



AGENDA REPORT

TO: Jestin D. Johnson
City Administrator

FROM: LaTonda Simmons
Assistant City Administrator

SUBJECT: Oakland Head Start State Multi-
Contract Report FY 2025-2026

DATE: September 25, 2024

City Administrator Approval


Jestin Johnson (Oct 3, 2024 14:24 PDT)

Date:

October 3, 2024

RECOMMENDATION

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

1) A 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 In An Amount Of Three Million Three Hundred Forty-Five Thousand Eight Hundred And Twelve (\$3,345,812) To Provide California General Child Care Program Services (CCTR) To Eligible Participants, Ages Birth To Three Years Old, Effective July 1, 2025 Through June 30, 2026; 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.**

2) A Resolution Authorizing The City Administrator:

- 1. To Apply For And Accept The California State Preschool Program (CSPP) Contract In An Amount Of Three Million Three Hundred Sixty-Four Thousand Seven Hundred And Sixty-Five Dollars (\$3,364,765), And The California Pre-Kindergarten Supplemental Grant (CPKS) In The Amount Of Thirty-Two Thousand Five Hundred Dollars (\$32,500) From The California Department Of Education (CDE) For Early Childhood Education From July 1, 2025 Through June 30, 2026; And**
- 2. To Accept And Appropriate Additional CSPP And CPKS Reimbursement Funding That Becomes Available For The Same Purposes During The Same Contract Term.**

City Council
October 15, 2024

3) A Resolution Authorizing The City Administrator:

- 1. To Apply For And Accept The US Department Of Agriculture Child And Adult Care Food Program (CACFP) Contract From The California Department Of Education (CDE) In An Estimated Amount Of Two Hundred Sixty Thousand (\$260,000) To Provide Funding For Nutritious Meals From July 1, 2025, Through June 30, 2026; And**
- 2. To Accept And Appropriate Additional CACFP Contract Funding That Becomes Available For The Same Purposes During The Same Contract Term.**

EXECUTIVE SUMMARY

The Head Start Program seeks authorization to apply for and accept three contracts that support, enhance, and enrich the delivery of comprehensive early care and education to 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 and the Oakland Children's Initiative funding to support the operation of the Head Start Program.

Adoption of the first proposed resolution will allow the City Administrator to apply for and accept the General Child Care and Development Program (CTDR) contract from the California Department of Social Services (CDSS) for up to \$3,345,812. The terms of the contract for FY2025-2026 may continue to allow for 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 and is usually aligned with enrollment and attendance.

The City's contribution of General Purpose Funds in the amount of \$651,024, equivalent to the Central Services Overhead Costs estimated, supplements Head Start federal funding received by the City of Oakland to support fiscal management of this contract. The proposed resolution also authorizes the City Administrator to accept and appropriate additional funding if it becomes available from the CDSS within the contract term (July 1, 2025 – June 30, 2026) 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 for 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 is in the amount of \$357,539, equivalent to the Central Services Overhead Costs estimated.

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) through 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, 2025 through June 30, 2026. Receipt of a CACFP contract is a requirement of the Federal Head Start grant.

The City of Oakland Head Start Program has utilized CACFP funding for 53 years, CSPP funding for 16 years, and CCTR funding for 6 years to support the provision of high-quality, comprehensive, and enriching early learning and educational services for young children and their families. Throughout this time administering state contracts, there is 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 Head Start Program can actualize its overarching goals in support of local children and their families.

REASON FOR URGENCY

The California State Preschool Program (CSPP) requires all Continued Funding Applications (CFAs) to be submitted by November 1, 2024. This is one month earlier than in the previous fiscal year, when it was due on December 1, 2023. A signed board resolution authorizing the FY 2025–26 CFA and identifying the individual(s) to sign it on behalf of the Human Services Department must be submitted as part of the application.

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 child care 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. The City of Oakland 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, enrollment, and eligible expenditures.

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

California Department of Education, CSPP funds programs to serve preschool-aged children before they enter Transitional Kindergarten (TK) or Kindergarten. Programs must provide age and

developmentally appropriate activities for children and ongoing opportunities for caregivers to work with their children on interactive literacy activities in preparation for their entry into the TK-12 school system.

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 and to date has continually received this funding.

