



CITY OF OAKLAND

AGENDA REPORT

TO: Jestin D. Johnson
City Administrator

FROM: Scott Means
Interim Director, Human
Services

SUBJECT: Oakland Head Start State Multi-
Contract Report FY 2024-25

DATE: October 16, 2023

City Administrator Approval

Date: Oct 29, 2023

RECOMMENDATION

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

Resolution Authorizing The City Administrator:

- 1. To Apply For And Accept The California Department Of Social Services (CDSS) Child Care And Development Division (CCDD) Contract To Receive State Reimbursement Funding Up To \$3,345,812 To Provide California General Child Care Program Services (CCTR) To Eligible Participants, Ages Birth To Three Years Old, From July 1, 2024 Through June 30, 2025; And**
- 2. To Accept And Appropriate Additional California General Child Care Program Reimbursement Funding That Becomes Available For The Same Purposes During The Same Contract Term.**

Resolution Authorizing The City Administrator To:

- 1. Apply For And Accept The California State Preschool Program (CSPP) Contract Up To \$3,364,765, And The California Pre-Kindergarten Supplemental Grant (CPKS) Up To \$32,500 From The California Department Of Education (CDE) For Early Childhood Education From July 1, 2024 Through June 30, 2025; And**
- 2. Appropriate A Contribution From The General Purpose Fund In An Estimated Amount Of \$338,658 Equivalent To The Associated Central Services Overhead Costs; And**
- 3. Accept And Appropriate Additional CSPP Reimbursement Funding That Becomes Available For The Same Purposes During The Same Grant Term.**

Life Enrichment Committee
November 14, 2023

Resolution Authorizing The City Administrator:

- 1. To Apply For And Accept The US Department Of Agriculture Child And Adult Care Food Program (CACFP) Grant From The California Department Of Education (CDE) Up To \$260,000 To Provide Funding For Nutritious Meals From July 1, 2024, Through June 30, 2025; And**
- 2. To Accept And Appropriate Additional CACFP Grant Funding That Becomes Available For The Same Purposes During The Same Grant Term.**

EXECUTIVE SUMMARY

The following report seeks authorization to apply for and accept three contracts that support, enhance, and enrich the delivery of the City of Oakland Head Start and Early Head Start Program's comprehensive early care, education, and family services to support Oakland families with young children. The contracts work in tandem with the US Department of Health and Human Services, Administration for Children and Families Head Start grant to support the City of Oakland Head Start Program's children and families.

Adoption of the first proposed resolution will allow the City Administrator to apply for and accept the General Child Care and Development Program (CCTR) contract from the California Department of Social Services (CDSS) up to \$3,345,812 to be eligible for reimbursement from the CDSS. The terms of this contract will allow for Center-based contractors to be paid up to 100% of the contract maximum reimbursable amount of \$3,345,812 or net reimbursable costs, whichever is less. As a reimbursable contract, the CDSS reimburses the City for all Center-based expenses incurred during the contract timeframe after each month or quarter of service reporting of eligible expenses such as supplies, payroll, and rent.

The City's contribution of General Purpose Funds in the amount of \$682,905, equivalent to the Central Services Overhead Costs estimated, will supplement the Head Start federal funding currently received by the City of Oakland. The appropriation is included in the Adopted FY 2023-25 Budget. The proposed resolution also authorizes the City Administrator to accept and appropriate additional funding if it becomes available from the CDSS within the grant term (July 1, 2024 – June 30, 2025) and amend the contract.

Adoption of the second proposed resolution will allow the City Administrator to apply for and accept the California State Preschool Program (CSPP) contract in the amount up to \$3,364,765 and apply for and accept the California Pre-Kindergarten and Family Literacy Support (CPKS) funding, in the amount up to \$32,500 from the California Department of Education. The City's contribution of General Purpose Funds in the amount of \$338,658, equivalent to the Central Services Overhead Costs estimated, will supplement the Head Start federal funding currently received by the City of Oakland.

Adoption of the third proposed resolution will allow the City Administrator to apply for and accept the Child and Adult Care Food Program (CACFP) contract from the California Department of Social Services (CDSS) in the amount up to \$260,000 to be eligible for reimbursement from the U.S. Department of Agriculture (USDA) and the CDSS. If approved, the Human Services Department (HSD) will continue offering nutritious meals to children enrolled in the Oakland

Head Start and Early Head Start Program from July 1, 2024, through June 30, 2025. Receipt of a CACFP contract is a requirement of the Federal Head Start grant.

