



# AGENDA REPORT

**TO:** Edward D. Reiskin  
City Administrator

**FROM:** Estelle Clemons  
Interim Director, Human  
Services

**SUBJECT:** AC-OCAP Annual Report and 2023  
CSBG Resolutions

**DATE:** January 5, 2023

City Administrator Approval

Date: Jan 12, 2023

## **RECOMMENDATION**

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

**Resolution:**

- 1. Accepting Anti-Poverty Community Services Block Grant (CSBG) In The Amount Of One Million, Two Hundred, Ninety-Four Thousand, Two Hundred Thirty-Four Dollars (\$1,294,234) Awarded By The California Department Of Community Services And Development (CSD) For The January 1, 2023 Through December 31, 2023 Program Year (“2023 CSBG Program Year”);**
- 2. Authorizing The City Administrator To Accept And Appropriate Any Additional Grant Funds From CSD For The Same Purpose Within The 2023 Term, Without Returning To Council;**
- 3. Authorizing The Use Of General Purpose Funds To Pay The Human Services Department Central Services Overhead Charges For 2023 CSBG Programs In The Amount Of One Hundred Fifty-One Thousand, Nine Hundred Fifty-Six Dollars (\$151,956)**

**And**

**Resolution:**

- 1. Authorizing The City Administrator To Negotiate and Enter Into Grant Agreements With Anti-Poverty Service Providers For The Alameda County – Oakland Community Action Partnership (AC-OCAP) 2023 CSBG Program Year With The Service Providers And In The Amounts Listed In The Table In This Resolution; And**

**2. Authorizing The City Administrator To Amend The Agreements And Enter Into Amended Agreements To Increase The Amount And Extend The Term If Additional CSBG Funding Becomes Available During The 2023-2025 Three-Year Funding Cycle Without Returning To Council; And**

**3. Authorizing The City Administrator To Negotiate And Enter Into Professional Services Agreements For Advertising Services With Clear Channel, CBS Outdoors, BART And AC Transit To Support The Programs; And Waiving, To the Extent Necessary, The Competitive RFP/Q Process In The Best Interests Of The City For a Total Amount Not To Exceed Forty Thousand Dollars (\$40,000).**

### **EXECUTIVE SUMMARY**

This report provides the City Council with a recommendation to adopt a resolution to accept and program a renewal federal anti-poverty Community Services Block Grant (CSBG) in the amount of one million two hundred ninety-four thousand two hundred thirty-four dollars (\$1,294,234) awarded by the California Department Of Community Services And Development (CSD) for the 2023 program year; and authorize the use of general purpose funds to pay the Human Services Department's central services overhead charges for the 2023 CSBG program year, which is estimated to be one hundred fifty-one thousand nine hundred and fifty-six dollars (\$151,956).

The services provided through AC-OCAP's Community Economic Opportunity (C.E.O) network supports the agency's mission of creating pathways that lead to economic empowerment for the 152,060 (9.3 percent) Alameda County residents documented by the 2016-2020 U.S. Census American Community Survey (ACS) as living below the Federal poverty level. These funds will be used to help support the goals and strategies outlined in the AC-OCAP's 2020–2025 Strategic Plan and the state approved 2022-2023 Community Action Plan; both geared at supporting the needs of Oakland's and the surrounding Alameda County's residents with low-incomes by helping to increase their self-sufficiency and improve their overall economic well-being.

### **BACKGROUND / LEGISLATIVE HISTORY**

Calendar Year 2023 marks the 52<sup>nd</sup> Anniversary of the City of Oakland's Community Action Agency. In 1971, the Federal government designated the City of Oakland as a public Community Action Agency responsible for administering various anti-poverty programs and services as part of President Lyndon B. Johnson's 1964 "War on Poverty". In 1981, the Federal Omnibus Budget Reconciliation Act restructured the allocation of funds to Community Action Agencies by establishing the Community Services Block Grant program. These Federal CSBG funds are administered through the U.S. Department of Health and Human Services and managed by the State of California's Department of Community Services & Development (CSD). The CSBG formula for local funding allocations is based on the number of residents living below the Federal poverty level as captured by the United States (U.S.) Decennial Census.

In 2011, the State Department of Community Services and Development expanded Oakland's geographical territory to include all the cities within Alameda County, except the City of Berkeley, approved through City Council Resolution No. 83589 C.M.S. As a result, the AC-OCAP was established. 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 – ensuring maximum feasible participation of the poor in the development, planning, implementation, and evaluation of the program(s) to serve low-income communities (Public Law 105-285, SEC. 676B; 42 U.S.C. § 9901).

