

OFFICE OF THE CITY CLERK
2006 NOV 30 PM 6:03

CITY OF OAKLAND
AGENDA REPORT

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Department of Human Services
DATE: December 12, 2006

RE: **Annual Report From The Department Of Human Services Oakland Community Action Partnership (OCAP) Program And A Resolution Authorizing The City Administrator To Enter Into Agreements For A Second Year With Oakland's Community Action Partnership's Anti-Poverty Service Providers For Calendar Year 2007 In Accordance with Resolution No. 79739 C.M.S.**

SUMMARY

This report provides City Council with an annual update on the activities and accomplishments of the Oakland Community Action Partnership (OCAP) Program and a resolution authorizing the *City Administrator to enter into agreements for a second year with Oakland's Community Action Partnership's anti-poverty service providers for calendar year 2007.*

FISCAL IMPACT

On February 21, 2006, City Council approved Resolution No. 79739 C.M.S. to accept and appropriate a two-year grant from the California Department of Community Services and Development. The Community Services Block Grant funding results in an increase of an estimated \$674,641 annually for anti-poverty services to Oakland's low-income community. This grant requires no local match and is included in the two-year City Council Adopted Budget which is appropriated in the State of California – Other Fund (2159), DHS Administration Unit Organization (78111), CAP/CSBG 2007 Project (G265020).

BACKGROUND

In 1964, President Lyndon Johnson declared "war on poverty" and signed into law the Economic Opportunity Act. The Act created funding for Job Corps, Volunteers in Service to America (VISTA), Head Start, Legal Aid, and Neighborhood Health Centers. In 1971, the City of Oakland received designation as a public Community Action Agency authorized to receive federal funding from the Community Services Block Grant (CSBG) to administer various anti-poverty programs and services for Oakland's low-income residents; as a result, the City of Oakland's Head Start program was established. The Community Services Block Grant funds are administered and managed by the State's Department of Community Services & Development

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(CSD). The CSBG formula for local funding distribution is based on the number of residents living below the federal poverty level.

Oakland's CSBG grant is administered by the Department of Human Services through the Community Action Partnership's Governing Board (City Council) and the Administering Board. *Unlike other funding governance structures, federal regulations mandate that a public "entity shall administer the Community Services Block Grant program through a tripartite board that fully participates in the development, planning, implementation, and evaluation of the program(s) to serve low-income communities"* (Public Law 105-285, SEC. 676B).

Under City Council approved bylaws (2001), the Administering Board is responsible for administering funding decisions. The City of Oakland's 15 member tripartite Administering Board is comprised of one-third community members who are democratically elected through the Community Development District Boards for a total of seven members (7), five (5) City of Oakland elected officials or their designees, and three (3) members who represent other groups and interests that serve Oakland's low-income community.

The Oakland Community Action Partnership is part of a national network of 1100 Community Action Agencies located in 50 states serving an estimated 37 million people nation wide that are faced with living in poverty. Community Action Agencies have been helping people change their lives for over forty years. Because of this legacy, the City of Oakland's Community Action Partnership (OCAP) remains committed to its *mission* "to eliminate poverty and its effects on the City of Oakland."

KEY ISSUES AND IMPACTS

Oakland's Low-Income Population

Poverty in America remains a persistent and complex problem often rooted in market or societal conditions such as unemployment, inadequate housing, and a lack of educational opportunities. According to the 2000 U.S. Census, 19.4% (76,489) of Oakland's total population of 399,484 was living below the federal poverty level. In 2005, the U.S. Census American Community Survey released updated data documenting Oakland's total population at 374,000 residents with 18% (67,320) living below the federal poverty level. Based on the 2005 data, 25% are children under the age of 18; 16% are people 65 years old and over; 17% are families; and 27% are female head of households with no husband present.

