

State of California
2020-24 Federal Consolidated Plan
Consolidated Annual Performance Evaluation Report (CAPER)
Fiscal Year 2021-22



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Draft Executive Summary for Public Comments
Public Comment Period: 8/30/2022 to 9/15/2022
Please submit written comments to CAPER@hcd.ca.gov
Public Hearing: September 7th at 3:00 p.m.
To register, go to: [2021-2022 CAPER Webinar Eventbrite](#)

CR-05 - Goals and Outcomes

Progress the jurisdiction has made in carrying out its strategic plan and its action plan. 91.520(a):

The Consolidated Annual Performance and Evaluation Report (CAPER) presents fiscal year (FY) 2021-22 outcomes for the following State of California (state) programs funded by the United States Department of Housing and Urban Development (HUD): Community Development Block Grant (CDBG); HOME Investment Partnerships Program (HOME); Housing Trust Fund (National Housing Trust Fund or NHTF); Emergency Solutions Grants (ESG); and Housing Opportunities for Persons with AIDS (HOPWA). These programs are administered by the California Department of Housing and Community Development (HCD) except for HOPWA, which is administered by the California Department of Public Health (CDPH). In addition to reporting data on federally funded program resources, expenditures, activities, and recipients of funding, the CAPER also discusses the state's actions in reducing homelessness, addressing barriers to increasing the supply of affordable housing, meeting underserved needs, reducing poverty, and other actions that further the goals and objectives listed in the state's FY 2021-22 Annual Action Plan (AP).

The 2021-22 AP is the second year of the 2020-24 Con Plan cycle, and the 2021-22 CAPER follows as the second report of accomplishments on the goals set forth in the 2020-24 Con Plan. HCD completed the 2020-24 Con Plan in June 2020 and received HUD approval in August 2020. HCD also developed and approved a new Analysis of Impediments to Fair Housing (AI) in May 2020. These documents, which are available at <https://www.hcd.ca.gov/policy-research/plans-reports/index.shtml>, will guide the state's federally funded investments in affordable housing, economic development, and ending homelessness for the next five years.

The 2020-24 Con Plan identified six goals: increase housing affordability, address, and prevent homelessness, economic development, maintain or improve public facilities and infrastructure, maintain, or improve access to public services, and provide recovery assistance for natural disaster survivors. HCD also prioritized the following activities for additional funding received to respond to the Coronavirus Aid, Relief, and Economic Security (CARES) Act and COVID-19 pandemic: address and prevent homelessness (focusing on providing suitable shelter for unhoused persons at risk of infection and spread of COVID-19), support Economic Development (focusing on job retention and business support), maintain or improve public facilities and infrastructure (focusing on healthcare facilities as well as appropriate shelter facilities for person experiencing homelessness), and maintain or improve access to public services (focusing on services to help address the impacts of COVID-19).

In general, the state was able to meet or exceed the target goal outcomes set for each goal in the FY 2021-22 AP. Table 1 provides specific detail on the annual and cumulative accomplishments toward each goal, as well as the expenditures associated with each Goal Outcome Indicator (GOI) related to each goal. In partnership with its grantees, HCD met most Expected Program Year goals, and held steady total expenditures in comparison to the 2020-2022 fiscal year. This continuity with the prior year's expenditures, which were double the FY 19-20 expenditures, are a result of stability in HCD's organizational capacity and staffing, and increased efficiency due to the use of eCivis Grant Management software and other Department-wide process improvements.

In addition to the annual funding described above, in FY 2019-20 the State received a total of \$150,626,712 in CARES Act funding for CDBG-CV and \$315,721,589 for ESG-CV. Those funds were programmed through amendments to the FY 2019-20 Annual Action Plan. Starting this year and over the next few years, outcomes and expenditures will be reported in a CAPER supplement for CDBG-CV. ESG-CV expenditures and outcomes are being reporting to HUD through quarterly reporting via the SAGE database. For FY 2021-22, CDBG-CV expenditures totaled \$10,267,818, with roughly half of the total amount spent on activities and half on administration and planning activities. HCD completed awarding all funds in the third quarter of FY 2021 and has executed 228 contracts of 251 total anticipated contracts. The remaining 23 are routing for approval and should be finalized in the first quarter of FY 2022. Many of these projects were finalizing procurement, honing program design, and expanding capacity during FY 2021-22. HCD anticipates that the next CAPER report will reflect significantly more CDBG-CV spending and accomplishments by grantees.

