

CITY OF  
**OAKLAND**

# Designing Oakland's Homelessness Strategic Action Plan



# Agenda

1. Introductions
2. Framing: Housing Investment Continuum
3. Strategic Planning Process
4. Grounded by Data
5. Oakland's Investment Framework
6. Next Steps

# Session Goals

1. To develop an understanding of Oakland's homelessness service system
2. To gather feedback on key data and program experiences that will inform future activities
3. To determine priorities for funding investments, especially with limited resources
4. To ensure racially equitable activities and outcomes for Oakland's residents most impacted by disparities

**Do you have specific goals for this session today?**

# Introductions



# Homelessness Strategic Plan Leadership



**Sasha Hauswald,**  
Chief Housing Policy Officer



**Chris Norman,**  
HCD Chief of Staff



**Amy Lara**  
Homelessness Analyst

# Desired Future Condition


We envision an Oakland, and an Alameda County, in which all residents – but especially those most impacted by racial disparities – have **affordable, safe, and stable** housing.

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We aim to ensure that **homelessness is a rare, brief and one time experience** for our residents.

What do you think about this desired outcome? Is there anything you would change or add?


# Racial Equity Impact Analysis (REIA) Process




**Name the desired future condition** – *All residents of the City of Oakland are securely housed and living in thriving, healthy communities; including communities historically most impacted by racial disparities.*




**Use disparity data to understand current conditions** – *African American, Latinos and some Asian groups are over-represented in poverty, unemployment/underemployment, limited earning capacity and housing insecurity/homelessness.*



**Work with the impacted community** - *to deepen understanding of the problem with knowledge of lived experience, identify barriers to and root causes that limit access as the community experiences them.*



**Design equity approaches with rigorous performance measures** – *to address systemic causes of disparities, remove barriers to access, or design solutions to mitigate the impacts of barriers (identify what partnerships needed to respond comprehensively).*

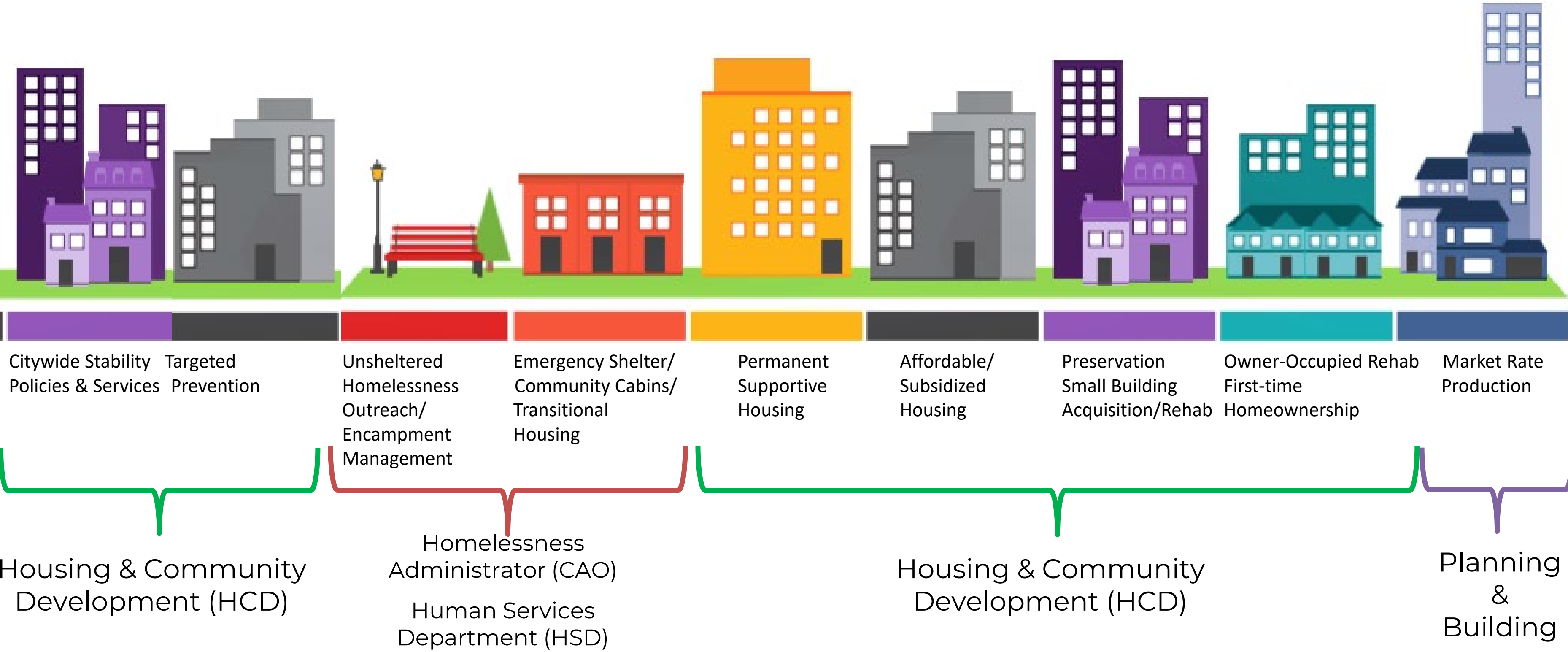


**Repeat Steps 2 - 5 as needed** – *in a continuous improvement loop until desired future conditions from Step 1 are achieved.*

