



# AGENDA REPORT

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


**FROM:** LaTonda Simmons  
Assistant City  
Administrator

**SUBJECT:** AC-OCAP Annual Report and 2025  
CSBG Resolution

**DATE:** March 24, 2025

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City Administrator Approval

  
Jestin Johnson (Apr 9, 2025 23:49 PDT)

Date: Apr 9, 2025

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## **RECOMMENDATION**

### **Staff Recommends That City Council Adopt A Resolution:**

- 1. Accepting And Appropriating Anti-Poverty Community Services Block Grant (CSBG) In The Amount Of One Million Three Hundred Nineteen Thousand Seven Hundred Forty-Five Dollars (\$1,319,745) Awarded By The California Department Of Community Services (CSD) And Development For The January 1, 2025 Through December 31, 2025 Program Year (2025 CSBG Program Year);**
- 2. Authorizing The City Administrator To Accept And Appropriate Any Additional Grant Funds From CSD For The Same Purpose Within The 2025 CSBG Program Year;**
- 3. Authorizing The Use Of General Purpose Funds To Pay The Human Services Department Central Services Overhead Charges For 2025 CSBG Programs In The Estimated Amount Of One Hundred Fifty-One Thousand, Nine Hundred Fifty- Six Dollars (\$151,956)**

## **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 three hundred nineteen thousand seven hundred forty-five dollars (\$1,319,745) awarded by the California Department Of Community Services And Development (CSD) for the 2025 program year; and authorize the use of general purpose funds to pay the Human Services Department's central services overhead charges for the 2025 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 149,752 (9.2 percent) Alameda County residents documented by the

U.S. Census Bureau's 2019-2023 American Community Survey (ACS) 5-year estimate as living below the Federal Poverty Level (FPL). These grant funds are used to help support the goals and strategies outlined in the AC-OCAP's 2020-2025 Strategic Plan and the state approved 2024-2025 Community Action Plan. Both plans are geared at supporting the needs of Oakland's and Alameda County's residents with limited access to economic resources by helping to increase their self-sufficiency through systemic supports, such as enhancing systemic access to economic opportunities that improve their overall economic well-being.

## **BACKGROUND / LEGISLATIVE HISTORY**

Calendar Year 2025 marks the 61<sup>st</sup> Anniversary of President Lyndon B. Johnson's 1964 "War on Poverty" and the creation of the 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 the 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. The expansion was also approved through [Oakland City Council Resolution No. 83589 C.M.S.](#) As a result, the Alameda County-Oakland Community Action Partnership (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 individuals and families with limited economic resources 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 Level (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 (Oakland 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 40.4 million (12.4 percent) people living in poverty according to the U.S. Census Bureau 2019-2023 American Community Survey (ACS) 5-year estimate.

**ANALYSIS AND POLICY ALTERNATIVES**

Adoption of the proposed resolution will continue to allow the City of Oakland’s Community Action Agency to provide responsive and essential programs and services to residents whose income falls below the federal poverty threshold and are experiencing economic hardship as defined by federal guidelines. The U.S. Census Bureau uses income thresholds that vary by family size and composition to determine who lives in poverty. Based on the 2025 federal poverty guidelines, the income threshold for an individual living in poverty is \$15,650 annually (around \$7.52 per hour). By comparison, the federal minimum wage has been \$7.25 per hour since 2009. On January 1, 2025, California’s minimum wage increased to \$16.50 per hour and Oakland’s minimum wage increased to \$16.89 per hour.

In Alameda County, the overall poverty level is at 9.2 percent (149,752 residents) according to the 2019-2023 American Community Survey (ACS) 5-year estimate, down 11,829 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 13.7 percent (59,338 residents) down 11,020 from (70,358). **Table 1** is a highlight of AC-OCAP’s service population and a comparison of Alameda County’s 2019-2023 ACS 5-year estimate to the 2000 and 2010 low-income population census data.