As of the end of 7th quarter CARES Act ESG-CV reporting, approximately \$237 million had been expended out of the \$315 million. This funding has served 34,377 persons (29,438) households with Emergency Shelter services; 13,221 persons (12,435 households) with Street Outreach services; 19,475 persons (11,069 households) have been permanently housed with Rapid Rehousing assistance; and 564 persons (276 households) who were at risk of losing their housing, received Homelessness Prevention assistance. To date, the ESG-CV funding has served a total of 67,637 persons.

A critical priority for HCD is to ensure all eligible persons receive equitable access to services, and are served with dignity, respect, and compassion regardless of circumstance, ability, or identity. This includes historically marginalized and underserved populations, including but not limited to, Black, Native, and Indigenous, Latino/Latina/Latinx, Asian, Pacific Islanders and other People of Color, immigrants, people with criminal records, people with disabilities, people with mental health and substance use vulnerabilities, people with limited English proficiency, people who

identify as transgender, people who identify as LGBTQ+, and other members of communities that may not traditionally access mainstream support.

HCD advanced this goal during FY 2021-22 by taking concrete steps to assist its grantees in ensuring equitable access to services. As part of the application process, HCD required CDBG-CV and ESG-CV applicants to complete an equity survey which surveyed respondents on their current and planned actions to ensure equitable participation in planning, decision making and access to services. HCD has evaluated the results of these surveys to identify further training needs and to inform the development of policies in both programs that will promote equitable delivery of programs and projects funded with these resources. The CDBG Grants Management Manual has undergone a complete equity review and all chapters now include an equity overlay. An equity Appendix is currently under review and anticipated to be made available to grantees in early FY 2022. In October, HCD's Division of Federal Financial Assistance will convene a facilitated working session on how federal regulations that are common across HUD CPD programs and Disaster Recovery programs can be leveraged to promote equity.

HCD also is committed to supporting federally recognized and non-federally recognized Tribes in addressing housing and community development needs by removing barriers to making funds available (as allowed by program rules) and by providing dedicated outreach and technical assistance. HCD recognizes that while Tribes face many of the same barriers as other under-resourced applicants, the legacy of violence, exploitation, dispossession, and attempted destruction of Tribal nations requires unique considerations in the design and implementation of programs and technical assistance.

To begin to address these issues, during FY 2021-22 HCD's Division of Federal Financial Assistance provided one-on-one customized technical assistance to individual tribes that either entered into contracts with HCD or were finalizing their program design. This work included assistance in leveraging CDBG-CV funding and developing programmatic details to best use available funds. HCD also made ESG-CV awards to five (5) tribal entities for use within tribal communities for households experiencing homelessness.

In developing the HOME-ARP Allocation Plan, which will be released during FY 2022-23, HCD's HOME-ARP team had numerous consultations with Tribes and Tribally Designated Housing Entities and held a focus group with representatives of different tribes. HCD convened these meetings to gather feedback from Tribes on unmet needs and gaps in housing and services addressing homelessness. This information will provide centrally-important knowledge in developing the HOME-ARP Allocation Plan.

The Division also hosted a series of mandatory staff trainings on tribal cultural competency and the history of the relationships of various tribal nations and the State of California and the U.S. Government.

Comparison of the proposed versus actual outcomes for each outcome measure submitted with the consolidated plan and explain, if applicable, why progress was not made toward meeting goals and objectives. 91.520(g)

Categories, priority levels, funding sources and amounts, outcomes/objectives, goal outcome indicators, units of measure, targets, actual outcomes/outputs, and percentage completed for each of the grantee's program year goals.

