CITY OF
OAKLAND

CITY OF
OAKLAND

Landscape Analysis
of Homelessness
and Housing Services

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EXECUTIVE SUMMARY

PROJECT OVERVIEW

Oakland's FY23-25 budget directed the merger of its homelessness services into the Housing & Community Development (HCD) Department, forming a new combined department. This transition aims to improve operational efficiencies and create a more aligned approach across the full homelessness spectrum, from prevention to permanent housing solutions. In 2024, the City engaged LeSar Development Consultants (LDC) to develop an Integrated Strategic Plan and Roadmap to guide this effort, including best practices, a coordinated budget, and an optimized organizational structure.

As a foundation for this work and to inform the Integrated Strategic Plan and Roadmap, LDC conducted a Landscape Analysis from October 2024 to January 2025 to assess the current state of housing and homelessness services, identify challenges, and leverage data and stakeholder insights. The analysis focused on the most recent available data and included key informant interviews, quantitative data and other available information. The scope of this Landscape Analysis prioritized key aspects of the housing continuum—affordable housing, homelessness prevention, unsheltered responses, interim housing, and permanent supportive housing—while broader housing stabilization efforts and market-rate production were outside the primary focus. For recommendations on how best to address challenges and opportunities presented in this landscape analysis, please see the Integrated Strategic Plan and Roadmap.

CURRENT LANDSCAPE

Oakland's housing and homelessness response system functions as a continuum, addressing inflows into homelessness, crisis response, and permanent housing solutions. Prevention efforts, such as rental assistance and tenant protections, reduce inflows, while emergency shelter, transitional housing, and street outreach provide crisis support. Permanent housing solutions include Rapid Rehousing, Permanent Supportive Housing, and Affordable Housing programs. System-wide coordination is facilitated by the Alameda County's Continuum of Care (CoC) including its Coordinated Entry System (CES) for PSH prioritization and administering its Homeless Management Information System (HMIS) for data tracking and system performance.

KEY SYSTEM COMPONENTS

Oakland's homelessness response system consists of multiple components:

- **Homelessness Prevention** – Rental and utility assistance, tenant protections, and other diversion and mediation services.

- **Unsheltered Homelessness** – Outreach, encampment resolution, and access centers help connect individuals to shelter and services.

- **Sheltered Homelessness** – Includes interim housing, emergency shelters, transitional housing, safe parking, and community cabins with supportive services.

- **Housing Navigation** – Case management, rental assistance, and landlord engagement to transition individuals into permanent housing.

- **Permanent Housing Solutions** – Programs such as Rapid Rehousing, Permanent Supportive Housing, and Affordable Housing provide stable, long-term housing options.

SYSTEM ROLES & RESPONSIBILITIES

Oakland's homelessness and housing response is supported by a network of entities:

- **City of Oakland** – Manages contracts for homelessness services, encampment response, interim housing, and affordable housing development largely through three departments: Community Homelessness Services (CHS) housed within the Human Services Department, Housing & Community Development (HCD), and City Administrator's Office (CAO).

- **Alameda County Health, Housing & Homelessness Services (H&H)** – Administers CES, HMIS, housing subsidies, street medicine, and over 145 provider contracts. Alameda County Housing & Community Development subsidizes some affordable housing development through a competitive process when funds are available.

- **Oakland-Berkeley-Alameda County Continuum of Care (CoC)** – Oversees regional policy, funding priorities, and performance monitoring, with a governance and committee structure that supports regional homelessness response efforts.

- **Nonprofit Service Providers** – Deliver emergency shelter, outreach, case management, and housing programs, often funded by both the City and County.

- **Funders & Public Housing Authorities** – The State Housing and Community Development Department and the U.S. Department of Housing & Urban Development (HUD) provide essential funding. The Oakland Housing Authority, a Moving-to-Work (MTW) agency (*a HUD program that grants PHAs exemptions and funding flexibility to test innovative housing strategies*), administers Housing Choice Vouchers, allocates Project-Based Section 8 vouchers through a competitive process when available, and funds programs like the Oakland Path Re-Housing Initiative (OPRI) in partnership with CHS.

CITY OF OAKLAND'S RESPONSE STRUCTURE

Oakland's housing and homelessness efforts are guided by several key departments:

- **Department of Housing and Community Development (HCD)** – Oversees and funds tenant protections, affordable housing development and preservation, with priority for Permanent Supportive Housing, and homelessness prevention.

- **Community Homelessness Services Division (CHS)** – Manages rapid rehousing, interim housing, and outreach programs through contracts with service providers.

- **City Administrator's Office (CAO)** – Coordinates encampment response through an interdepartmental working group focused on sanitation, outreach, and interim housing.

The City of Oakland's homelessness and housing initiatives are monitored by several advisory bodies:

- **Commission on Homelessness** – Oversees funding sources and advises on homelessness strategies.

- **Affordable Housing & Infrastructure Bond Public Oversight Committee** – Ensures accountability for bond-funded housing and anti-displacement initiatives.

- **Housing, Residential Rent, and Relocation Board** – Enforces tenant protections and rent regulations.

- **CoC Committees** – Provide oversight and guidance for HUD funded programs.

The City's housing and homelessness programs are funded through a mix of local, state, and federal sources, totaling $237.9 million in the FY 24-25 budget. Local funding makes up the largest share (75%), driven by Measure U ($130M) and other city revenue sources. State funding accounts for 14% ($34.3M), primarily from competitive grants, while federal funding represents 10% ($24.3M), including HUD entitlement grants like CDBG, HOME, ESG, and HOPWA. The budget also reflects the reallocation of $7.7M in housing and homelessness funds to fill a general fund deficit, though this will not impact services. Staffing costs total $27M, supporting 113.5 positions across HCD and CHS, with additional homelessness response roles in the City Administrator's Office. Many funding sources are restricted to specific uses, limiting flexibility in program spending.:

DATA TAKEAWAYS

- **HMIS Data Gaps** – Easy access to HMIS data for both individual Oakland programs and component performance was limited until very recently, thus making program evaluation, equity analyses, and overall decision-making difficult. Recent access to new CoC dashboards for Oakland programs may address these gaps.

- **Homelessness Growth in Oakland** – Over the last two years, there was a 9% increase in Oakland homelessness (2022-2024), including a 10% rise in unsheltered population, even as the county as a whole experienced an 11% reduction in unsheltered homelessness.

- **Rising Chronic Homelessness** – Chronic homelessness rose 40% countywide, highlighting systemic issues in outreach, housing pathways, and need for increased PSH construction.

- **Inflow Outpaces Outflows** – Inflows to homelessness exceed housing placements, indicating that the systems are not yet balancing affordability measures, prevention, service coordination, and housing production. Countywide, for every 1 person exiting to permanent housing, 3 people are falling into homelessness.

- **Severe Housing Cost Burdens** – Nearly half of all renters in Oakland are cost-burdened (30% of income spent on housing)/severely cost burdened (50% of income spent on housing), with over 24% of all renters severely cost-burdened. High housing costs disproportionately impact Black and Hispanic renter households.

- **Critical Housing Gaps** – Oakland needs thousands of affordable homes to stabilize vulnerable populations. Decades of underinvestment have compounded this shortfall.

- **Housing Production Gaps** – In recent years, the market has been sufficiently producing higher-income housing, but the City lacks the amount of funding needed to address the critical shortage of extremely low- and very low-income units.

- **Growing Housing Portfolio and Pipeline** – Between 2025-2027, Oakland's housing pipeline will see significant growth, with homeless units increasing by 51% and PSH units by 60%, though production slows after 2026. Affordable housing will see a 42% rise in ELI units, 9% in VLI, and 25% in LI, with production peaking in 2025-2027 before declining sharply in 2028 unless more funding is secured.

INTRODUCTION

In Oakland's FY23-25 budget, under the direction of its City Council, the City proposed merging its homelessness services into the Housing & Community Development (HCD) Department to create a new Department of Homelessness and Housing Development. Beyond improving operational efficiencies, this transition aims to align the City's approach across the full homelessness spectrum—from housing stability and prevention to intervention and permanent supportive housing exits.

To support this proposed transition, the City of Oakland engaged LeSar Development Consultants (LDC) in 2024 to develop an Integrated Strategic Plan and Roadmap for the potential merged department. This plan will provide best practices, recommendations, a coordinated budget, and an optimized organizational structure to guide the City's efforts.
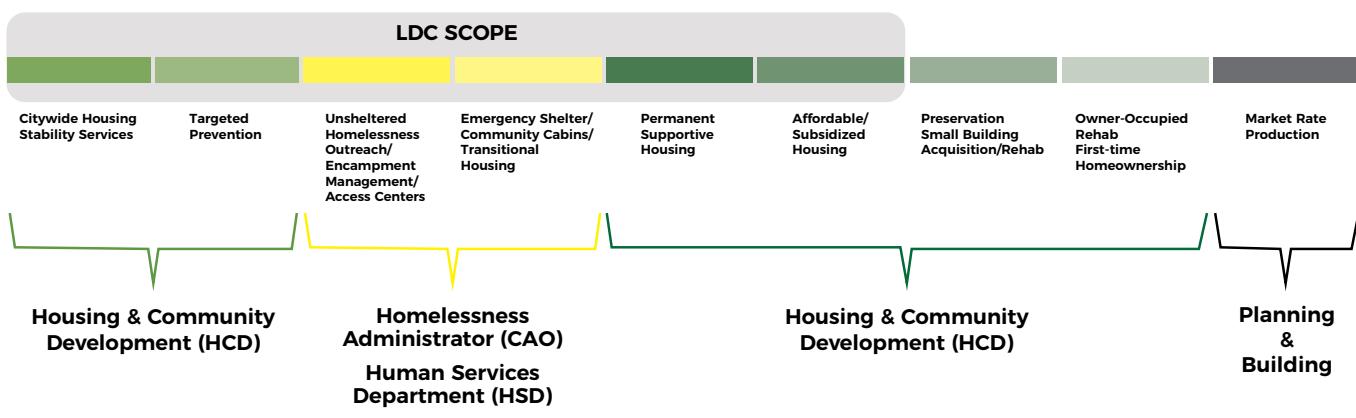
As a foundation for this work, LDC conducted the following Landscape Analysis to assess the current state of housing and homelessness services, identify challenges and opportunities within the existing structure, and leverage data and stakeholder insights to inform future actions. This analysis, conducted from October 2024 to January 2025, included key informant interviews primarily held in October and November 2024, as well as a review of available data. The analysis used the most recent complete data available at the time.

Data sources and time periods are noted in each table throughout this report.

LDC's scope of work focuses on key aspects of the housing continuum, including affordable housing, homelessness prevention, unsheltered responses (outreach and encampment management), interim housing (emergency shelters, community cabins, and transitional housing), and permanent supportive and subsidized housing. While important to the broader housing continuum, areas such as housing stabilization, small-building preservation/acquisition, homeownership, and market-rate housing production were not a primary focus of this scope. Appendix 1 provides a full methodology overview. For recommendations on the opportunities, gaps and challenges identified in this Landscape Analysis, please refer to the Integrated Strategic Plan and Roadmap document.

For additional context, Figure 1 highlights the full housing continuum, indicating how services and responsibilities are distributed across various City agencies. The portion of the continuum covered in this Landscape Analysis and LDC's scope is visually highlighted to clarify the areas of focus.

FIGURE 1: OVERVIEW OF CITY OF OAKLAND DEPARTMENTS AND LDC SCOPE, 2024

LDC SCOPE

| Citywide Housing Stability Services | Targeted Prevention | Unsheltered Homelessness Outreach/ Encampment Management/ Access Centers | Emergency Shelter/ Community Cabins/ Transitional Housing | Permanent Supportive Housing | Affordable/ Subsidized Housing | Preservation Small Building Acquisition/Rehab | Owner-Occupied Rehab First-time Homeownership | Market Rate Production |

Housing & Community Development (HCD)

Homelessness Administrator (CAO)

Human Services Department (HSD)

Housing & Community Development (HCD)

Planning & Building

EXISTING CONDITIONS
UNDERSTANDING HOUSING & HOMELESSNESS IN THE CITY OF OAKLAND

Effectively addressing homelessness and housing instability in the City of Oakland requires an understanding of the broader housing and homelessness response system within the region. This system functions as a continuum, from prevention to crisis response to permanent housing solutions, supported by various stakeholders responsible for service delivery, coordination, and administration.

The system consists of key components:

- **Inflows** – The rate at which individuals enter homelessness due to eviction, economic hardship, or other crises. Homelessness prevention, including rental assistance and tenant protections, reduces inflows by stabilizing at-risk households.

- **Unsheltered Homelessness** – Individuals living in places not meant for habitation, such as streets, parks, or vehicles. Responses include street outreach, encampment resolution, and access centers that connect individuals to shelter and services.

- **Sheltered Homelessness** – Temporary housing options that provide stability and connections to permanent housing, including:

    Emergency Shelter – Short-term congregate shelter with meals, hygiene, and case management for stabilization.

    Community Cabins – Low-barrier, temporary non-congregate shelters for 1-2 people, allowing partners, pets, and belongings, with services like case management and housing navigation.

    Transitional Housing – Time-limited interim housing with supportive services to help participants transition to permanent housing. Typically non-congregate.

Safe Parking – Secure parking areas with hygiene facilities and case management for those living in vehicles.

- **Housing Navigation** – Support services that help people secure permanent housing, including case management, rental assistance, and landlord engagement.

- **Outflows to Permanent Housing** – The transition of individuals into stable housing, including:

    Rapid Rehousing (RRH) – Short-term rental assistance with move-in support and case management.

    Oakland Path Rehousing Initiative (OPRI) – A program providing housing placement and subsidies for encampment residents, youth exiting foster care, and families.

    Permanent Supportive Housing (PSH) – Long-term subsidized housing with wraparound services for those experiencing homelessness with disabilities.

    Affordable Housing – Income-restricted housing based on Area Median Income (AMI) requirements and Housing Choice Vouchers (HCVs)

    Market-Rate Housing – Unrestricted private housing.

System-wide coordination is supported by:

- **Coordinated Entry System (CES)** – A standardized process for prioritizing and referring individuals to permanent supportive housing as required by HUD.

- **Homeless Management Information System (HMIS)** – A database tracking service utilization and system outcomes as required by HUD.

Following is a high-level figure illustrating the region's housing and homelessness continuum.

FIGURE 2: THROUGHPUT ON HOUSING CONTINUUM, 2024

Homelessness Prevention

Unsheltered

Unsheltered Homelessness Outreach, Encampment Management, Access Centers

Sheltered

Interim Housing Units (Community Cabins, Emergency Shelter, Transitional Housing, Safe Parking)

Housed

Permanent Supportive Housing Units

Rent Subsidized (Time-Limited Subsidies, Housing Choice Vouchers)

Rent Stabilized

Market Rate Units

Subsidized Home Ownership

Home Ownership

The City of Oakland's current housing and homelessness response is supported by departments, offices, strategies, programs, and funding structures that collectively guide the City's efforts to address these critical challenges.

SYSTEM ROLES & RESPONSIBILITIES

Oakland's homelessness response system and affordable housing services rely on a network of entities and stakeholders working together to meet the needs of individuals experiencing homelessness. In the City of Oakland and across Alameda County, these stakeholders include:

TABLE 1: KEY REGIONAL ENTITIES, ROLES AND RESPONSIBILITIES, 2024

Entity	Description	Key Responsibilities/Activities
People Experiencing Homelessness	Central to the system, their needs drive services focused on transitions to permanent housing. Insights from their lived experiences inform more equitable solutions.	**Access Homelessness and Housing Resources** - Utilize resources and services. Navigate through the system to obtain permanent housing. **Lived Experience** - Inform policies and program designs through lived experience and user-experience feedback.
Alameda County - Housing and Homelessness Services (H&H) (Formerly OHCC, now part of Alameda County Health, Housing & Homelessness Services)	Oversees countywide homelessness response and system operations, including Coordinated Entry, HMIS, and contracts with over 50 providers. Supports interdepartmental coordination.	**Administrative Entity & System Manager** - Oversee Coordinated Entry System (CES) as the designated Management Entity. - Manage CES operations: screening, assessment, referrals, training, monitoring. - Ensure HUD compliance for CES and housing referrals. - Administer Housing Resource Centers (HRCs) and CES Access Points. **HMIS Administration & Data Oversight** - Serve as HMIS Lead Agency and implement CoC policies. - Manage data security, privacy, federal compliance, reporting. - Collaborate with the CoC's HMIS Committee for system effectiveness. **Funding Administration & Contracting** - Manage HUD CoC, state grants, MHSA funds, federal/state resources. - Oversee 145+ contracts with 50+ providers. - Administer PSH, Rapid Rehousing, CalAIM Housing Community Supports. **Strategic Planning & Coordination** - Lead countywide homelessness response strategy, policy planning, performance tracking, budgeting, racial equity . **Health & Behavioral Health Integration** - Operate ACHCH (a federally designated health center). - Provide street medicine, shelter-based healthcare, harm reduction. **Encampment Response & Outreach** - Fund outreach, interim housing, navigation services. - Cities (e.g., Oakland) lead encampment resolution; County provide funding but does not enforce.

