuous improvement and to reduce disparities, such as those by income and wealth, in child outcomes.

4. Ensure that funding streams from federal, state, and local sources, including Head Start, are coordinated to reduce the administrative burden of program beneficiaries in accessing services, and to ensure that existing high-quality early education programs are not made financially unviable.

5. Give priority consideration to expanding higher quality programs and/or facilities for children who are in the highest need, from the lowest-income backgrounds, live in areas of high unmet early education need, and/or who are traditionally underserved, as resources allow, which could include enhanced services, such as bilingual or dual-language instruction, supports to enhance cultural competency, or a higher rating on the QRIS or a successor system.

Since the passage of Measure AA, the State of California has implemented a Universal Transitional Kindergarten initiative requiring all local school districts to offer Transitional Kindergarten to every four-year-old child by FY 2024-2025. To meet the expanded eligibility and forecasted demand, Oakland Unified School District will need to open additional classrooms. Table 1 below shows the Transitional Kindergarten enrollment for Oakland Unified School District (OUSD).

School Year/Program Year	TK Past and Projected Enrollment
2019-20	599
2020-21	No data
2021-22	585
2022-23	740-824
2023-24	1112-1251

Table 1: Number of Children Enrolled in Transitional Kindergarten in OUSD

OUSD has opened five new program sites to serve 76 additional students through Transitional Kindergarten during FY 2022-2023. By FY 25-26, OUSD estimates that they will need 94-106 Transitional Kindergarten classrooms to meet the total population of children eligible for Transitional Kindergarten.

The increased access for early childhood education options for four-year-olds has also impacted the Head Start Program. At the start of Program Year 2022-23, the average age of children enrolling in Head Start was almost three months younger than the prior year, reflecting a significant change in age of enrollment.

Oakland Head Start Federal Grant

In FY 2020-21, the Oakland Head Start 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 allocated \$12,252,694 to provide 622 children and families with comprehensive early childhood services and 105.5 FTE staff. This grant award for FY2021-22 was \$4,926,986 less than the previous 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 52 slots across the Franklin, Tassafaronga and Arroyo Viejo sites. These sites would instead serve as a Home-Based program location, a Family Resource Center and an Inclusion site. However, in September 2021, City Council passed <u>Resolution No. 88940 C.M.S.</u>, approving \$1,836,000 in one-time additional funding from the City's General-Purpose Fund to restore the 52 slots and all Head Start services at Franklin, Tassafaronga, and Arroyo Viejo centers.

The City of Oakland FY 2022-2023 Budget provided further one-time funding to meet the loss of federal funding, that allows for service to 52 slots until the Oakland Head Start Program could identify and secure additional funding. This resolution would allow the program to apply for and accept Measure AA funding, for the continuation of services at these three sites for January 1, 2023 through June 30, 2023, subject to confirmation and approval by First 5 Alameda County as the Early Education Implementation partner.

The City Head Start program will work with First 5 Alameda County to submit additional funding applications pursuant to Measure AA priorities over the five-year term of First 5 Alameda County as the Early Education Implementation Partner, and this Resolution will authorize the City Administrator to extend the agreement with First 5 Alameda County as needed and to receive additional funds for the City's Head Start program as they become available through June 30, 2027.

ANALYSIS AND POLICY ALTERNATIVES

The policy recommendation in this report advances the Citywide priority of **Holistic Community Safety** through expanded access to early childhood services in support of Oakland's most vulnerable families and children. City of Oakland Head Start programs are federally funded and designed to promote school readiness for children from low-income families. Program service delivery priorities are informed by a Community Needs Assessment that is updated annually.

Program Description

The City's Head Start program will submit an Early Education Fund application for the period of January 01, 2023 – June 30, 2023, to First 5 of Alameda County. The City Council in December 2022, through <u>Resolution No. 89517 C.M.S.</u> approved the selection of First 5 of Alameda County, as the Early Education Fund implementation partner. The process for funding agencies per the Children's Initiative legislative priorities is being implemented for FY 2022 – 2023.

The funding will allow the city to continue providing free, 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, literacy, and cognition and general knowledge.

Table 2 presents the program slots that will likely be funded through this application for centerbased, services serving three and four year olds in January 1, 2023 through June 30, 2023, subject to confirmation by the Early Education Implementation Partner.