Federal reauthorization of the Community Services Block Grant Act legislation was last authorized in 1998. On May 13, 2022, the U.S. House of Representatives passed the bipartisan Community Services Block Grant (CSBG) Modernization Act (H.R. 5129) to enhance funding for CSBG and make other programmatic changes to ensure it is effectively meeting the current needs of local communities, including expansion of eligibility for services to 200% of the federal poverty line (FPL). The bill has been received in the Senate, read twice, and referred to the Committee on Health, Education, Labor, and Pensions.

Alameda County's CSBG funding is administered by the City of Oakland's Human Services Department (HSD) through the Community Action Partnership Governing Board (City Council) and the federally mandated 18-member Tripartite Administering Board which includes nine (9) democratically selected members who represent the low-income community, six (6) elected officials or their designees, and three (3) members who represent other groups and interests that serve the low-income community. AC-OCAP's Community Economic Opportunity (C.E.O) network is part of 1,000 Community Action Agencies located throughout the 50 states representing an estimated 40.9 million (12.8 percent) people living in poverty according to the 2016-2020 U.S. Census Bureau American Community Survey (ACS) 5-year estimates.

## **ANALYSIS AND POLICY ALTERNATIVES**

Adoption of the proposed resolutions will continue to allow the City of Oakland's Community Action Agency to provide responsive and essential program and services to residents whose income falls below the federal poverty threshold. The U.S. Census Bureau uses income thresholds that vary by family size and composition to determine who is living in poverty. Based on the 2022 federal poverty guidelines, the income threshold for an individual living in poverty is \$13,590 annually (around \$6.53 per hour). By comparison, the federal minimum wage has been \$7.25 per hour since 2009, and on January 1, 2023, California's minimum wage increases to \$15.50 per hour, and Oakland's minimum wage increases to \$15.97 per hour.

In Alameda County, the overall poverty level is at 9.3 percent (152,060 residents) according to the 2016-2020 American Community Survey (ACS) 5-year estimate, down 9,521 from (161,581 residents) in the 2015-2019 ACS 5-year estimate. The City of Oakland's poverty level for the same duration is at 14.6 percent (61,170 residents) down 9,188 from (70,358). **Table 1** is a highlight of AC-OCAP's service population and a comparison of Alameda County's 2016-2020 ACS 5-year estimate, and the 2000 and 2010 low-income population census data.