Entity	Description	Key Responsibilities/Activities
Oakland-Berkeley-Alameda County Continuum of Care (CoC)	EveryOne Home is a federally mandated local planning body that coordinates funding and services for homelessness in Alameda County. It supports countywide collaboration under the CoC structure, prioritizing lived experience, equitable resource distribution, and system performance. The CoC oversees policy development and system-wide planning and manages key functions such as the Point-in-Time (PIT) Count, NOFO applications, and committees focused on racial equity and housing stability.	**System Governance** - Set regional policy direction, funding priorities, and compliance standards. **CES & HMIS** - Establish CES policies, prioritization methods, and eligibility criteria. - Set CES system design, but delegate day-to-day CES operations to H&H. - Set HMIS policies but appoint H&H as the HMIS Lead. **Funding Administration & System Evaluation** - Serve as the collaborative applicant for HUD CoC funds. - Ensure HUD CoC Program compliance (24 CFR Part 578). - Manage HUD CoC NOFO applications & funding allocations. - Oversee compliance enforcement & performance monitoring. - Conduct PIT counts, performance reviews, and gaps analyses. **Committee, Subcommittee, and Advisory Council Management** - Ensure that all committees, subcommittees, and advisory councils align with its strategic goals, funding priorities, and HUD compliance requirements. - Ensure at least 33% of board, committee, and workgroup members have lived experience. - Delegate facilitation responsibilities to committee chairs or designated leads while providing structure, guidance, and accountability to ensure effective operations. - Committee, subcommittee and advisory council's including the following: *Standing Committees:* • Outreach, Access, and Coordination Committee • Housing Capacity Committee • Housing Stability and Homelessness Prevention Committee • CoC Standards, Compliance, and Funding Committee • System Impact Committee • HMIS Committee • Youth Committee • Racial Equity Committee *Subcommittees:* • Nominations Subcommittee • HUD NOFO Subcommittee *Advisory Councils:* • Youth Action Board (YAB) • Champions Council • Funders Council

Entity	Description	Key Responsibilities/Activities
HomeBase	A technical assistance provider supporting the CoC and broader regional efforts on homelessness policy, strategy, and governance. HomeBase plays a light-touch role, offering guidance without imposing authority on CoC leadership.	**Governance and Planning Support** - Support CoC committees and leadership board to provide more structured direction. - Assist in refreshing the 2026 plan with a focus on transparency. - Advise on policy alignment and strategic integration. **Coordinated Entry and System Evaluation** - Support CES evaluation to improve service matching. - Work with Focus Strategies on equity analysis in HMIS data. - Identify gaps in the system for individuals below PSH thresholds. **Encampment and Resource Allocation** - Engage in CoC funding discussions related to encampments. - Advise on strategies to ensure that funding shifts result in more resources rather than redirected funds. - Coordinate with the Encampment Committee/Unsheltered Work Group. **Stakeholder Engagement** - Work to increase provider and city participation in CoC decisions. - Support greater transparency in County-led processes. - Provide technical assistance to cities and service providers.
City of Oakland	Multiple departments play specialized roles in the housing and homelessness response: The Department of Housing and Community Development (HCD) manages housing programs, funds Permanent Supportive Housing, and implements homelessness prevention. The Community Homelessness Services Division (CHS) oversees service provider contracts for rapid rehousing, interim housing, and outreach. The City Administrator's Office (CAO) Homeless Encampment Response Team coordinates encampment management, including sanitation and outreach, with support from other departments like Public Works, Fire, and Police.	**Homelessness Services Administration** - Manage contracts with providers for shelters, rapid rehousing, outreach, and case management. - Oversee City-administered homelessness programs separate from County services. **Encampment Response & Outreach** - Lead encampment resolution efforts, including outreach and enforcement. - Support interim housing and safe parking programs to promote transitions to shelter. **Strategic Planning & Policy Development** - Develop a City-specific strategic plan while coordinating with County efforts. - Advocate for direct state and federal funding to reduce reliance on County-administered funds. **Interim, Supportive, and Affordable Housing Development** - Oversee affordable housing initiatives, including development, preservation, and interim housing solutions.
Nonprofit & Community Based Service Providers	Nonprofits and community-based agencies play a critical role in providing emergency shelter, outreach programs, supportive housing, and employment services across the region. More than 50+ providers deliver these essential services, with the City of Oakland contracting directly with over 20+ providers to support local efforts in addressing homelessness and housing stability.	**Direct Service Delivery** - Operate shelters, outreach programs, supportive housing, and case management. - Must comply with CoC, County, and City reporting & funding requirements. **Funding & Administrative Complexity** - Often receive funding from both the City of Oakland and Alameda County, requiring dual compliance.
Funder Entities (State, Federal, Philanthropic)	State, federal, and philanthropic organizations that supply vital funding for services, housing and programs addressing and preventing homelessness	**Funding** - Provide grants and financial resources (e.g., HUD, state bond funding, philanthropic contributions). - Set broad funding guidelines and performance targets.
Public Housing Authorities (PHAs) – Oakland Housing Authority	Entities such as the Oakland Housing Authority, administer Housing Choice and Project-Based Vouchers to assist low-income and homeless individuals.	**Voucher Administration** - Manage and distribute housing vouchers. - Coordinate with entities to prioritize formerly homeless individuals. - Ensure compliance with federal housing regulations.

Entity	Description	Key Responsibilities/Activities
Alameda County Behavioral Health Services (BH)	County department administering MHSA-funded supportive housing and street health teams for individuals with serious mental illness.	**Mental Health & Substance Use Treatment for Homeless Populations** - Administer MHSA-funded supportive housing. - Operate Street Health teams & Full-Service Partnerships (FSPs) for unhoused individuals with serious mental illness. **Integration with Housing Programs** - Collaborate with H&H to provide behavioral health support in PSH. - Offer crisis stabilization and long-term case management.
Alameda County Social Services Agency (SSA)	Provides essential safety net services for low-income individuals and families, focusing on economic support, housing stability, and social welfare. SSA plays a key role in administering public assistance programs, connecting residents to resources, and coordinating with local agencies to address homelessness and financial hardship.	**Housing and Homelessness Support** - Manage CalWORKs Housing Assistance, Housing & Disability Advocacy Program (HDAP), and the Housing & Emergency Lodging Program (HELP) to provide rental assistance, disability advocacy, and emergency lodging. - Oversee Bringing Families Home and other eviction prevention initiatives that help families stay housed, particularly those involved in child welfare services. **Emergency and Financial Assistance** - Operate the Season of Sharing Fund and the REACH Utility Assistance Program to provide one-time financial support for rent, utilities, and essential expenses. - Administer CalWORKs, General Assistance, CalFresh, and Medi-Cal to ensure vulnerable populations receive food, financial assistance, and healthcare. **Support for Vulnerable Populations** - Provide In-Home Supportive Services (IHSS) and Adult Protective Services to help seniors and disabled individuals maintain independence and safety. - Support integration and stability through Refugee Cash Assistance, child welfare programs, and youth-focused housing solutions. **Partnership** - Partner with cities, non-profits, and county departments to streamline social service delivery.
Healthcare Providers	Hospitals, clinics, and behavioral health organizations address health challenges linked to homelessness. Alameda Alliance for Health and Kaiser Permanente serve as managed care plans in Alameda County. CalAIM supports services via Enhanced Care Management (ECM) and Community Supports (CS).	**Integrated Care** - Provide physical and behavioral health services (street medicine, clinics, hospital care). - Collaborate with housing programs to offer integrated care. **CalAIM** - Implement CalAIM Enhanced Care Management (EMC) and Community Supports (CS).
Alameda County Housing and Community Development (HCD)	Focuses on capital development and housing infrastructure, funding and administering affordable housing projects. Previously managed HUD CoC funds (now managed by H&H). Collaborates with CoC and H&H on permanent housing solutions.	**Capital Development & Housing Infrastructure** - Fund and administer affordable housing projects (land acquisition, financing, construction). - Previously managed HUD CoC funds, now transferred to H&H. - Work with CoC and H&H on permanent housing solutions.

Law Enforcement and Public Safety	Teams address safety concerns in encampments and public spaces through encampment management policies. Includes the Mobile Assistance Community Responders of Oakland (MACRO) Program, an alternative response program in the Oakland Fire Department (OFD) for non-emergency, "quality of life" calls for service. The goal of MACRO is to reduce responses by Fire & Police, redirecting individuals to community-based services and resources.	**Encampment Management & Alternative Response**
		- Collaborate with outreach teams to ensure public safety in encampments.
		- MACRO respond to non-emergency "quality of life" calls in three categories:
		  • Behavioral Health Issues (Mental Health Concern (Low), Mental Health Challenge (Moderate), Indecent Exposure (Limited))
		  • Individual Well-Being (Wellness Check, Sleeper, Found Senile)
		  • Community Disturbance (Intoxicated Group/Drunk in Public, Noise Complaint, Disorderly Juvenile, Panhandling (Non-Aggressive))

COUNTY OF ALAMEDA

Alameda County's Health, Housing & Homelessness Services (H&H), formerly the Office of Homeless Care and Coordination (OHCC), is the county's primary administrative entity for homelessness services. Operating within Alameda County Health, H&H serves as the central hub for coordinating housing and homelessness services and implementing countywide strategies to reduce homelessness. The department manages critical system functions, including the Coordinated Entry System (CES), the Homeless Management Information System (HMIS), and over 145 contracts with more than 50 service providers. H&H oversees a vast share of the region's homelessness funding, with approximately 70% of all homelessness-related financial resources flowing through the County, and 90% of that being administered directly by H&H or through partner agencies. The department has expanded significantly since its establishment in 2019, growing from a small office with six staff members to a fully developed department with over 90 employees managing a complex network of housing, healthcare, and supportive service programs.

H&H plays a multi-faceted role in the county's homelessness response, focusing on policy development, strategic planning, system coordination, and service delivery. The department is responsible for:

- **Policy & Planning** – Administers system-wide policy development, performance tracking, budget and finance oversight, and strategic planning efforts, including racial equity initiatives.

- **Coordinated Entry System (CES)** – Manages Housing Resource Centers (HRCs) and CES, ensuring a standardized process for assessing, prioritizing, and matching individuals experiencing homelessness with housing and supportive services.

- **Health Care for the Homeless (HCH)** – Oversees Alameda County Health Care for the Homeless (ACHCH), a federally designated health center that provides street medicine, regional care coordination, shelter-based healthcare, medical respite, behavioral health, and harm reduction services.

- **Housing Services & Housing Subsidies** – Administers Permanent Supportive Housing (PSH), Rapid Rehousing (RRH), and HUD CoC-funded housing programs, ensuring that vulnerable individuals receive long-term housing stability and supportive services.

- **Encampment Response & Outreach** – Provides funding for street outreach, interim housing, and navigation services, though encampment resolution is led by individual cities. The County collaborates with municipalities, including the City of Oakland, through initiatives like Encampment Resolution Funding (ERF)—a competitive grant program that helps local jurisdictions provide targeted services and pathways to stable housing for individuals living in encampments.

Coordinated Entry System (CES) and Housing Resource Centers (HRCs)

The Coordinated Entry System (CES) is a federally mandated approach that standardizes how people access homeless services in Alameda County. H&H administers CES to ensure that individuals experiencing homelessness are assessed based on their needs and connected to appropriate resources. Key components of CES include:

- **Access Points** – Designated service locations where individuals can seek assistance and undergo assessment.

- **Housing Problem-Solving** – Aimed at early intervention strategies to prevent individuals from entering homelessness or quickly resolving their experience of homelessness.

- **Assessment & Prioritization** – Evaluates an individual's level of need using a standardized assessment tool.

- **Referral & Matching** – Matches individuals to available permanent housing, supportive housing, or interim housing based on eligibility.

H&H also oversees Housing Resource Centers (HRCs), which serve as primary access points for individuals seeking homelessness services:
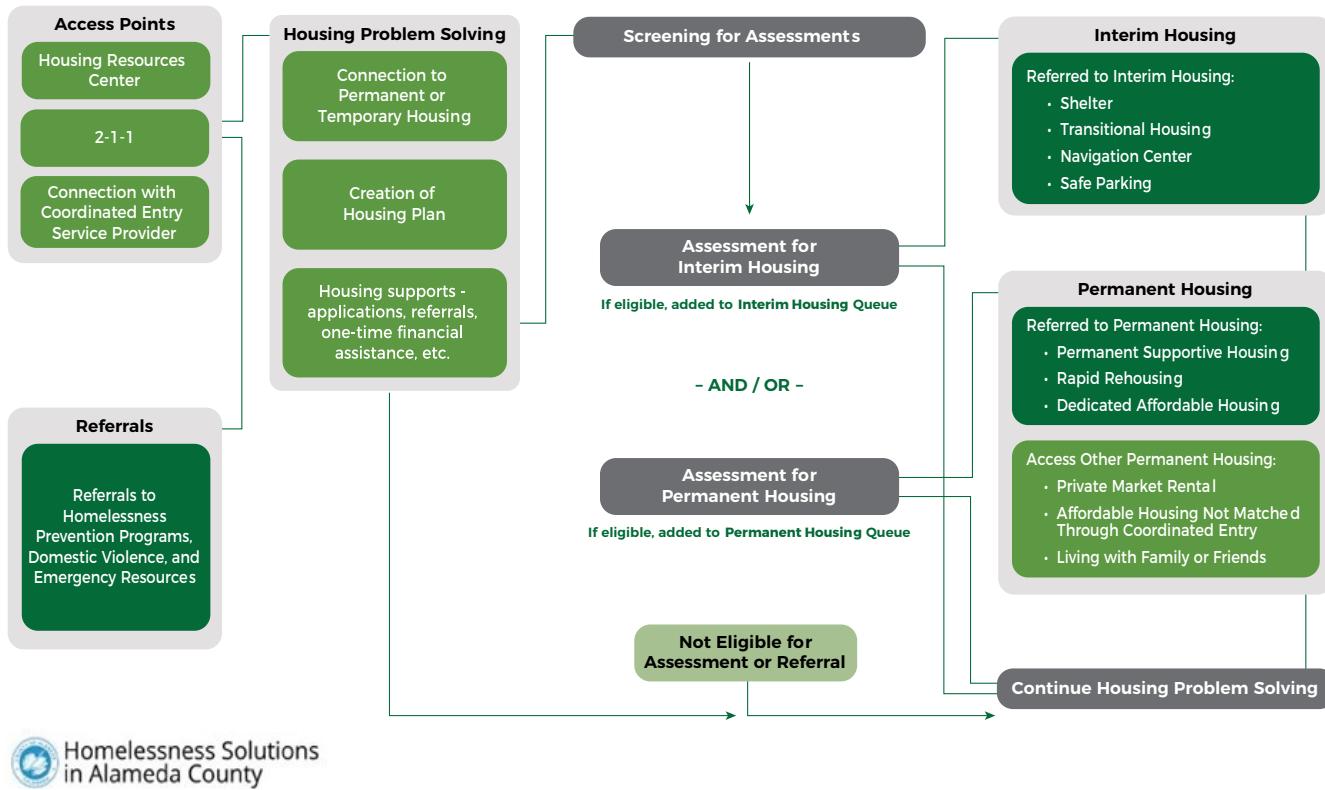
- **For Homeless Adults:**

    Downtown Oakland – Bay Area Community Services (BACS)

    West Oakland – BOSS Coordinated Entry, 2280 San Pablo Ave

    East Oakland – EOCP Coordinated Entry, 7515 International Blvd

- **For Homeless Families (with children under 18):** Family Front Door

FIGURE 3: ALAMEDA COUNTY COORDINATED ENTRY SYSTEM

Housing and Health Integration

A major focus of H&H is integrating housing with healthcare services, ensuring that individuals experiencing homelessness have access to both stable housing and medical care. The Health Care for the Homeless (ACHCH) program, funded by the Health Resources & Services Administration (HRSA), provides mobile healthcare, case management, substance use treatment, and specialized medical services such as dental and pharmacy care. Additionally, H&H implements CalAIM Housing Community Supports, a program designed to provide housing transition assistance, tenancy support, and rental subsidies, serving over 1,800 households with a goal of reaching 3,500+ households.