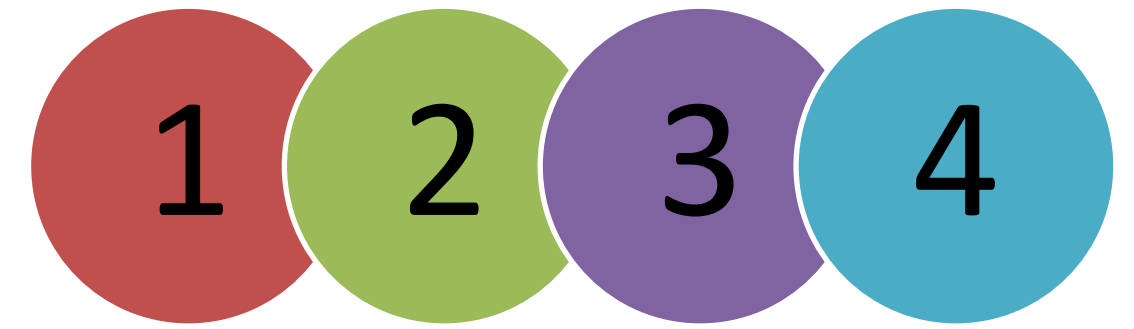
# Framing: Housing Investment Continuum



# City of Oakland's Spectrum of Housing Investments



# HCD Strategic Plans



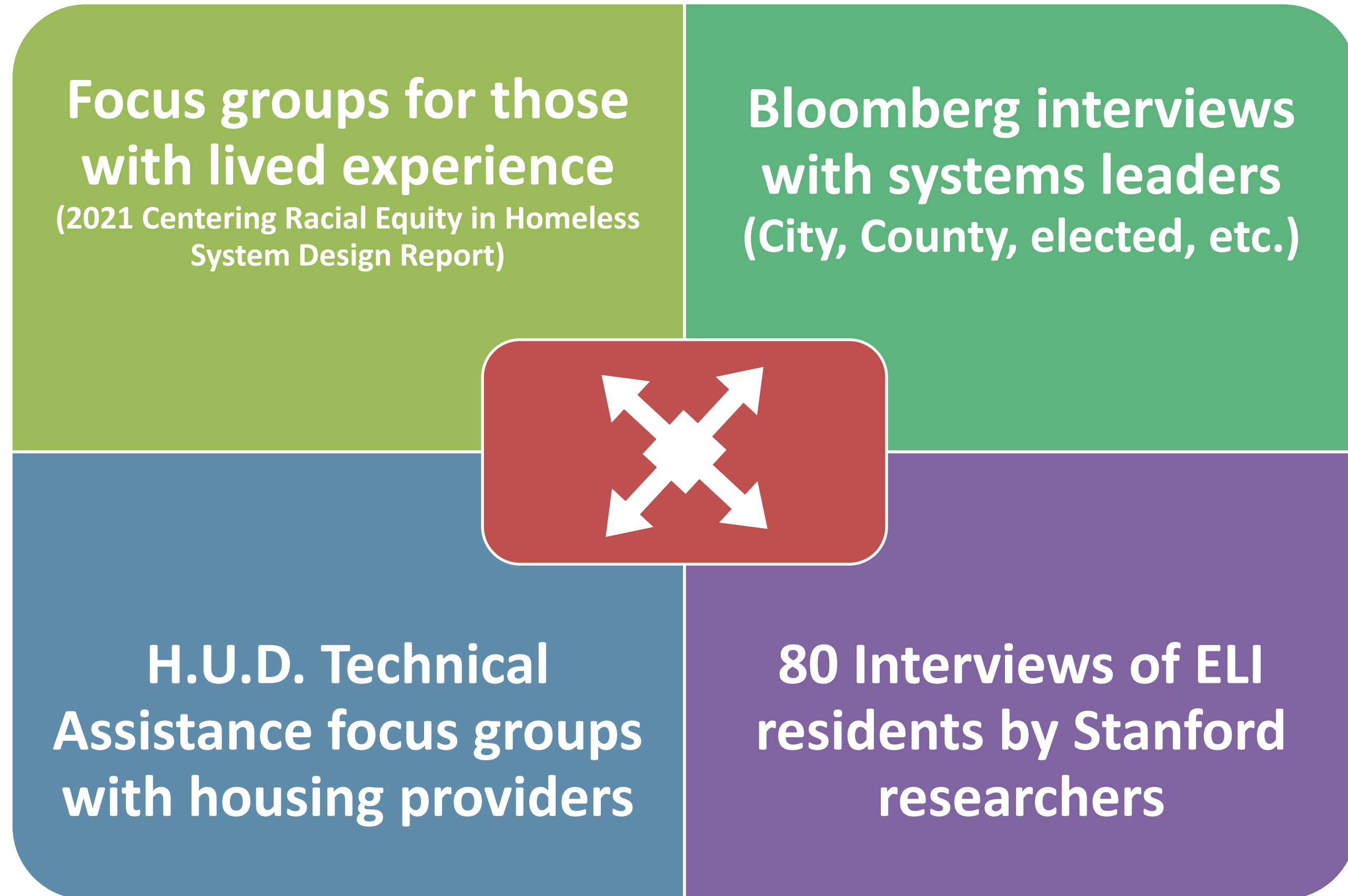
Current and upcoming plans to guide funding and program priorities.



# Stakeholder Engagement & Early Findings



# Engagement to Date



# Equity Indicators Report

Topics	Scores	Indicators	Scores
<b>Affordability</b>	<b>49.0</b>	Homeownership	<b>53</b>
		Loan Denial	<b>40</b>
		Rent Burden	<b>54</b>
<b>Displacement</b>	<b>29.0</b>	Homelessness	<b>1</b>
		Homeownership with Mortgage	<b>78</b>
		Eviction Notices	<b>8</b>
<b>Essential Services</b>	<b>36.0</b>	Complete Plumbing Facilities	<b>35</b>
		Energy Cost Burden	<b>38</b>
		High Speed Internet Access	<b>35</b>
<b>Housing Quality</b>	<b>33.0</b>	Housing Habitability Complaints	<b>40</b>
		Complete Kitchen Facilities	<b>37</b>
		Overcrowding	<b>22</b>

Source: 2018 City of Oakland Equity Indicators Report

# Summary of Findings (1/3)

## Rapid Re-Housing, Interim Housing, & Crisis Response

1. RRH is well-suited for **people who just need “some help and some time,”** or those who can **“get back on their feet.”** RRH is not appealing for those with limited options to increase income
2. Crisis responses, specifically shelter and transitional housing, have **programmatic barriers**, including limited hours, restricting access to certain populations, and prohibiting visitors
3. **Negative experiences in shelters:** conflicts with staff and other occupants, and concerns about health and safety in shelters
4. Folks in RVs/cars don't have good options. **They don't want to lose what they already have.**

# Summary of Findings (2/3)

## Encampment Outreach & Permanent Supportive Housing

1. **Repeated relocation leads to loss** of housing documents, medications, mobility aids, and relationships with providers.
  - *The result is worsened physical and mental health, interrupted access to services and housing processes, and increased emergency room use.*
2. Focus group participants were **enthusiastic about the long-term, deeply subsidized rent** *(from Centering Racial Equity in Homeless System Design)*
3. Some **welcomed ongoing supportive services**— particularly light touch services that helped them feel secure—while others described **support services as intrusive**.

# Summary of Findings (3/3)

## System Coordination & Access

1. **Coordinated Entry System (CES) enrollment** is uncoordinated and needs greater access at multiple points
2. The focus on people with highest acuity needs creates a bottleneck where **the street becomes a “waiting room”** for housing
3. Providers experience severe contracting, invoicing, and reporting **delays**
4. There **aren’t enough high-capacity organizations** who can scale-up to serve and house more individuals experiencing homelessness.

# Summary of Findings

## *Discussion*

- **Do these findings resonate with you?**
- **What questions do you have?**
- **Is there any additional information you would add?**

# Homelessness Strategy Plan Process



# Homelessness Strategic Action Plan

## Components



# Process to Date

- Conduct monthly meetings with City Leadership.
- **Interviews** with Service Providers & key City/County Leadership.
- **Consultant analysis:** Budget & Evidence based best practices review (LeSar).
- System modeled **resources needed** to reduce homelessness by **50%**. (AllHOME)
- **Oakland Landscape Analysis:** trends, racial equity, existing programs.

# All HOME Scope of Work:

A regional organization that advances solutions that **disrupt the cycles of poverty and homelessness**, redress racial disparities, and create more economic mobility opportunities for people with extremely low incomes.

- Strategic support to produce key data and adopt measurable goals
- Policy advocacy towards solutions that reduce unsheltered homelessness
- Convening and goal-setting to align partners towards action

**Tasked with developing an Oakland-specific model for homelessness reduction**

# LeSar's Scope of Work:



In fall 2024, The City of Oakland retained LeSar Development Consultants to produce an analysis of Oakland's homelessness system and recommendations for improvement.

