



# AGENDA REPORT

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**TO:** Jestin D. Johnson  
City Administrator

**FROM:** Emily Weinstein,  
Director, Housing and  
Community Development


**SUBJECT:** 2024/25 Consolidated Annual  
Performance & Evaluation Report

**DATE:** August 19, 2025

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City Administrator Approval

Date:

  
Jestin Johnson (Sep 6, 2025 16:07:58 PDT)

Sep 6, 2025

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## **RECOMMENDATION**

**Staff Recommends That The City Council Conduct A Public Hearing And Upon Conclusion Receive The City Of Oakland's Consolidated Annual Performance & Evaluation Report For Fiscal Year 2024/25 Community Development Block Grant, HOME Investment Partnerships, Housing Opportunities For Persons With AIDS, And Emergency Solutions Grants To Be Submitted To The United States Department Of Housing & Urban Development**

## **EXECUTIVE SUMMARY**

This report transmits to the public and to the Oakland City Council (Council), the City of Oakland (City) Consolidated Annual Performance & Evaluation Report (CAPER) for Fiscal Year (FY) 2024/25 as required by the United States Department of Housing & Urban Development (HUD) under Title 24, Part 91, Sections 91.105 and 91.520(a) of the Code of Federal Regulations (24 C.F.R. §§ 91.105 and 91.520[a]).

In 2024, the HUD Office of Community Planning & Development (CPD) awarded the City a total amount of \$14,260,551 under four formula grants as authorized by Council Resolution No. 90372 C.M.S., passed on July 16, 2024, see below in **Table 1**.

### **Table 1. HUD/CPD FY 2024/25 Grant Awards**

City Council  
September 15, 2025

HUD/CPD Grant	Award
Community Development Block Grant (CDBG)	\$7,484,410
HOME Investment Partnerships (HOME)	\$2,368,547
Housing Opportunities for Persons With AIDS (HOPWA)	\$3,761,466
Emergency Solutions Grants (ESG)	\$646,128
<b>TOTAL FY 2024/25 HUD/CPD FORMULA GRANT AWARDS</b>	<b>\$14,260,551</b>

Consistent with the City's FY 2020/21 – 2024/25 Consolidated Plan, which was implemented through Annual Action Plans (AAPs), CDBG, HOME, HOPWA, and ESG funds were utilized to support the following FY 2024/25 AAP priorities: to benefit low-income (80% and below area median income) Oakland residents, to invest in low-income areas of Oakland, and to assist unhoused residents, small businesses, and low-income persons living with HIV/AIDS through:

1. Affordable Housing
2. Homelessness Solutions
3. Economic Development
4. Public Services
5. Neighborhood Stabilization
6. Public Facility Improvements and Infrastructure

Approximately 6,237 households received direct benefit from CDBG-, HOME-, HOPWA-, and ESG-assisted programs and activities included in the Consolidated Plan and FY 2024/25 AAP.

The summary is below and the complete FY 2024/25 CAPER is available online for public review.

## **BACKGROUND / LEGISLATIVE HISTORY**

Pursuant to Title 24, Part 91, Section 91.520 of the Code of Federal Regulations (24 C.F.R. § 91.520), the City is required to report annually on the progress it has made in carrying out priority goals and strategies of its Consolidated Plan, AAP, and Substantial Amendments to its Consolidated Plan and AAP. Pursuant to 24 C.F.R. § 91.105(d) and the City's Citizen Participation Plan, the City must provide a period not less than 15 days for public review and comment prior to submitting the CAPER to HUD.

The City's FY 2024/25 CAPER includes a description of the investment of available resources, the geographic distribution of investments, the demographic characteristics of households served, actions taken to affirmatively further fair housing, and other actions as planned and approved under the City's FY 2020/21 – 2024/25 Consolidated Plan and FY 2024/25 AAP as amended.

The FY 2024/25 AAP allocates HUD/CPD formula grants awarded to the city under the CDBG, HOME, ESG, and HOPWA programs, as authorized by Resolution No. 90372 C.M.S. on July

16, 2024, and amended by Resolution No. 90737 C.M.S. on May 20, 2025.

A brief summary on the use of the four federal formula grant programs is detailed below:

**Community Development Block Grant (CDBG)**

CDBG represents the largest share of Oakland's federal formula grant funds and serves as an ongoing funding source for initiatives that directly benefit low-income residents. These include affordable housing and homelessness housing production and preservation activities, as well as homelessness services and anti-displacement services, such as rental assistance targeted to prevent homelessness and housing-focused legal assistance.