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected Strategic Plan	Actual Strategic Plan	Percent Completed	Expected Program Year	Actual Program Year	Percent Complete
Addressing and preventing homelessness	Homeless	CDBG: \$0 HOPWA: \$3,650,087 HOME: \$146,205 ESG: \$6,024,136	Tenant-based rental assistance / Rapid Rehousing	Households Assisted	1,500	5,223	348%	2450	2,946 (HOME: 75 ESG: 2,833, HOPWA: 38)	120%
Addressing and preventing homelessness	Homeless	CDBG: \$0 HOPWA: \$3,650,087 HOME: \$0 ESG: \$4,466,902	Homeless Person Overnight Shelter	Persons Assisted	22,500	36,859	164%	4,500	22,985 (ESG: 15,903 Emergency Shelter, 7,011 Street Outreach, HOPWA: 71)	511%
Addressing and preventing homelessness	Homeless	CDBG: \$ HOPWA: \$ HOME: \$ ESG: \$	Overnight/Emergency Shelter/Transitional Housing Beds added	Beds	1,500	0	0.00%	300	0	0.00%

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected Strategic Plan	Actual Strategic Plan	Percent Completed	Expected Program Year	Actual Program Year	Percent Complete
Addressing and preventing homelessness	Homeless	CDBG: \$ HOPWA: \$3,650,087 HOME: \$ ESG: \$325,924	Homelessness Prevention	Persons Assisted	1,500	1,689	113%	300	755 (ESG: 207, HOPWA: 548)	252%
Addressing and preventing homelessness	Homeless	CDBG: \$ HOPWA: \$ HOME: \$ ESG: \$	Housing for Homeless added	Household Housing Unit	500	0	0.00%	100	0	0.00%
Addressing and preventing homelessness	Homeless	CDBG: \$ HOPWA: \$3,650,087 HOME: \$ ESG: \$	HIV/AIDS Housing Operations	Household Housing Unit	4,200	1483	35%	920	654	71%
Economic Development	Non-Housing Community Development	CDBG: \$2,574,708	Jobs created/retained	Jobs	800	116	15%	160	38	24%
Economic Development	Non-Housing Community Development	CDBG: \$1,026,054	Businesses assisted	Businesses Assisted	50	129	258%	10	87	870%
Increase Housing Affordability	Affordable Housing	CDBG: \$0 HOME: \$16,847,853	Rental units constructed	Household Housing Unit	1,250	211	17%	400	134 (HOME: 85, HTF*: 49)	34%

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected Strategic Plan	Actual Strategic Plan	Percent Completed	Expected Program Year	Actual Program Year	Percent Complete
		HTF*: \$8,370,651								
Increase Housing Affordability	Affordable Housing	CDBG: \$555,661 HOME: \$0 HTF: \$0	Rental units rehabilitated	Household Housing Unit	500	23	5%	90	23 (CDBG: 23)	26%
Increase Housing Affordability	Affordable Housing	CDBG: \$1,781,227 HOME: \$1,353,454 HTF: \$0	Homeowner Housing Added	Household Housing Unit	250	115	46%	50	70 (CDBG: 43 HOME: 27)	140%
Increase Housing Affordability	Affordable Housing	CDBG: \$1,275,548 HOME: \$707,540 HTF: \$0	Homeowner Housing Rehabilitated	Household Housing Unit	250	188	75%	50	144 (CDBG: 120, HOME: 24)	288%
Increase Housing Affordability	Affordable Housing	CDBG: \$705,179 HOME: \$3,490,200 HTF: \$0	Direct Financial Assistance to Homebuyers	Households Assisted	250	139	56%	50	52 (CDBG: 15, HOME: 37)	104%
Maintain or improve access to public services	Non-Housing Community Development	CDBG: \$4,685,232	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	7500	80,223	1070%	1500	30,796	2053%