## **Tasks included:**

- Conduct an **existing conditions/landscape analysis** of system services & funding
- Draft a **four-year housing and homelessness budget** based on existing resources
- Explore **considerations for a merge** between HCD dept. and CHS team of HSD
- Identify **opportunities to improve efficiency** regardless of organizational structure

# Root Causes in Homelessness



# Root Causes of Homelessness

## Equity-Centered Design

The Oakland-Berkeley-Alameda County  
Continuum of Care's **Racial Equity Impact Analysis**  
highlighted the following as  
**root causes of homelessness** in Oakland:



\*including discrimination

Source: 2021 Centering Racial Equity in Homeless System Design

# **Root Causes of Homelessness**

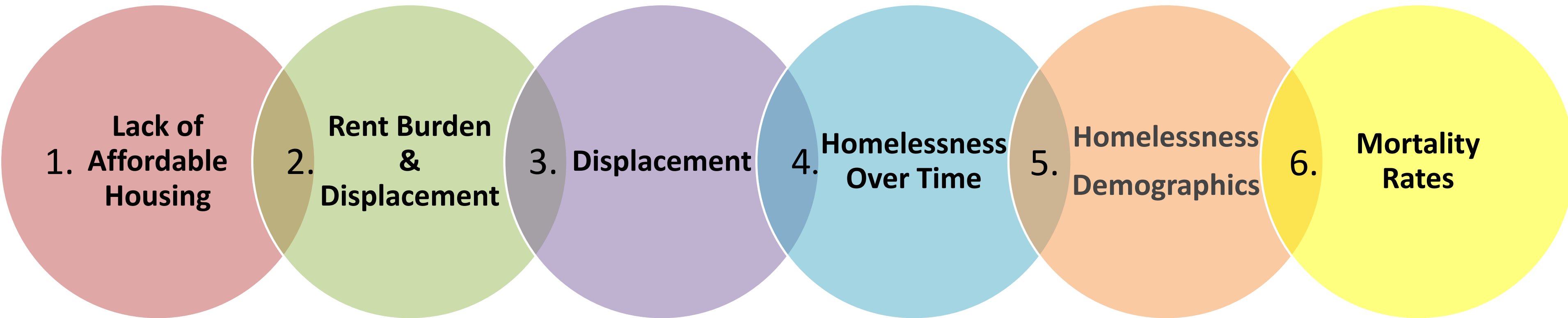
## **Structural Reasons for Housing Loss (CASPEH)**

- Poverty: median monthly household income preceding homelessness was \$960 in CA, 2022.
- Housing precarity: 60% of participants in non-institutional settings prior to homelessness were not on a lease agreement
- 19% entered homelessness from an institutional setting\*, such as prison or jail. Few receive transition services.
  - 67% experienced homelessness before re-entering current episode of homelessness

\*excludes Hospital/Psychiatric hospital/Foster care/Long Term Care Facilities/Rehab

# Grounding Data

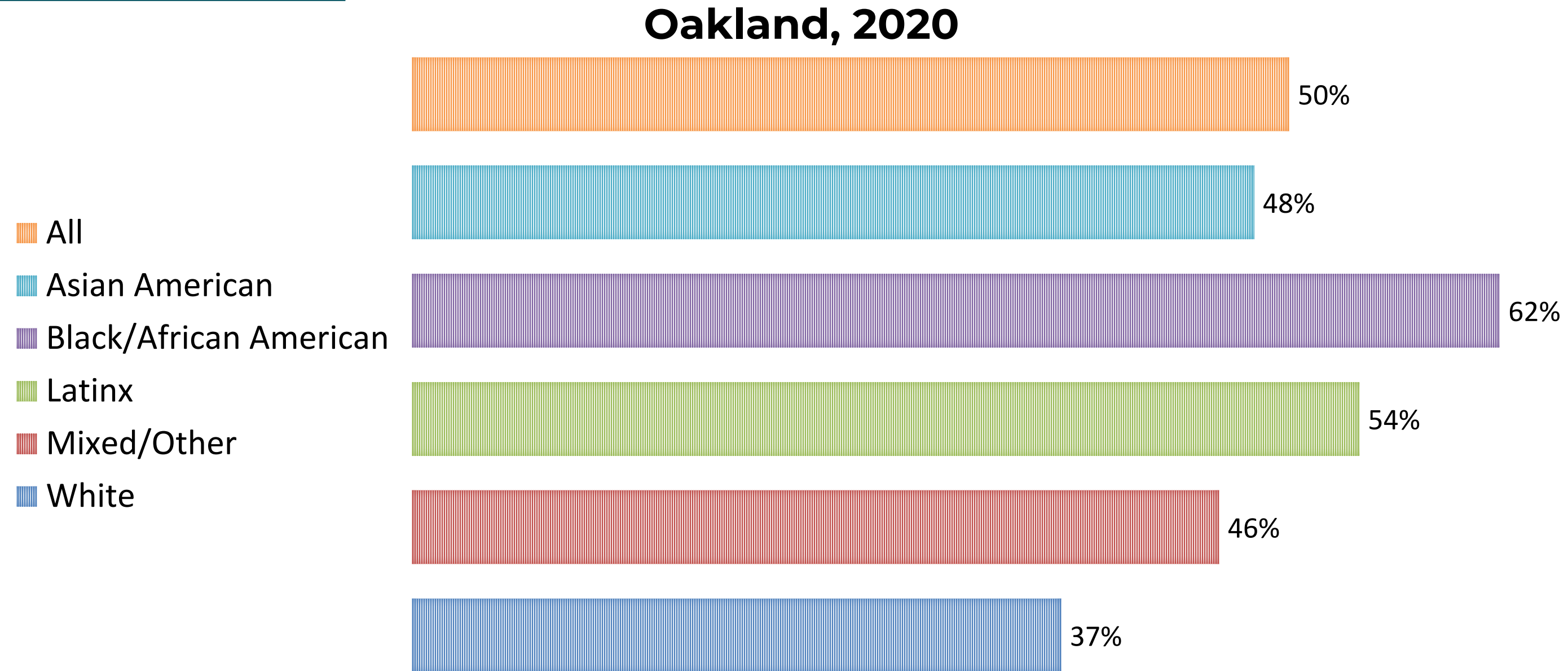
*Disaggregated by Race Whenever Possible*



## Key data sources include:

1. City of Oakland 2018 Equity Indicators Report
2. Homeless Information Management System
3. UCSF Benioff CA Study on Homelessness
4. Federal reserve consumer credit panel
5. Bay Area Equity Atlas
6. 2024 Point-In-Time Count
7. Centering Racial Equity in Homeless System Design,
8. Home Together 2026, Alameda County