TABLE 2: CALAIM – HOUSING COMMUNITY SUPPORTS (HCS), 2024

CalAIM
- Alameda County Health Care Services Agency (HCSA) administers Housing Community Supports (HCS) and serves as the Management Entity for Coordinated Entry (CES)—all referrals for HCS services come through HCSA, and consumers must be assessed through CES to determine eligibility.
- HCS providers receive referrals from HCSA and deliver Housing Navigation (HN), Tenancy and Sustaining Services (TSS), and Housing Deposits (HD)—HN helps clients secure housing, TSS provides long-term support to maintain housing, and HD covers up to $5,000 per consumer for move-in costs.
- The Rental Assistance and Landlord Engagement (RALE) program facilitates landlord connections and housing placements—HCS staff are expected to coordinate with RALE staff on housing support plans, tenancy interventions, and move-in logistics.
- Data entry and documentation are required for service delivery and reimbursement—all enrollments, exits, and service encounters must be logged in HMIS within three business days, Housing Support Plans must be completed within 15 days, and ongoing TSS services require a TSS Evaluation every 180 days.
- HCSA, Managed Care Plans (MCPs), CES, and contracted HCS providers each have defined roles—HCSA oversees compliance, MCPs (Alameda Alliance & Kaiser) fund services, CES prioritizes consumers, and HCS providers deliver direct housing-related services. Coordination across these entities ensures alignment with Medi-Cal requirements.
- Community Supports providers include, but are not limited to: Cardea Health, EA Family Services, Independent Living Systems LLC, Libertana Home Health, LIFE ElderCare, Lifeline Systems, Lifelong Medical Care, Master-Care, Medzed Physician Services, Pacific Clinics, Pacific Homecare Services, Project Open Hand, Roots Community Health Center, Titanium Extra Clinics, Home Safety Services

H&H also works closely with Alameda County Behavioral Health to provide housing solutions for individuals with serious mental illness through the Housing Solutions for Health program, which is funded by the Mental Health Services Act (MHSA).

Integration with Housing Development

In addition to service coordination, Alameda County's homelessness response is closely connected to affordable housing development and behavioral health services. Alameda County Housing and Community Development (HCD) plays a critical role in the development and financing of affordable and supportive housing projects, managing land acquisition, project financing, and construction funding for new housing developments. While HCD previously managed some HUD CoC and other homelessness-related funding streams, these responsibilities have transitioned to H&H in recent years, allowing HCD to focus primarily on housing production.

ALAMEDA COUNTY CONTINUUM OF CARE

The Alameda County Continuum of Care (CoC), known as EveryOne Home, is both a collective impact initiative and the HUD-designated CoC (CA-502). It brings together county and city representatives, nonprofits, advocates, and individuals with lived experience to coordinate the county's homelessness response system.

HomeBase, a technical assistance provider, supports the CoC and broader regional efforts on homelessness policy, strategy, and governance. While they assist with governance, planning, CES evaluation, and stakeholder engagement, feedback suggests there are opportunities for them to take a more active role in coordination and leadership. Their approach remains light-touch, providing guidance while supporting CoC decision-making processes.

The Leadership Board provides policy direction, funding oversight, and system accountability, supported by a network of committees, subcommittees, and advisory councils focused on policy implementation, resource allocation, and system performance. The CoC ensures that committees, subcommittees, and advisory councils align with strategic goals and compliance requirements, with at least 33% representation from individuals with lived experience.

The CoC leads countywide collaboration, overseeing the Point-in-Time (PIT) Count, NOFO applications, and committee management while prioritizing lived experience and equitable resource distribution. The CoC sets regional policies, funding priorities,

FIGURE 4: COC COMMITTEE STRUCTURE, 2024

All Entities & Committees report to the Leadership Board

Entities also report to the Committees that they are aligned with

Committees are positioned close to the Entities they support

and compliance standards in alignment with HUD CoC Program regulations (24 CFR Part 578). It also establishes Coordinated Entry System (CES) and Homeless Management Information System (HMIS) policies, delegating day-to-day CES operations and HMIS leadership to H&H.

The governance structure includes:

• **Standing Committees:** Outreach, Access, and Coordination; Housing Capacity; Housing Stability and Homelessness Prevention; CoC Standards, Compliance, and Funding; System Impact; HMIS; Youth; and Racial Equity.

• **Subcommittees:** Nominations and HUD NOFO.

• **Advisory Councils:** Youth Action Board, Champions Council, and Funders Council.

CITY OF OAKLAND

The City of Oakland's current housing and homelessness response is supported by departments, offices, strategies, programs, and funding structures that collectively guide the City's efforts to address these critical challenges.

Organizational Structure and Departmental Responsibilities

Multiple departments within the City oversee housing and homelessness programs and services. The primary departments involved are the City Administrator's Office, Human Services/Community Homelessness Services, and Housing and Community Development. Additionally, peripheral departments such as Public Works, Police and Fire contribute to specific aspects of the encampment response. The figure and table below outlines the organizational structure and departmental roles.

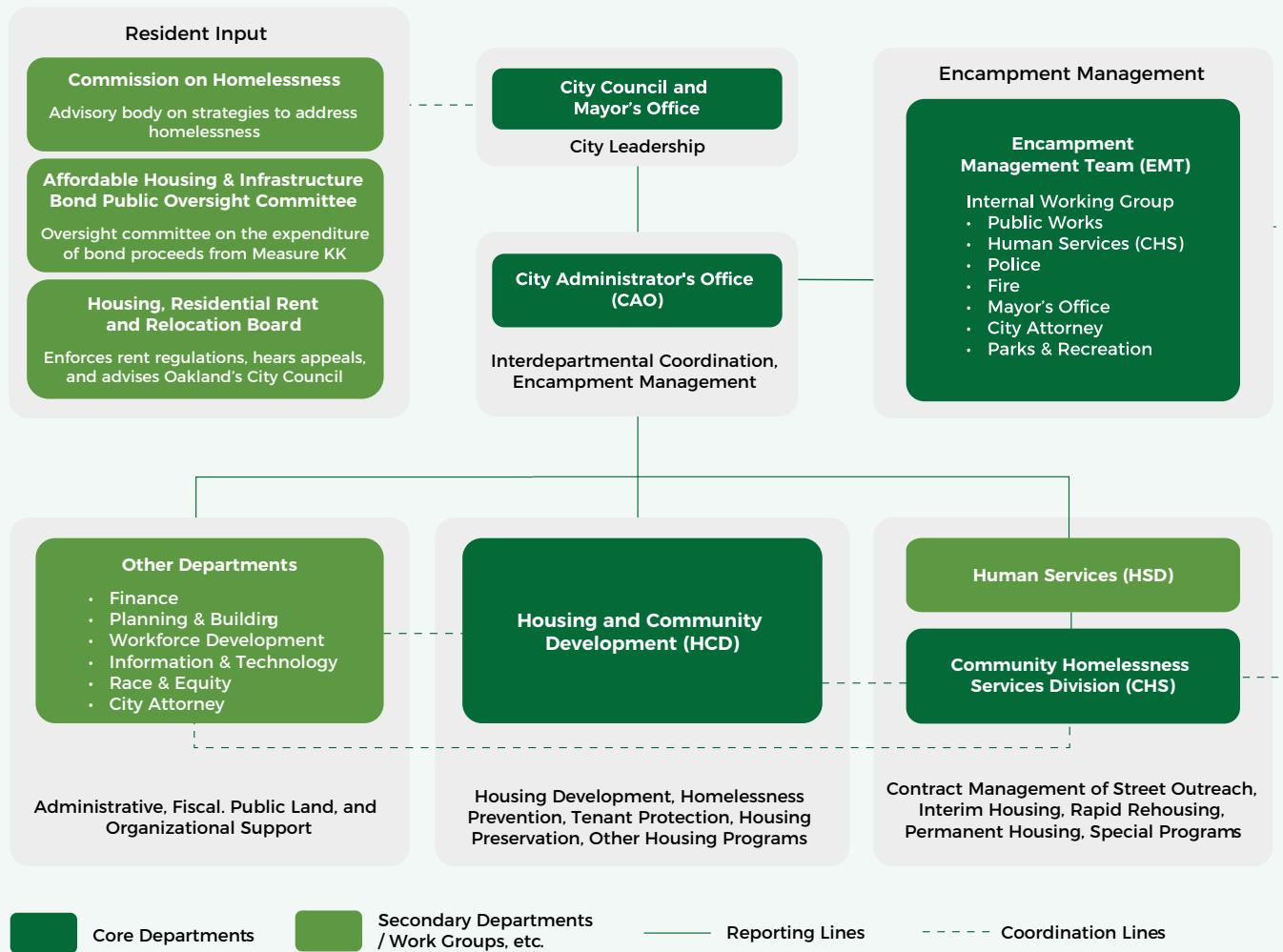*FIGURE 5: ORGANIZATIONAL STRUCTURE, CITY OF OAKLAND, 2025*

TABLE 3: DEPARTMENTAL ROLES, CITY OF OAKLAND, 2024

Departmental Roles	Community Homelessness Services (CHS)	Housing and Community Development (HCD)	City Administrator's Office (CAO)
Homelessness Prevention		✔	
Unsheltered Homelessness (Street Outreach, Encampment Management)	✔		✔
Interim Housing (Emergency Shelter, Community Cabins, Transitional Housing, Safe Parking)	✔	✔	
Rapid Rehousing and Oakland Path Rehousing Initiative (OPRI)	✔	✔	
Permanent Supportive Housing	✔*	✔	
Affordable Housing		✔	
Other Homelessness Services (Supportive Services, Hygiene, Access, etc.)	✔		

CHS only supports PSH if they have flexible subsidy available for operating.

Department of Housing and Community Development (HCD)

Oakland's Department of Housing and Community Development (HCD) manages federal, State, and local housing and community development funding, including Measure U, which made available $350 million for the creation and preservation of affordable housing. In addition, HCD oversees tenant protection programs and manages compliance with local housing laws.

HCD has aligned its work to address homelessness along the homeless continuum, from housing stability and prevention, to intervention, to permanent placement through supportive housing exits by:

1. Making the development of Permanent Supportive Housing (PSH) and housing for families who are Extremely Low-Income (ELI) a priority for funding.

2. Increasing efforts around housing stability and homeless prevention, including implementation of a homelessness prevention pilot program that provides flexible subsidies, wrap around services, and legal support.

HCD is a large department with 88.5 positions, with a leadership team that includes a Director, two Deputy Directors, an Administrative Manager, and a Chief Housing Policy Officer. Major activities include loan

underwriting, asset management, and administrative and fiscal services. HCD also has a homeless housing unit that manages programs like the Rapid Response Homeless Housing Program and Homekey to finance interim, transitional, or permanent housing for people experiencing homelessness. HCD also administers HUD entitlement programs including Community Development Block Grants (CDBG), HOME, and Housing Opportunities for Persons with AIDS (HOPWA). The Director reports to an Assistant City Administrator.

Community Homelessness Services Division (CHS)

The Community Homelessness Services Division (CHS) is housed in the Department of Human Services (HSD) and works to provide services to the City's unhoused population and those at risk of homelessness. CHS provides immediate diversion and rapid resolution interventions to support people facing homelessness in achieving housing stability. While CHS provides some services, it largely contracts with external partners who provide direct services to homeless residents and other at-risk populations.

CHS manages rapid rehousing and interim housing contracts with a variety of models including community cabins, emergency shelters, transitional housing, safe parking, hotel/motel vouchers, rental assistance, eviction prevention, and special needs housing. Additionally, CHS funds homeless mobile outreach program to provide assistance to people living in encampments, connecting them to housing and essential services.

CHS programs and services include: the Emergency Housing Program, the Winter Relief Program, the Emergency Winter Shelter, the Homeless Mobile Outreach Program, and the HOPWA program. CHS receives some passthrough funding from HCD, such as HOPWA, and must coordinate with HCD on regular reporting.

CHS has 19 positions, including a Division Manager, an Administrative Services Manager, and three lead planners/analysts. Currently CHS is experiencing significant staffing shortages, with nearly a 50% vacancy rate. Critical vacancies include the Division Manager, one of the key lead planners/analysts, and several administrative and program staff, impacting overall capacity and operations. The Division Manager, a pivotal leadership role, reports directly to the Director of Human Services, who in turn reports to an Assistant City Administrator.

City Administrator's Office (CAO)

The City Administrator's Office (CAO) Homeless Encampment Response Team works to address the adverse health and safety impacts of unsheltered homelessness and to provide services and support to encampment residents. Housed in the CAO, the Team coordinates the City's response to encampments through an interdepartmental working group that includes

the Public Works Department, the Human Services Department/CHS, the Police Department, the Fire Department, the CAO, and other departments as required.

Overseen by the Homelessness Administrator, who is an Assistant City Administrator, the team keeps track of encampments throughout the City and prioritizes interventions based on the encampment's size, as well as health and safety concerns. The Team provides sanitation services and regular trash pickup to existing encampments. When an encampment is slated to be closed, the Team provides outreach services to residents and helps them locate emergency or interim housing.

In addition to the Homeless Administrator, the Team has five other positions, as outlined in the FY 24-25 Biennial Budget.

Commissions & Committees

The City of Oakland has three key bodies that provide oversight on voter-approved measures and housing-related policies.

The Commission on Homelessness is responsible for overseeing the administration of specific funding sources, including the 2018 Measure W1 and the 2020 Measure Q vacant property taxes. The commission advises the City Council on strategies to address homelessness, publishes an annual report, and monitors the effectiveness of programs and services across the housing continuum. This includes reviewing reports on street outreach, shelter operations, interim housing solutions, and permanent supportive housing to assess how the City's homelessness response system is functioning and evolving.

The Affordable Housing & Infrastructure Bond Public Oversight Committee ensures accountability in the use of bond proceeds from Measure KK (2016) and Measure U (2022). The committee evaluates program impact, provides reports to the City Council, and monitors expenditures to ensure that funds dedicated to affordable housing, infrastructure improvements, and anti-displacement initiatives are used effectively and as intended by voters.

The Housing, Residential Rent, and Relocation Board oversees and enforces Oakland's Rent Adjustment and Just Cause for Eviction Ordinances. In addition to hearing appeals from both tenants and landlords, the board is responsible for establishing regulations and promoting fair housing practices. It plays a key role in maintaining rental stability and tenant protections in the city. The board consists of seven members appointed by the Mayor and confirmed by the City Council, with representatives from tenants, landlords, and neutral parties serving staggered three-year terms to ensure balanced and ongoing oversight.

STRATEGIC PLANS AND FRAMEWORKS

CITY OF OAKLAND

A comprehensive analysis was conducted to evaluate the City's approach to homelessness and housing, focusing on existing strategic priorities outlined in formal plans and frameworks. This review included identifying alignment with broader county and regional plans to understand areas of alignment.

2023-2027 Strategic Action Plan[1]

The 2023-2027 Strategic Action Plan outlines how Oakland's Housing and Community Development Department (HCD) will administer funds, incorporating strategies to address the City's homelessness and housing affordability crises, equity focus, and alignment with the Committee to House the Bay Area (CASA) Three "P" Framework – production, preservation, and protection. While the City's strategies and goals are dispersed across sections of the plan, the following strategies are identified as priorities for the City in this plan.

- **Address Racial Equity** – Center racial equity in housing strategies using targeted universalism to address historical disparities and improve access.

- **Develop PSH and ELI Housing** – Prioritize developing Permanent Supportive Housing (PSH) and Extremely Low-Income (ELI) units with sufficient operating subsidies to meet the housing needs of vulnerable populations.

- **Develop Low-Income Housing** – Create affordable housing for households earning 30–80% AMI to support working-class families and meet RHNA targets, incorporating mixed-income developments.

- **Preserve Affordable Housing** – Invest in preserving existing affordable housing by partnering with community land trusts and cooperatives to prevent displacement.

- **Support Homeownership and Rehabilitation** – Expand programs promoting first-time homeownership and provide rehabilitation assistance—including accessibility improvements and lead abatement—for low- and moderate-income homeowners.

- **Protect Tenants** – Ensure tenant protections are enforced alongside housing efforts through strategies like rent control, eviction prevention services, homelessness prevention programs, and immediate support for newly homeless individuals.

[1] City of Oakland Housing and Community Development Department. (2023). 2023–2027 Strategic Action Plan. https://www.oaklandca.gov/documents/2023-2027-strategic-action-plan

- **Increase Capacity for Implementation** – Strengthen internal capacity by addressing staff workloads, enhancing data tools, and aligning departmental structures.

- **Increase Funding through Advocacy and Partnerships** – Advocate for increased state and federal funding, identify new revenue sources, and form partnerships—aligning with regional initiatives like BAHFA—to meet capital and service needs.

- **Evaluate Progress** – Develop and track key performance metrics using a Results-Based Accountability framework and regularly report on progress to guide future strategies.

A core component of the 2023-2027 Strategic Action Plan is the Equity-Centered Capital Investment Framework which prioritizes investments in the following manner.