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

The Child and Adult Care Food Program (CACFP) funds licensed child care centers to provide nutritious, well-balanced meals to improve diet and 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

The Office of Head Start encourages Head Start grantees to utilize state and local funding sources if available to meet quality early care and education standards. Given the ever-changing Head Start standards and the complexity of providing comprehensive care, 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 three. 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.

The City of Oakland Head Start Program CCTR award required an expansion from 180 program operation days to 240 program operation days annually, creating a full-year program calendar operating from July to June. This expansion in days of operation supports Oakland's families with the lowest incomes in many ways, including enabling caregivers to seek out more stable and permanent employment knowing their children will be cared for throughout the summer months. Further, expansion of services eases the financial burden on families through providing basic need support (such as diapers, formula, and baby wipes), and serving their children nutritious breakfasts and lunches daily.

The CCTR contract supports all six of the sites that are directly operated by the City and are licensed to serve infant and toddlers.

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 Site for FY	Number of Children Certified as of September 10, 2024
San Antonio Park	18	4
West Grand	22	7
Broadway	22	16
Lion Creek	6	1
Arroyo Viejo	10	2
85th Avenue	16	9
Total	94	39

The number of children certified will increase as we receive the required documentation throughout the Program Year. The funds are given as a lump sum to the Program to

The California State Preschool Program (CSPP) Analysis

CSPP funding supports children enrolled at eight preschool sites throughout Oakland. The program will be reimbursed for services provided, with a maximum reimbursable amount of \$3,364,765, at City of Oakland direct-operated centers. **Table 2** below shows the specific sites that will provide CSPP services to children:

Table 2: Estimated CSPP Slots Per Site

CSPP Sites	Total Estimated Certified Children Per Site for FY	Number of Children Certified as of September 10, 2024
Lion Creek Crossing	16	9
85 th Avenue	16	13
Brookfield	32	20
Sungate	24	14
Tassafaronga	24	5
San Antonio Community Development Center	24	16
Manzanita	16	12
Franklin	16	10
Total	168	99

The number of children certified will increase as we receive the required documentation throughout the Program Year.

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. Through leveraging CSPP funding, the Head Start Program enhances quality at its preschool sites.

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 the City of Oakland direct-operated Head Start site throughout Oakland. Healthy breakfasts, lunches, and snacks are served every day, and the cultural and ethnic diversity of the children enrolled is reflected in the foods served. Our staff work directly with families to meet the specific nutritional needs of children, and the family style meal service allows children to practice social and fine motor skills alongside their teachers and peers.

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 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. It is also recommended by the Office of Head Start for grantees to have different funding streams supporting the program.

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, 2025 – June 30, 2026

Fund Source	Organization	Account	Project	Program	Amount
California Department of Education Fund (2138)	HS Classroom and Seasonal Org (78231)	TBD	TBD	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 2025-25 (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), 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 \$651,024, 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, 2025, through June 30, 2026, 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, 2025 – June 30, 2026

Fund Source	Organization	Account	Project	Program	Amount
California Department of Education Fund (2138)	HS Classroom and Seasonal Org (78231)	TBD	TBD	Strengthening Children, Youth & Families Program (YS13)	\$32,500
California Department of Education Fund (2138)	HS Classroom and Seasonal Org (78231)	TBD	TBD	Strengthening Children, Youth & Families Program (YS13)	\$3,364,765
General Purpose Fund (1010)	TBD	TBD	TBD	TBD	\$357,539

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 contract 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 contract can serve more children and accommodate any rate increases. If additional funding becomes available for the same purposes within the duration of the contract term, July 1, 2025, through June 30, 2026, 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 \$357,539 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, 2025 – June 30, 2026

Fund Source	Organization	Account	Project	Program	Amount
Department of Agriculture Fund (2102)	HS Classroom and Seasonal Org (78231)	TBD	TBD	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 contract. The possible initial contract 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 within the contract term (July 1, 2025 – June 30, 2026). 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 Head Start Advisory Board, Head Start Parent Policy Council, the Office of the City Attorney and the Department of Finance were consulted in preparation of this report.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

The state contracts determine a child’s eligibility for the using family income, child welfare status, disability status, or homeless status. The state contracts require contractors to justify and demonstrate a caregiver’s need for early childhood services. The City of Oakland has met all contract requirements, terms, and conditions for all three contracts.