The U.S. Department of Human Services has established the 2006 poverty threshold for an **individual** at \$9,800 annually (\$817 monthly, earning \$4.71 per hr.); for a **single parent and two children** at \$16,600 annually (\$1,383 monthly, earning 7.90 per hr.); and for a **family of four** with two parents and two children at \$20,000 annually (\$1,667 monthly, earning \$9.61 per hr). However, the National Economic Development & Law Center, located in Oakland, estimates that a single parent, with two children, needs on average an annual income of \$56,932 (\$4,744 monthly, earning \$27.31 per hr), according to the 2003 California Self-Sufficiency Standard

which measures the true cost of working and covering basic household needs such as housing, food, child care, transportation, medical care and taxes.

At the current minimum wage rate, a single parent with two children working full time makes \$14,040 annually (\$1,170 monthly, \$6.75 pr hour) which is below the federal poverty level of \$16,600 annually. Even at 200% of the poverty level (\$33,200 annually), this same single parent of two would still not earn enough money to make ends meet based on the 2003 California Self-Sufficiency Standard. Due to the slow growth in the increase of wages over the last 9 years, in comparison to the cost of living for medical care, gasoline, and other necessities, working families in the City of Oakland have less and less available income to maintain a basic household budget.

Future Funding for Community Service Block Grant (CSBG)

The U.S. Office of Management and Budget has recommended eliminating Community Services Block Grant funding due to its assessment of the lack of program performance standards and its view of overlapping services with other Federal programs. For the past two years, the President's budget has proposed to eliminate funding to CSBG. Through Congress, the Community Action Coalition has been able to garner support by demonstrating the impact Community Action has made on poverty on a local, state, and national level, and therefore, has been able to maintain level funding for CSBG. However, the future and pending reauthorization for CSBG funding is uncertain due to a number of competing federal issues.

National Performance Goals and Indicators for the Community Service Block Grant (CSBG)

The Federal Administration of Children and Families' Office of Community Services (OCS) and 1100 Community Action Agencies throughout the nation have established the following six national performance goals:

1. Low-income people become more self-sufficient
2. The conditions in which low-income people live are improved
3. Low-income people own a stake in their community
4. Partnerships among supporters and providers of service to low-income people are achieved
5. Community Action Agencies increase their capacity to achieve results
6. Low-income people, especially vulnerable populations, achieve their potential by strengthening family and other supportive systems

The establishment of these national goals allows Community Action Agencies and the Office of Community Services to quantify for Congress and the Administration the national impact Community Services Block Grant funding makes toward addressing and eliminating poverty.

OAKLAND'S COMMUNITY ACTION PARTNERSHIP (OCAP)

Every two years the Oakland Community Action Partnership prepares and submits a plan, as required for continuous funding, to the State Department of Services and Development. For calendar years 2006-2007, the City of Oakland Community Action Partnership continues to embrace and support the California Department of Community Services and Development state-

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wide priority of *Family Self-Sufficiency*. OCAP has adopted a working definition of *Family Self-Sufficiency* as having the means to meet a range of individual needs. Thus, OCAP is committed to support programs and services that focus on guiding families toward meeting those needs.

In identifying the needs of Oakland's low-income families, OCAP conducts on-going needs assessments, focus groups and community surveys to identify the gaps in services and barriers that hinder low-income families' ability to achieve self-sufficiency. OCAP remains committed to supporting innovative programs and services that directly address the needs of Oakland's low-income population, especially those most vulnerable such as Oakland's youth and seniors. To that end, OCAP has strategically aligned its resources to fund the following priority areas: **Housing; Employment/Training; and Supportive Services** to directly respond to the needs identified by Oakland's low-income community.

Local Community Services Block Grant (CSBG) allocations are calculated based on the number of residents living below the federal poverty level in a local jurisdiction. Over the years, the City's funding has decreased and continues to decrease due to the rise in the Bay Area's growing number of "working poor." This growing segment, who are poor in terms of their standard of living but whose annual income far exceeds the federal poverty level, is not factored into the census poverty calculation. The leading factors that continue to contribute to the number of working poor families are: lack of affordable housing; livable wages; limited employment; low education; low skills; affordable health coverage; available child care; and adequate supportive services.