The City of Oakland has years of experience in providing high-quality, comprehensive, and enriching early learning and educational services for children from birth to 5-years-old and their families with CSPP (16 years), CCTR (6 years), and CACFP (53 years) funding. Through this extensive experience administering state contracts, there yet to be any audit, performance, or fiscal exceptions that would make the City of Oakland ineligible to execute the requirements outlined in these contracts. By leveraging multiple state contracts, the City of Oakland can maintain and advance its overarching goals in support of local children and their families.

If approved, the City of Oakland's Human Services Department will continue to provide a comprehensive school readiness and early childhood education program, enhanced with family literacy and parenting education services for eligible Head Start and Early Head Start children and their families.

BACKGROUND / LEGISLATIVE HISTORY

The City of Oakland's Head Start / Early Head Start Program

The City of Oakland became a grantee of the Head Start Program in 1971, serving Head Start eligible families with children ages three to five years old.

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 the United States Department of Health and Human Services Administration for Children and Families, enabling the program to enroll and serve children under three years of age in the City of Oakland's Early Head Start Program.

The General Child Care and Development Program (CCTR)

The General Child Care and Development Program (CCTR) is administered by the CDSS and provides full-day, full-year funds for General Child Care and Development services statewide. Awards are made by county allocation and within each county by the Local Planning Council priority area.

The CCTR program is a reimbursement-based contract not a lump sum allocation or grant. The City of Oakland Head Start/Early Head Start Program is reimbursed for each eligible child enrolled who receives full-day services up to the contract maximum reimbursable amount of \$3,345,812, or net reimbursable costs, whichever is less, following comprehensive monthly reporting on factors such as attendance and eligible expenditures.

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

In January of 2007, the California Department of Education (CDE) first announced the availability of \$45,000,000 throughout California for part-day preschool services through the Prekindergarten and Family Literacy Program, renamed the California State Preschool Program

(CSPP). CSPP funds programs to serve children, ages three and four years old, for one to two years before kindergarten commences. Programs must provide age and developmentally appropriate activities for children in participating classrooms designed to facilitate their transition to kindergarten. Programs must also provide ongoing opportunities for parents and caregivers to work with their children on interactive literacy activities.

The City of Oakland first applied for and received this funding in Fiscal Year 2008-2009 to enhance services funded through the Head Start Grant to serve the City of Oakland's children and families. The City of Oakland has received continued funding to present.

The CSPP funding was also used to provide parenting education and family literacy services to eligible families for three and four-year-olds entering their first and/or returning for their second year of preschool and who would be transitioning into kindergarten the following fall, possibly to elementary schools in Oakland located in areas of high need.

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

The Child and Adult Care Food Program (CACFP) began in 1968 and is a State and Federally funded program that provides financial aid to licensed childcare centers and day care homes. The program's objectives are to improve the diet of children younger than 13 years of age by providing them with nutritious, well-balanced meals and to develop good eating habits in children. The program provides services to infants, preschool children, enrollees of any age who are disabled, and children enrolled in after school or extended care centers.

The City of Oakland has received CACFP funding since originally becoming a grantee of the Head Start Program in January 1971.

ANALYSIS AND POLICY ALTERNATIVES

Due to the impact of the COVID-19 pandemic on early child education, coupled with rising costs of childcare and education, the Federal government acknowledges and encourages agencies to blend State funding in support of their programs to meet quality pre-school standards. Given changing Head Start standards requiring the expansion of services, it is critical to use this mixed funding strategy to sustain and further enhance the quality of Head Start and Early Head Start programs.

The General Childcare and Development Program (CCTR) Analysis

The CCTR contract invests and deepens the impact of quality education and child development services for children birth to age 3. The Program is reimbursed for full-day services for 94 children with a maximum reimbursable amount of \$3,345,812 at City of Oakland grantee Early Head Start centers. Within the first three years of receiving the contract award, CCTR funding requires an expansion of hours of service from 8 hours to 10 hours daily and from 180 days to 240 days annually at select sites in upcoming program years with a full-year program from July to June. The specific hours of service will be determined following a survey of eligible families and their needs.