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected Strategic Plan	Actual Strategic Plan	Percent Completed	Expected Program Year	Actual Program Year	Percent Complete
Maintain or improve access to public services	Non-Housing Community Development	CDBG: \$0	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	500	0	0.00%	100	0	0.00%
Maintain or improve public fac. and infrastructure	Non-Housing Community Development	CDBG: \$36,451,485	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	35,500	342,954	966%	7100	112,874	1590%
Maintain or improve public fac and infrastructure	Non-Housing Community Development	CDBG: \$0	Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit	Households Assisted	500	0	0.00%	100	0	0.00%

Table 1 - Accomplishments – Program Year & Strategic Plan to Date

Goal	Category	Source / Amount ¹	Indicator	Unit of Measure	Expected Strategic Plan ²	Actual Strategic Plan	Percent Completed	Expected Program Year ³	Actual Program Year ⁴	Percent Complete
Addressing and preventing homelessness	Homeless	CDBG-CV: \$206,907	Housing for the Homeless Added	Household Housing Unit	N/A	N/A	N/A	670	0	0%
Economic Development	Non-Housing Community Development	CDBG-CV: \$2,141,601	Jobs created/retained	Jobs	N/A	N/A	N/A	166	70	42%
			Businesses assisted	Businesses Assisted	N/A	N/A	N/A	33	29	88%

¹ Because the data for these categories is not automatically generated by HUD's reporting systems for CDBG-CV, it was processed manually. The reported expenditure data was aggregated at the "goal" level, not the Indicator level, so there are aggregate expenditure totals for the following goals "Economic Development, "Maintain or improve access to public services", Maintain or improve access to public fac. and infrastructure".

² The Consolidated Plan goals were not amended to reflect the CDBG-CV funding. The goals were updated in the 2019-2020 Annual Action Plan only. The plan can be found on HCD's website, here: [State of California Draft 2019-2020 Annual Action Plan Fifth Substantial Amendment](#)

³ These objectives are generated from the 2019-2020 Annual Action Plan AP-20 Table (Pages 3-6 of the Fifth Amendment to the 2019-2020 Annual Action Plan, which is where the goals associated with CDBG-CV funding were identified. The plan can be found on HCD's website, here: [State of California Draft 2019-2020 Annual Action Plan Fifth Substantial Amendment](#)

⁴ Because the data for these categories is not automatically generated by HUD's reporting systems for CDBG-CV, HCD collected the data based on reports submitted by grantees on August 1.

Goal	Category	Source / Amount ¹	Indicator	Unit of Measure	Expected Strategic Plan ²	Actual Strategic Plan	Percent Completed	Expected Program Year ³	Actual Program Year ⁴	Percent Complete
Maintain or improve access to public services	Non-Housing Community Development	CDBG-CV: 3,858,266	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	N/A	N/A	N/A	4,500	24,538	545%
			Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	N/A	N/A	N/A	380	0	0%
Maintain or improve public fac. and infrastructure	Non-Housing Community Development	CDBG-CV: \$169,311	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	N/A	N/A	N/A	8,664	0	0%
			Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit	Households Assisted	N/A	N/A	N/A	125	0	0%

CDBG-CV Addendum to Table 2 - Accomplishments – Program Year & Strategic Plan to Date

Assess how the jurisdiction's use of funds, particularly CDBG, addresses the priorities and specific objectives identified in the plan, giving special attention to the highest priority activities identified.

Consistent with the priorities and specific objectives outlined in the FY 2021-22 AP, HCD spent significant shares of its HUD funding on new affordable rental housing development, including new construction and rehabilitation (approximately \$17.4 million) and assistance to low-income homeowners (approximately \$9.3 million), half of which was dedicated to first-time homebuyer assistance. HCD's homelessness program spending from ESG and HOPWA (approximately \$14.3 million) primarily was in the activities of Rapid Re-Housing and Emergency Shelter and supported other large investments in addressing homelessness that were funded by the state and localities. HCD significantly supported rural community development through expenditures on public facilities and infrastructure (approximately \$36.5 million) and public services (approximately \$4.6 million). HCD also supported rural Economic Development, providing \$3,600,762 in assistance to local businesses. Each of these activities are important State priorities and the relative shares of funds for these activities are consistent with the State's strategic plan.