# Rent Burden

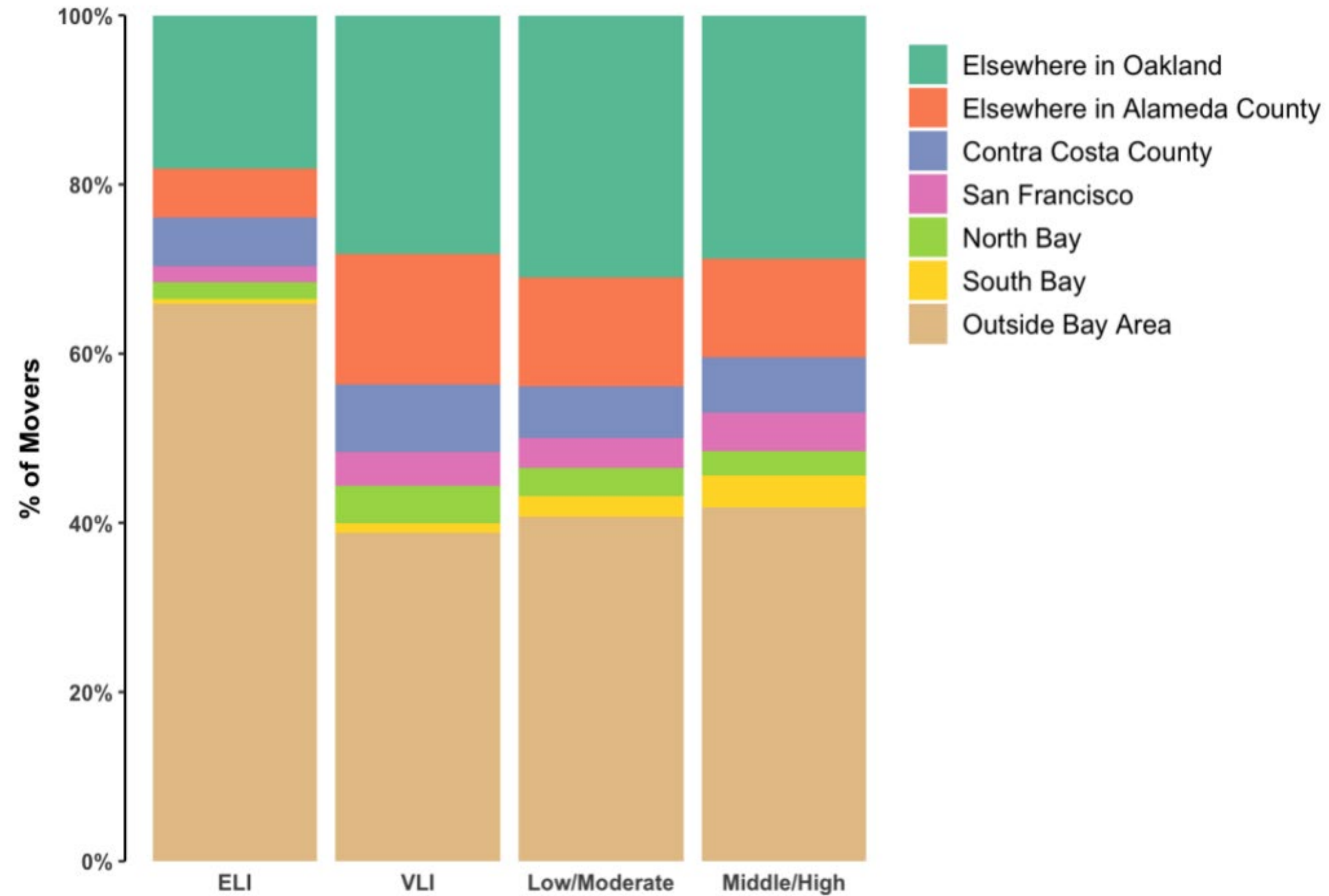


Housing Cost Burden by Race & Ethnicity in Oakland, 2020  
(Bay Area Equity Atlas)

## Severe Rent Burden

- Tenants who pay at least 50% of their income toward rent; **17,530 extremely low-income tenant** households are severely rent burdened

# Displacement Migration



# Overcrowding in Oakland's Housing

## Overcrowding

- Latinx households are overcrowded at the highest rate (**14.2%**)
- Overcrowded tenant households increased from **8.3%** in 2010 to **11.5%** by 2018

## Doubling-Up/Informal Housing Arrangements

- **46%** of Black Californians who **entered homelessness** from a housed situation were **not on a formal lease**
- **52% of Latinx Californians** entered homelessness from a housed situation were **not on a formal lease**

# Root Causes of Homelessness

## *Discussion*

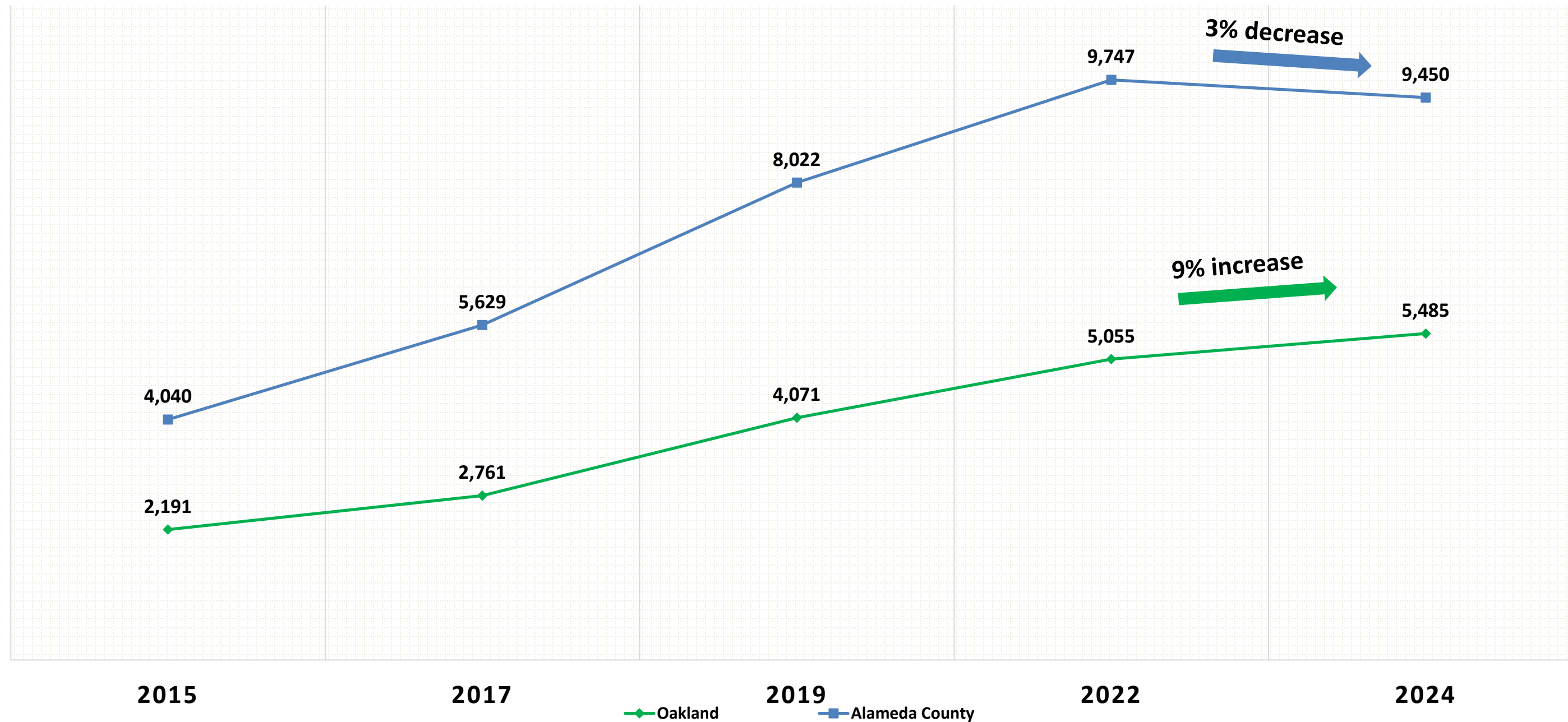
- **What do you think about the root causes we named?**
- **Are there any other experiences you would highlight?**
- **What is missing, and/or what questions do you have?**

# Demographics



# Homelessness in Oakland

Oakland's homeless population makes up **58%** of the County's unhoused population and **74%** of Alameda County's Black unhoused population.