1) Permanent Supportive Housing (PSH) and Extremely Low-Income (ELI) Units

2) Low-Income Units (30-80% AMI)

3) Affordable Housing Preservation

4) Homeownership and Rehabilitation

2023-2031 Housing Element - Housing Action Plan[2]

The Housing Action Plan outlines the following priorities for the City's Housing Element activities:

- **Protect Oakland Residents from Displacement and Prevent Homelessness** – Strengthen tenant protections through enforcing rent control, just cause eviction, and tenant protection ordinances, while implementing legal services, tenant relocation measures, rental registries, and community benefit agreements.

- **Preserve and Improve Existing Housing Stock** – Conserve Oakland's housing by promoting home rehabilitation, historic preservation, proactive rental inspections, lead-safe housing, and affordability covenants while limiting conversions, supporting residential hotels, and discouraging speculative housing practices.

- **Close the Gap Between Affordable and Market-Rate Housing Production by Expanding Affordable Housing Opportunities** – Accelerate affordable housing production through zoning reforms, financial incentives, streamlined permitting, City land use, and supportive policies for ADUs.

- **Address Homelessness and Expand Resources for the Unhoused** – Address homelessness by expanding crisis response beds, supportive housing, health and hygiene facilities, modular developments, and low-barrier navigation centers while coordinating City-led encampment management.

- **Promote Neighborhood Stability and Health** – Enhance community stability by providing homeownership programs, supporting infill and climate-resilient developments, addressing environmental hazards, encouraging mixed-income neighborhoods, and focusing investments in underserved areas.

Permanent Access to Housing (PATH) Framework 2020-2024[3]

To guide the City's approach to homelessness, the City adopted the Permanent Access to Housing (PATH) Framework 2020-2024. While the document demonstrates a strong alignment with critical priorities, its lack of clear hierarchical structure and consistency makes it more challenging to navigate and implement. However, it does highlight the following priorities:

- **Prevent Homelessness** – Target prevention programs, strengthen housing problem-solving with flexible funds and services, focus on culturally specific providers, and expand employment programs to stabilize income.

- **Rehouse** – Expand rapid rehousing programs, provide flexible financial help, and grow employment programs to stabilize income.

- **Expand Interim Housing** – Secure ongoing funding for crisis response beds, create new interim beds, and maximize occupancy by removing barriers and program rules to reduce unsheltered homelessness by 50%.

- **Develop Affordable Housing** – Develop deeply affordable units and permanent supportive housing opportunities through subsidies, new construction, and rehabilitation, while prioritizing homeless individuals.

- **Increase Income and Stability** – Create low-barrier job opportunities, add employment specialists to homeless prevention programs, fund career-track training, and advocate for benefits like SSI.

- **Improve Health and Hygiene** – Expand health and hygiene services to people living in encampments.

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[2] *City of Oakland. (2023). 2023–2031* Housing Element: Adopted January 31, 2023. *Oakland, CA. Resolution No. 89565.*

[3] *City of Oakland.* PATH Framework: Introduction to Oakland's Updated PATH Framework.

- **Address Racial Equity** – Use transparent, race-disaggregated data and build capacity to address disparities, eliminating racial inequities for African American households in homelessness rates and stable housing exits.

Of note, while the PATH Framework existed, it was reported by stakeholders that it wasn't consistently followed in practice due to several factors, primarily the absence of strong leadership to drive implementation and the lack of a clearly defined roadmap to operationalize its priorities effectively.

ALAMEDA COUNTY AND REGIONAL STRATEGIES

County and Regional Plans and Frameworks

Home Together 2026 5-Year Plan to End Homelessness in Alameda County[4]

The Home Together Plan outlines a comprehensive countywide strategy to prevent and reduce homelessness through targeted prevention, expanded housing and resources, and strengthened coordination, with a focus on equity and racial disparities.

- **Prevent Homelessness for Our Residents** – Focus on addressing racial disparities in upstream system, targeting high-risk individuals, and resolving homelessness quickly through housing problem solving. Goals include halving the return-to-homelessness rate, reducing first-time homelessness, and eliminating racial disparities in first-time and repeat homelessness.

- **Connect People to Shelter and Needed Resources** – Expand shelter beds, crisis services, and behavioral health care. Prevent discharges into homelessness. Goals include adding 300 medical/mental health respite beds with rehousing resources and 1,625 temporary shelter beds, increasing street-to-shelter placements, and reducing unsheltered homelessness while addressing racial disparities.

- **Increase Housing Solutions** – Expand supportive housing, subsidies (including for older adults), and rapid rehousing. Align funding with needs and ensure equitable placements. Goals include adding 24,340 housing units/subsidies by 2026, increasing permanent housing exits, and reducing homelessness duration and racial disparities.

- **Strengthen Coordination, Communication, and Capacity** – Use data to enhance outcomes and equity, improve communication, and strengthen programs. Goals include reducing homelessness and eliminating racial disparities in the homeless population.

Cities in Alameda County, including Oakland, play a crucial role in the Home Together 2026 plan to end homelessness by collaborating in strategic planning, developing local implementation plans aligned with county goals, allocating resources for housing and services, and focusing on housing solutions and land use planning.

All Home Regional Action Plan 2024[5]

The All Home Regional Action Plan 2024 builds on the 1-2-4 Framework for Homelessness Solutions, advancing concurrent investments in targeted prevention, interim housing, and permanent housing to create an effective, coordinated response system that makes homelessness in the Bay Area rare, brief, and one-time.

- **Increase Funding for Targeted Homelessness Prevention:** Invest in evidence-based strategies to identify high-risk households, providing flexible aid, case management, and personalized services to reduce homelessness and stabilize communities.

- **Build More Permanent Housing – Connect People with the Right Solution:** Prioritize the production of deeply affordable and supportive housing, leveraging rental subsidies and streamlined policies to ensure access for extremely low-income and unhoused individuals.

- **Build More Interim Housing – A Bridge to a Stable Home:** Build non-congregate, supportive models offering privacy and stability as a bridge to permanent housing.

- **Improve Systems Planning and Coordination:** Align regional funding, adopt data-driven approaches, and streamline processes to improve accountability and the impact of homelessness response efforts.

Centering Racial Equity in Homeless System Design[6]

The *Centering Racial Equity in Homeless System Design* report examines racial disparities in Alameda County's homeless response system and provides a model for integrating racial equity into system design, resource allocation, and service delivery. It highlights the systemic factors driving racial disparities and recommends targeted interventions to reduce homelessness and improve equity in outcomes.

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[4] *Alameda County Office of Homeless Care and Coordination. (n.d.).* Home Together 2026: 5-year plan to end homelessness in Alameda County. *Alameda County*

[5] *All Home. (2024).* Regional Action Plan

[6] *Oakland-Berkeley-Alameda County Continuum of Care. (2021).* Centering Racial Equity in Homeless System Design: Final Report. *EveryOne Home. https://everyonehome.org/centering-racial-equity/*

- **Overrepresentation of People of Color in Homelessness** – In 2019, 69% of people experiencing homelessness in Alameda County were people of color. Black individuals accounted for 47% of the homeless population while comprising only 11% of the general population. Native Americans made up 4% of the homeless population, four times their representation in the county.

- **Structural Racism as a Root Cause** – Historical redlining, exclusionary housing policies, mass incarceration, and systemic barriers in education, employment, and healthcare contribute to racial disparities in homelessness. Black and Native American individuals experience homelessness at rates disproportionate to their poverty levels, indicating that racial inequities extend beyond income disparities.

- **High Inflow, Low Outflow from Homelessness** – In FY 2019, 3,622 people entered the homeless system for the first time, a 61% increase from FY 2018. Black and Native American individuals entered homelessness at five times their representation in the general population. Meanwhile, only 1,344 individuals exited to permanent housing, meaning nearly three people became homeless for every one person who obtained housing.

- **Barriers in the Housing Market** – Credit checks, income requirements, application fees, and past incarceration records disproportionately prevent Black and Native American individuals from securing housing. Rental costs in Alameda County far exceed affordable levels, with 71% of extremely low-income (ELI) households paying more than half their income toward rent.

- **Disproportionate Returns to Homelessness** – 18% of people who exited to permanent housing in FY 2019 returned to homelessness within two years. The highest return rates were among Native Hawaiian/Pacific Islanders (23%), Black individuals (21%), and Native Americans (17%).

The *Centering Racial Equity in Homeless System Design* report outlined various strategies to advance racial equity.

- Expand Deeply Affordable Housing & Long-Term Rental Assistance

    Increase access to Permanent Supportive Housing (PSH) for people with chronic disabilities.

    Develop dedicated affordable housing for extremely low-income households without requiring disability status.

    Expand rental subsidies, particularly for seniors and individuals with fixed incomes.

- Strengthen Homelessness Prevention & Rehousing Interventions

    Implement targeted prevention programs that reduce racial disparities in first-time and repeat homelessness.

    Expand rapid rehousing while ensuring it is coupled with income support or rental assistance for long-term stability.

    Align coordinated entry prioritization with racial equity goals to ensure fair access to limited housing resources.

- Remove Structural Barriers in Housing & Services

    Reform application processes to eliminate exclusionary credit and background check requirements.

    Improve culturally responsive case management to address historical mistrust of government services, particularly among Black, Native American, and Latinx communities.

    Reduce geographic displacement by ensuring that affordable housing options are available within existing communities.

- Improve Coordination & Data Transparency

    Use racial equity impact analysis to assess system performance and resource allocation.

    Track disaggregated data on housing placements, shelter access, and returns to homelessness by race.

    Invest in community engagement efforts to ensure that people with lived experience of homelessness inform system design.

CONNECTING THE DOTS: COMPARING LOCAL, COUNTY, AND REGIONAL PLANS

This table compares prioritized strategies across City, County, and regional housing and homelessness plans to highlight alignment in the overall approach.

TABLE 4: PRIORITY ALIGNMENT ON A REGIONAL SCALE, 2024

Prioritized Strategies		HCD Strategic Action Plan (City Housing)	Housing Element – Housing Action Plan (City Housing)	PATH Framework (City Homelessness)	Home Together Plan to End Homelessness (County Homelessness)	All Home Regional Action Plan (Regional Homelessness)
Administration	Data & Evaluation	✓	✓	✓	✓	✓
	Organizational Capacity	✓	✓	✓	✓	✓
	Planning and Coordination	✓	✓	✓	✓	✓
Policy	Advocacy	✓		✓		✓
	Climate/Resiliency		✓			
	Displacement Prevention	✓	✓			
	Funding & Investment	✓	✓	✓	✓	✓
	Neighborhood Stabilization		✓			
	Racial Equity	✓	✓	✓	✓	✓
	Tenant Protections	✓	✓			
	Zoning, Land Use, Planning	✓	✓			
Programs	Case Management and Supportive Services		✓	✓	✓	✓
	ELI/LI Housing Development	✓	✓	✓	✓	✓
	Health and Hygiene		✓	✓	✓	
	Homelessness Prevention	✓	✓	✓	✓	✓
	Homelessness Rehousing/ Time-Limited Subsidies		✓	✓	✓	✓
	Housing Preservation	✓	✓			
	Income and Stability		✓	✓	✓	
	Interim Housing		✓	✓	✓	✓
	PSH Development	✓	✓	✓	✓	✓
	Rehabilitation	✓	✓			
	Unsheltered Interventions (SO, Encampments, etc.)		✓		✓	
	Homeownership	✓	✓			

The comparative analysis of the City's strategic plans, county initiatives, and regional frameworks underscores several critical areas of focus that consistently emerge across all levels of planning and implementation. Permanent Supportive Housing (PSH) and Extremely Low-Income (ELI) housing development stand out as foundational strategies, emphasizing the need for deeply affordable units paired with ongoing services to ensure long-term stability. Interim housing expansion is another common priority, reflecting a regional push to create low-barrier, service-enriched interim housing options as a pathway to permanent housing. Homelessness prevention strategies, including targeted financial assistance and eviction protections, are universally recognized as essential in reducing inflow into homelessness, and thus increasing the capacity of the system. Across all plans, racial equity is a core principle, with a shared commitment to addressing disparities in homelessness rates and ensuring equitable access to housing and services. Funding and investment at the scale necessary to address the crisis remain a critical challenge, with multiple strategies calling for increased state and federal resources, local revenue generation, and alignment of funding streams to maximize impact. Additionally, organizational capacity, planning, and coordination emerge as key operational themes, highlighting the need for strengthened infrastructure, enhanced data collection and evaluation, and better alignment of housing and homelessness response systems.

CITY OF OAKLAND PROGRAMS AND SERVICES

CURRENT PROGRAMS

The City of Oakland's efforts to address homelessness and expand affordable housing options are grounded in comprehensive strategies and frameworks. These initiatives are operationalized through a diverse range of programs that deliver targeted interventions and support services to meet the needs of unhoused individuals, families, and vulnerable populations.

Homelessness Programs

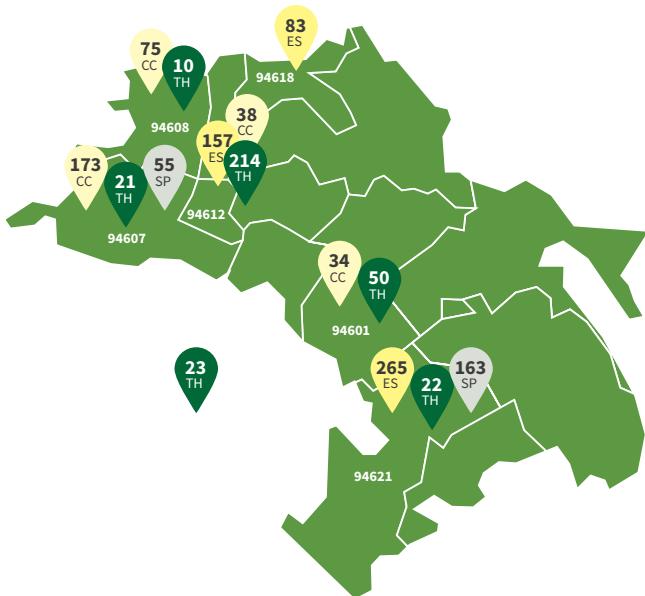*TABLE 5: CITY OF OAKLAND FUNDED HOMELESSNESS PROGRAMS, 2024*

Intervention Type	Description	Number of Programs	Number of Beds/ Units/ Program Slots
Community Cabins	Community Cabins are temporary shelters for 1-2 people, offering a safe, flexible space with minimal restrictions. Participants can bring partners, pets, and belongings, accessing the program via outreach or walk-ins. Services include housing navigation, hygiene, meals, and weekly case management to support transitions to permanent housing. Amenities typically include showers, laundry, and community spaces. Designed as a short-term solution, the program helps participants work toward stable housing.	7	320
Emergency Shelter	Emergency Shelters provide short-term housing for individuals and families experiencing homelessness, focusing on stabilization and connections to permanent housing. Services often include meals, hygiene facilities, case management, and housing navigation. Single adult shelters operate on a first-come, first-served basis without occupancy agreements, while family shelters typically require agreements and prioritize placements through Coordinated Entry. Shelters may be congregate or non-congregate, with some offering 24/7 accommodations and others linking participants to daytime resources.	6	505
Transitional Housing	Transitional Housing offers time-limited housing with supportive services to help participants transition to permanent housing. Programs include group housing or scattered-site units, focusing on income growth, skill-building, and housing retention. Participants often contribute to rent to prepare for self-sufficiency, with the goal of securing permanent housing within six months.	8	340
Safe Parking	Safe Parking provides secure parking areas for individuals living in vehicles, offering essential amenities like water, hygiene facilities, security, and low-voltage electricity. With minimal restrictions, it fosters a safe community and connects participants to case management, housing, employment, and other services, serving as a bridge to permanent housing.	4	218
Rapid Rehousing	Rapid Rehousing offers move-in assistance, short-term rental subsidies, and supportive services to quickly transition individuals and families to permanent housing. Programs provide time-limited support to help participants achieve long-term housing stability.	6	110
Oakland Path Rehousing Initiative (OPRI)	Oakland Path Rehousing Initiative (OPRI) is a partnership between the City of Oakland and the Oakland Housing Authority, targeting specific populations such as encampment residents, youth exiting foster care, and families experiencing homelessness. OPRI combines housing placement, subsidies, and supportive services to create pathways to stability.	4	180
Permanent Supportive Housing	Permanent Supportive Housing integrates affordable housing with supportive services to promote long-term stability and well-being. Services include assistance with income and benefits, education, employment, recreational activities, and social connections, fostering health and self-sufficiency.	105*	834
Supportive Services	Includes portable toilets, hand-washing stations, mobile showers, garbage services, and engagement with unsheltered individuals. Services focus on harm reduction, housing documentation, job training, life skills classes, and employment referrals to support economic stability.	3	

Represent completed units, not those in the development pipeline

Interim housing programs are currently distributed across seven ZIP Codes throughout the City. The following map highlights the locations of several such programs.