HCD released the 2022 CDBG NOFA for \$30 million in April 2022, allocating funding to program activities based on a combination of state statutory requirements as well as Department goals. Housing and housing-related infrastructure activity received 51% of the annual allocation (as required by state statute), approximately \$15 million. Economic Development and economic development-related infrastructure and planning activities were awarded 30% of the annual allocation (as required by state statute). During FY 2021-22, CDBG expenditures totaled approximately \$49 million, which exceeds the NOFA amount. The amount of expenditures and beneficiaries for CDBG over a single CAPER reporting period do not always reflect how HCD allocates funding, in line with highest priority needs, due to the timing of CDBG projects being completed. If viewed over a longer period than the one year CAPER, the expenditures would reflect more closely the State's funding priorities.

While all CDBG activities are greatly needed in California, HCD identified the top three priorities based on the recent volume of applications and awards of its CDBG funds: Economic Development, Public Services and Public Facility Improvements. For FY 2021-22, CDBG's highest expenditures were for public facilities and public infrastructure projects (approximately \$36.5 million), followed by housing (approximately \$2.5 million), general administration and planning (approximately \$4.3 million), public services (approximately \$4.7 million) and economic development (approximately \$3.6 million). These expenditures do not always reflect CDBG funding priorities, as funding priorities are a look forward based on applications and awards, whereas expenditures

are a look back at where grantees have spent CDBG dollars.

In support of its goal to increase housing affordability during FY 2021-22 HCD's CDBG and HOME grantees developed 70 units of owner-occupied housing, supported the rehabilitation of 144 owner-occupied homes, and provided 52 households with financial assistance to become homeowners. HCD's HOME and NHTF funding supported the construction of 134 affordable rental units and the CDBG program funded rehabilitation of 23 affordable rental units. CDBG-funded investments in public infrastructure and economic development activities supported 87 businesses, created 38 jobs and served over 112,874 community residents across California. HOME and ESG funding provided more than 2,900 individuals with rapid re-housing services and help paying rent. The state's ESG grantees provided temporary shelter to almost 16,000 homeless individuals, served about 7,000 individuals with street outreach activities, and provided homelessness prevention rental support to approximately 200 persons.

A breakdown of amount expended by goals and objectives is not provided for the HOPWA program because the expenditure categories do not precisely match the goal outcome indicators in IDIS. HOPWA did report that they assisted 38 households with tenant-based rental assistance, provided overnight shelter to 71 people, homelessness prevention services to 548 people and housing to 654 people. Additional supportive services were provided with HOPWA funds, as accounted for in the detailed explanation of expenditures provided in the HOPWA Form 40110-D which will be submitted as an attachment to the CAPER. The provided HOPWA expenditures and households served are preliminary number and will be updated upon finalization of the four outstanding HOPWA Progress Reports.

California's CDBG-CV grantees rapidly stood up 88 public service programs to address acute needs caused by the COVID-19 program such as food banks, subsistence payments (utility, mortgage, and rental assistance), senior services, youth services, health care services, and homelessness services. Through June 30, 2022, the State's CDBG-CV program assisted more than 24,000 individuals through these programs. Grantees also launched 43 economic development programs, assisting 29 businesses and creating or retaining 70 jobs. Primarily through augmentation to projects originally funded under HCD's Project Homekey 1.0, grantees were awarded funds for rehabilitation or conversion of 32 properties providing interim and permanent housing for individuals and families experiencing homelessness in communities across the state. As of June 30, 2022, none of these properties had completed work, thus no accomplishments were realized. However, the state anticipates that during the FY2022 program year, all 32 projects will be completed, supporting 1342 non-congregate shelter beds and 823 housing units.

Similarly, grantees began 13 public facility and infrastructure projects to develop new or improve existing facilities to respond to risks and needs associated with the COVID-19 pandemic. These projects are still underway as of June 30, 2022, and thus no accomplishments have yet been realized.