Name of City of Oakland Site	Funded Slots
Franklin	16
Tassafaronga	24
Arroyo Viejo	12
Total Measure AA Funded Slots	52

Table 2: City of Oakland Early Education Fund (Measure AA) Sites

Table 3 shows the funded slots for all City of Oakland direct service sites and the slots for partner sites. The Head Start federal grant funds 622 slots. The additional 52 slots at the 3 sites would expand Head Start slots to 674.

Name of City of Oakland Site (Grantee)	Funded Slots
Brookfield 9600	32
Lion Creek Crossing	24
San Antonio CDC	24
Sungate	24
Manzanita	16
Franklin (Measure AA)	16
Tassafaronga (Measure AA)	24
Mobile Classroom Program	24
85th Avenue	34
Arroyo Viejo (Measure AA)	12
Broadway	24
Home-Based Program	59
Home Based-Pregnant Families Program	10
San Antonio Park	18
West Grand	24
City Operated Total Funded Slots	365
Partner Operated Total Funded Slots	309
Overall Program Slots	674

Table 3: Program Year 2022-2023 Slots by City of Oakland Sites

Increase Availability of Early Education Program Services in FY 2022-2023

The funding will likely provide full-day, Center-Based services, operated by the City of Oakland Head Start program at Franklin, Tassafaronga and Arroyo Viejo centers.

These centers serve children from ages 3 to 5 years old and prepare them 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).

Section 1606 (b)(2) prioritizes expansion to public agencies, specifically Oakland Unified School District and City of Oakland Head Start, to expand programs first through existing classrooms if possible. Franklin, Arroyo Viejo and Tassafaronga, are currently the available and licensed

locations that would allow for this immediate expansion. There are no additional four-year-old or three-year-old classrooms available for further expansion in FY 2022-2023.

Increase Quality of Program Service Areas in FY 2022-2023

Professional development

The program fosters children's growth, development, and learning and promotes their readiness for school with individualized learning experiences through relationships, play, planned and spontaneous instruction. The program encourages development in all areas that include social skills, emotional well-being, language and literacy skills, mathematics and science concepts.

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

To deliver on these early learning goals ongoing professional development is required. Center staff receive professional development training throughout the year, in addition staff participate in a practice based coaching model. The program assesses the areas of priority for professional development using tools such as the standardized Classroom Assessment Scoring System (CLASS), Creative Curriculum Fidelity tool and Environmental Rating Scales meeting the priority of Section 1606 (a)(3).

Health

The program will continue to focus on health and physical development, both 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 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, continuing education, and financial 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 children birth to age 5 from lowincome families. Families and children experiencing homelessness and children in the foster care system 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.

FISCAL IMPACT

The federal grant award for the Head Start in FY2021-22 was \$4,926,986 less than what was previously awarded in FY2020-21. Since the loss of federal funding, Head Start costs are expected to grow by \$9,473,229 at the end of FY2022-23.

This budget will cover the operating costs and salaries of to run the three Head Start sites previously slated for closure as well as funding for quality improvement expenditures to the program.

Funding in the amount of up to \$4,926,986 for the Head Start program described in this report will be accepted and appropriated into project and fund numbers to be determined.

PUBLIC OUTREACH / INTEREST

The submission of this report was shared with the Head Start Parent Policy Council and the Head Start Advisory Board which are public meetings.

COORDINATION

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

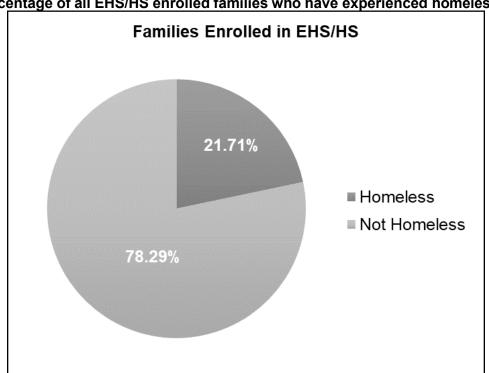
PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

City Council has requested information from the Head Start related to the experiences of homelessness for families in the Program broken down by race and Program staffing, salary scales, and current staff list broken down by race.

Families Experiencing Homelessness Categorized by Race

Chart 1:

Out of 479 families enrolled in the 2022-2023 Program Year, there are 104 families (21.71%, which is more than 1 in 5) who have experienced or are currently experiencing homelessness.



Percentage of all EHS/HS enrolled families who have experienced homelessness.

Among the 104 total families who have experienced or are currently experiencing homelessness, 55 of them (52.88%) identify as Hispanic and the other 49 families (47.12%) do not identify as Hispanic.