FIGURE 6: INTERIM HOUSING PROGRAM DISTRIBUTION, CITY OF OAKLAND, 2024

ZIP Code	Community Cabins	Emergency Shelters	Transitional Housing	Safe Parking
94601	34		50	
94602				
94603				
94604				
94605				
94606				
94607	173		21	55
94608	75		10	
94609				
94610				
94611				
94612	38	157	214	
94613				
94614				
94615				
94617				
94618		83		
94619				
94621		265	22	163
94622				
94623				
94624				
94649				
94659				
94660				
94661				
94666				
Citywide			23	
Undisclosed				
Total	**320**	**505**	**340**	**218**

R2H2 Program

The Rapid Response Homeless Housing (R2H2) Program funds projects to house homeless individuals and families, modeled after the State Homekey program, which funds the development and acquisition/conversion of a variety of different housing types, including hotels and motels for people experiencing homelessness. Proposals undergo threshold review for site control, sponsor experience, and development, operations, and service plans. Eligible projects compete based on readiness, cost efficiency, and sponsor capacity for quality property management and services. The program emphasizes innovative, rapidly deployable housing solutions for Oakland's homeless population.

Encampment Management[7]

The City of Oakland's Encampment Management Policy is structured around outreach, shelter, and encampment closures, aiming to balance public safety with homelessness response. The policy designates high- and low-sensitivity zones, initially outlined in the 2020 Encampment Management Policy and reinforced by the Mayor's Executive Order (2024-1). The executive order directs city departments to identify and close encampments posing emergency or urgent health and safety risks, with same-day notice for imminent dangers and 24- to 72-hour notice for other hazards. It also mandates coordination with state and county agencies to expand shelter options but states that emergency or urgent closures will not be delayed due to shelter unavailability.

Encampment management involves multiple departments, including Fire, Police, Public Works, Transportation, Human Services, Housing & Community Development, and the City Administrator's Office, alongside contracted outreach providers. The Assistant City Administrator oversees logistics, planning, and operations—leading outreach efforts, posting closure notices, facilitating vehicle removals, and ensuring property storage—while providing regular updates to the Mayor, City Council, and department heads to align policy and operational priorities.

Encampments are prioritized based on 311 complaints, council district input, and community risks, with recent efforts focused on critical infrastructure and high-crime areas. The Fire Department assesses life-safety risks, and if needed, the City Administrator's Office issues a closure notice requiring immediate action or up to 72 hours. In emergencies, the Police Department provides clearance support. Fire Department data indicates a 600-incident reduction in encampment-related fires since early 2024.

[7] *City of Oakland. (2020). 2020 Encampment Management Policy.* Adopted at the October 20, 2020, City Council Meeting.

coordinates shelter placements and service connections. Weekly coordination meetings, involving the previously listed departments and stakeholders, determine encampment response actions . Funding for encampment management comes from Measure Q, federal grants, general funds, and Emergency Resolution Funds (ERF).

Housing Programs

The City of Oakland invests in a broad range of initiatives designed to expand and preserve affordable housing and reduce the risk of homelessness, particularly among extremely low-income (ELI) and very low-income (VLI) residents. Recognizing that housing insecurity goes beyond those already experiencing homelessness, these programs serve a wide spectrum of households—including those who are cost-burdened or precariously housed—and offer both targeted homelessness prevention and broader support.

Rental Housing Construction & Rehabilitation Programs

To expand the supply of affordable homes and preserve existing units, the City partners with developers and property owners to finance new construction projects, rehabilitate aging properties, and secure long-term affordability. By issuing an annual Notice of Funding Availability (NOFA), the City helps developers leverage additional resources such as tax credits. Ongoing monitoring of more than 140 projects ensures continued compliance and effective property management. Key initiatives include loans for new construction, acquisition and rehabilitation of naturally occurring affordable housing (NOAH), and predevelopment funding for nonprofits undertaking early-stage work.

- **Affordable Housing New Construction Loan Program** – Provides funds through the NOFA process to support new affordable housing developments, enabling developers to secure additional resources like tax credits.

- **Affordable Housing Acquisition, Rehabilitation, and NOAH Preservation Program** – Funds the acquisition, rehabilitation, and preservation of naturally occurring affordable housing (NOAH) and other rental properties.

- **Predevelopment Loan Program** – Assists non-profit housing developers with early-stage project costs like feasibility analyses and financing preparation.

Homeownership Programs

Alongside rental-focused initiatives, the City supports homeowners and small rental property owners with programs that cover everything from essential repairs to accessibility upgrades. Programs like the Home Maintenance and Improvement Program, Access Improvement Program, Lead-Safe Homes Program, and the Emergency Home Repair Program are designed to

reduce health hazards and keep homeowners in place.

Tenant Programs

Oakland's tenant programs focus on safeguarding renters from displacement and preventing homelessness. These efforts include educational resources to help tenants understand their rights, eviction defense and relocation assistance, and financial support for households facing temporary crises.

- **Homelessness Prevention** – Provides emergency financial assistance and care coordination services to Oakland residents.

- **HOPWA (Housing Opportunities for Persons With AIDS)** – Provides housing assistance and supportive services to low-income individuals living with HIV/AIDS and their families to promote housing stability and access to care.

- **Preservation of Existing City Portfolio NOFA** – Provides funding to preserve and rehabilitate multifamily affordable housing, prioritizing residents at the highest risk of displacement using key risk indicators to prevent homelessness.

- **Rent Adjustment Program (RAP)** – Enforces Oakland's rent stabilization and tenant protection ordinances by regulating rent increases, preventing unjust evictions, and providing tenant-landlord dispute resolution services to support housing stability.

- **Community Development and Engagement Unit** – Administers grants to community-based organizations for legal eviction defense, fair chance housing, and tenant relocation assistance, ensuring housing stability and protections for vulnerable residents.

SYSTEM FLOW

The homelessness response system in Oakland is designed to facilitate rapid transitions from homelessness or housing instability to permanent housing, minimizing barriers and ensuring equitable access to resources. System flow consists of key stages, from inflows into the system to permanent housing placements.

INFLOWS

Individuals enter the system either through first-time homelessness or returns to homelessness after previously exiting. At the point of entry, people are either experiencing homelessness or at risk of losing their housing. From here, engagement with the system happens in one of two ways: system-initiated engagement or household-initiated engagement.

ACCESS

System-initiated engagement occurs when individuals experiencing homelessness are identified and connected to services through street outreach or encampment

management. Outreach teams engage those living unsheltered, while encampment management efforts coordinate service connections for those in encampments.

Household-initiated engagement happens when individuals proactively seek services by calling 2-1-1, visiting a housing resource center, or connecting with a CES-affiliated provider. Those at risk of homelessness must typically reach out on their own before being referred to prevention programs.

HOMELESSNESS PREVENTION

Individuals at risk of homelessness may qualify for prevention services, which offer financial assistance, case management, and legal aid to help stabilize housing. Because these services require proactive engagement, expanding outreach and early intervention strategies is critical to preventing homelessness before it occurs.

INTERIM HOUSING

After individuals connect with the system, they are assessed through the Coordinated Entry System (CES)

to determine prioritization for housing resources. Those eligible are placed in housing queues and directed toward interim housing to address immediate needs. Interim housing options include emergency shelters, community cabins, transitional housing, and safe parking programs. Some programs allow walk-ins, while others require referrals. Ensuring multiple access points is key to reducing the time individuals spend unsheltered.

PERMANENT HOUSING AND OUTFLOWS

Outflows from the system occur when individuals transition from homelessness into permanent housing, either through CES-connected placements such as rapid rehousing and permanent supportive housing (PSH) or through other pathways like affordable housing, Housing Choice Vouchers, family reunification, or market-rate rentals. Once individuals secure permanent housing, they are considered to have resolved their homelessness, though some may require ongoing stabilization support to maintain housing and prevent returns to homelessness.

Following is a figure outlining the City of Oakland's system flow.

FIGURE 7: CITY OF OAKLAND SYSTEM FLOW CHART, 2024
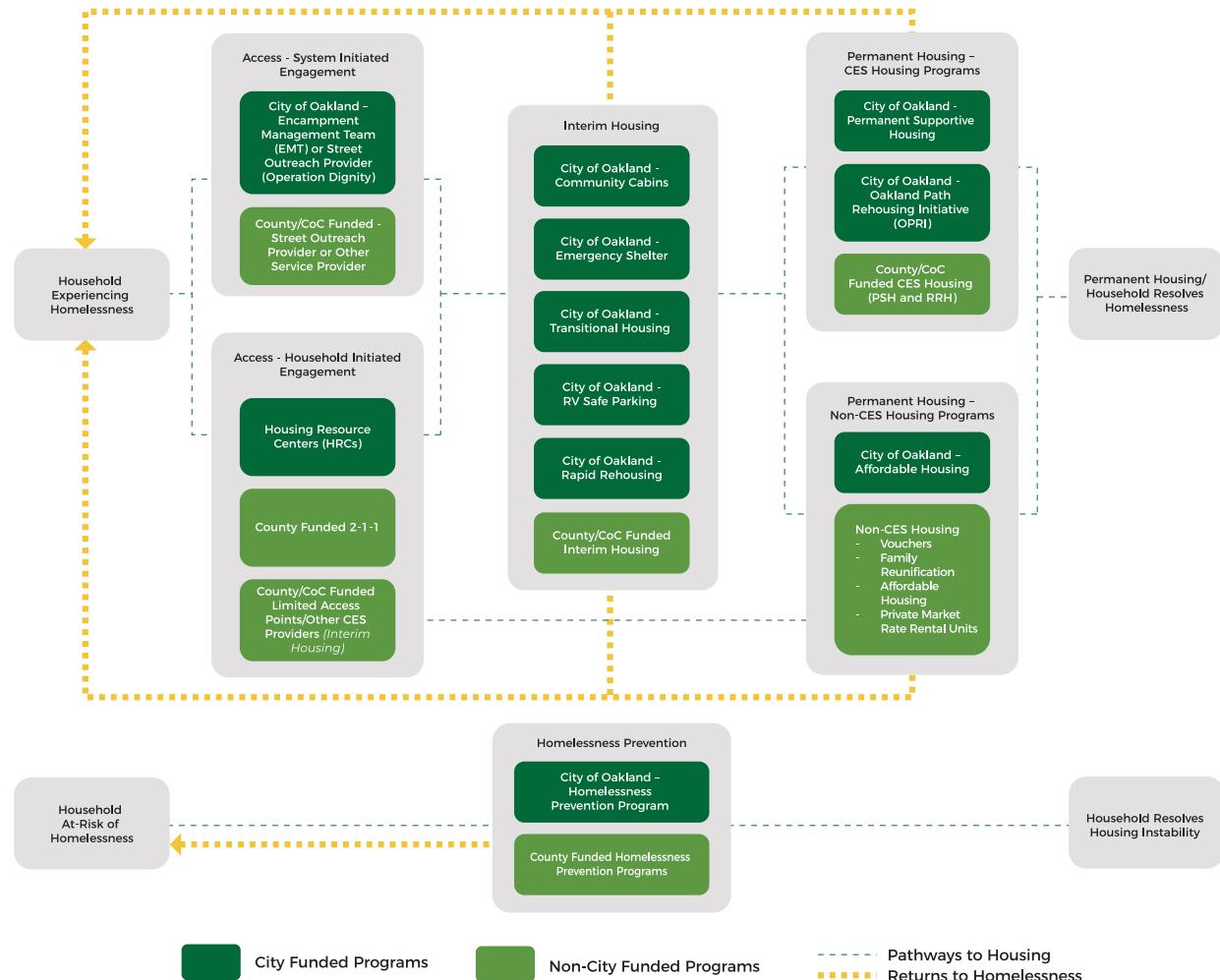
NOTE: This diagram presents a simplified and idealized version of the homelessness response system. In reality, people's experiences are more complex, and many individuals may return to homelessness or disengage from interventions.

FUNDING SOURCES

The City's housing and homelessness programs are funded through a mix of local, state, and federal sources. The Fiscal Year (FY) 2024-2025 Biennial Mid-Cycle Adopted Budget includes $237,859,902 in total funding across both the Housing and Community Development Department (HCD) and the Community Housing Services Division (CHS).

However, it is important to note that this budgeted amount does not include carryover funds—funds that were allocated in previous years but not yet spent.

FUNDING SOURCES

The City relies on a combination of ongoing, entitlement-based funding (funds the City can expect to receive each year) and one-time or competitive funding (grants awarded through applications or subject to external conditions). The sections below outline key sources at the federal, state, and local levels.

FEDERAL FUNDS

As an entitlement jurisdiction, the City receives direct allocations of federal housing and community development funds, including:

• HOME Investment Partnerships Program (HOME)

• Community Development Block Grant (CDBG) Program

• Emergency Solutions Grant (ESG) Program

• Housing Opportunities for Persons with AIDS (HOPWA) Program

In FY 23-24, these federal funds totaled $24,404,195, with just under $15 million representing the City's annual entitlement awards from HUD. The remaining balance primarily consists of non-entitlement federal funding, including legacy Supportive Housing Program (SHP) funds, which were consolidated into the Continuum of Care (CoC) Program under the HEARTH Act of 2009 and are no longer available.

TABLE 6: FEDERAL FUNDING SOURCE, HUD/CPD ENTITLEMENT GRANT AWARDS-CAPER, CITY OF OAKLAND, 2023/24

Funding Source	Amount
Community Development Block Grant (CDBG)	$7,351,600
HOME Investment Partnership (HOME)	$2,935,667
Housing Opportunities for Persons Living With AIDS (HOPWA)	$3,722,566
Emergency Solutions Grant (ESG)	$654,765
Total	**$14,664,598**

HUD grants are administered by both HCD and CHS, with CDBG and HOME managed by HCD and the remaining funds overseen by CHS. However, this balance is shifting with the discontinuation of SHP. Some funds are also passed through to other City departments and county agencies (HOPWA). The ongoing status of these funds is always uncertain and subject to Congressional appropriation. Federal funding for community development has declined significantly—for example, the CDBG program's national funding dropped from $13.45 billion in 1975 to $2.67 billion in 2022 (adjusted for inflation). At the same time, the number of jurisdictions receiving funding has increased, further limiting local government allocations.

STATE FUNDS

The FY 24-25 biennial budget includes $34,257,575 in State funding, with $18,645,231 from the Department of Housing and Community Development. However, the budget does not provide a breakdown of individual State funding sources. Instead, these funds are grouped together and were likely secured through competitive State processes (e.g., Homekey). Future State funding will depend on the availability of State resources and the City's success in competitive funding cycles.

TABLE 7: STATE FUNDING SOURCES, CITY OF OAKLAND, FY 24/25 (ONE YEAR)

Funding Source	Amount
Various Sources (e.g. Homekey)	$34,257,575

Due to data limitations, LDC did not include individual State funding sources in the Landscape Analysis, as the budget does not provide a detailed breakdown of these sources. Instead, they are grouped together. This information will be incorporated into future deliverables as it becomes available.

LOCAL FUNDS

Two actions included in the December 5, 2024 memo from the City Administrator to the Mayor and City Council impact the housing and homelessness budget:

• $1.9 million in homelessness funding and $5.778 million in Affordable Housing Trust Fund dollars were reallocated to fill a general fund deficit.

• This reallocation will not impact housing services, as the funding being redirected comes from interest earned on the fund balance and staff savings.

The largest amount of funding available for housing comes from Measure U, which was passed by the voters in and made $350 million available for affordable housing development and preservation. The budget includes more than $130 million in Measure U funds for this purpose, continuing the significant investment of Measure U since the $68 million allocated the previous year. Despite the reprogramming of funds to fill the general fund deficit, the Housing and Community Development Department budget includes a large number of local sources.

TABLE 8: LOCAL FUNDING SOURCES, CITY OF OAKLAND, FY 24/25 (ONE YEAR)

Funding Source	Department	Amount
Measure U	HCD	$130,189,061
Affordable Housing Trust Fund	HCD	$14,972,141
Rent Adjustment Program	HCD	$9,606,713
Low and Mod Asset Fund	HCD	$5,990,000
Impact Fees (Jobs and Housing)	HCD	$3,215,000
Mortgage Revenue Bonds	HCD	$89,492
2011 A-T Subordinated Bonds	HCD	$748,351
Vacant Property Tax Act Fund	CHS	$70,401
General Fund	CHS	$4,951,992
County Grants	CHS	$537,000
Measure BB Paratransit	CHS	$149,367
Measure Q Parks and Rec.	CHS	$8,650,264
Miscellaneous	HCD/CHS	$107,050
Total		**$179,276,832**

* Please note that we are presenting the FY 24/25 budget as a one-year snapshot, despite it being part of a two-year budget cycle. It is unclear whether this reflects the reduction in funding that was reallocated to the general fund.