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

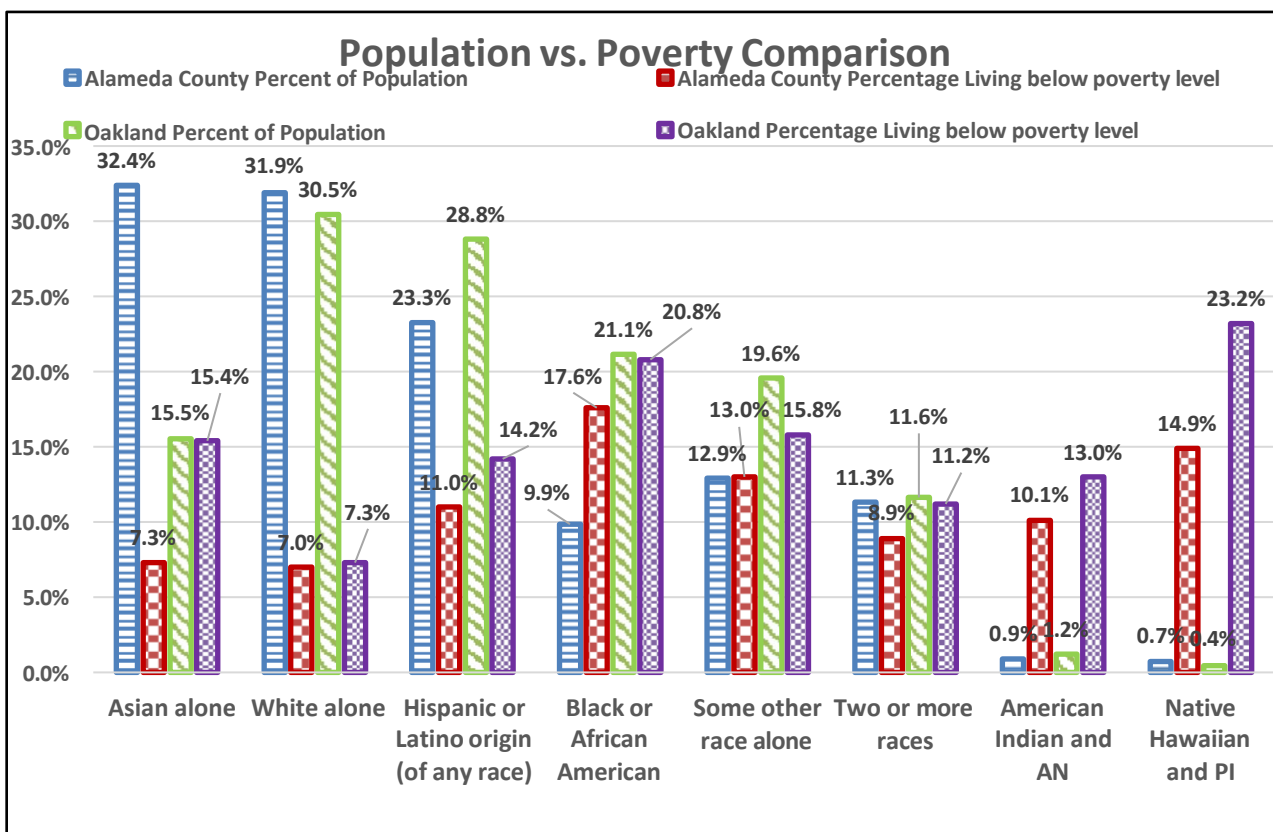
Alameda County & Oakland’s Low-Income Community Profile							
	2000 Below Poverty	% of Total Pop.	2010 Below Poverty	% of Total Pop.	2019-23 Below Poverty	% of Total Pop.	Change from 2010
Alameda County	156,804	11.0%	172,348	11.7%	<b>149,752</b>	<b>9.2%</b>	(22,596)
Oakland	76,489	19.4%	74,335	19.3%	<b>59,338</b>	<b>13.7%</b>	(14,997)
Alameda County without Oakland & Berkeley	60,820	6.4%	79,543	8.1%	72,228	6.7%	(7,315)
AC-OCAP Areas	137,309	9.6%	153,878	10.4%	<b>131,566</b>	<b>8.7%</b>	(22,312)
Berkeley	19,495	20.0%	18,470	18.4%	18,186	16.8%	(284)

Source: US Census Bureau 2000, 2010, American Community Survey 5-Year Estimates – 2019-202

**Table 2**, Illustrates systemic disparities that disproportionately affect BIPOC communities, reinforcing the need for targeted interventions. African American and Native Hawaiian and Pacific

Islander residents represent the highest percentage of people living below the Federal Poverty Line (FPL) in both Oakland and Alameda County. In fact, African Americans account for **9.9 percent** (160,115) of the County’s population (1,624,096), yet **17.6 percent (28,205) live in poverty**. White and Asian residents account for 31.9 percent and 32.4 percent of the County’s population respectively, but only 7.0 percent and 7.3 percent of their residents live in poverty. The Oakland comparison of resident’s race to the percentage of residents living below the Federal Poverty Level shows that African Americans account for 21.1 percent (91,730) of the City’s population (433,726), and 20.8 percent (19,098) live in poverty. However, Whites and Hispanics account for 30.5 percent and 28.8 percent of the residents, but only 7.3 percent and 14.2 percent live in poverty.