On February 21, 2006, City Council approved Resolution No. 79739 C.M.S. to accept a two-year *Community Services Block Grant (CSBG) from the California Department of Community Services and Development (CSD)*. For calendar year 2006, the City received a total CSBG allocation of \$674,641, a **\$5,952** reduction from 2005, to address and eradicate poverty amongst the 67,320 individuals documented as living below the federal poverty level. This translates to the City receiving approximately \$10 per person. Of the \$674,641, OCAP allocated \$346,590 to cover the cost of grant administration, fund development, special projects and initiatives, and board development. Three hundred twenty eight thousand and fifty one dollars (\$328,051) were allocated to leverage support for anti-poverty programs within the community. Since OCAP operates on a calendar year, program results and outcomes are reported semi-annually and annually. For calendar year 2006, OCAP supported the following anti-poverty programs (see chart) and as a result was able to leverage \$4,009,203 in funding to increase OCAP's impact in addressing poverty within the City of Oakland.

Oakland Community Action Partnership 2006 Services					
Organization	Amount	Dollars Leveraged	Services	Outcomes Due 12-31-06	Midterm Results as of 6-30-06
Pivotal Point Youth Services	\$ 50,000	\$277,481	Employment/entrepreneurship training for at-risk youth	22 participants will receive pre-employment skills required for employment; 23 unemployed participants will obtain a job	36 participants have received training, 11 have obtained employment, 3 participants have started own business
DHS Project Choice	\$ 46,000	\$256,536	Transitional housing and supportive services for formerly incarcerated individuals	50 participants will receive services to assist in maintaining an independent living situation; 20 unemployed participants will obtain a job	First year of funding covers planning and expenses for locating and establishing a transitional housing facility. To date, a site has been identified.
Alameda Family Services – Dreamcatcher (formerly Xanthos)	\$25,000	\$362,159	Provide supportive/ emergency shelter for homeless youth	35 homeless youth will obtain housing; 30 obtain pre-employment skills, 20 secure employment	31 have received housing, 14 have obtained pre-employment skills, 9 have secured employment
Family Independence Initiative	\$ 40,000	\$968,000	Supportive services and positive peer support networks for CalWorks families	21 families will open a new Individual Development Account (IDA) or other savings account; 80 individuals will engage in community activities/ civic engagement; 6 participants will receive leadership training and lead 5 community events	80 individuals engage in community activities, 4 participants received fellowship training, 3 community events we held. On July 31, 2006 FII closed its doors and ceased operation in the City of Oakland.
People Community Partnership Federal Credit Union	\$ 30,000	\$392,552	Banking services and financial education to the low-income community	300 people will open a savings account; 120 participants will receive financial education; 100 people will have their tax returns prepared at VITA site; 2 McClymonds High School students will graduate from IDA program	267 new accounts open totaling \$148,169, 37 participants received financial education, 170 people had tax returns prepared, 4 students enrolled in IDA and 1 graduated with a total savings of \$564 for education
DHS ASSETS Program	\$ 25,000	\$243,652	Employment preparation, training, and placement for seniors 55 and older	15 unemployed low-income older individuals will receive pre-employment training and receive placement in childcare or	5 received program diplomas, earned continuing education credits from Cal State East Bay, and obtained employment.

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Oakland Community Action Partnership 2006 Services					
Organization	Amount	Dollars Leveraged	Services	Outcomes Due 12-31-06	Midterm Results as of 6-30-06
				other employment opportunities	
Allen Temple Training Academy	\$ 25,000	\$16,030	Case management, job search and placement for formerly incarcerated individuals	200 non-violent ex-offenders will enroll in the employment program; 120 unemployed program participants will obtain a job; 20 program participants will pass and receive their GED.	170 enrolled, 62 obtained jobs, and 5 have obtained their GED
First Place Fund for Youth	\$ 25,000	\$1,282,333	Supportive housing program, including life skills training for foster youth	80 individuals participating in the Supportive Housing Program (SHP) will maintain an independent living situation	78 are maintaining independent living
Society of St. Vincent De Paul	\$ 25,000	\$100,460	Job training and paid employment for homeless and extremely low-income men	50 program participants will obtain pre-employment skills required for employment; 50 unemployed program participants will obtain a job	100 participants obtained employment skills, 65 participants obtained a job
OCAP EITC Campaign	\$20,000	\$70,000	Free tax preparation to low-income residents	12 Oakland VITA sites will prepare free tax returns for 3,524 low-income residents	12 VITA sites prepared 3,325 tax returns generating \$ 842,502 in EITC dollars and capturing \$3,586,961 in total returns
DHS Community Housing Services Hunger Program	\$10,000	\$25,000	Co-sponsor the City's annual Thanksgiving Dinner	Provide a nutritional dinner and information to 2,000 homeless and low-income individuals	Thanksgiving dinner event scheduled for November 21, 2006 at Marriot Hotel in Oakland
OCAP Public Forums/General Programming	\$ 6,051	\$15,000	Educate and inform the low-income community/partners about important issues	Sponsor/co-sponsor anti-poverty community forums	150 participants participated in Walk to End Poverty Community Event at Lake Merritt on May 13, 2006
TOTAL	\$ 328,051	\$4,009,203			