Point-In-Time (PIT) Count Data: Changes in Homeless Population Since 2015

# Who is experiencing Homelessness in Oakland?

## HOUSEHOLD CHARACTERISTICS



Chronic  
Homelessness

**44%**



Veterans

**9%**



Survivors of Domestic  
Violence

**7%**



HIV/AIDS  
Related Illness

**2%**



Serious Mental  
Illness

**31%**

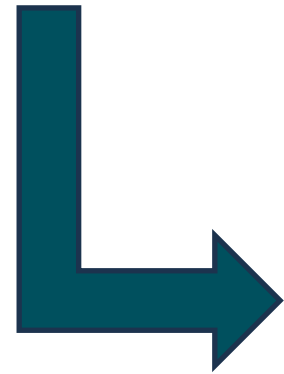


Substance Use  
Disorder

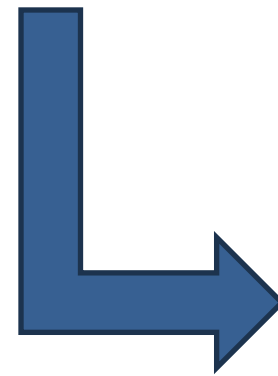
**25%**

# Homelessness Inflow

In the Bay Area, Black residents represent 7.6% of the population, but over 32% of new homelessness



In Alameda County, Black residents represent 10.5% of the population, but 54% of new homelessness

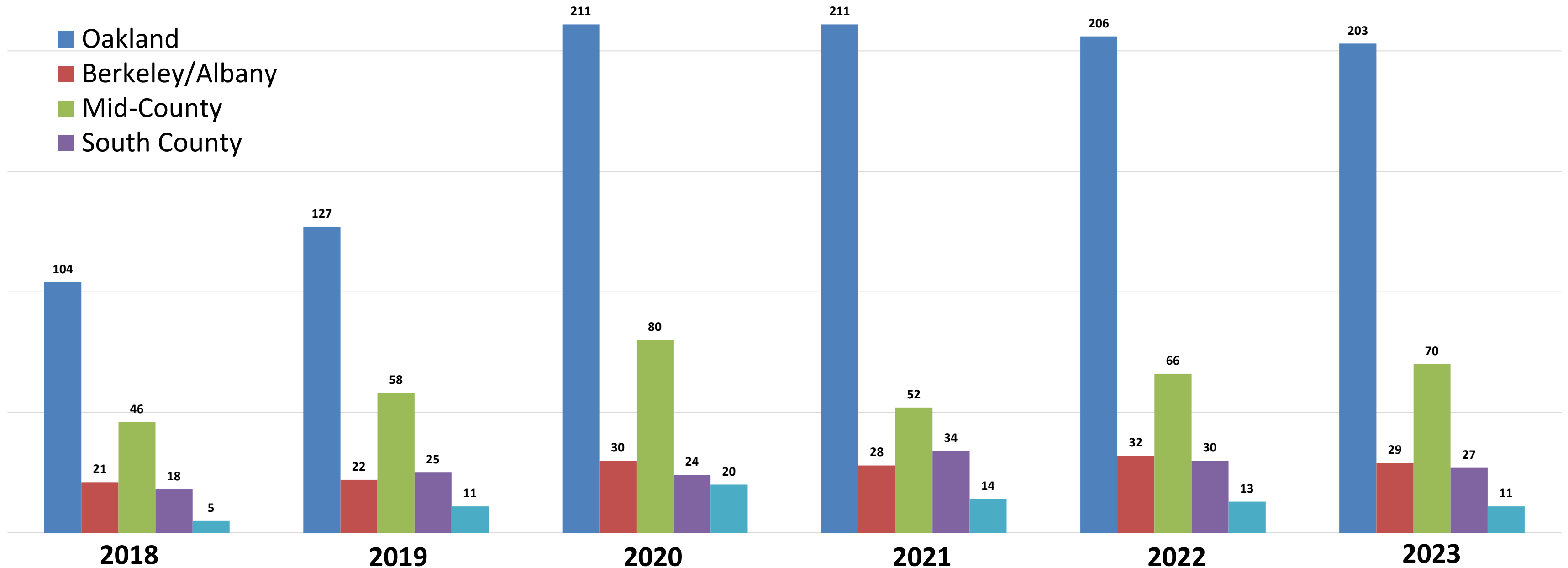


In Oakland, more than 2,500 folks become newly unhoused annually, but only ~1,500 gain housing

- Estimate is an undercount; the ratio is likely closer to 3:1

# Mortality Rates

## amongst unhoused residents in Alameda County, 2018-2023



**42%** of all deaths amongst unhoused residents in Alameda County were of Black residents.

**59%** of all deaths amongst unhoused residents in Alameda County were in Oakland.

# Demographic Data

## *Discussion*

- **What do you think about the demographic data we shared?**
- **Are there any other trends you are aware of in Oakland's unhoused population?**
- **What is missing, and/or what questions do you have?**