**Table 2: Alameda County and Oakland’s Population vs. Poverty Comparison**



Source: US Census Bureau 2000, 2010, American Community Survey 5-Year Estimates – 2019-2023

AC-OCAP will receive a renewal grant in the amount of \$1,319,745 in Federal Community Services Block Grant (CSBG) funds to provide services to the 131,566 low-income residents who reside within the agency’s service area. This translates into an allocation of \$10.03 per resident. AC-OCAP programming addresses the Citywide priority of **housing, economic, and cultural security** by providing grants to agencies focused on community members burdened

by homelessness and/or joblessness. 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, and People of Color are being directly addressed and served. Of the 1,037 individuals identified as service receivers in 2024 by the grant subrecipients, 521 (50%) are Black and 579 (56%) are covered by Medicaid/Medicare.

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 the State approved [2024-2025 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 No Cost Volunteer Income tax Assistance/Earned Income Tax Credit Initiative, Fatherhood Initiative, and End Hunger 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 \$1,319,745 for AC-OCAP funding for anti-poverty programming throughout Alameda County (excluding the City of Berkeley) for program year 2025. 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 2025 CSBG allocation in the amount of \$1,319,745 is included in the City's FY 2024 - 2025 Adopted Policy Budget: \$1,356,401 is appropriated in the Department of Health and Human Services Fund (2128), Fostering Safe and Healthy Communities Program (SC22), CSBG – Programs Organization (78362), and CAP/CSBG 2025 Projects (1006759/1006760). The FY 25-26 Budget will appropriate the CSBG funds in the following funding code: Department of Health and Human Services Fund (2128), Fostering Safe and Healthy Communities Program (SC22), CSBG – Programs Organization (78362), and CAP/CSBG 2025 Projects (TBD). This amount is higher than the 2025 allocation amount

due to the inclusion of \$36,900 of carryforward from the prior year. Approval of the resolution will authorize acceptance of this grant in the amount of \$1,319,745. 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 \$1,319,745 in resources for vital support and services to Oakland's and 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. To improve the agency's administrative efficiency and programmatic impact, RFP selections are held every three years. On January 13, 2023, Resolution 89584 C.M.S. authorized the City Administrator to enter into the first year of the grant agreements with the anti-poverty service providers and to 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.

Table 3 below outlines the range of initiatives funded under AC-OCAP, categorized by focus area. The Board approved 2023-2025 programs and services to help Oakland and Alameda County (excluding Berkeley) low-income residents with limited access to economic resources "to avoid deficit-reframing" and achieve economic stability as outlined in the agency's state approved Community Action Plan.

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**Table 3: Programs & Services (AC= Alameda County, excluding Oakland) (O=Oakland)**

<b>Entrepreneurship/Job Training &amp; Employment Placement</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>New Door Ventures:</b> Employment services for low-income young adults 16-24	<b>O:</b> Comprehensive Job Training and Job Placement for Transition Age Youth	Grant Agreement	\$40,000
<b>Urban University:</b> Education and employment services for low-income young adults 18-24	<b>O:</b> Single Moms at Work Pathways Program	Grant Agreement	\$40,000
<b>Community Works West Inc.:</b> Employment services for re-entry, unemployed and homeless low-income adults 18-64	<b>O:</b> Project R3: Return, Restore & Rise	Grant Agreement	\$40,000
<b>Lighthouse Community Charter Public School:</b> CTE Career pathways that earn college credits and work experience while in high school	<b>O:</b> Paid Student Internships	Grant Agreement	\$40,000
<b>Hack the Hood Inc.:</b> Employment training in technology for low-income youth and young adults 14-24	<b>O:</b> Tech Career Pathways for Youth in Oakland	Grant Agreement	\$40,000
<b>Love Never Fails:</b> Employment opportunities for unemployed homeless adults ages 18-64	<b>AC:</b> IT Biz Entrepreneurial Program	Grant Agreement	\$25,000
<b>Rubicon Programs Incorporated:</b> Employment opportunities for low-income adults ages 18-64	<b>AC:</b> Job Training and Employment Placement	Grant Agreement	\$40,000
<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	\$40,000
<b>Sub-Total</b>			\$305,000
<b>Low-Income Housing</b>			