**Table 1: Alameda County’s Low-Income Population**

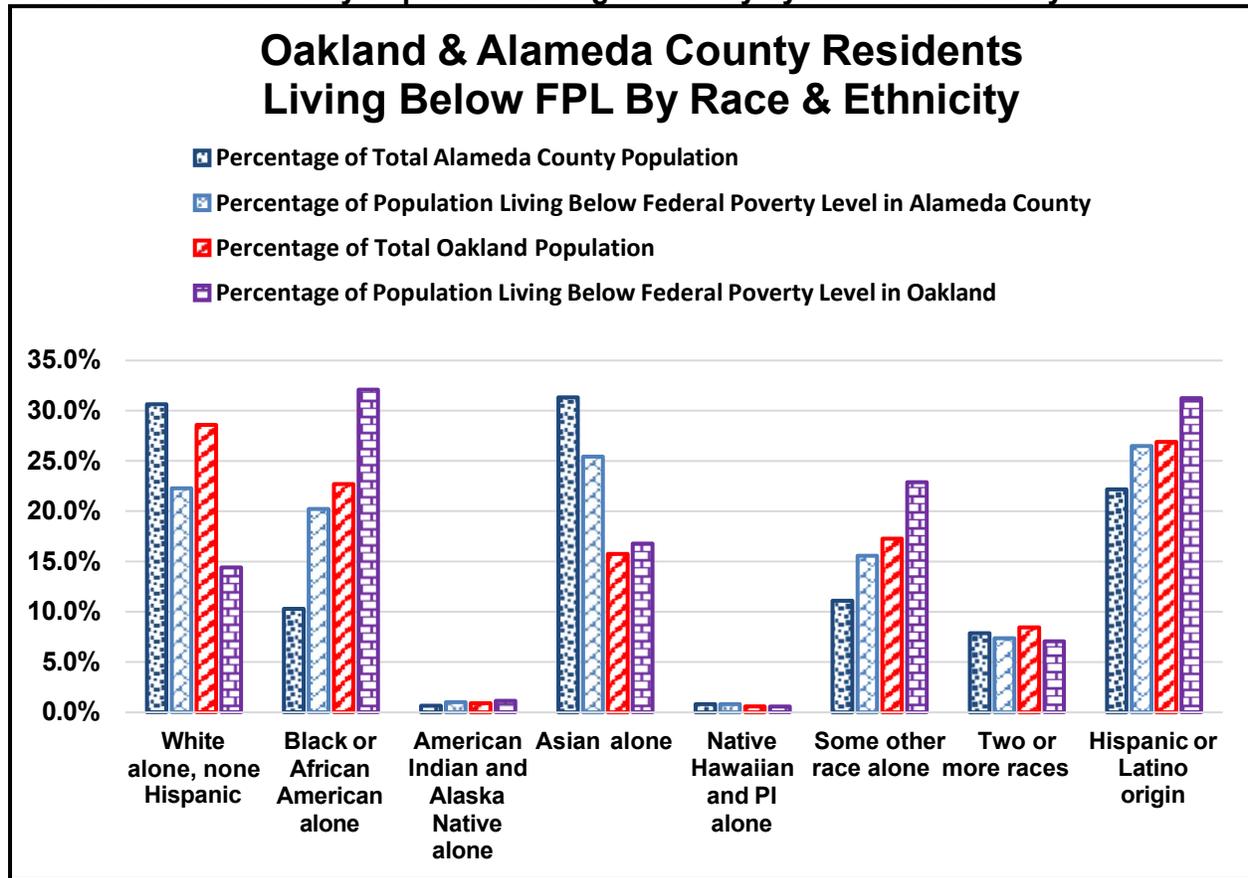
<b>Alameda County &amp; Oakland’s Low-Income Community Profile</b>							
	2000 Below Poverty	% of Total Pop.	2010 Below Poverty	% of Total Pop.	2016-20 Below Poverty	% of Total Pop.	Change from 2010
Alameda County	156,804	11.0%	172,348	11.7%	152,060	9.3%	(20,288)
Oakland	76,489	19.4%	74,335	19.3%	61,170	14.6%	(13,165)
Alameda County without Oakland & Berkeley	60,820	6.4%	79,543	8.1%	71,193	6.4%	(8,350)
AC-OCAP Areas	137,309	9.6%	153,878	10.4%	132,363	8.7%	(21,525)
Berkeley	19,495	20.0%	18,470	18.4%	19,697	17.8%	1,227

Source: US Census Bureau 2000, 2010, American Community Survey 5-Year Estimates – 2016-2020

When race is factored into the equation, the chart below (**Table 2**) shows that a higher percentage of African Americans, American Indian/Alaska Natives, Some Other Races, and Hispanics are living below the Federal Poverty Line (FPL) than their resident population percentage in both Alameda County and the City of Oakland. **It is worth noting, that while African Americans account for only 10.3 percent (168,213) of the County’s population (1,635,239), 20.2 percent (30,740) live in poverty.** This is more than double the County’s poverty rate at 9.3 percentage and nearly triple the percentage of Whites at 6.8 percent (who are 30.6 percent of the County’s population) or Asians at 7.6 percent (who are 31.3 percent of the County’s population). In Oakland, **African Americans account for 22.7 percent of the City’s population, yet 32.1 percent (19,631) live in poverty.**

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**Table 2: Alameda County Population Living in Poverty by Race and Ethnicity**



Source: US Census Bureau, 2016-2020 American Community Survey 5-Year Estimates - S1701

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AC-OCAP will receive a renewal grant in the amount of \$1,294,234 in federal Community Services Block Grant (CSBG) funds to provide services to the 132,363 low-income residents who reside within the agency's service area. This translates into an allocation of \$9.78 per resident. To increase the grant's impact, the AC-OCAP Board uses an equity lens to ensure the needs, particularly those of the low-income Black, Latinx, Indigenous, People of Color (BLIPOC), are being directly addressed and served.

In the AC-OCAP 2023-2025 RFP selection process initiated in August 2022, the Program Planning Committee (PPC) received 27 completed proposals (16 job training and 11 housing/ 21 Oakland and 6 Alameda County). The PPC acknowledged the housing challenges people are currently experiencing in both Oakland and Alameda and took action to advance the Citywide priority to support housing, economic, and cultural security. The PPC ensured its selections covered the highly impoverished areas of Alameda County and Oakland. The PPC was also very intentional about its funding selections and leaned more into helping the housing applicants. The recommendation to the AC-OCAP Executive Committee was that 8 housing applicants should be funded versus the 5 selected in 2020 and 2 of the new housing selections are smaller agencies that are being seed funded for growth. The Executive Committee's final RFP recommendations were given to the Administering Board and confirmed at the Administering Board meeting on November 14, 2022.