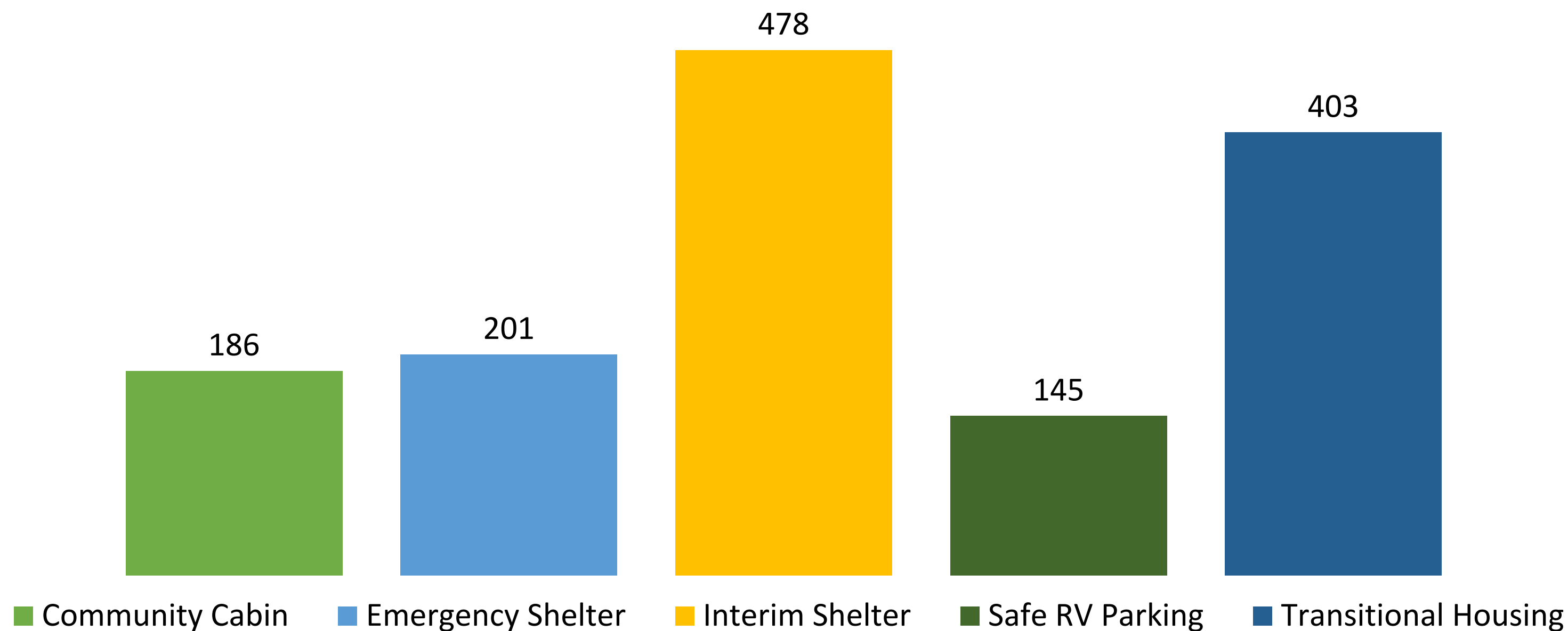
# Homeless Response System in Oakland



# Oakland Funds Interim Housing Programs

By Program Type: FY 25-26

Total Capacity  $\approx$  1,413



Intervention Program Type	City of Oakland Funded Homelessness Program/Description
<b>Community Cabins</b>	<p>Intended as short-term solution with short-term navigation center.</p> <ul style="list-style-type: none"> <li>• Roommate style living that allows 2 pets per person. Showers available 2-3 times per week. Shared restroom. Outdoor seating with microwave.</li> </ul>
<b>Interim Shelter</b>	<p>Mainly non-congregate shelter, trailers, individual rooms, often no roommates unless a couple. Restroom and shower in each room.</p> <ul style="list-style-type: none"> <li>• Pets are allowed in some.</li> </ul>
<b>Emergency Shelter</b>	<p>Congregate shelter, dorm style with 2-people per household, 1 homeless family shelter.</p> <ul style="list-style-type: none"> <li>• Pets are not allowed</li> </ul>
<b>Safe RVSP Program</b>	<p>Enclosed lots for RV dwellers</p> <ul style="list-style-type: none"> <li>• Showers available 2 times a week, shared restrooms, no meals provided, light touch housing navigation services.</li> </ul>

Intervention Program Type	City of Oakland Funded Homelessness Program/Description
<b>Transitional Housing</b>	<p>Program model for specific populations.</p> <ul style="list-style-type: none"> <li>• Offer transitional support to stabilize, increase income. Up to 2 years of stay.</li> </ul>
<b>Rapid Rehousing</b>	<p>Comprehensive Case Management with rental subsidies and security deposit assistance.</p> <ul style="list-style-type: none"> <li>• Typically, 6 months - 1 year. Some paired with shelter, transitional, or cabin programs.</li> </ul>
<b>Oakland Path Rehousing Initiative-OPRI</b>	<p>Partnership with Oakland Housing Authority, targets specific populations: encampment residents, youth exiting foster care, &amp; families experiencing homelessness.</p> <ul style="list-style-type: none"> <li>• Combines housing placement, subsidies, &amp; supportive services to create pathways to stability.</li> </ul>
<b>Permanent Supportive Housing</b>	<p>Integrates affordable housing with supportive services to promote long-term stability and well-being.</p> <ul style="list-style-type: none"> <li>• Services include assistance with income &amp; benefits, education, employment, and social connections, fostering health and self-sufficiency.</li> </ul>

# Permanent Housing Production

Year of Project <u>Award</u>	Homeless Units Produced
FY 2021/22 or Earlier*	504
FY 2022/23	57
FY 2023/24	489
FY 2024/25	209
<b>Total</b>	<b>1,259</b>

# Homelessness Inflow vs. Outflow

Entries and Exits into Homelessness in Oakland (FY 22/23)

Inflows		Outflows
1 <sup>st</sup> Time Homelessness	Returns to Homelessness	Exits to Permanent Housing
2,835	254	1,061

Year of Project <u>Award</u>	Homeless Units Produced
FY 2021/22 or Earlier*	504
FY 2022/23	57
FY 2023/24	489
FY 2024/25	209
<b>Total</b>	<b>1,259</b>

## Unsheltered & Healthcare Services NOT linked to Beds/Units

	County (millions)	City (millions)	Total
<b>Unsheltered Services:</b> Hygiene Stations, Street Outreach, Housing Problem Solving, Healthcare, CES Enrollment	\$ 8.1	\$ 2.0	\$ 10.1
<i>Housing Navigation, Services Connection, &amp; Mental Health Services</i>	\$ 4.2	\$ 0.1	\$ 4.3
Services-Only Total	\$ 12.3	\$ 2.1	\$ 14.4

# Interim/Shelter Program Outcomes

- Per Statewide research & expert interviews
  - Low pay, high staff turnover, high staff-to-client ratios impact client outcomes, lack of training and support

## Oakland Emergency & Interim Shelter Client Outcomes FY23-24

Program Capacity (beds)	Total Served	Average length of stay
<b>1140</b>	<b>1775</b>	<b>319 days</b>

Maintained or increased income	Enrolled in mainstream benefits	Enrolled in health insurance	Moved into permanent housing*	Left to homelessness
<b>66.7%</b>	<b>55.9%</b>	<b>86.4%</b>	<b>26.9%</b>	<b>44.9%</b>

# **Questions**

- 1. What factors might explain these program outcomes?**
- 2. How can the City of Oakland support providers in improving exits into permanent housing?**
- 3. What is missing from current performance measures?**