CDBG also supports economic development activities administered through the City's Economic & Workforce Development (EWD) Department as well as the Code Compliance Relocation Program (CCRP; Oakland Municipal Code 15.60) administered by HCD. CCRP supports tenants who must temporarily relocate due to unsafe or uninhabitable housing conditions. CDBG is also the primary funding source for the City's owner-occupied Residential Lending Services, which promotes safe and stable housing while preserving neighborhood affordability.

**HOME Investment Partnerships (HOME)**

HOME funds expand Oakland's affordable housing stock through capital investments in development, acquisition, and rehabilitation of affordable housing. By pairing HOME funds with local resources like the Affordable Housing Trust Fund, the City amplifies its ability to finance large-scale affordable housing projects. These developments expand housing opportunities for Oakland residents while creating jobs and customers for local businesses.

**Housing Opportunities for Persons With AIDS (HOPWA)**

HOPWA provides housing and supportive services to low-income individuals living with HIV/AIDS and their households across Alameda and Contra Costa counties. The City administers the annual formula HOPWA allocation on behalf of the Eligible Metropolitan Statistical Area comprising both Alameda and Contra Costa counties. The City's Community Homelessness Services (CHS) Division in the Human Services Department funds HOPWA project sponsors directly and funds subrecipients Alameda County Department of Housing & Community Development and Contra Costa County, which serve as pass-throughs to other project sponsors. Seventy percent of the annual formula grant is allocated to serve Alameda County households and thirty percent to serve Contra Costa households, consistent with HIV/AIDS prevalence in the two counties.

**Emergency Solutions Grants (ESG)**

ESG targets immediate homelessness needs by funding emergency shelters, rapid re-housing programs, and essential services. ESG funds shelter operations and wraparound support, including access to job training, healthcare enrollment, and benefits application. Rapid re-housing initiatives help individuals quickly transition into permanent housing with time-limited rental subsidies and case management.

**ANALYSIS AND POLICY ALTERNATIVES**

The City's FY 2024/25 CAPER evaluates and reports accomplishments and progress towards

six priority goals established under the Consolidated Plan and FY 2024/25 AAP:

1. Affordable Housing
2. Homelessness Solutions
3. Economic Development
4. Public Services
5. Neighborhood Stabilization
6. Public Facility Improvement & Infrastructure Improvements

FY 2024/25 activities reported under these priority goals support and advance the City's Housing & Community Development Department (HCD)'s 2023-2027 Strategic Action Plan; the 2023-2031 Housing Element; the Permanent Access To Housing (PATH) framework for addressing homelessness; and the Citywide priorities of housing, homelessness solutions, and economic and cultural security.

While the scopes of the Consolidated Plan and AAP include housing and community development activities carried out with both HUD and non-HUD funding sources, **the focus of this report is on CDBG-, HOME-, HOPWA-, and ESG-funded activities.**

CAPER highlights for FY 2024/25 are provided below. Demographic data from CDBG-, ESG-, and HOPWA-funded activities are attached in **Exhibit A**. The complete FY 2024/25 CAPER is available online for public review.

### **FY 2024/25 CAPER Highlights**

#### ***Affordable Housing – Production***

The City uses its HOME funding to produce new, deeply affordable housing. During FY 2024/25, the City advanced its affordable housing goals through both the completion and ongoing development of HOME-assisted projects, with a strong emphasis on Permanent Supportive Housing (PSH) for formerly chronically unhoused residents.

Two new developments were completed and opened, delivering a total of **136 new affordable units**, including **46 units dedicated to households exiting homelessness** through PSH. The completed developments include:

- **Ancora Place** – 77 total units (assisted with \$2,371,571 in HOME funds)
- **West Grand & Brush** – 59 total units (assisted with \$1,067,774 in CDBG funds)

Progress on production of new, deeply affordable housing using all funding sources is detailed in HCD's Annual Housing Programs Informational Report for Fiscal Year 2024/25. For example, construction commenced on the **Lake Merritt BART Transit-**

**Oriented Development (TOD) Senior Housing project** (also known as **Chinatown TOD**), which will deliver **97 affordable units**, including **44 PSH units** specifically targeted for formerly unhoused seniors. This project is not currently assisted with CDBG or HOME funds. In addition, **construction progressed on 395 units across five developments** that began prior to the program year and are expected to be completed in subsequent years. These pipeline projects further demonstrate the City's commitment to expanding access to quality, affordable housing throughout Oakland and includes active participation in **State of California Homekey initiatives and a growing emphasis on incorporating PSH units into the City's affordable housing development pipeline.**