SUMMARY OF FUNDING BY SOURCE

The City's housing and homelessness budget is funded through a combination of federal, state, and local sources. Federal and state funds are primarily allocated through entitlement programs and competitive grants, while local funding includes Measure U and the Affordable Housing Trust Fund.

TABLE 9: TOTAL HOMELESS AND HOUSING FUNDING SOURCES, CITY OF OAKLAND, 24/25 ADOPTED MIDCYCLE POLICY BUDGET

Funding Source	Amount	Percentage
Federal	$24,325,495	10.23%
State	$34,257,575	14.40%
Local	$179,276,832	75.37%
Total	**$237,859,902**	

Approximately 75% of funding is from local sources, followed by 15% from state sources and 10% from federal sources.

RESTRICTED AND UNRESTRICTED FUNDS

Many of these funds are restricted and must legally be used for specified purposes. This includes funds collected from property owners under the rent adjustment program, impact fees, funds in the Low and Mod Income Asset Fund, mortgage revenue bonds, fiduciary funds/trust funds, and County grants. Funding in the Affordable Housing Trust Fund and General Fund revenues that have been allocated in past years to housing and homelessness efforts are not restricted.

STAFFING COSTS

- **Housing & Community Development (HCD) and Community Housing Services (CHS):** Just under $27 million supports 113.5 positions across both departments.

- **City Administrator's Office (CAO):** Staff dedicated to homelessness response include:

  Two deputies—one overseeing CHS and HCD initiatives, and the other (Homeless Administrator) focused on encampment management.

  The Homelessness Administration Unit consists of six positions with a budget of $3,484,050 in the FY 24-25 Biennial Budget. While the full CAO budget allocation for homelessness administration is unclear, it is unlikely that all funding is solely for staffing.

See Appendix 2 for a complete list of the City's funding sources and eligible uses.

DATA ANALYSIS

This section presents a high-level quantitative analysis of homelessness and housing in the City of Oakland, leveraging key data sources to assess the scale, demographics, service utilization, and housing outcomes of the local homeless population. Primary data sources include the Point-in-Time Count (PITC) and the Homeless Management Information System (HMIS), ensuring a comprehensive understanding of trends and gaps in service delivery.

The analysis, conducted between October and November 2024, utilizes the most recent complete data available at the time. Each table in this section specifies the data sources and time periods analyzed, providing transparency on methodology and scope.

Key acronyms referenced throughout this section include:

- SO – Street Outreach

- ES – Emergency Shelter

- SH – Safe Haven

- TH – Transitional Housing

- PH – Permanent Housing

- RRH – Rapid Rehousing

- AMI – Area Median Income

HOMELESSNESS DATA

PIT COUNT DATA[8]

TABLE 10: TOTAL SHELTERED AND UNSHELTERED COUNT, PITC, CITY OF OAKLAND AND ALAMEDA COUNTY, 2024

Location	Sheltered		Unsheltered		Total
City of Oakland	1,826	33%	3,659	67%	5,485
Alameda County	3,107	33%	6,343	67%	9,450

TABLE 11: TOTAL SHELTERED AND UNSHELTERED COUNT CHANGES, PITC, CITY OF OAKLAND AND ALAMEDA COUNTY, 2022-2024

	Sheltered			Unsheltered			Total		
	2022	2024	Percent Change	2022	2024	Percent Change	2022	2024	Percent Change
City of Oakland	1,718	1,826	6% Increase	3,337	3,659	10% Increase	5,055	5,485	9% Increase
Alameda County	2,612	3,107	19% Increase	7,135	6,343	11% Decrease	9,747	9,450	3% Decrease

The 2024 Point in Time (PIT) Count reported a 3% decrease in homelessness across Alameda County compared to 2022, with 9,450 individuals identified as either sheltered or unsheltered. Notably, the sheltered population rose by 19%, reaching 3,107 individuals, while the unsheltered population declined by 11%, totaling 6,343 people. These figures underscore the effects of the County's prioritization of moving people indoors from unsheltered homelessness; the next step in the homelessness response system is to ensure permanent housing options to which sheltered individuals can move, moving toward a balanced system.

In Oakland, 67% of the homeless population— 3,659 out of 5,485 individuals—remains unsheltered, mirroring the County's overall proportion. However, the trajectory in Oakland is notably different. While Alameda County's overall homelessness decreased, Oakland's increased by 9% from 2022 to 2024, with a 10% rise in those without shelter. This growing disparity highlights the pressing need for more housing opportunities and supportive services within the City. Further analysis is required to assess the dynamics of homelessness in Oakland, particularly the rates of new homelessness and returns to homelessness. The City's inflow of newly homeless individuals may be higher than in other areas, contributing to the widening gap between local and countywide trends. Understanding these patterns is critical for tailoring effective interventions that address Oakland's unique challenges. Further analysis is needed to assess new and returning homelessness in Oakland, as higher inflow may be driving the growing disparity.

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[8] *EveryOneHome. (2024). 2024 Dashboard for Alameda County. https://everyonehome.org/main/continuum-of-care/point-in-time-count-2024/*

Additionally, homelessness among youth under the age of 25 decreased from 880 in 2022 to 428 in 2024 (-51%). Youth homelessness followed a similar trend to veterans, with an increase in sheltered homelessness (+9%) and a decrease in unsheltered homelessness (-70%).

In contrast to the strides made in veteran and youth homelessness, chronic homelessness increased significantly. People experiencing chronic homelessness[9] grew from 2,728 in 2022 to 3,832 in 2024— a 40% increase. Both sheltered and unsheltered homelessness increased (40% and 41% respectively), indicating a need for targeted interventions, such as Permanent Supportive Housing.

HMIS DATA – CITY OF OAKLAND-BASED SERVICES FROM COC EXTRACTED DATA[10]

Given that PIT data represents a one-day snapshot, it inherently undercounts the total number of people who interact with the homelessness response system over the course of a year. To gain a more comprehensive perspective, HMIS data offers valuable insights into the overall number of individuals who pass through the system. This analysis examines HMIS system performance measures for City of Oakland-based services, using CoC-extracted countywide data.

The City of Oakland's service data, extracted from the CoC, provides useful insights but has limitations, particularly in tracking exit destinations and returns to homelessness, as it does not capture clients who transition to programs outside the city. Despite these gaps, the data still helps identify trends. To address these limitations, the city is developing a new dashboard that will offer a more comprehensive view of program outcomes and system performance.

TABLE 12: TOTAL SHELTERED COUNT, HMIS, CITY OF OAKLAND-BASED SERVICES FROM COC EXTRACTED DATA, 2021-2023

	21/22	22/23	Difference
Total Sheltered (ES, SH, TH)	3,730	3,766	+36

TABLE 13: AVERAGE LENGTH OF TIME HOMELESS SHELTERED AND MEDIAN LENGTH OF TIME HOMELESS SHELTERED, HMIS, CITY OF OAKLAND-BASED SERVICES FROM COC EXTRACTED DATA, 2021-2023

	21/22	22/23	Difference
Average Length of Time (ES, SH, TH)	228.57	222.65	-5.92
Median Length of Time (ES, SH, TH)	150	130	-20

The average length of time highlights significant system flow gaps within the broader framework, hindering swift and efficient transitions to permanent housing. As the City of Oakland strengthens its data collection and tracking capabilities, deeper analysis will be essential to contextualize these trends against those observed in other jurisdictions. Stakeholder feedback reinforced this observation, pointing to a lack of sufficient and accessible pathways to permanent housing for individuals experiencing homelessness. Additionally, concerns were raised regarding challenges in the Coordinated Entry System's prioritization process, which further compounds delays and inefficiencies in housing placements.

TABLE 14: TOTAL PERSONS EXPERIENCING HOMELESSNESS FOR FIRST TIME, HMIS, CITY OF OAKLAND-BASED SERVICES FROM COC EXTRACTED DATA, 2021-2023

	21/22	22/23	Difference
Total Persons Experiencing Homelessness for First Time	2,351	2,835	+484

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[9] *Chronic homelessness refers to those with the following characteristics: 1) an individual living in a place not meant for human habitation, a safe haven, or an emergency shelter; 2) an individual has been homeless and living as described for at least 12 months or on at least 4 separate occasions in the last 3 years, as long as the occasions equal at least 12 months and each break in homelessness separating the occasions included at least 7 consecutive nights of not living as described; 3) an individual who has been residing in an institutional care facility for fewer than 90 days and met the above criteria; and 4) a family with an adult head of household who meets all of the criteria in this definition. https://www.hudexchange.info/homelessness-assistance/coc-esg-virtual-binders/coc-esg-homeless-eligibility/definition-of-chronic-homelessness/*

[10] *City of Oakland-Based Services from CoC Extracted Data, CA-502 Alameda County/Oakland Performance Measures. (2023). 22/23 - Date Range: 06/30/2022 thru 07/01/2023, 21/22 - Date Range: 06/30/2021 thru 07/01/2022*

TABLE 15: TOTAL AND PERCENTAGE OF RETURNS TO HOMELESSNESS IN 2 YEARS FOR SO, ES, TH, SH, PH; HMIS, CITY OF OAKLAND-BASED SERVICES FROM COC EXTRACTED DATA, 2021-2023

	21/22 (Count in 2 Years by Program Type)	21/22 (% of Returns in 2 Years by Program Type)	22/23 (Count in 2 Years by Program Type)	22/23 (% of Returns in 2 Years by Program Type)	Difference
Exit from SO	5	21.74%	5	20.00%	0
Exit from ES	72	26.87%	168	26.97%	+96
Exit from TH	48	14.95%	37	16.09%	-11
Exit from SH	7	18.42%	2	16.67%	-5
Exit from PH	39	8.46%	42	9.44%	+3
Total Returns to Homelessness	171	15.39%	254	19.03%	+83

To analyze inflows into the homelessness response system, data on first-time homelessness and returns to homelessness highlight the number of new or returning individuals. Addressing inflows requires a multi-faceted approach: sufficient affordable housing forms the foundation for reducing system entries, while targeted interventions, such as expanded homelessness prevention programs and housing stabilization services, help close remaining gaps.

TABLE 16: TOTAL EXIST TO PERMANENT HOUSING DESTINATIONS FOR ES, SH, PH, AND RRH, HMIS, CITY OF OAKLAND-BASED SERVICES FROM COC EXTRACTED DATA, 2021-2023

	21/22 (Count)	21/22 (%)	22/23 (Count)	22/23 (%)	Difference (Count)	Difference (%)
Total Exits to Permanent Housing Destinations (ES, SH, PH, RRH)	1,046	44.49%	1,019	39.99%	-27	-4.50%

To effectively reduce homelessness, inflows into the system must be significantly lower than successful exits to permanent housing. Currently, within City of Oakland-based services, inflows far exceed housing placements. Despite this challenge, these services successfully move over 1,000 individuals into permanent housing each year.

HOUSING DATA

This section provides a comprehensive overview of key housing data, including demographic and income trends, rental costs, housing affordability, and the city's progress in addressing housing needs. It first examines household income and cost burden trends, highlighting disparities in housing affordability across racial and economic groups. It then transitions into an analysis of the housing gap, quantifying the shortfall in affordable units for low-income households. Finally, it provides an overview of Oakland's housing portfolio and development pipeline, detailing recent production trends and projections for new housing.

Housing Affordability and Cost Burden

The median household in Oakland earns about $96,828 per year, but this varies widely based on household characteristics, such as age, race, ethnicity, etc. The following section provides basic demographic information for the City of Oakland, including housing costs, income levels, and race/ethnicity.

The following table shows the percentage of renters vs. homeowners in Oakland, with the majority being renters.

TABLE 17: TOTAL AND PERCENTAGE OF HOMEOWNER AND RENTER HOUSEHOLDS, CHAS DATA, CITY OF OAKLAND, 2017-2021 (ACS 5-YEAR ESTIMATES)[11]

Homeowner Households	69,090	41%
Renter Households	98,220	59%

As shown above, 59% of the households in Oakland are renters, indicating the significant need for affordable rental housing options. Among that 59%, more than 44,000 households (46% of all renters) are cost burdened or severely cost burdened. **Cost burden** is defined as a household spending more than 30% of its gross income on housing costs; **severely cost burden** refers to a household spending more than 50% of its gross income on housing.[12]

TABLE 18: TOTAL AND PERCENTAGE OF COST BURDENED AND SEVERELY COST BURDENED RENTER HOUSEHOLDS, ACS 5-YEAR ESTIMATES, CITY OF OAKLAND, 2018-2022[13]

Number of Cost Burden Renter Households	21,285
Percentage of Cost Burden Renter Households	22%
Number of Severely Cost Burden Renter Households	23,505
Percentage of Severely Cost Burden Renter Households	24%

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[11] Department of Housing and Urban Development. (2024). Consolidated Planning/CHAS Data. https://www.huduser.gov/portal/datasets/cp.html

[12] United States Census Bureau. (2024). Nearly Half Renter Households are Cost-Burdened, Proportions Differ by Race. https://www.census.gov/ newsroom/press-releases/2024/renter-households-cost-burdened-race.html

[13] U.S. Census Bureau. (2022). American Community Survey 5-Year Estimates: 2018-2022. https://data.census.gov/profile/Oakland_City,_California?g=160XX00US0653000#populations-and-people

An overview of Oakland's major racial/ ethnic groups, as well as the disparities in income by race/ ethnicity, is shown in the table below. As shown, the median household income of people who are White, non-Hispanic is higher than that of any other racial/ ethnic groups and is more than double that of those who identify as Black; those who identify as Hispanic make only 60% of what a White household makes. This racial disparity in income impacts the ability of those who make up the global majority to afford housing in or remain in Oakland.

TABLE 19: COUNT, PERCENT OF POPULATION, AND MEDIAN INCOME BY RACE/ ETHNICITY, ACS 5-YEAR ESTIMATES, CITY OF OAKLAND, 2018-2022[13]

Race/ Ethnicity	Number of Residents	% of Population	Median Household Income[14]
White, non-Hispanic	126,780	29%	$110,000
Hispanic	116,550	27%	$65,000
Black	93,447	21%	$37,500
Asian	68,934	16%	$76,000
Other	32,114	7%	$67,000
Total	437,825	100%	$65,000

The average rent for a 1-bedroom apartment is $2,131 per month, requiring at least 1.5 full-time minimum-wage workers to afford it, highlighting the cost of living challenges. The table below outlines rental costs by unit size, required income, and the number of full-time minimum-wage workers needed to cover expenses.

TABLE 20: AVERAGE MONTHLY RENTAL COST, ANNUAL INCOME NEEDED TO AFFORD, AND NUMBER OF FULL-TIME MINIMUM WAGE WORKERS BY HOUSING TYPE, FINANCIAL HEALTH, NATIONAL LOW INCOME HOUSING COALITION – OUT OF REACH REPORT, CITY OF OAKLAND/OAKLAND-FREMONT HMFA, 2024

Housing Type	Average Monthly Rental Cost[15]	Annual Income Needed to Afford[16]	Number of Full-Time Minimum Wage Workers Needed to Afford[17]
Studio Apartment	$1,825	$50,120	1.5
1-Bedroom Apartment	$2,131	$59,840	1.8
2-Bedroom Apartment	$2,590	$74,800	2.2
3-Bedroom Apartment	$3,342	$92,240	2.8

As noted in the chart below, extremely low- and very low-income renter households are often precariously housed; thus, they are more likely to experience homelessness. These two income groups experience the highest rates of cost burden, with more than 80% spending at least 30% of their income on rent. Almost 70% of extremely low-income renters are spending more than 50% of their income on housing.

[14] City of Oakland. (2024). Financial Health. https://data.oaklandca.gov/stories/s/Financial-Health/2z9b-x57f/

[15] National Low Income Housing Coalition. (2024). Out of Reach: California. https://nlihc.org/oor/state/ca

[16] The income needed is based on rent being 30% of the household income

[17] This assumes a $16/hour minim wage, working 2080 hours a year.