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2006 Program Monitoring and Evaluation

The purpose of OCAP’s on-going monitoring process is to assure that programs and services are being operated in accordance with our State approved Community Action Plan and as specified in each City-approved contract. During the contract period, staff visits contractors to evaluate contract compliance through observation, interview, and verification of records. For Calendar year 2006, OCAP staff conducted site visits during the months of August and September.

Data collected are reviewed to determine contractor compliance with provisions contained within each contract, check individual project achievements, address accountability, and provide useful feedback to the partnership. In addition, each funded program is required to 1) submit a semi-annual and annual Result Oriented Management and Accountability (ROMA) report; 2) complete a detailed annual progress report; and 3) make an annual presentation with program recipients to the OCAP Administering Board. Each program is meeting its targeted outcomes for Calendar Year 2006. With the exception of the Family Independence Initiative (FII), which closed its doors, the Administering Board is recommending to renew its existing contracts and outcomes for 2007 with its current anti-poverty service providers, pending City Council approval and contingent upon OCAP’s 2007 federal funding allocation.

OCAP Highlights

➤ **Earned Income Tax Credit**

The City of Oakland Community Action Partnership, in partnership with the Alameda County Earned Income Tax Credit (EITC) Campaign, supported 12 free Volunteer Income Tax Preparation Sites (VITA) throughout the City of Oakland. As a result, 3,328 tax filers received **free** tax preparation services capturing approximately \$2.8 million in federal refunds, \$225,364 in state refunds, and \$1.4 million in EITC funds.

The following community partners were responsible for operating the 12 VITA sites that were located throughout Oakland’s low-income communities: Alameda County Social Services Agency, North Oakland; People’s Community Partnership Credit Union (PCPFCU); Acorn Center – Oakland; Catholic Charities of the East Bay, Oakland Family Services Center; West Oakland Acorn Computer Center; Unity Council (Supersite); Lincoln Recreation Center (Tax Aid) (Cooperating Site); Lao Family Services; East Bay Asian Local Development Corporation (EBALDC); San Antonio Community Development Corporation; Eastmont Self Sufficiency Center, Alameda County Social Services Agency; and Allen Temple Baptist Church. The following chart highlights the success of the campaigns since its inception in 2002 through 2005.

Type of Return	2005 Taxes	2004 Taxes	2003 Taxes	2002 Taxes
Oakland Federal Total	\$2,782,358	\$2,699,718	\$1,970,528	\$1,361,792
Oakland State Total	\$225,364	\$166,399	\$202,129	NA
Oakland EITC Total	\$1,399,261	\$1,318,967	\$1,126,164	\$842,502

The chart below shows the total impact Volunteer Income Tax Assistance Sites and AARP sites have made by offering **free** tax preparation services to Oakland’s low-income community, saving them hundreds of dollars in tax preparation fees. Through this cooperative partnership with AARP, **8 free** tax preparation sites were located at Oakland’s Senior Centers and Libraries. A grand total of 5,702 returns was prepared during the 2006 campaign and brought back \$4,688,572 into the hands of Oakland’s low-income families.