The annual CSBG allocation provides critical support to AC-OCAP's Community Economic Opportunity (C.E.O.) network of funded grantees and partners. Its impact increases as the Administering Board continues to implement the [AC-OCAP 2020–2025 Strategic Plan](#), which includes its State approved [2022-2023 Community Action Plan](#) highlighting the following five agency focus areas:

1. **Entrepreneurship/Job Training & Employment Placement** to help people with low-income and the hard to serve population build skills that lead to employment;
2. **Low-Income Housing** to increase opportunities that help people with low-income access safe temporary shelter and/or stable affordable housing /homeownership;
3. **Community Development** that increases access, opportunities, and resources within Alameda County's low-income communities;
4. **Civic Engagement & Advocacy** to increase public awareness and empower people with low-income to take action;
5. **Capacity Building** that fosters and expands the agency's capacity to address and eradicate poverty.

**Civic Engagement, Advocacy, and Capacity Building** is supported through AC-OCAP's internal programming for community wide projects such as the Earned Income Tax Credit Initiative, Fatherhood Initiative, End Hunger Initiative, and the relaunch of Oakland's Bank On Initiative.

## **FISCAL IMPACT**

Funding for the programs and services will be derived from the Federal Community Services Block Grant administered through a contract from the State of California Department of Community Services and Development (CSD) in the amount of \$1,294,234 for AC-OCAP

funding for anti-poverty programming throughout Alameda County (excluding the City of Berkeley) for program year 2023. In addition, the City of Oakland provides an operating subsidy from the General-Purpose Fund (GPF) in the amount equivalent to HSD's Central Services Overhead Charges.

The Human Services Department's 2023 CSBG allocation in the amount of \$1,294,234 is included in the City's FY 2022 - 2023 Adopted Policy Budget of which \$1,391,569 is appropriated in the Department of Health and Human Services Fund (2128), SC22, CSBG - Programs (78362), CAP/CSBG 2023 Project (1005642/1005643). Approval of the resolution will authorize acceptance of this grant in the amount of \$1,294,234, a decrease of \$97,335 as adopted in the City FY 2022-2023 budget. The State CSBG contract administrative costs are capped at 12 percent; therefore, HSD is requesting, as it has in prior years, a contribution from the General-Purpose Fund in an amount equivalent to Central Services Overhead estimated at \$151,956. Failure to accept the Federal CSBG renewal funds would result in a decrease of \$1,294,234 in revenues for vital support and services to Oakland's and the surrounding Alameda County's (excluding Berkeley) low-income families.

This grant supports AC-OCAP's service providers that deliver anti-poverty programs and services to Oakland and the surrounding Alameda County low-income community. **Table 3** below shows the Board's approved 2023-2025 programs and services to help Oakland and the surrounding Alameda County (excluding Berkeley) low-income residents achieve economic stability as outlined in the agency's state approved Community Action Plan.

<b>Table 3: 2023-2025 Programs and Services (AC= Alameda County, excluding Oakland)</b>			
<b>2023-2025 AC-OCAP Service Providers (Legal Name)</b>	<b>Program Title</b>	<b>Grant Agreement / Procurement</b>	<b>Annual Allocation (not to exceed)</b>
<b>Entrepreneurship/Job Training &amp; Employment Placement</b>			
<b>New Door Ventures:</b> Employment services for low-income young adults 16-24.	Comprehensive Job Training and Job Placement for Transition Age Youth	Grant Agreement	\$50,000
<b>Urban University:</b> Education and employment services for low-income young adults 18-24	Single Moms at Work Pathways Program	Grant Agreement	\$50,000
<b>Community Works West Inc.:</b> Employment services for re-entry, unemployed and homeless low income adults 18-64	Project R3: Return, Restore & Rise	Grant Agreement	\$50,000
<b>Lighthouse Community Charter Public School:</b> CTE Career pathways that earn college credits and work experience while in high school	Paid Student Internships	Grant Agreement	\$50,000