### ***Affordable Housing – Preservation***

During FY 2024/25, the City advanced its preservation goals and continued to support the rehabilitation and sustainability of both naturally occurring affordable rental housing and owner-occupied housing. Specifically, the City used CDBG funds to implement three key programs aimed at improving housing stability, safety, and accessibility for low-income homeowners:

#### **1. Major Home Rehabilitation Loans**

- Zero- to 3%- interest loans (up to \$150,000) for emergency repairs, deferred maintenance, or correction of code violations
- 11 owner-occupied homes were rehabilitated
- \$630,785 in lending

#### **2. Accessibility and Health Hazard Remediation Grants**

- Up to \$15,000 for lead-based paint removal and accessibility improvements; up to \$24,000 for projects with wheelchair lift installations
- 7 projects were completed
- \$159,374 in grants

#### **3. Minor Home Repair Grants**

- Up to \$2,499 to elderly homeowners for repairs including plumbing, electrical, carpentry, grab bars, railings, water heaters, and locks
- 38 projects were completed
- \$156,600 in grants

Altogether, **56 owner-occupied homes benefited from rehabilitation activities** during FY 2024/25, enhancing housing stability for Oakland's most vulnerable residents.

These rehabilitation efforts support the City's broader goal of preserving the existing affordable housing stock, protecting residents from displacement, and ensuring long-term housing quality for Oakland residents.

### ***Protection from Displacement & Homelessness Solutions***

## Community-Based Services

### CDBG

- **East Bay Community Law Center (EBCLC)** provided fair housing legal services to **203 households**
- **Bay Area Community Services (BACS)**, in collaboration with Eviction Defense Center, Black Cultural Zone, Safe Passages, The Unity Council, East Oakland Collective, Eden I&R, and EBCLC, provided **targeted homelessness prevention** services to **234 households** through the Keep People Housed program.
- **East Oakland Community Project (EOCP)** provided temporary shelter and supportive services to **634 individuals** through Crossroads
- **Abode** provided rapid rehousing services to **90 households** through Oakland PATH Rehousing Initiative (OPRI)
- **Annual Community Day of Thanks** provided holiday meals to approximately **3,500 individuals**

### HOPWA

- **East Bay Innovations** provided supportive services to **5 households**
- **EOCP** provided temporary shelter to **50 individuals**, supportive services to **34 households**, and placed **7 households** in housing through Crossroads
- **Eden I&R** provided housing information to **423 households** and case management to **190 households**
- **Resources for Community Development** provided supportive services to **13 households**
- **Alameda County** provided housing to **38 households**
- **Contra Costa County** provided housing information to **148 households**, supportive services to **280 households**, case management to **15 households**, housing financial assistance to **97 households**, and placed **15 households** in permanent housing
- **AIDS Project of the East Bay (APEB)** was awarded HOPWA funds; however, as a result of Community Homelessness Services Division (CHS) monitoring, CHS staff discovered that APEB had served only one household and proceeded to terminate the contract and work with the City Attorney's Office to demand APEB repayment of reimbursements totaling more than \$98,000. No federal funds were used in the City payments to APEB.

### ESG

- **EOCP** provided temporary shelter to **383 individuals**
- **Building Futures with Women & Children** provided rapid rehousing services to **68 households with children**
- **St. Mary's Center** provided rapid rehousing services to **37 senior households**
- **First Place for Youth** provided housing navigation and placement and healthcare/mainstream benefits enrollment services to **15 transitional age youth participants**

### Code Compliance Relocation Program

During the FY25-26, a total of **181 tenants and property owners were educated on the requirements of the Code Compliance Relocation Program** (CCRP; Oakland Municipal Code 15.60). CCRP outreach, education, and counseling **facilitated 29 property owners in providing relocation payments directly to tenants** in compliance with their obligations under the code. In cases where property owners failed to comply, the City **provided relocation payments to 9 tenant households**, and 9 property liens were placed against the properties of non-compliant property owners, most of whom refused to issue relocation payments due to unresolved code violations.

Of the 9 tenant households who received City-provided relocation payments:

- 4 were extremely low-income (0-30% area median income [AMI])
- 4 were very low-income (30-50% AMI)
- 1 was low-income (50-80% AMI)
- 4 were female-headed households

### ***Economic Development***

The EWD Department's Neighborhood Business Assistance (NBA) Program and Main Street Launch provided the following small business development services:

- **Business counseling, technical assistance, and/or marketing support to 245 small businesses**
- **Loans to 15 small businesses**
- **Assisted small businesses in creating or retaining 81 jobs**

### **FISCAL IMPACT**

The CAPER is a HUD-mandated annual report on the performance and evaluation of activities carried out during FY 2024/25 funded through HUD/CPD formula grants and other resources.