State contractors are required to complete an annual Program Self Evaluation (PSE), which includes a parent survey developed by the California Department of Education (CDE) to understand how each early child education program supports children’s learning and development and the needs of families enrolled in the program. The survey is a requirement for both CSPP and CCTR and must be conducted for all families enrolled at a center receiving state funding. There are roughly 40 questions that cover various aspects of the Program, including (but not limited to): the site’s hours of operation and location, staff qualifications, the ratio of staff to children, and nutrition services and family resources provided. The survey was translated into Spanish, Chinese, and Vietnamese so more families could access the survey in their primary/preferred language.

There was a total of 142 survey respondents across all twelve City of Oakland directly operated centers that receive CSPP and/or CCTR funding for a 91% response rate. 140 out of 142 respondents stated they received information on their child’s developmental progress. 100% of respondents stated they felt their child was safe and happy in the Program. Families were also very satisfied with teacher/child interactions and staff communication. No caregiver reported being unsatisfied with the quality of the Program.

There was clear evidence that having children enrolled in the Program helped caregivers with employment. 111 respondents (78%) reported that the Program enabled them to accept a job, 107 respondents (75%) reported the Program enabled them to keep a job, and 75 respondents (53%) stated the Program helped them accept a better job. 58 respondents (41%) stated the Program enabled them to obtain education and/or training. Out of all respondents, only 1 reported being unsatisfied with the program’s ability to meet the individual needs of their child, reflected in Table 6. Additional summary tables are included below.

Table 6: Caregiver Satisfaction Overall

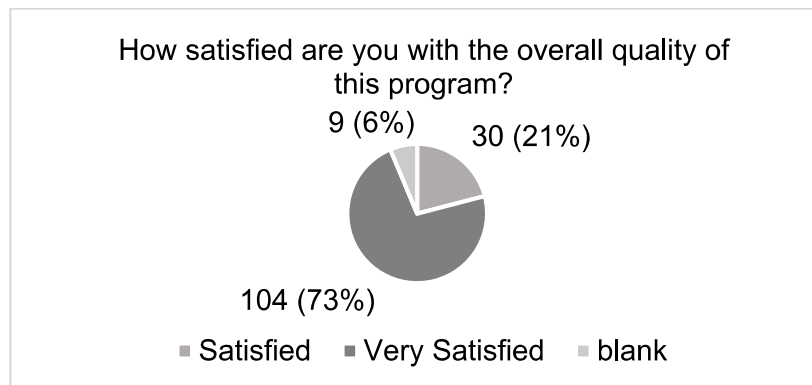


Table 7: Satisfaction with the Hours of Operation

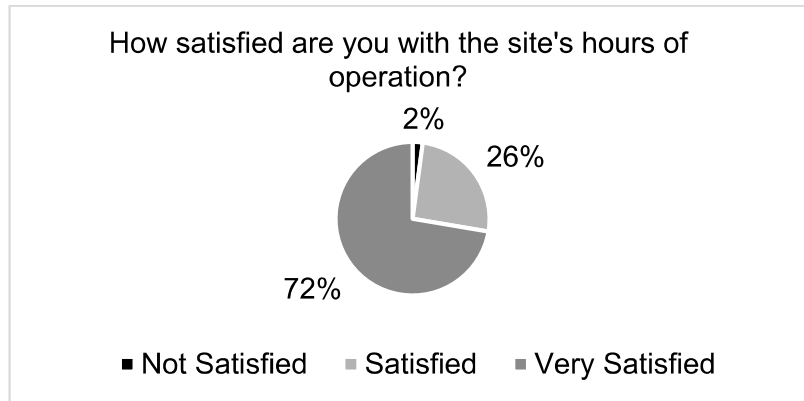
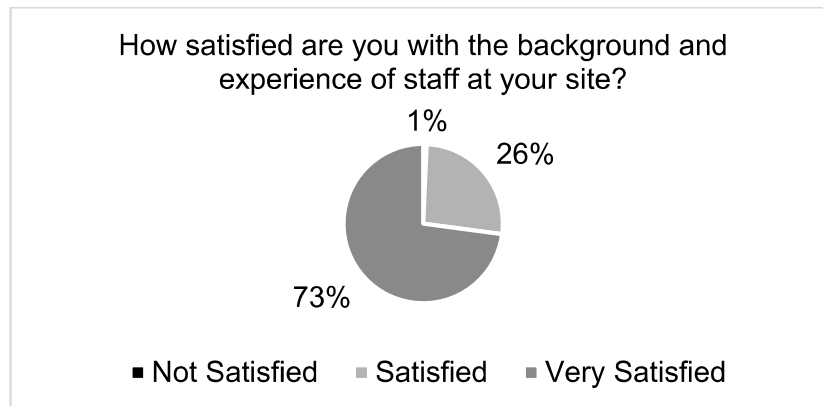


Table 8: Satisfaction with staff experience and background



The Program assesses children’s developmental outcomes three times per program year using the Desired Results Developmental Profile (DRDP). The 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. Most children made developmental progress and moved up the developmental continuum; on average, children progressed in at least 70% of measures.