<b>Table 3: 2023-2025 Programs and Services (AC= Alameda County, excluding Oakland)</b>			
<b>2023-2025 AC-OCAP Service Providers (Legal Name)</b>	<b>Program Title</b>	<b>Grant Agreement / Procurement</b>	<b>Annual Allocation (not to exceed)</b>
<b>Hack the Hood Inc.:</b> Employment training in technology for low-income youth and young adults 14-24	Tech Career Pathways for Youth in Oakland	Grant Agreement	\$50,000
<b>Love Never Fails:</b> Employment opportunities for unemployed homeless adults ages 18-64	<b>AC:</b> IT Biz Entrepreneurial Program	Grant Agreement	\$30,000
<b>Rubicon Programs Incorporated:</b> Employment opportunities for low-income adults ages 18-64	<b>AC:</b> Job Training and Employment Placement	Grant Agreement	\$50,000
<b>Chabot-Las Positas Community College District, DBA Tri-Valley Career Center:</b> Employment opportunities for unemployed adults ages 18-64 in the Tri-Valley area	<b>AC:</b> Tri-Valley Pathways to Employment	Grant Agreement	\$50,000
<b>Sub-Total</b>			\$380,000
<b>Low-Income Housing</b>			
<b>2023-2025 AC-OCAP Service Providers (Legal Name)</b>	<b>Program Title</b>	<b>Grant Agreement / Procurement</b>	<b>Annual Allocation (not to exceed)</b>
<b>Covenant House California:</b> Housing for homeless young adults ages 18-24	Emergency Shelter & Supportive Services for Young Adults Experiencing Homelessness	Grant Agreement	\$50,000
<b>Lao Family Community Development, Inc.:</b> Employment training for low-income adults ages 25-54	Strong Housing Options (SHO) Program	Grant Agreement	\$50,000
<b>Operation Dignity, Inc.:</b> Housing for homeless and/or disabled veterans ages 25+	Housing for Oakland's Homeless Veterans	Grant Agreement	\$50,000
<b>St. Mary's Center:</b> Housing for homeless and disabled adults/seniors ages 55+	Senior Homeless Services	Grant Agreement	\$50,000
<b>A Diamond in the Ruff, Inc.:</b> Housing support to women by teaching life skills to stabilize and succeed	Transitional Housing for Single Women	Grant Agreement	\$30,000

<b>Table 3: 2023-2025 Programs and Services (AC= Alameda County, excluding Oakland)</b>			
<b>2023-2025 AC-OCAP Service Providers (Legal Name)</b>	<b>Program Title</b>	<b>Grant Agreement / Procurement</b>	<b>Annual Allocation (not to exceed)</b>
<b>Change To Come:</b> Creating Pathways that lead to Economic Empowerment	Her Story	Grant Agreement	\$30,000
<b>Fremont Family Resource Center Corporation:</b> Housing for unemployed and homeless families and individuals ages 18-54	<b>AC:</b> Family Support Services for the Homeless	Grant Agreement	\$50,000
<b>Alliance for Community Wellness, dba La Familia:</b> Housing assistance for homeless, unemployed, previously incarcerated, and disabled families	<b>AC:</b> FESCO's Les Marquis Emergency Shelter and Banyan House Transitional Housing	Grant Agreement	\$50,000
<b>Sub-Total</b>			\$360,000
<b>Civic Engagement, Advocacy, and Capacity Building</b>			
<b>2023-2025 AC-OCAP Service Providers (Legal Name)</b>	<b>Program Title</b>	<b>Grant Agreement / Procurement</b>	<b>Annual Allocation (not to exceed)</b>
<b>Housing &amp; Economic Rights Advocates (HERA):</b> Promote financial empowerment for low-income individuals through second chance bank accounts	Bank On Oakland (BOO) Financial Empowerment	Grant Agreement	\$40,000
<b>Eden I &amp; R, Inc.:</b> Provide information and referral services to support EITC and Bank On Oakland Initiatives and Community Homelessness Services	AC-OCAP 2-1-1 Phone Services for EITC and BOO and Help Residents Access App (HRA)	Grant Agreement	\$40,000
<b>Safe Passages in partnership with Alameda County Community Food Bank:</b> Fight hunger and increase food security for Alameda County's low-income families	Food Security Initiative	Procurement for food distribution	\$40,000
<b>Clear Channel/CBS Outdoors/BART/AC Transit:</b> Education and outreach advertising campaigns	Financial Empowerment Marketing	Procurement of Services	\$40,000 (total is inclusive for all vendors)
<b>Sub-Total</b>			\$160,000

<b>Table 3: 2023-2025 Programs and Services (AC= Alameda County, excluding Oakland)</b>			
<b>2023-2025 AC-OCAP Service Providers (Legal Name)</b>	<b>Program Title</b>	<b>Grant Agreement / Procurement</b>	<b>Annual Allocation (not to exceed)</b>
<b>Grand Total</b>			\$900,000

If additional grant funds become available from the grantor (CSD), within the existing grant term for the same purpose, staff is seeking authorization to accept and appropriate funds without returning to Council within the duration of the 2023 contracted program year.