The CCTR contract supports six locations throughout Oakland. **Table 1** below includes the specific number of sites and children the program has been awarded with CCTR reimbursement funding to serve children at each location:

Table 1: Estimated CCTR Slots Per Site

CCTR SITES	Total Estimated Certified Children Per Day Per Site
San Antonio Park Early Head Start	18
West Grand Early Head Start	22
Broadway Early Head Start	22
Lion Creek Early Head Start	6
Arroyo Viejo Early Head Start	10
85th Avenue Early Head Start	16
Total	94

The California State Preschool Program (CSPP) Analysis

In FY 2024-2025, CSPP funding will be provided for children in an estimated eight (8) locations throughout Oakland. The program will be reimbursed for services provided, with a maximum reimbursable amount of \$3,364,765 at City of Oakland grantee Head Start centers. **Table 2** below includes the specific number of classrooms we anticipate will provide CSPP services to children at each location:

Table 2: Estimated CSPP Slots Per Site

CSPP Sites	Total Estimated Certified Children Per Day Per Site
Lion Creek Crossing Head Start	16
85 th Avenue Head Start	16
Brookfield Head Start	32
Sungate Head Start	24
Tassafaronga Head Start	24
San Antonio Community Development Center Head Start	24
Manzanita Head Start	16
Franklin Head Start	16
Total	168

High quality, comprehensive, trauma-informed, developmentally, and culturally appropriate school readiness services will be offered in engaging early childhood education settings, where each child has the opportunity to develop at their pace. Each child’s relationship with their parent or primary caregiver and Head Start teacher is fostered and supported on an ongoing basis.

The City of Oakland’s Human Services Department actively promotes partnerships with families to support early literacy development and school readiness in children. The function of CSPP funding aims to build on the strengths, knowledge, and resources of parents and family members, who have the greatest influence on their children’s development, learning, and academic achievement. Parenting education and family literacy services will be provided for enrolled families.

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

Oakland Head Start offers nutritious meals to every child enrolled at City-operated Head Start and Early Head Start sites throughout Oakland. Healthy breakfasts, lunches, and snacks are served every day, and the diversity of the children is celebrated . Our staff works with families to meet the specific nutritional needs of our children. The family style meal service allows children to practice social and fine motor skills.

Analysis Summary and Alternatives

At present, there are no policy alternatives to these three contracts that will bring about a similar return on investment while also successfully providing a broad spectrum of comprehensive services that support school readiness and family self-sufficiency. Blending these funding sources ensures that the City of Oakland’s early childhood initiatives provide comprehensive services that support school readiness and family self-sufficiency designed to assist Oakland’s most vulnerable families with children ages birth through five-years-old.

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.

FISCAL IMPACT

General Child Care and Development Program (CCTR) Fiscal Impact

A breakdown of the funding sources to be accepted are included in **Table 3**.

Table 3: General Child Care and Development Program (CCTR) Funding Summary, July 1, 2024 – June 30, 2025

Fund Source	Organization	Account	Project	Program	Amount
California Department of Education Fund (2138)	HS Classroom and Seasonal Org (78231)	TBD	Early Head Start FY24-25 CCTR Project (1006696)	Strengthening Children, Youth & Families Program (YS13)	\$3,345,812
General Purpose Fund (1010)	TBD	TBD	TBD	TBD	\$682,905

A. AMOUNT OF RECOMMENDATION/COST OF PROJECT:

- \$4,028,717 for FY 2024-25 (includes GPF contribution)
- Contract Revenue - \$3,345,812

B. SOURCE OF FUNDING:

The maximum net sum of \$3,345,812 together with offsetting revenue, shall be appropriated to the California Department of Education Fund (2138), HS Classroom and Seasonal Org (78231), Early Head Start FY23-24 CCTR Project (1006696, Strengthening Children, Youth & Families Program (YS13) as included in the FY23-25 Adopted Budget (\$3,115,326 was initially projected in the Adopted Budget).

C. FISCAL IMPACT:

In addition, due to administrative cost limitations, a contribution from the General-Purpose Fund is required to cover central service overhead costs in an estimated amount of \$682,905, which was included in the FY23-25 Adopted Budget.

The City will receive a maximum reimbursement of \$3,345,812 with the potential for additional funds, if available, from July 1, 2024, through June 30, 2025, from the CDSS.

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

A breakdown of the funding sources to be accepted are included in **Table 4**.