[18] National Low Income Housing Coalition. (2022). The Gap: California—San Francisco, Oakland, Berkeley Metro. https://nlihc.org/oor/state/ca

CHART 1: COUNT AND PERCENTAGE OF COST BURDENED AND SEVERELY COST BURDENED RENTERS BY INCOME LEVEL, NATIONAL LOW INCOME HOUSING COALITION – THE GAP REPORT, SAN FRANCISCO, OAKLAND, BERKELEY METRO, 2022[18]

Income Level	% Cost Burdened	% Severely Cost Burdened
At Extremely Low Income	83%	69%
Extremely Low Income-50% AMI	75%	34%
51%-80% AMI	52%	9%
81%-100% AMI	29%	2%
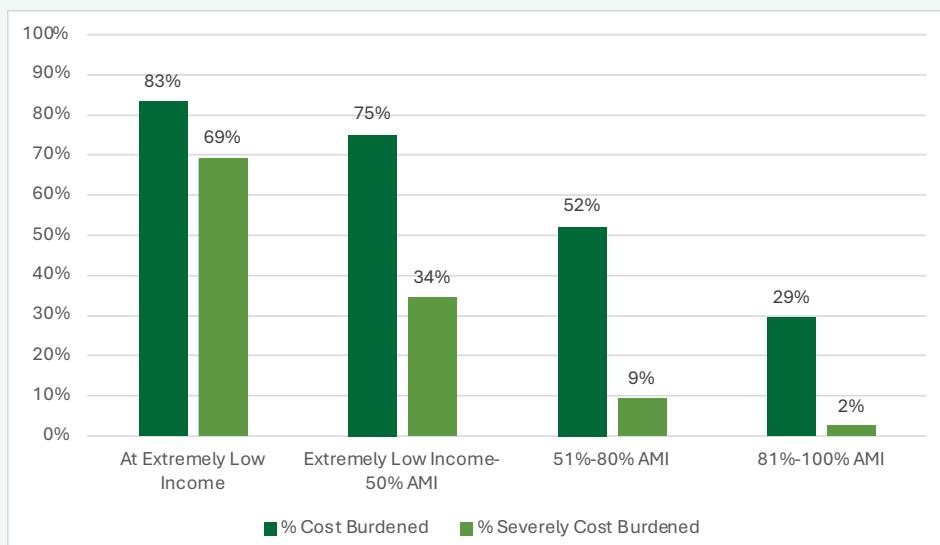
To effectively reduce the risk of homelessness associated with housing cost burdens, communities should consider every severely cost-burdened, extremely low- and low-income renting household as requiring more affordable housing options. This need does not necessarily mean all these homes must be newly constructed; rather, it reflects the overall gap in affordability and availability. A combination of solutions—such as new construction, rental subsidies, and the preservation of existing affordable units—will be necessary to meet this demand.

TABLE 21: DEFICIT OF AFFORDABLE AND AVAILABLE RENTAL UNITS, NATIONAL LOW INCOME HOUSING COALITION – THE GAP REPORT, SAN FRANCISCO, OAKLAND, BERKELEY METRO, 2022[18,19]

Deficit of Affordable and Available Rental Units for Households at or Below Extremely Low Income	-132,227
Deficit of Affordable and Available Rental Units for Households at or Below 50% AMI	-153,670
Total Units Needed	**-285,897**

Affordable Housing Needs and RHNA Progress

The City of Oakland has significant affordable housing needs. This analysis identified those needs using two primary methods: 1) quantifying the number of households most vulnerable to experiencing homelessness, and 2) assessing the City's progress toward meeting its Regional Housing Needs Allocation (RHNA) goals. A realistic estimate of those most vulnerable was determined by focusing on cost-burdened renter households. Research shows that when households are cost burdened, their likelihood of experiencing homelessness increases significantly. Due to their precarious housing situations, these households have less income to save for life-altering events, such as health emergencies or job losses, thereby heightening their risk of becoming homeless.

The RHNA is a state-mandated target for housing production that cities must plan for over an 8-year cycle. However, RHNA is an unfunded mandate, meaning local jurisdictions must identify and secure resources to meet these housing targets without the guarantee of any direct state funding. Additionally, RHNA primarily serves as a planning tool rather than a funding mechanism, which limits its ability to directly influence housing production. Recent California laws have significantly strengthened housing element enforcement, ensuring cities are held accountable for progress. Jurisdictions that fail to comply now face heightened scrutiny, potential state intervention, and legal consequences. Oakland's 5th Cycle took place from 2015 to 2023, while the current 6th Cycle began in 2023 and runs through 2031. Since the 6th Cycle is still in its early stages, this analysis primarily looks backward at the City's 5th Cycle to assess actual progress rather than future projections.

Through the implementation of its 2015-2023 Housing Element, Oakland exceeded both its RHNA and Housing Element goals for above moderate-income level unit objectives. For above moderate-income levels, Oakland surpassed its RHNA target of 16,597 permits, attaining more than 200% of the goal. The City more than tripled its goal of 450 new units permitted for very low-income households, achieving 80% of the RHNA goal. However, it is important to note that this progress does not yet reflect the impact of Measure U-funded affordable housing projects, as it typically takes years for newly funded developments to move through the planning, approval, and construction phases before becoming available for tenant move-in.

[19] These numbers are based on the San Francisco, Oakland, and Berkeley metro area; thus, they indicate a more regional need, rather than the need at the City of Oakland's municipal level.

[20] California Department of Housing and Community Development. (2024). Housing Element Implementation and APR Dashboard. https://www.hcd.ca.gov/planning-and-community-development/housing-element-implementation-and-apr-dashboard

CHART 2: REGIONAL HOUSING NEEDS ALLOCATION (RHNA): PERMITS BY AFFORDABILITY- 5TH CYCLE, CITY OF OAKLAND, 2013-2023[20]
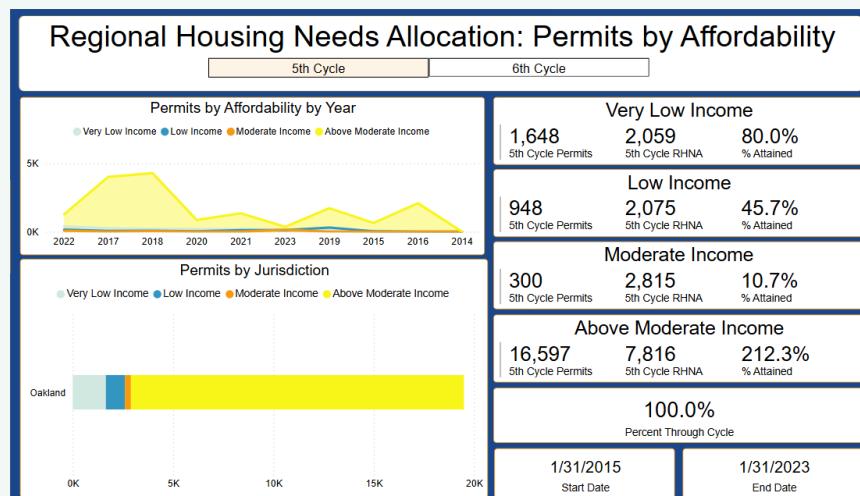
Another significant factor influencing affordability is the increase in market-rate housing, with approximately 10,000 new units constructed in the past five years. While these units are not deed-restricted affordable housing, their addition to the overall housing stock has improved affordability for middle-income households, particularly those earning around 80% of the Area Median Income (AMI). This expansion has helped ease pressure on the housing market, making more units accessible to a broader range of residents.

Despite only being 12.5% of the way through, it is still important to track Oakland's 6th RHNA Cycle goals and progress. The City has made the most progress in moderate-income level permits, achieving 3.2% of its target, the highest level of progress among income categories so far.

CHART 3: REGIONAL HOUSING NEEDS ALLOCATION (RHNA): PERMITS BY AFFORDABILITY- 6TH CYCLE, CITY OF OAKLAND, 2023-2031[20]
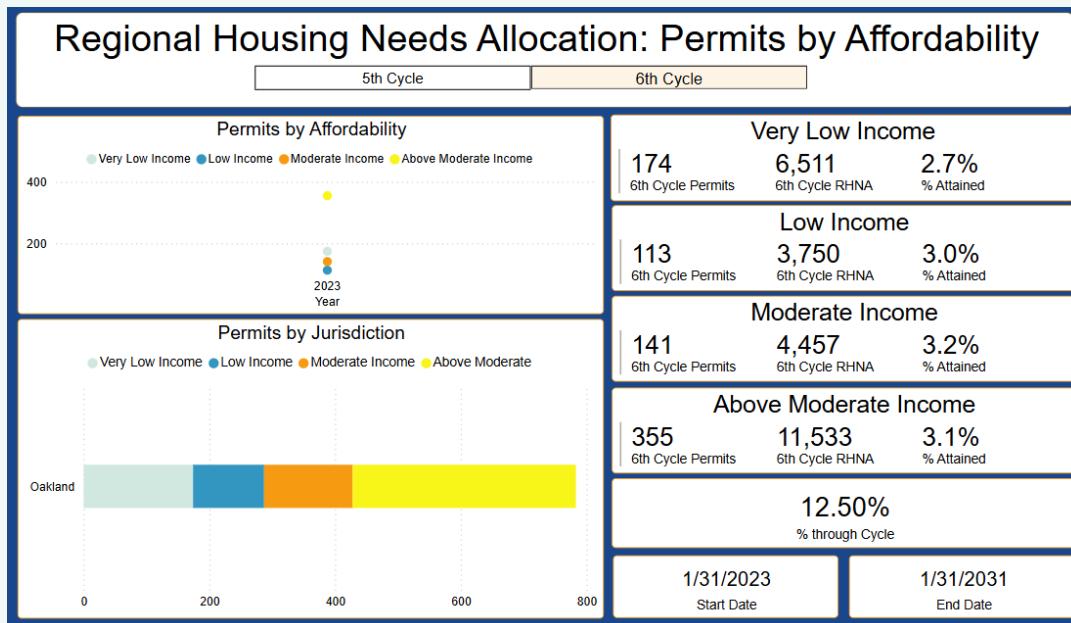
It is typical for a locality's RHNA goal for homes affordable to extremely low- and very low-income households to fall short of the actual number of cost-burdened or severely cost-burdened households, and this is true in Oakland's case as well. While RHNA provides a critical framework for planning, it neither guarantees housing development nor ensures affordability at the deepest levels needed to serve the lowest-income households. Developing these units for the most impacted and vulnerable populations is particularly challenging, requiring targeted focus, sustained effort, and dedicated programs and funding. Given these limitations, Oakland can and should set more ambitious goals beyond RHNA allocations to better prevent and end homelessness, ensuring the city's most vulnerable residents have access to deeply affordable housing.

Housing Portfolio and Pipeline

Building on the analysis of affordability needs and RHNA progress, this section examines Oakland's housing portfolio and future development pipeline, providing an overview of planned housing production through 2030. Current trends indicate strong near-term growth in homeless, supportive, and affordable housing production through 2027, followed by a sharp decline. This summary highlights key trends and projected growth across income levels.

TABLE 22: CURRENT PORTFOLIO, DEVELOPMENT PIPELINE, COMBINED, AND PERCENTAGE INCREASE, CITY OF OAKLAND, 2024

	Current Portfolio	Development Pipeline	Combined Current Portfolio + Development Pipeline	Percentage Increase from Pipeline
Homeless Units*	1160	588	1748	51%
Permanent Supportive Housing Units (PSH)*	834	504	1338	60%
Extremely Low-Income Units (ELI)*	1594	665	2259	42%
Very Low-Income Units (VLI)	3825	356	4181	9%
Low-Income Units (LI)	2329	572	2901	25%
Middle-Income Units (MI)	34	57	91	168%

There is likely overlap among Extremely Low-Income (ELI) units, Permanent Supportive Housing (PSH) units, and Homeless Units. However, due to data limitations, LDC cannot precisely determine the extent of this overlap. For example, ELI units may include Homeless Units, while Homeless Units encompass PSH units but are not limited to them. Homeless Units also include a broader range of housing options designed to meet diverse needs within the homeless population.

TABLE 23: PROJECTED NUMBER OF UNITS BY YEAR IN DEVELOPMENT PIPELINE, 2025-2030

Year	Homeless Units*	Permanent Supportive Housing Units*	Extremely Low-Income Units (ELI)*	Very Low-Income Units (VLI)	Low-Income Units (LI)	Middle-Income Units (MI)
2025	241	149	208	117	88	0
2026	206	214	252	164	244	0
2027	128	128	188	45	175	0
2028	13	13	17	30	37	0
2029	0	0	0	0	0	0
2030	0	0	0	0	28	57
Sum	588	504	665	356	572	57

Overall Housing Production Trends

- The majority of housing units in the development pipeline will be completed between 2025-2027.

- Housing production declines significantly in 2028 and stops entirely in 2029, except for 57 middle-income units planned in 2030.

Homeless and Supportive Housing Development

- Homeless Units will increase by 51% with the addition of 588 units.

- Permanent Supportive Housing (PSH) Units will increase by 60% with 504 new units.

- Homeless and PSH units will be delivered primarily between 2025-2026. By 2028, only 13 new PSH units are planned, and no additional units are projected in 2029-2030.

Affordable Housing Development by Income Level

- Extremely Low-Income (ELI) Units will increase by 42% with the addition of 665 units.

- Very Low-Income (VLI) Units will increase by 9% with 356 new units.

- Low-Income (LI) Units will increase by 25% with 572 new units.

- The largest share of affordable housing production occurs between 2025-2027, with a sharp decline in 2028 and no planned units in 2029.

Middle-Income Housing Development

- Middle-Income Units will increase by 168% (from 34 to 91 total units), but production is limited. No middle-income units are planned for 2025-2028, and the only additions come in 2030 with 57 units.

Pipeline and Future Development

- The development pipeline is concentrated in the first three years (2025-2027), with minimal planned units beyond 2027.

- No new units of any type are scheduled for 2029.

- The total number of combined units across all categories will increase by 40% (from 9756 to 13,418 units).

DATA TAKEAWAYS

HOMELESSNESS DATA GAPS IN TRACKING AND PERFORMANCE

Having access to Oakland-specific data on homelessness—particularly regarding housing inventory, performance metrics, and equity—is critical to understanding performance, equity challenges, and system flow. While accessing and analyzing these data has been challenged by access and capacity, the recent launch of the CoC dashboards and addition of Oakland staff who can analyze data is an important opportunity to proactively analyze trends, make informed decisions, and improve processes. Unlike housing targets, homelessness data lacks public-facing dashboards that provide transparency, equity insights, and progress tracking. These tools are critical for driving strategic goals.

HOMELESSNESS GROWTH IN OAKLAND

While Alameda County reported a 3% decrease in homelessness from 2022 to 2024, Oakland experienced a 9% rise, including a 10% increase in its unsheltered population. This contrast signals that current strategies aren't keeping pace with the City's specific needs and that more regional coordination, dedicated funding, and affordable housing is needed to support reductions.

RISING CHRONIC HOMELESSNESS

Chronic homelessness increased by 40% countywide. This underscores systemic gaps that that keep people experiencing homelessness on the streets or in shelter longer due to system flow issues from street outreach, to interim housing, and then to Permanent Supportive Housing (PSH). The current model for PSH relies heavily on new construction to meet the growing PSH demand. Addressing this requires streamlining pathways, expanding housing options, and integrating supportive services.

INFLOW OUTPACES OUTFLOWS

Even as more people find shelter and interim housing, the system isn't moving them into permanent homes fast enough. Inflows—newly homeless individuals and individuals returning to homelessness—exceed the number of those successfully exiting to stable housing. For every 1 person exiting to permanent housing, 3 people are falling into homelessness. Achieving a balanced system that prevents homelessness before it starts, through affordability measures, new housing development, and better service coordination, is essential.

TABLE 24: FIRST TIME HOMELESSNESS, RETURNS TO HOMELESSNESS, EXISTS TO PERMANENT HOUSING, HMIS, ALAMEDA COUNTY COC, 2022-2023

Inflows		Outflows
First Time Homelessness (22/23)	Returns to Homelessness (22/23)	Exits to Permanent Housing (22/23)
2,835	254	1,061

SEVERE HOUSING COST BURDENS

Nearly half of all renters in Oakland are cost-burdened, with over 24% severely cost-burdened. High housing costs, particularly for lower-income and historically marginalized communities, disproportionately impact Black and Hispanic households, pushing them closer to homelessness and exacerbating their vulnerability.

HOUSING PRODUCTION GAPS

Oakland exceeds housing production targets for higher-income levels but falls short of demand for extremely low- and very low-income households, creating a critical gap in affordable housing availability.

HOUSING PORTFOLIO AND PIPELINE

Most housing units in the pipeline will be completed between 2025-2027. Homeless units will grow by 51% (588 units), and PSH units by 60% (504 units), with most delivered by 2026; only 13 PSH units are planned for 2028, with none in 2029-2030. Affordable housing production includes a 42% increase in ELI units (665 units), 9% in VLI (356 units), and 25% in LI (572 units), peaking in 2025-2027 before declining in 2028, with none planned for 2029.

CRITICAL HOUSING GAPS

Oakland faces shortages in affordable housing and homelessness services. The City needs 3,256 extremely low-income, 3,255 very low-income, and 3,750 low-income units to meet demand. Addressing these gaps is essential to stabilizing vulnerable populations and reducing homelessness.

APPENDIX

APPENDIX 1: METHODOLOGY

This landscape analysis employed a comprehensive mixed-methods approach to evaluate the City of Oakland's homelessness and housing services. The methodology integrated stakeholder engagement, literature review, and data analysis to provide a thorough understanding of existing conditions, strategies, programs, funding allocations, organizational structures, and gaps in the City's response to homelessness and housing affordability.