Funds awarded under the FY 2024/25 HUD/CPD formula grant awards but not expended during the FY 2024/25 will expire in 2031 for CDBG and HOME, 2027 for HOPWA, and 2026 for ESG. HCD plans to spend these awards fully by their expiration dates.

### **PUBLIC OUTREACH / INTEREST**

Per 24 C.F.R. § 91.105(d)(1) and the City's Citizen Participation Plan, the City publishes and posts the CAPER online to provide Oakland residents a reasonable opportunity to review and

provide input/feedback regarding the CAPER. The CAPER is posted on the City's website for public review and comment from September 1, 2025 to September 16, 2025.

A Public Notice of the City's FY 2024/25 CAPER was posted in the *East Bay Times*, *The Post*, *El Mundo*, and *Sing Tao* newspaper publications, announcing the availability of the CAPER and the public review period.

Public comments submitted during the 15-day public review period and during the public hearing will be included in the FY 2024/25 CAPER submission to HUD.

### **COORDINATION**

The FY 2024/25 CAPER is submitted in coordination with the EWD Department, Human Services Department, and the Oakland Housing Authority. This report has been reviewed by the City Attorney's Office and by the City's Budget Bureau.

### **SUSTAINABLE OPPORTUNITIES**

**Economic:** CDBG, HOME, ESG and HOPWA formula grants support activities and services that benefit low-income residents of Oakland, unhoused residents, and other special needs populations. The grants provide for affordable housing, economic opportunities, and suitable living environments; all of which contribute to sustainable economic opportunities for Oakland residents. Additionally, federally funded capital projects, such as new construction and acquisition and rehabilitation provide work opportunities for local contractors. Homeowner-occupied rehabilitation funds help homeowners avoid reverse mortgages and other high-cost financing options that could jeopardize a homeowner's home equity and financial health.

**Environmental:** An environmental review process is required for all HUD-assisted projects to ensure that the proposed project does not negatively impact the surrounding environment and that the property site itself will not have an adverse environmental or health effect on end-users. Preservation activities in particular rehabilitation programs protect residents from lead-paint hazards, substandard building conditions, and often improve the energy efficiency of homes.

**Race & Equity:** Indicators of housing instability, such as homelessness, eviction, housing quality, displacement migration patterns, etc. disproportionately impact Black Oaklanders. The HCD Department uses the City's racial equity impact analysis process to ensure that programs, policies, and practices drive a reduction in those disparities.

### **ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Conduct A Public Hearing And Upon Conclusion Receive The City Of Oakland's Consolidated Annual Performance & Evaluation Report For Fiscal Year 2024/25 Community Development Block Grant, HOME Investment Partnerships, Housing Opportunities For Persons With AIDS, And Emergency Solutions Grants To Be Submitted To The United States Department Of Housing & Urban Development

For questions regarding this report, please contact Hugo Ramirez, Deputy Director of Community Development, at [HRamirez2@oaklandca.gov](mailto:HRamirez2@oaklandca.gov).

Respectfully submitted,

Emily Weinstein

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Program Coordinator  
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Attachment (1)  
A. FY25-26 CAPER Exhibit A (Demographics)

Signature:   
Emily Weinstein (Sep 2, 2025 11:25:47 PDT)

Email: [EWeinstein@oaklandca.gov](mailto:EWeinstein@oaklandca.gov)

Exhibit A: Demographic Data Tables  
Fiscal Year 2024/25 Consolidated Annual  
Performance & Evaluation Report (CAPER)

**Table 1 – Race & Ethnicity of Households Served by Funding Source**

<b>RACE</b>	<b>CDBG</b>	<b>ESG</b>	<b>HOPWA</b>	<b>TOTAL</b>
<b>White</b>	268	87	159	514
<b>Black or African American</b>	864	494	200	1,558
<b>Asian</b>	41	12	16	69
<b>American Indian or Alaska Native</b>	9	5	7	21
<b>Native Hawaiian or Other Pacific Islander</b>	9	13	5	27
<b>American Indian or Alaska Native and White</b>	7	0	2	9
<b>Asian and White</b>	0	0	0	0
<b>Black or African American and White</b>	25	0	7	32
<b>American Indian or Alaska Native and Black or African American</b>	21	0	7	28
<b>Other multiple race combinations greater than one percent</b>	140	153	23	313
<b>Unknown/Refused</b>	3,500*	1	151	3,652
<b>Total</b>	<b>4,884</b>	<b>765</b>	<b>577</b>	<b>6,223</b>
<b>ETHNICITY</b>	<b>CDBG</b>	<b>ESG</b>	<b>HOPWA</b>	<b>TOTAL</b>
<b>Hispanic</b>	223	60	97	380
<b>Not Hispanic</b>	1161	704	480	2,345