**PUBLIC OUTREACH / INTEREST**

AC-OCAP holds its monthly Administering Board meeting, which is open to the public, the **second Monday of every month** at 5:30 pm via Zoom teleconferencing due to the COVID-19 Pandemic and as permitted in accordance with California Government Code Section 54953, a provision of AB-361 and as approved by City Council Resolution No. C.M.S. 88075. Residents can also get more information on meeting agendas, and current programs and services by visiting the agency’s website at [www.AC-OCAP.com](http://www.AC-OCAP.com).

**COORDINATION**

The Office of the City Attorney, Budget Bureau, and the Department of Workplace and Employment Standards, Contracts and Compliance Unit have been consulted in the development of this report and resolution.

**PAST PERFORMANCE, EVALUATION AND FOLLOW-UP**

Since 1971, the City of Oakland’s Community Action Agency has leveraged its Community Services Block Grant (CSBG) funds to help address poverty at the local level. Through CSBG funding, AC-OCAP has identified gaps in services and support innovative programming geared toward improving the overall quality of life for low-income residents by providing access to job training, entrepreneurship, education, employment, affordable housing, life skills-training, legal services, health care, food stamps, gift cards, Earned Income Tax Credit, financial education, asset building, and other essential services.

The State of California of Community Services and Development, as part of the condition of the grant, monitors and evaluates AC-OCAP’s performance on an annual basis. The agency continues to receive a clean CSBG fiscal/program monitoring report and audit, and is regarded as an exemplary public Community Action Agency. As of June 30, 2022, half-way through the program year, **32,267** (22,091 Oakland; 10,176 Alameda County) **total residents with low-income have been served** by AC-OCAP’s Community Economic Opportunity (C.E.O) Network. AC-OCAP’s 2022 programs and services, client demographics, and client stories at mid-year are provided here in the [2022 AC-OCAP Mid-Year Outcomes](#) report.

A summary of the agency's mid-year community impact is as follows:

- Relaunch of **Bank On Oakland (BOO) 2.0** to help Oaklanders get banked
- **10,468** (4,560 Oakland) have received free tax preparation assistance returning **\$19,627,500 Million** back into the families of low-wage earners - **\$3,745,631** captured through EITC and **\$4,397,920** Million captured through Child Tax Credit
- **151** have received employment training
- **121** have obtained gainful employment
- **8** have earned a high school diploma
- **258** have been placed into transitional housing or an emergency shelter; and
- **50** have obtained or maintained permanent housing

For fifty-two (52) years, the City of Oakland's Community Action Agency has had a track record in making a difference in the lives of thousands by staying true to its motto of "*helping people, changing lives.*"

### **SUSTAINABLE OPPORTUNITIES**

**Economic:** AC-OCAP programs and services directly impact the employability of Oakland's and the surrounding Alameda County's low-income residents by providing access to education, employment training, job opportunities, and financial empowerment all designed to help families achieve an increased level of self-sufficiency and economic well-being.

**Environmental:** The implementation and support for increasing access to weatherization, public transportation, and the availability of healthy, fresh, local foods directly contributes to decreasing the overall carbon footprint of Oakland and the surrounding Alameda County.

**Race & Equity:** The AC-OCAP programming directly supports Oakland's Equity Indicators Report Topic 3: Financial Health by improving access to **Healthy Financial Institution** through its Bank On Oakland Initiative and addressing **Poverty**. AC-OCAP's Community Economic Opportunity (C.E.O) network prioritize services to targeted populations based on needs assessed and outlined in the agency's **2022-2023 State Approved Community Action Plan** which focuses on serving populations of African American, Latinx and other People of Color within Oakland and throughout Alameda County who are disproportionately documented as living below the federal poverty threshold.

**ACTION REQUESTED OF THE CITY COUNCIL**

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

Resolution:

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For questions regarding this report, please contact Dwight Williams, AC-OCAP Interim Program Director at 510-238-6131.

Respectfully submitted,



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ESTELLE CLEMONS

Interim Director, Human Services Department

Prepared by:

Dwight Williams, Interim Director AC-  
OCAP Division