Table 4: California State Preschool Program (CSPP)/ California Pre-kindergarten and Family Literacy Support (CPKS) Funding Summary, July 1, 2024 – June 30, 2025

Fund Source	Organization	Account	Project	Program	Amount
California Department of Education Fund (2138)	HS Classroom and Seasonal Org (78231)	TBD	Head Start CPKS FY23-24 Project (1006673)	Strengthening Children, Youth & Families Program (YS13)	\$32,500
California Department of Education Fund (2138)	HS Classroom and Seasonal Org (78231)	TBD	Head Start CSPP FY24-25 Project (1006674)	Strengthening Children, Youth & Families Program (YS13)	\$3,364,765
General Purpose Fund (1010)	TBD	TBD	TBD	TBD	\$338,658

A. AMOUNT OF RECOMMENDATION/COST OF PROJECT #1006673:

- \$32,500 for FY 2024-25
- Contract Revenue: \$32,500

B. AMOUNT OF RECOMMENDATION/COST OF PROJECT #1006674:

- \$3,703,423 for FY 2024-25 (including GPF contribution)

- Contract Revenue: \$3,364,765

C. FISCAL IMPACT:

The City's FY 2023-25 Adopted Budget includes \$32,500 and \$2,555,569 in appropriations and revenues for FY24-25 for the California Pre-Kindergarten and Family Literacy Support and California State Preschool Program. The possible grant award for CSPP has been increased to \$3,364,765. These amounts reflect the programs' anticipated reimbursement claims (based on the current average daily attendance rate and the number of children enrolled).

However, the grant can serve more children and accommodate any rate increases. If additional funding becomes available from the grantor for the same purposes within the duration of the grant term, July 1, 2024, through June 30, 2025, the City Administrator or his designee can accept and appropriate the funds.

The approval of the adopted resolution will also authorize a contribution from the General-Purpose Fund in the amount equivalent to central service overhead costs estimated at \$338,658 due to administrative cost limitations.

Child and Adult Care Food Program (CACFP) Fiscal Impact

A breakdown of the funding sources to be accepted are included in **Table 5**.

Table 5: Child and Adult Care Food Program (CACFP) Funding Summary, July 1, 2024 – June 30, 2025

Fund Source	Organization	Account	Project	Program	Amount
Department of Agriculture Fund (2102)	HS Classroom and Seasonal Org (78231)	TBD	Head Start FY 2024-2025 CCFP Project (1006658)	Strengthening Children, Youth & Families Program (YS13)	\$260,000

- A. AMOUNT OF RECOMMENDATION/COST OF PROJECT #1006658:
 Contract Revenue: \$260,000

B. FISCAL IMPACT:

The City's FY 2023-25 Budget includes \$249,723 in appropriations and revenues for the CACFP grant. The possible initial grant award was reimbursement, which has been increased to \$260,000. The proposed resolution also authorizes the City Administrator to accept and appropriate additional funding that becomes available from the contract within the grant term (July 1, 2024 – June 30, 2025). The Head Start program receives monthly reimbursement for eligible meals for enrolled Head Start children.

PUBLIC OUTREACH / INTEREST

No outreach was deemed necessary for the proposed policy action beyond the standard City Council agenda noticing procedures because the Head Start Advisory Board and the Head Start Parent Policy Council reviewed and approved this policy action as well.

COORDINATION

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

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

The City of Oakland has operated as a Head Start and CACFP contract since 1971 and has maintained a CDE/CSPP contract since 2008. The City of Oakland recently became a CDSS/CCTR contractor in 2022. Since receiving these contracts, the Program has met all contract requirements, terms, and conditions.

The state contracts are designed to support the economic and educational attainment of low- and moderate-income parents with children. In addition to assessing a child's eligibility for the program based on family income, child welfare status, or homeless status, the state contracts require contractors to justify and demonstrate a caregiver's need for childcare.

State contractors are required to complete an annual Program Self Evaluation (PSE), which includes a parent survey and an overview of the Program's Desired Ratings Developmental Profile (DRDP) assessments. The Desired Results Developmental Profile (DRDP) is an assessment designed for teachers to observe, document, and reflect on children's learning, development, and progress and is the required assessment by the California State contracts. The DRDP metrics are aligned with school readiness goals based on California Early Learning Standards.

The program analyzes scores throughout the year to monitor progress. DRDP metrics include domains such as awareness of self-identity and culture, using language to explain internal thoughts, understanding environments, and dexterity coordination. State contracts require that children are assessed twice each year to understand development in each assessment domain. In FY 2022-23, 359 children assessed in both the fall and the spring were compared to see if they progressed along the DRDP continuum. All children but one made progress in at least one DRDP measure. On average, children made progress in 70% of DRDP measures appropriate to their age.