<b>Unknown/Refused</b>	3,500*	1	0	2,334
<b>Total</b>	<b>4,884</b>	<b>765</b>	<b>577</b>	<b>5,059</b>
<i>* Race &amp; ethnicity data collection is not required for program participation in CDBG-funded food distribution program</i>				

<b>Table 2 - FY 2024/25 CAPER –Geographic Data</b>											
<b>Agency/Program</b>		<b>Total Households Served by Council District</b>									
		<b>Client Goal</b>	<b>Total served YTD</b>	<b>% of Client Goal</b>	<b>CD District 1</b>	<b>CD District 2</b>	<b>CD District 3</b>	<b>CD District 4</b>	<b>CD District 5</b>	<b>CD District 6</b>	<b>CD District 7</b>
<b>Community Development Block Grant (CDBG)</b>	Abode	80	65	81%	3	11	12		23	9	7
	Bay Area Community Services (BACS)	199	234	118%	9	46	34	12	38	39	51
	East Bay Community Law Center (EBCLC)	168	171	102%	10	23	51	17	26	21	34
	East Oakland Community Project (EOCP)	168	634	377%						634	
	Economic Workforce Development – Neighborhood Business Assistance Program	100	159	159%	15	13	10	5	37	24	22
	Main Street Launch	138	175	126%	35	29	50	14	23	15	9
	Code Compliance Relocation Program	20	9	45%			8		1		

	Residential Lending – Access Improvement & Lead Safe Housing Paint Program	15	46	307%	4	4	9	3	3	12	12
	Residential Lending – Minor Home Repair	60	38	63%			2	1	5	27	6
<b>Total</b>		<b>4,240</b>	<b>4,873</b>		<b>76</b>	<b>126</b>	<b>179</b>	<b>52</b>	<b>156</b>	<b>781</b>	<b>141</b>
<b>Emergency Solutions Grant (ESG)</b>	Overnight Shelter	475									
	Rapid Rehousing Assistance	711									
	Transitional Housing	278									
	Homeless Encampment Outreach & Services	12,767									
<b>Total</b>		<b>14,231</b>									
<b>Housing Opportunities for Persons With AIDS (HOPWA)</b>	Housing Subsidy	0									
	Short Term Rental Mortgage Utility Assistance	121									
	Housing Placement	31									
<b>Total</b>		<b>152</b>									

**Table 3 – Select FY 2024/25 Formula Grant Award Totals**

<b>Community Development Block Grant (CDBG)</b>	Abode	\$246,772
	Bay Area Community Services (BACS)	\$604,818
	East Bay Community Law Center (EBCLC)	\$261,476
	East Oakland Community Project (EOCP)	\$158,244
	Economic & Workforce Development Dept. – Neighborhood Business Assistance Program	\$310,858
	Main Street Launch	\$300,000
	Code Compliance Relocation Program	\$690,000
	Residential Lending Services (owner-occupied rehabilitation programs)	\$1,000,000
<b>Emergency Solutions Grant (ESG)</b>	East Oakland Community Project, Crossroads (PATH)	\$141,147
	First Place for Youth Oakland PATH Rehousing Initiative (OPRI)	\$165,488
	St. Mary's Center (PATH)	\$115,433
	Building Futures with Women and Children (PATH)	\$175,600
<b>Housing Opportunities for Persons With AIDS (HOPWA)</b>	Alameda County – Facility-Based Operating Costs	\$975,000
	City of Oakland HSD Community Homelessness Services- Short-Term Rent, Mortgage & Utilities, Support Services, & Tenant-Based Rental Assistance	\$685,000
	Contra Costa County – Short Term Rent, Mortgage & Utilities, Permanent Housing Placement, Information & Referral, Support Services	\$1,084,615
	East Bay Innovations – Permanent Housing Placement	\$42,000
	East Oakland Community Project – Permanent Housing Placement, Information & Referral, Support Services	\$351,250

	Eden I & R – Information & Referral	\$215,000
	Resources for Community Development – Support Services	\$54,400