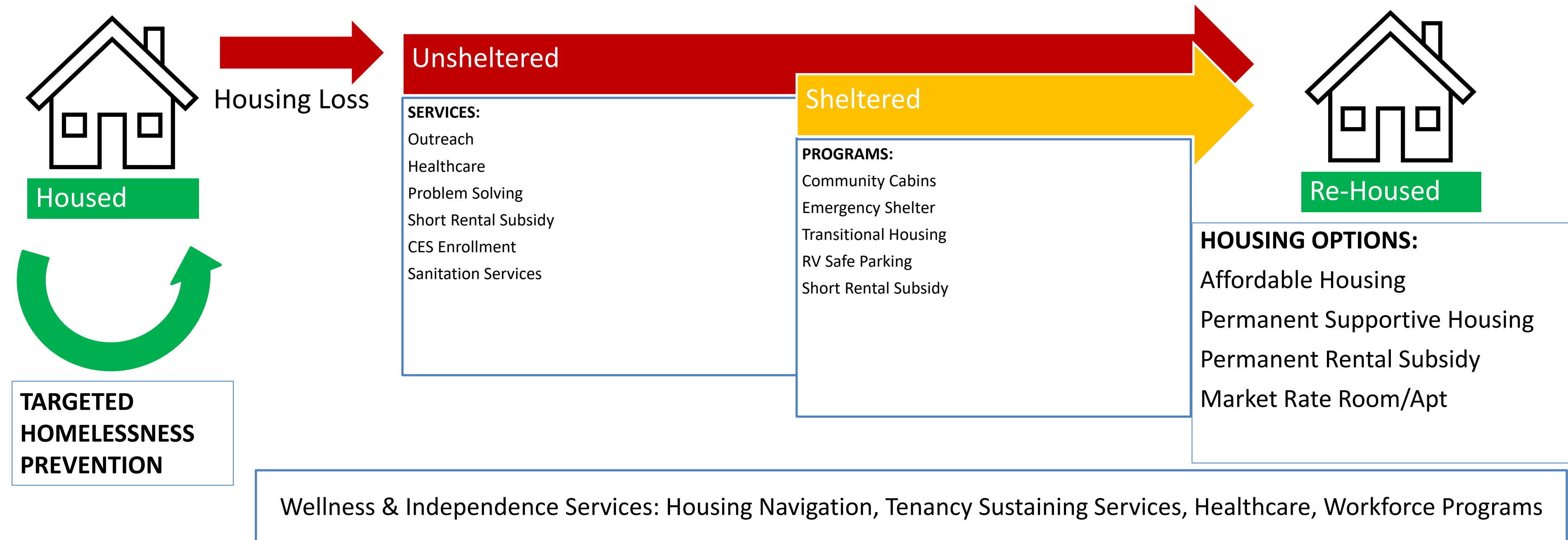
# Questions

- 4. What factors should be taken into account when comparing different program outcomes, specifically non-congregate shelters vs. congregate shelters?**
- 5. What unique role do congregate shelters play in the Homeless Response System?**

# City & County Homeless Response System



# City and County Interventions



# Approximate Annual Investment: Prevention, Interim & Permanent Housing



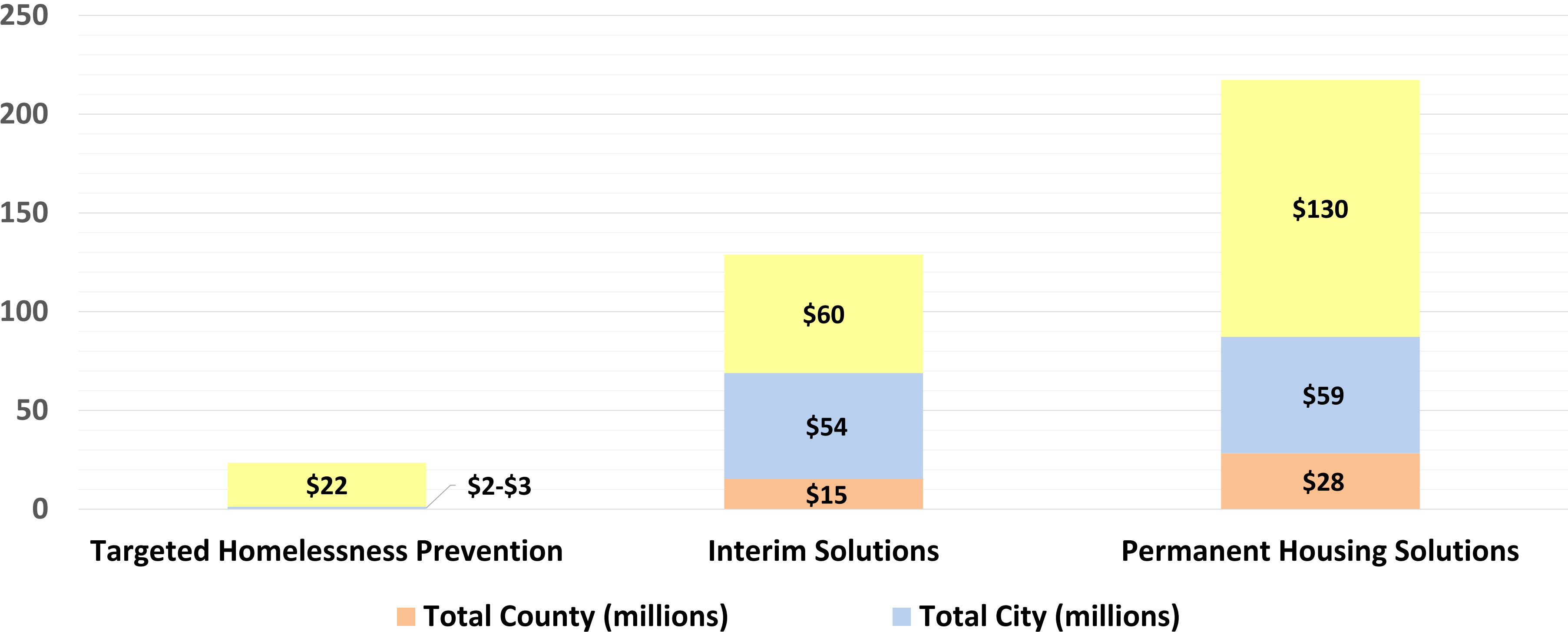
\*\*\*Total City & County Annual Spending: \$188 million



\*County numbers represent conservative estimates based on FY 23-24 spending  
\*\*City numbers represent awards and contracts in FY 24-25  
\*\*\*Includes Unsheltered and other Services as well as Prevention, Interim, Permanent Housing.

# Annual Investments & Unmet Need by Program Type

- City & County annual funding: \$174 annually
- Additional needed  $\approx$  \$212 million annually