2006	Total Returns	Total Refunds
VITA Sites	3,328	\$3,586,961
AARP Sites	2,374	\$1,101,611
Total	5,702	\$4,688,572

➤ **2006 Walk to End Poverty**

The first annual Walk to End Poverty and community wellness fair was held Saturday, May 13, 2006, at Oakland’s beautiful Lake Merritt. The overall goal of the event was to increase and heighten the public’s awareness of poverty in Alameda County, and especially the cities of Berkeley and Oakland. To promote the event, a press release was developed and a media advisory was released. The first of its kind, county-wide event drew approximately 150 participants. The event received support from the State Department of Community Services and Development, Kaiser Permanente, United Way of the Bay Area, CLIF Bar, and the Cal/Neva Association.

Participants enjoyed live performances from Oakland’s Youth Uprising, a Measure Y Violence prevention grantee, and heard from local elected officials such as Alameda County Supervisor Keith Carson, Oakland Councilmember Nancy Nadel, and Berkeley Councilmember Darryl Moore. The event received media coverage from Channel 2, the Post newspaper, Berkeley Weekly, and Catholic Voices. Participants at the event received commemorative t-shirts, hats, healthy snacks, water, quality first aid kits with disaster preparedness literature, and health information from Alameda County’s Department of Public Health. Due to the overwhelming response by the community and our participants, efforts are already underway for planning the 2007 Walk to End Poverty.

➤ **Upcoming Initiatives**

OCAP is committed not just to addressing the symptoms of poverty but also the root causes in order to bring about change in an individual’s life. OCAP believes that a cycle of prosperity for Oakland’s low-income population must exist in order to break the cycle of poverty. In an effort to support this concept, OCAP has recently submitted a \$250,000 federal grant to pilot a city-wide Individual Development Account (IDA) Program. Individual Development Accounts are matched (2:1) savings accounts that are designed to encourage low-income individuals to save for education, small business or home ownership. Half of the match is provided by the federal grant and the other half is provided through partnerships with foundations, local government, Community Development Block Grant, and

local financial institutions. IDAs allow families to build their assets, thereby increasing their financial security. To further support asset accumulation, the Earned Income Tax Credit Coalition is exploring launching a city-wide savings campaign based on the national America Saves model that would seek to “bank” the currently unbanked low-income population.

The Oakland Community Action Partnership remains committed to continuing to address the needs of the low-income community by ensuring access to training, education, employment, housing, and enrichment opportunities to improve the lives of Oakland’s 67,320 individuals who live in poverty. For over thirty years, the City of Oakland’s Community Action Partnership has had a track record in making a difference in the lives of thousands of Oaklanders by “*helping people, change lives.*”

SUSTAINABLE OPPORTUNITIES

Economic: OCAP programs and services directly impact the employability of Oakland’s low-income residents by providing increased access to job opportunities and information on relevant topics that will help them access additional services and support.

Environmental: There are no specific environmental opportunities.

Social Equity: OCAP will continue to focus its efforts to support the City goal of social equity for all of Oakland’s low-income residents. OCAP will continue to collaborate and partner with other entities such as the Workforce Investment Board (WIB), the County of Alameda, Alameda County Community Food Bank, and the United Way of the Bay Area to ensure that all efforts to eliminate poverty and its effects on the Oakland community are supported and that a sustainable infrastructure is in place to help low-income families move toward a higher level of self-sufficiency.

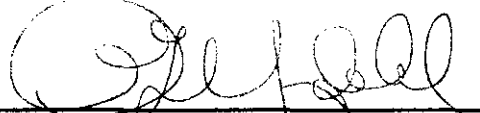
DISABILITY AND SENIOR CITIZEN ACCESS

The Oakland Community Action Partnership programs and services are accessible to person with disabilities and senior citizens.

ACTION REQUESTED OF CITY COUNCIL

The Department of Human Services Community Action Partnership requests that the City Council accept this report and approve a resolution authorizing the City Administrator to enter into agreements for a second year with Oakland's Community Action Partnership's anti-poverty service providers for calendar year 2007 in accordance with the approved Resolution No. 79739 C.M.S.