DATA COLLECTION AND ANALYSIS

- **Quantitative Data:** Data was sourced from the Point in Time Count (PITC), American Community Survey (ACS), Homeless Management Information System (HMIS), funding reports, and housing inventory data. These sources provided insights into service pathways, utilization rates, funding distribution, and housing stock. However, challenges with HMIS data constrained the analysis. Data was disaggregated by demographics to highlight disparities and priority needs.

- **Qualitative Data:** Interviews with key stakeholders, including City staff, department leaders, and County partners, provided nuanced perspectives on operational challenges and strategic priorities. Thematic analysis of interview transcripts and notes identified key themes such as strengths, gaps, and operational challenges. These qualitative findings were especially valuable in areas where quantitative data was limited.

LITERATURE REVIEW

An extensive review of existing plans, policies, and frameworks informed the analysis of current strategies and initiatives. Key documents included:

- **City Plans:** 2023-2027 Strategic Action Plan, 2023-2031 Housing Element - Housing Action Plan, and PATH Framework 2020-2024.

- **County and Regional Plans:** Alameda County's Home Together 2026 Plan and All Home Regional Action Plan 2024.

This review helped identify areas of alignment and disparity between City, county, and regional strategies.

STAKEHOLDER ENGAGEMENT

Engagement efforts focused on City staff and regional partners to understand organizational approaches and integration with county systems.

- **City Departments:** Human Services Department – Community Homelessness Services, Housing and Community Development, and the City Administrator's Office

- **County Agencies:** Alameda County Health – Housing and Homelessness Services, Housing Authority of the County of Alameda

- **Continuum of Care:** HomeBase

Best practices from jurisdictions with merged housing and homelessness departments were also examined to identify effective organizational structures and strategies.

EQUITY LENS

This landscape analysis was grounded in the importance of assessing racial equity. Where possible, questions about racial equity were considered during both qualitative and quantitative data collection. While the HMIS dataset available at the time of this landscape analysis had limitations and thus might lead to unfounded conclusions, LDC met with new Oakland data staff to provide technical advisory support around equity analysis with the availability of new CoC dashboards that are accessible by Oakland. While future analyses will be important to understanding equity considerations, exploring the role of racial inequity in the lives of those experiencing homelessness as well as those who are now housed requires deep, intensive and ongoing work that is inclusive of those who the homelessness system serves.

APPENDIX 2: SOURCES AND ELIGIBLE USES

HCD PROGRAM

Funding Source	Fund Number (if applicable)	Project/Org	Original Source	Governing Law	Eligible Uses	Income or Population Use Restrictions
Low and Moderate Income Housing Asset Fund	Fund 2830	Project 1000388 Org 89929	Transferred ORA LMIHF funds ORA LMIHF loan repayments Rents & income from former ORA housing assets	Cal. Health & Safety Code 34176, 34176.1. See also CRL LMIHF provisions (H&S 33334.2, 33334.3, 33334.14, 33334.16)	New construction Acquisition & rehab Substantial rehab Affordability covenants Preservation[1] Homeless prevention/rapid rehousing[2] Admin & monitoring[3]	Up to 80% AMI 30% min up to 30% AMI[4] 20% max at 60-80% AMI[5]
Affordable Housing Trust Fund – redevelopment dissolution ("boomerang") funds	Fund 1870	Project 1000386 Org 89929	25% of residual RPTTF, ORA property sales proceeds, or other distributions 25% of pass-thru RPTTF (starting in FY 25-26)	OMC Chapt. 15.62	New construction Acquisition & rehab Substantial rehab[6] Preservation[7] Predevelopment Mortgage assistance for first-time buyers Reasonable admin Preventing displacement of low income renters or disabled/senior homeowners[8] Rehousing homeless[8] Protecting low income renters from poor housing conditions[8] Homeless services[9]	Rental – Up to LI Priority for VLI Ownership or mortgage assistance – up to 120% AMI
Affordable Housing Impact Fees	Fund 2424	-	Affordable housing impact fees on market-rate residential (OMC Chapt. 15.72)	OMC Chapt. 15.62	New construction Acquisition & rehab Substantial rehab[4] Preservation[7] Predevelopment Reasonable admin	85% min up to LI Priority for VLI 15% max up to Mod[10]
Jobs/Housing Impact Fees	Fund 2423	-	Affordable housing impact fees on office & warehouse (OMC Chapt. 15.68)	OMC Chapt. 15.62	Acquisition New construction Substantial rehab[4] Preservation[7] Predevelopment Reasonable admin	Up to LI Priority for VLI
Affordable Housing Trust Fund – fines & penalties	Fund 1870	-	Fines & penalties under Foreclosed and Defaulted Property Registration Program	OMC Chapt. 15.62	Foreclosure prevention Homebuyer/tenant assistance Counseling, education, outreach Admin Other eligible AHTF uses, with findings	Up to LI Priority for VLI

Funding Source	Fund Number (if applicable)	Project/Org	Original Source	Governing Law	Eligible Uses	Income or Population Use Restrictions
Measure KK Bond Fund	Funds 5331 and 5333	-	GO bond funds for housing ($100M) under 2016 Measure KK	OMC Chapt. 4.54; see also resolution allocating bond funds	Acquisition[12] & holding costs New construction[13] Preservation Rental rehab Homeowner rehab Predevelopment Admin (5% max)	85% min up to LI 20% min up to ELI[14] 15% max up to Mod
Measure U Bond Fund	Funds 5340, 5341, and 5343	-	GO bond funds for housing ($350M) under 2022 Measure U	Bond ordinance (see Resolution No. 89314 CMS)	Acquisition New construction Rehab Preservation Staff costs[15]	Not defined
Homekey	Fund 2144	-	CA HCD Homekey Program (from Federal Covid relief funds)	Cal. Health & Safety Code 50675.1.1 (Homekey) Cal. Health and Safety Code 50675 (MHP) Applicable Homekey NOFA	Acquisition New construction Rehab Master leasing Conversion of nonresidential to residential Affordability covenants Relocation costs Capitalized operating subsidies Admin	Homeless or at risk Up to ELI
Local Housing Trust Fund (LHTF) Matching Grant	Fund 2144	-	Cal. HCD Local Housing Trust Fund (LHTF) Matching Grant Program	Cal. Health & Safety Code 50842.1 et seq.	Predevelopment Acquisition Rehab New construction Admin (5% max)	Up to LI 30% min up to ELI 20% max up to Mod
Permanent Local Housing Allocation (PLHA)	Fund 2144	Project 1006475 Org 89929	Cal. HCD PLHA local entitlement allocation (funded by recording fees) (Building Homes & Jobs Trust Fund)	Cal. Health & Safety Code 50470 et seq. HCD PLHA Final Guidelines Resolution No. 88211 CMS Alameda County Five Year Plan for Operating Subsidy Program[16]	Predevelopment Development Acquisition Rehab Preservation Operating subsidies Capitalized reserves for supportive housing services Rapid rehousing Rental assistance Accessibility modifications for low income owners Downpayment assistance Admin (5% max)	Up to 120% AMI (150% AMI in "high-cost areas") Priority for 60% AMI

Funding Source	Fund Number (if applicable)	Project/Org	Original Source	Governing Law	Eligible Uses	Income or Population Use Restrictions
Affordable Housing & Sustainable Communities (AHSC)	Fund 2144	-	Cal Strategic Growth Council AHSC Program	Cal. Public Resources 75210 et seq. AHSC Program Guidelines	New construction Acquisition Substantial rehab Preservation of at-risk housing Conversion of nonresidential to residential Housing-related infrastructure	Average at 50% AMI (rental)
HOME Fund	Fund 2109	-	Federal HOME funds under HUD HOME Investment Partnerships Act	42 USC Sections 12701 et seq. 24 CFR Part 92	Acquisition New construction Rehab & conversion Home purchase Conversion Demolition Rental assistance Relocation Planning & admin (10% max) CHDO operating assistance	Up to LI 90% min up to 60% AMI (rental projects & rental assistance) 20% min up to 50% AMI of (rental projects 5+ units)

[1] For existing housing that is within 5 years of expiration/termination of rental restrictions

[2] $250k maximum per fiscal year for homeless prevention and rapid rehousing services and shelters. Services include rental assistance, relocation, housing search, mediation, outreach, credit repair, security or utility deposits, utility payments, moving costs, case management, or other appropriate activities .

[3] 5% of asset value maximum

[4] Over a 5-year compliance period

[5] Over a 5-year compliance period

[6] "Substantial rehab" means cost of rehab exceeds 25% of after-rehabbed value

[7] "Preservation" means acquire, finance, refinance, or rehab housing that is at imminent risk of loss due to termination of use restrictions, non-renewal of subsidy contract, mortgage or tax default or foreclosure, rent increases, conversion to market-rate housing or other uses, demolition, or physical conditions that are likely to result in vacation of the property

[8] Until 6/30/2027. Services include housing counseling and outreach, rapid rehousing, legal services, housing assistance funds.

[9] Until 6/30/2018.

[10] Limit can be waived by Council.

[11] Fines/penalties can be used for other eligible AHTF uses if Council or the City Administrator finds that funds are no longer needed for foreclosure prevention or mitigation. Can do grants up to $100k without Council approval.

[12] Land, NOAHs, tax-defaulted properties, expiring restricted

[13] Only if after 3 years, or if used as a match of County A1 funds.

[14] 20% requirement may be waived by Council after 5 years if reasonable chance that requirement may not be met.

[15] City staff work "on or necessary and incidental to … projects."

[16] Under County plan, PLHA entitlement funds are dedicated to operating subsidies for homeless households at or below 30% AMI

[17] Projects must be located within eligible Transit Oriented Development (TOD) or Integrated Connectivity Project (ICP) project areas

CHS PROGRAM

Funding Source	Fund Number (if applicable)	Original Source	Governing Law	Eligible Uses	Can the eligible uses be edited by Council?	Current Uses	Income or Population Use Restrictions
State of California - Homeless Housing, Assistance, and Prevention (HHAP)	Fund 2159	State	Varies by program. Linked here	Housing Supports: Landlord Incentives; Prevention/ Shelter Diversion Rapid Rehousing Case Management Lease Payments for Land and/or Structures Interim Capital Interim Services/Operating Permanent Housing and PSH Capital and Operating; Hotel/ Motel Conversions; Rental Assistance; Rapid Rehousing Permanent Services/Operating (but not active use for latest allocation) Admin/Ops: Systems Support; 5% for Infrastructure (HMIS/CE) Continuous Services: Outreach and Coordination; Jobs Programs	Short term- uses locked in by application. Long term- yes for future applications	Interim Housing Capital; Interim Housing Operating	Homeless persons or persons at-risk of becoming homeless
State of California - Encampment Resolution Funding	Fund 2159	State	Linked here	Rental Assistance: Only for people who were previously rehoused as part of an ERF grant, so not for the general population Rapid Rehousing Case Management Street Outreach/ Services Lease Payments for Land and/or Structures Interim Capital Interim Services/Operating Permanent Capital Permanent Services/Operating Admin/ Operations: Systems Support; 5% for Admin costs Continuous Services: Services coordination (work, education, training) Other: Improvement to existing shelters BUT NOT site restoration	Short term- no. Long term- yes for future applications	Encampment resolution and connections to permanent housing, including interim housing	Residents of a specific encampment

Funding Source	Fund Number (if applicable)	Original Source	Governing Law	Eligible Uses	Can the eligible uses be edited by Council?	Current Uses	Income or Population Use Restrictions
State of California - Family Homelessness Challenge Grant	Fund 2159	State	Linked here	Rental Assistance; Prevention/ Shelter Diversion Rapid Rehousing Case Management Street Outreach/ Services Lease Payments for Land and/or Structures Interim Capital: Interim housing, limited to newly developed clinically enhanced congregate shelters, new or existing noncongregate shelters, and operations of existing navigation centers and shelters based on demonstrated need that are well suited for eligible families. Interim Services/Operating Permanent Capital, including conversions of existing housing Permanent Services/Operating Admin/ Operations: Systems Support; 5% for Admin costs (not including staff costs) Continuous Services: Services coordination (work, education, training) Other: Improvement to existing shelters	Short term- no Long term- yes for future applications	Interim Shelter, Employment Support, Mental Health Support	Families
HUD - HOPWA	Fund 2103	U.S. HUD via HCD	Linked here	Housing Supports: Housing information; resource identification; rental assistance Rapid rehousing: Rental assistance Case Management Permanent Housing Capital (SRO/Community residence only) Permanent Services/Operating Admin/Operations: Technical assistance; admin costs (3% for grantees, 7% for sponsors) Continuous Services: Supportive services Other activity approved by HUD	No, but how we use it can	Provide shelter and prevention services	Clients must be 80% AMI or under and be diagnosed or related to someone diagnosed with HIV/AIDS

Funding Source	Fund Number (if applicable)	Original Source	Governing Law	Eligible Uses	Can the eligible uses be edited by Council?	Current Uses	Income or Population Use Restrictions
HUD - CDBG	Fund 2108	U.S. HUD via HCD	Linked here	Rental Assistance, Flexible Homeless Prevention, and Other Housing Supports Rapid Rehousing: subject to public services cap Case Management: subject to public services cap Street Outreach/ Services: subject to public services cap Interim Capital Interim Services/Operating: subject to public services cap Permanent Capital: No, but can pay for cost of related infrastructure Permanent Services/Operating: subject to public services cap Continuous Services: Housing services Other: Housing rehab; public services; relocation payments and assistance	No, but how we use it can	Interim Shelter	At least 51% of beneficiaries must be 80% AMI or under
HUD - PATH ESG	Fund 2103	U.S. HUD via HCD	Linked here	Rental assistance; housing relocation/ stabilization Rapid Rehousing Case Management: related to rapid rehousing Street Outreach/ Services Interim Services/Operating (utility costs and maintenance)	No, but how we use it can	Interim Shelter (family, congregate)	Experiencing or at risk of homelessness
State Dept of Community Services - CSBG	Fund 2128	U.S. Health and Human Services	Linked here	Housing assistance Case Management Continuous services: Employment, asset building; behavior and mental health	No, but how we use it can	Not in FY24 budget	At or below federal poverty line
HUD - COC	Fund 2160?	U.S. HUD via County COC	Linked here	Rental assistance Interim Capital Permanent Capital Supportive Services	No, but how we use it can	Transitional housing operating	People experiencing homelessness
Unsheltered HUD COC Grant	Fund 2160?	U.S. HUD via County COC	Linked here	Stability vouchers	No	Not in FY24 budget	People experiencing homelessness
Alameda County Social Services Agency - COC	Fund 2160?	County	-	Rental assistance Permanent Capital: Permanent Housing, PSH, Transitional Capital, Rehab Continuous Services: Supportive Services	No, but how we use it can	Transitional housing operating	People experiencing homelessness
Alameda County Social Services Agency - Winter Shelter Funds	Fund 2160?	County	-	Interim shelter operating	No	Congregate	People experiencing homelessness

Funding Source	Fund Number (if applicable)	Original Source	Governing Law	Eligible Uses	Can the eligible uses be edited by Council?	Current Uses	Income or Population Use Restrictions
Oakland Housing Authority - Local Housing Assistance Plan (LHAP)	Fund 2103	Oakland Housing Authority	-	Rental housing assistance (rental subsidies, utility assistance, security deposits)	No	Rental Assistance	Experiencing or at risk of homelessness (focus on encampments, cabins, TAY, homeless families)
Oakland Housing Authority - OPRI	Fund 2103	Oakland Housing Authority	-	Rapid rehousing bridge funds - housing subsidies (paired with City-funded supportive services) to assist people in obtaining and maintaining housing	No	Rental Assistance	Experiencing or at risk of homelessness (focus on encampments, cabins, TAY, homeless families)
City of Oakland - General Fund	Fund 1010	Local	Various	Flexible use	Yes	Staff, grant matching, interim shelter	-
City of Oakland - Measure W (Vacant Parcel Tax)	Fund 2270	Local	Linked here	Flexible use: Programs and services for homeless people (e.g. employment assistance, housing assistance, services and facilities for homeless encampments, relocation assistance, navigation centers, financial assistance for the development and maintenance of affordable housing). City must use at least 25% of tax revenue each year for code enforcement of blight and illegal dumping.	No	Transitional housing	Homeless persons
City of Oakland - Measure Q (Homelessness)	Fund 2244	Local	Linked here	Flexible use towards services for homeless residents access temporary shelters, transitional and supportive housing, and permanent housing	No	Encampment services, interim housing	Homeless persons

Note: Other relevant funding sources that Oakland does not appear to currently access: AB 109 Probation Funding, California Emergency Solutions & Housing, Mental Health Block Grant, Alameda County Measure A Funding, Mental Health Services Act, Housing and Disability Advocacy Program, Housing and Homelessness Incentive Program, CalAIM, CalWORKS Housing Support Program, Alameda County General Fund, Youth Homelessness Demonstration Program.