2023-2025 AC-OCAP Service Providers (Legal Name)	Program Title	Grant Agreement / Procurement	Annual Allocation (not to exceed)
<b>Covenant House California:</b> Housing for homeless young adults ages 18-24	<b>O:</b> Emergency Shelter & Supportive Services for Young Adults Experiencing Homelessness	Grant Agreement	\$40,000
<b>Lao Family Community Development, Inc.:</b> Housing for low-income adults and seniors	<b>O:</b> Strong Housing Options (SHO) Program	Grant Agreement	\$40,000
<b>Operation Dignity, Inc.:</b> Housing for homeless and/or disabled veterans ages 25+	<b>O:</b> Housing for Oakland's Homeless Veterans	Grant Agreement	\$40,000
<b>St. Mary's Center:</b> Housing for homeless and disabled adults/seniors ages 55+	<b>O:</b> Senior Homeless Services	Grant Agreement	\$40,000
<b>A Diamond in the Ruff, Inc.:</b> Housing support to women by teaching life skills to stabilize and succeed	<b>O:</b> Transitional Housing for Single Women	Grant Agreement	\$25,000
<b>Change To Come:</b> Creating Pathways that lead to Economic Empowerment	<b>O:</b> Her Story	Grant Agreement	\$25,000
<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	\$40,000
<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	\$40,000
<b>Sub-Total</b>			\$290,000





<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	<b>O/AC:</b> Banking Support Financial Empowerment	Grant Agreement	\$30,000
<b>Eden I &amp;R, Inc.:</b> Provide information and referral services to support EITC and Banking Initiatives and Community Homelessness Services	<b>O/AC:</b> AC-OCAP 2-1-1 Phone Services for EITC and Banking Assistance	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>Page Tomblin/Resource Development Associates/ Others:</b> Outreach, Assessments, Data gathering and analysis, strategic planning, Consultation	Community Needs Assessment, Strategic Planning, Request for Proposal assistance	Procurement of Services	\$40,000 (total is inclusive for all vendors)
<b>Sub-Total</b>			\$150,000
<b>Grand Total</b>			<b>\$745,000</b>

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 2025 contracted program year.

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## **PUBLIC OUTREACH / INTEREST**

During the AC-OCAP 2023-2025 RFP selection process 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 reviewer committee, composed of 4 Board members and 15 community members experienced with reviewing grant proposals, evaluated, and scored each proposal. Each proposal was reviewed by 3 or 4 reviewers. The PPC was also very intentional about its funding selections and leaned more into helping the housing applicants. The PPC ensured its selections covered the highly impoverished areas of Alameda County and Oakland with limited access to financial and material resources. The PPC's recommendation to the AC-OCAP Executive Committee was that 8 housing applicants should be funded versus the 5 selected in 2020. Since 2 of the new housing selections are smaller agencies, they are being seed funded for growth. The Executive Committee's RFP recommendations were given to the Administering Board and confirmed at the Administering Board meeting on November 14, 2022.

AC-OCAP holds its monthly Administering Board meeting, which is open to the public, the **second Monday of every month** at 5:30 pm in City Hall Conference Room #3. 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). Community members can also find information on board roles, eligibility, and the application process on the webpage. Contact [ac-ocap@oaklandca.gov](mailto:ac-ocap@oaklandca.gov) for inquiries about serving on the board.

## **COORDINATION**

The Office of the City Attorney, Budget Bureau, Finance Department, Contract Administrative Unit, and the City Administrator's Office 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, the No Cost Earned Income Tax Credit program, financial education, asset building, and other essential services.

The State of California Department 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. For the 2023 calendar year, **38,833 (27,731 Oakland; 11,102 Alameda County) total residents with low-income have been served** by AC-OCAP's Community Economic Opportunity (C.E.O.) Network.

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

- **524** have been placed into transitional housing or an emergency shelter
- **184** have obtained or maintained permanent housing
- **239** have received employment training
- **58** have obtained gainful employment
- **71** have earned a high school diploma or GED

For fifty-three (53) 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 contribute 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 No Cost Volunteer Income Tax Assistance/Earned Income Tax Credit Initiative and addressing poverty. AC-OCAP's Community Economic Opportunity (C.E.O) network prioritizes services to targeted populations based on needs assessed and outlined in the agency's **2024-2025 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 in the US Census Report as living below the Federal Poverty threshold.

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

**Staff Recommends That City Council Adopt A Resolution:**

- 1. Accepting And Appropriating Anti-Poverty Community Services Block Grant (CSBG) In The Amount Of One Million Three Hundred Nineteen Thousand Seven Hundred Forty-Five Dollars (\$1,319,745) Awarded By The California Department Of Community Services (CSD) And Development For The January 1, 2025 Through December 31, 2025 Program Year (2025 CSBG Program Year);**

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

Respectfully submitted,



[LaTonda Simmons \(Apr 9, 2025 12:02 PDT\)](#)

LaTonda Simmons  
Assistant City Administrator

Prepared by:  
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AC-OCAP Division