State contractors are also required to track the total number of children enrolled and the percentage of a program's enrollment of children with a diagnosed disability under the Individuals with Disabilities Education Act (IDEA). **Table 6** below demonstrates the number of children enrolled in the Program during Program Years 22-23 and the percentage of children with an Individualized Family Service Plan or Individualized Education Plan through IDEA.

Table 6 below summarizes overall enrollment across the Programs in PY 22-23.

Table 6: Overall Enrollment, Program Year 2022-23

Cumulative Enrolled Children	517
Total number of Head Start Families	474
Percent of children with an Individualized Family Service Plan or Individualized Education Program	12.5%

These evaluation processes ensure that the City of Oakland Head Start Program monitors the delivery of high standards of early care, education, and family services for Oakland families and children.

SUSTAINABLE OPPORTUNITIES

Economic: CACFP helps families work by making childcare more affordable. CACFP funding supports the local economy through the purchasing of healthy foods and job creation for meal preparation. In Program Year 22-23, a total of 27,027 lunches, 21,269 breakfasts, and 23,809 snacks were provided through the funding assistance of CACFP.

There are economic benefits to the City from the operation of CCTR and CSPP contracts. These contracts, and funding from the Head Start grant, provide free child development services so families can work. Collectively, with the Head Start grants, the program directly creates and sustains jobs in Head Start, most of which are held by residents of Oakland.

Environmental: Oakland Head Start provides snacks and meals that meet CACFP nutritional requirements. The Head Start program's central kitchen recycles products and purchases environmentally safe paper products used in all Head Start and Early Head Start classrooms. There are no foreseeable direct environmental benefits or impacts from this program to the City of Oakland.

Race & Equity: The Oakland Head Start and Early Head Start program delivers comprehensive and high-quality services to over 500 children and families who are approximately 95% Black, Indigenous, and People of Color (BIPOC), of which approximately 34% are African American, 32% are Hispanic or Latinx, and 24% are Asian participants in PY 22-23. Fifty-seven (57%) of the family's primary language is non-English. The program staff are approximately 64% BIPOC, and 59% of the staff are bilingual.

Improving educational and family outcomes and eliminating racial disparities for this community is an explicit goal of the program. To ensure the Program successfully advances equity, a Race and Equity Research Fellow was hired in Spring 2023 to conduct a Diversity, Equity, Inclusion, and Belonging (DEIB) evaluation of the program. The first stage of the DEIB evaluation began in Summer 2023 and focused on program access. The second phase will focus on experiences within the program, and the final phase will focus on outcomes. This three-part framework will help the Program assess DEIB throughout all aspects of children's and families' time with our program, from before they apply to after they have transitioned out.

ACTION REQUESTED OF THE CITY COUNCIL

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

Resolution Authorizing The City Administrator:

1. To Apply For And Accept The California Department Of Social Services (CDSS) Child Care And Development Division (CCDD) Contract To Receive State Reimbursement Funding Up To \$3,345,812 To Provide California General Child Care Program Services (CCTR) To Eligible Participants, Ages Birth To Three Years Old, From July 1, 2024 Through June 30, 2025; And
2. To Accept And Appropriate Additional California General Child Care Program Reimbursement Funding That Becomes Available For The Same Purposes During The Same Contract Term.

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2. Appropriate A Contribution From The General Purpose Fund In An Estimated Amount Of \$338,658 Equivalent To The Associated Central Services Overhead Costs; And
3. Accept And Appropriate Additional CSPP Reimbursement Funding That Becomes Available For The Same Purposes During The Same Grant Term.

Resolution Authorizing The City Administrator:

1. To Apply For And Accept The US Department Of Agriculture Child And Adult Care Food Program (CACFP) Grant From The California Department Of Education (CDE) Up To \$260,000 To Provide Funding For Nutritious Meals From July 1, 2024, Through June 30, 2025; And
2. To Accept And Appropriate Additional CACFP Grant Funding That Becomes Available For The Same Purposes During The Same Grant Term.

For questions regarding this report, please contact Diveena Cooppan, Manager, at (510) 238-3165.

Respectfully submitted,



SCOTT MEANS
Interim Director, Human Services Department

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Early Childhood & Family Services Division,
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Prepared by: Robyn Levinson, HHS Planner
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