In Program Year (PY) 23-24, a total of 27,319 lunches, 24,316 breakfasts, and 23,210 snacks were provided through the funding assistance of CACFP. This is a total of 74,845 meals served, a 4% increase (an extra 2,740 meals) served to children enrolled in the Head Start Program compared to PY 2022-23.

SUSTAINABLE OPPORTUNITIES

Economic: CACFP funding also supports the local economy through the purchasing of healthy foods and funding jobs for staff who prepare, deliver, and serve each fresh meal.

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 making under 150% of the State Median Income can work. Collectively, with the Head Start grants, the program directly creates and sustains jobs in Head Start, 46% 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 Head Start Program recognizes racial, ethnic, and socioeconomic disparities across Oakland that impact children and families and their readiness for kindergarten. Improving educational and family outcomes and eliminating racial disparities for this community is an explicit goal of the program. The funding from these three state contracts enables the Program to implement services that primarily support Black or African American, Indigenous, and all families of color who live in zip codes with the greatest subsidized early childhood education shortage, have experienced recent government-induced challenges to their safety through immigration policies, and families involved in the child welfare system or experiencing housing instability.

In PY 2023-24, the Oakland Head Start Program delivered comprehensive and high-quality services to 541 children and families who are 97% Black, Indigenous, and People of Color (BIPOC), of which 32% identified as Black or African American, 45% identified as Hispanic or Latinx, and 18% identified as Asian. 58% of children enrolled had a primary language other than English.

The Program works diligently to ensure staff reflect the racial demographics of the families served. 53% of program staff have a primary language other than English, and 58% of staff are bilingual. 36% of staff identify as Asian, 27% identify as Black or African American, 17% identify as Hispanic or Latinx, 6% identify as multi-racial or another race, and 9% identify as white (5% declined to state). The primary languages spoken by staff match the most commonly spoken languages for families enrolled, which are: Cantonese, English, Mandarin, Mam, Spanish, and Vietnamese.

ACTION REQUESTED OF THE CITY COUNCIL

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

- 1) **A 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 In An Amount Of Three Million Three Hundred Forty-Five Thousand Eight Hundred And Twelve (\$3,345,812) To Provide California General Child Care Program Services (CCTR) To Eligible Participants, Ages Birth To Three Years Old, Effective July 1, 2025 Through June 30, 2026; 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.**
- 2) **A Resolution Authorizing The City Administrator:**
1. **To Apply For And Accept The California State Preschool Program (CSPP) Contract In An Amount Of Three Million Three Hundred Sixty-Four Thousand Seven Hundred And Sixty-Five Dollars (\$3,364,765), And The California Pre-Kindergarten Supplemental Grant (CPKS) In The Amount Of Thirty-Two Thousand Five Hundred Dollars (\$32,500) From The California Department Of Education (CDE) For Early Childhood Education From July 1, 2025 Through June 30, 2026; And**
 2. **To Accept And Appropriate Additional CSPP And CPKS Reimbursement Funding That Becomes Available For The Same Purposes During The Same Contract Term.**
- 3) **A Resolution Authorizing The City Administrator:**
1. **To Apply For And Accept The US Department Of Agriculture Child And Adult Care Food Program (CACFP) Contract From The California Department Of Education (CDE) In An Estimated Amount Of Two Hundred Sixty Thousand (\$260,000) To Provide Funding For Nutritious Meals From July 1, 2025, Through June 30, 2026; And**
 2. **To Accept And Appropriate Additional CACFP Contract Funding That Becomes Available For The Same Purposes During The Same Contract Term.**

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

Respectfully submitted,


Monica Davis (Oct 2, 2024 14:06 PDT)

LaTonda Simmons,
Assistant City Administrator

Reviewed by: Diveena Cooppan, Manager
Early Childhood & Family Services Division,
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Early Childhood & Family Services Division,
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City Council
October 15, 2024