Table 4: Families Experiencing Homelessness categorized By Reported Ethnic Identity

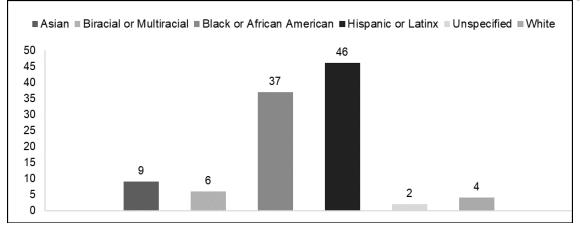
Ethnicity	Count	Percentage of all families experiencing homelessness
Hispanic	55	52.88%
Not Hispanic	49	47.12%
Total	104	100%

Race	Count	Percentage of all families experiencing homelessness
Asian (not Hispanic)	9	8.65%
Biracial or Multiracial (Hispanic)	4	3.85%
Biracial or Multiracial (not Hispanic)	2	1.92%
Black or African American (Hispanic)	1	0.96%
Black or African American (not Hispanic)	36	34.62%
Hispanic or Latinx	46	44.23%
Unspecified (Hispanic)	2	1.92%
White (Hispanic)	2	1.92%
White (not Hispanic)	2	1.92%
Total	104	100%

Table 5: Families Experiencing Homelessness Categorized By Reported Racial Identity

When accounting for both ethnic and racial identities reported, 102 of the total 104 families experiencing homelessness (98.08%) identify with communities of color. Only 2 of the families experiencing homelessness (1.92%) identify as White and non-Hispanic.

Chart 2: Families experiencing homelessness categorized by race reported (aggregated).



When aggregating Hispanic and non-Hispanic families within each racial category (as shown in Chart 2 above), out of the 104 total families experiencing homelessness:

- 9 (8.65%) identify as Asian
- 6 (5.77%) identify as biracial or multiracial
- 37 (35.58%) identify as Black or African American
- 46 (44.23%) identify as Hispanic or Latinx
- 2 (1.92%) left their racial identity unspecified
- 4 (3.85%) identify as White

Program Direct Service Staff Racial Demographic Overview

There are 75 direct service staff members in the positions of Center Director, Family Advocate, Family Support Specialist, Home Visitor, Assistant Instructor, Associate Instructor, and Instructor.

Table 6: Direct Service Staff Categorized By Position

Position	Count
Center Director	11
Family Advocate	2
Family Services Specialist	6
Home Visitor	7
Assistant Instructor	3
Associate Instructor	8
Instructor	38
Total	75

Table 7: Direct Service Staff Categorized By Racial Identity Reported

Race	Count	Percentage of total direct service staff
American Indian or Alaska Native	1	1%
Asian	29	39%
Black or African American	16	21%
Hispanic or Latinx	19	25%
Unspecified	9	12%
White	1	1%
Total	75	100%

Table 8: Hourly Salary Scale Direct Service Positions

Position	Step 1	Step 2	Step 3	Step 4	Step 5
Center Director	31.71	33.39	35.16	37.00	38.96
Family Advocate	26.74	28.13	29.63	31.18	32.82
Family Services Specialist	30.94	32.56	34.27	36.08	37.98
Home Visitor	23.64	24.90	26.21	27.58	29.04
Assistant Instructor	16.15	16.95	17.80	18.68	19.61
Associate Instructor	18.96	19.96	20.98	22.07	23.24
Instructor	23.64	24.90	26.21	27.58	29.04

Table 5. Annual Salary Scale at Step 5 For Direct Service Positions				
Annual Salary	Fringe Benefits	Total Personnel Cost		
75,972	63,535	139,507		
63,999	53,522	117,521		
74,061	61,937	135,998		
56,628	47,358	103,986		
38,240	31,980	70,219		
45,318	37,899	83,217		
56,628	47,358	103,986		
	Annual Salary 75,972 63,999 74,061 56,628 38,240 45,318	Annual SalaryFringe Benefits75,97263,53563,99953,52274,06161,93756,62847,35838,24031,98045,31837,899		

Table 9: Annual Salary	y Scale at Step 5 For Direct Service Positions
Table J. Annual Galar	

The following chart shows the estimated average hourly rate for direct service staff by racial identity.