Respectfully Submitted



ANDREA YOUNGDAHL
Director, Department of Human Services

Reviewed by:
Sara Bedford, Policy & Planning Manager

Prepared by:
Estelle Clemons, CAP Manager

**APPROVED AND FORWARDED TO THE
LIFE ENRICHMENT COMMITTEE:**



OFFICE OF THE CITY ADMINISTRATOR

OAKLAND CITY COUNCIL


City Attorney

RESOLUTION No. _____ C.M.S.

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO ENTER INTO AGREEMENTS FOR A SECOND YEAR WITH OAKLAND'S COMMUNITY ACTION PARTNERSHIP'S ANTI-POVERTY SERVICE PROVIDERS FOR CALENDAR YEAR 2007 IN ACCORDANCE WITH RESOLUTION NO. 79739 C.M.S.

WHEREAS, federal regulations mandate that an entity shall administer the Community Services Block Grant Program through a tripartite board (Oakland's Community Action Partnership Administering Board) that fully participates in the development, planning, implementation, and evaluation of the program(s) to serve low-income communities; and

WHEREAS, the City of Oakland has received Community Services Block Grant (CSBG) funding since 1971; and

WHEREAS, the City of Oakland Community Action Partnership (OCAP) was awarded a two-year grant in the amount of \$1,361,186 in renewal funding from the Federal Community Services Block Grant (CSBG) program with an annual allocation of \$674,641 from the State of California Department of Community Services and Development (CSD) for Calendar Years 2006 and 2007; and

WHEREAS, the State of California Department of Community Services and Development has issued a two-year contract to the Oakland Community Action Partnership through Contract Number 06F-4703; and

WHEREAS, the City Council approved Resolution No. 79739 C.M.S. on February 21, 2006 authorizing the City Administrator to accept said funds in support of Oakland's Community Action Partnership Program and enter into agreements with anti-poverty service providers for calendar year 2006; and

WHEREAS, these funds are being used to provide support and services to Oakland's low-income citizens who are working towards attaining self sufficiency as outlined in the City's state approved 2006-2007 City of Oakland Community Action Plan; and

WHEREAS, this grant is included in the FY 2005-2007 City Council Adopted Budget which is appropriated in the State of California-Other Fund (2159), DHS Administration Unit Organization (78111), CAP/CSBG 2007 Project (G265020); and

WHEREAS, Oakland's Community Action Partnership would like to enter into agreements with the following anti-poverty service providers for calendar year 2007, contingent upon funding availability and annual performance:

2007 Funded Organizations	Amount
Pivotal Point Youth Services	\$ 50,000
DHS Project Choice	\$ 46,000
Alameda Family Services – Dreamcatcher (formerly Xanthos)	\$ 25,000
People Community Partnership Federal Credit Union	\$ 30,000
DHS ASSETS Program	\$ 25,000
Allen Temple Training Academy	\$ 25,000
First Place Fund for Youth	\$ 25,000
Society of St. Vincent De Paul	\$ 25,000
OACAP EITC Campaign	\$ 20,000
DHS Community Housing Services Hunger Program	\$ 10,000
OACAP Public Forums/General Programming	\$ 47,051
TOTAL	\$328,051

and,

WHEREAS, services provided are in accordance with Federal and State subcontractor provisions, regulations, and guidelines for eligible activities under the Community Services Block Grant; now, therefore, be it

RESOLVED: That the City Council hereby authorizes the City Administrator or her designee as agent for the City to negotiate and execute agreements for calendar year 2007 with the above listed anti-poverty service providers for the purpose of providing services to eligible clients in the City of Oakland, and to conduct all negotiations, execute and submit all documents, including but not limited to applications, agreements, amendments, modifications, payment requests, terminations and related actions which may be necessary; and be it

FURTHER RESOLVED: That said agreements shall be approved as to form and legality by the Office of the City Attorney and placed on file in the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20_____

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, BRUNNER, CHANG, KERNIGHAN, NADEL, QUAN, REID, and PRESIDENT DE LA FUENTE

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____
LATONDA SIMMONS
City Clerk and Clerk of the Council
of the City of Oakland, California