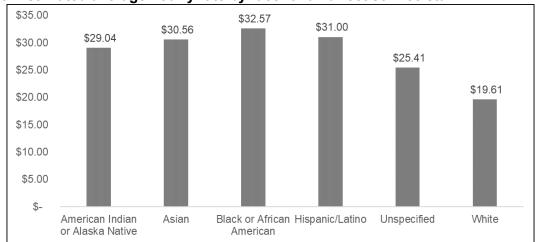


Chart 3: Estimated average hourly rate by race for all direct service staff

A majority of the direct service staff are in the Instructor classification. There are 38 instructors; 14 identify as Asian, 13 identify as Hispanic or Latinx, six identify as Black or African American, four left their racial identity as unspecified, and one identifies as American Indian or Alaskan Native.

The three main racial identities reported by direct service staff are Asian, Black or African American, and Hispanic or Latinx. 64 of 75 (85%) staff members reported their racial identification in one of these three categories. Nine additional staff members left their racial identity as unspecified, one staff member reported their racial identity as American Indian or Alaska Native, and one staff member reported their racial identity as white.

29 of 75 (39%) direct service staff reported their racial identity as Asian.

Position	Count of staff	Percentage among all within position
Center Director	4	36%
Family Advocate	1	50%
Family Support Specialist	2	33%
Home Visitor	5	71%
HS/EHS Assistant Instructor	0	0%
HS/EHS Associate Instructor	3	38%
HS/EHS Instructor	14	37%
Total Staff	29	39%

19 of 75 (25%) of direct service staff reported their racial identity as Hispanic or Latinx.

Position	Count of staff	Percentage among all within position
Center Director	2	18%
Family Advocate	0	0%
Family Support Specialist	3	50%
Home Visitor	0	0%
HS/EHS Assistant Instructor	1	33%
HS/EHS Associate Instructor	0	0%
HS/EHS Instructor	13	34%
Total Staff	19	25%

Table 11: Staff Identifying As Hispanic Or Latinx By Position

16 of 75 (21%) direct service staff reported their racial identity as Black or African American.

Position	Count of staff	Percentage among all within position
Center Director	5	45%
Family Advocate	1	50%
Family Support Specialist	1	17%
Home Visitor	2	29%
HS/EHS Assistant Instructor	0	0%
HS/EHS Associate Instructor	1	33%
HS/EHS Instructor	6	16%
Total Staff	16	21%

Out of 75 direct service staff members, 23 (31%) identified their ethnicity as Hispanic/Latinx. There are 47 (63%) direct service staff who did not identify their ethnicity as Hispanic/Latinx. Five staff (7%) did not provide data.

Table 13: Hispanic or Latinx staff

Position	Count of staff	Percentage among all within position
Center Director	2	19%
Family Advocate	0	0%
Family Support Specialist	3	50%
Home Visitor	0	0%
HS/EHS Assistant Instructor	2	66%
HS/EHS Associate Instructor	1	12%
HS/EHS Instructor	15	39%
Total Staff	23	31% of total staff

Position	Count of staff	Percentage among all within position
Center Director	9	81%
Family Advocate	2	100%
Family Support Specialist	3	50%
Home Visitor	7	100%
HS/EHS Assistant Instructor	1	33%
HS/EHS Associate Instructor	7	88%
HS/EHS Instructor	23	61%
Total	52	63% of total staff

Table 14: Non-Hispanic or Latinx and Unspecified Staff

These data represent staff currently working during the 2022-2023 Program Year as of April 24, 2023. Staff data reported here reflect City of Oakland Head Start program direct service staff and exclude partner direct service staff.

SUSTAINABLE OPPORTUNITIES

Economic: The funding will employ teaching and family services staff largely held by 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, educational and other goals prioritized by families.

Environmental: There are currently no direct environmental benefits or impacts from the Head Start and Early Head Start program to the City of Oakland.

Race & Equity: The Oakland Head Start and Early Head Start program delivers comprehensive and high-quality services to 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.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution:

- Accepting And Appropriating Measure AA Early Education Funds From First 5 Alameda County In An Amount Not To Exceed Four Million Nine Hundred And Twenty Six Thousand And Nine Hundred And Eighty Six Dollars (\$4,926,986) For Oakland Head Start Programming From January 1, 2023 to June 30, 2023, And Authorizing Agreement For Receipt Of Said Funds; And
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For questions regarding this report, please contact Diveena Cooppan, Human Services Division Manager, Early Childhood and Family Services, at (510) 238-7186.

Respectfully submitted,

SCOTT MEANS Interim Director, Human Services Department

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