# Questions

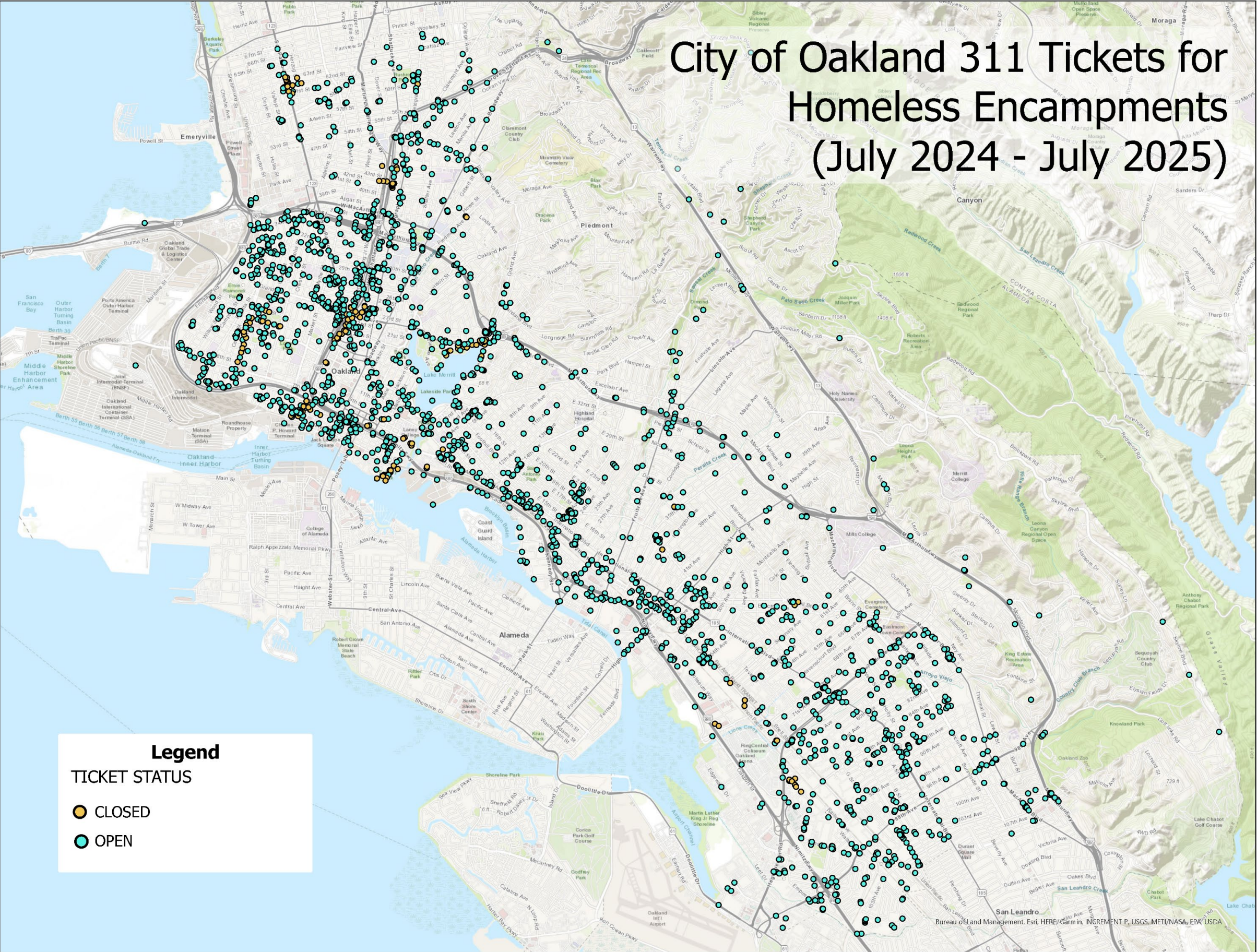
**Among the three categories of Targeted Prevention, Interim Solutions, and Permanent Housing Solutions:**

- 1. Which category do you believe requires the greatest investment?**
- 2. Why would this category require the greatest investment compared to the other categories?**

# Encampment Management



# Oakland's Encampment Management & Response



# Coordinating Efforts to Address Encampments

The number of people who experience unsheltered homelessness is dependent on the availability of interim housing solutions and the efficiency of rehousing people into permanent housing.

- 3,659 people experiencing homelessness were unsheltered in Oakland (2024 PIT)
  - 67% of Oaklanders experiencing homelessness were unsheltered
  - The majority (58%) of unsheltered residents live in a vehicle or RV
  - 48% of unsheltered residents identified as Black/African American
  - Almost 23% of unsheltered residents were 55 yrs & older

# Questions

- 1. Surrounding cities are implementing policies that intend to push out their unhoused residents.**
  - How can the City of Oakland respond in a humane and effective manner to this trend?
- 2. What alternative models can the City of Oakland consider when addressing the needs of unsheltered residents?**

# Questions

## **3. Given the limited number of interim housing options currently available for unsheltered residents:**

- What approach should the City take to manage encampments? (e.g. sanctioned encampments, safe parking programs, self-governed interim programs)
- Do you see any impacts on client or staff in your programs due to encampment closures?

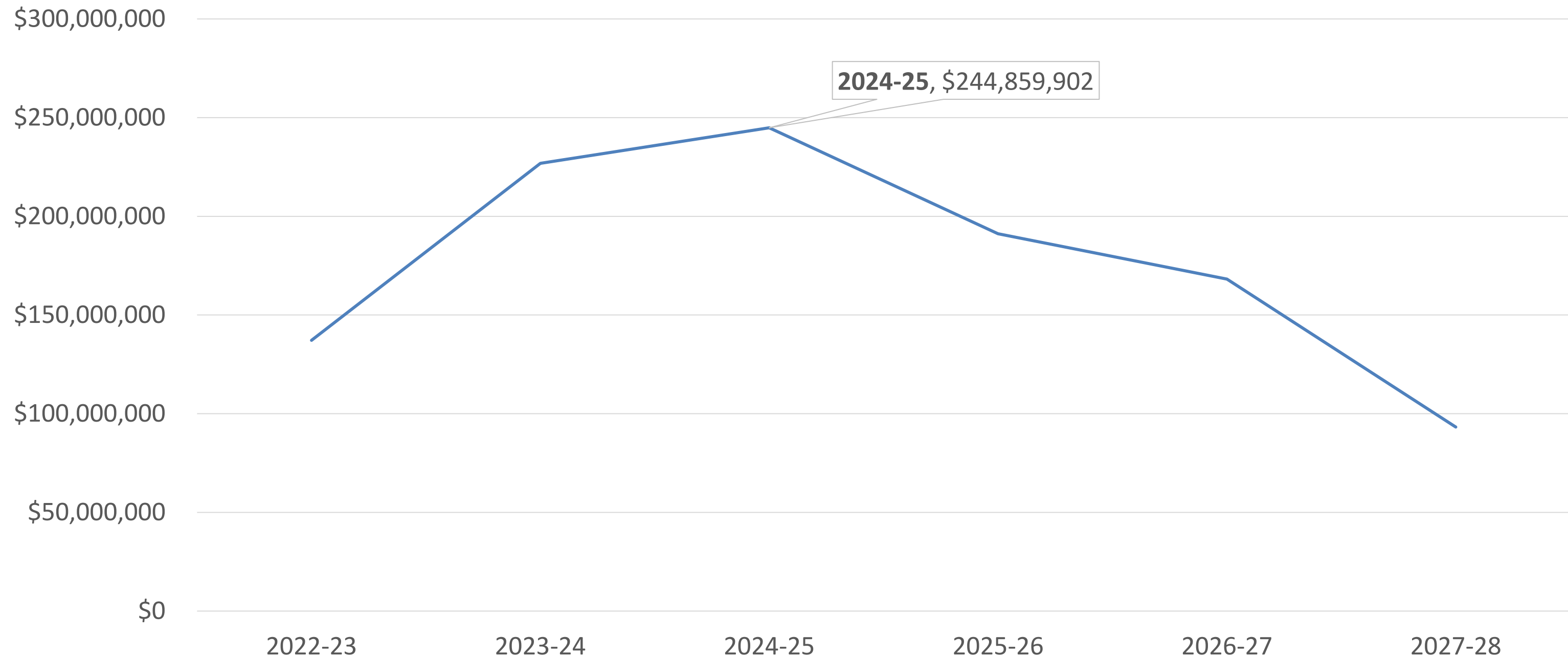
# Total Investments & City Projections



# City of Oakland: Declining Funds



## City of Oakland Combined HCD & CHS Funding: Past, Current & Projected



# City of Oakland: Projected Declining Funds

**Oakland HCD & CHS funding sources are declining.**

*Consolidated 5-year HCD and CHS Budget*

2022-23 Midcycle Budget	2023-24 Midcycle Budget	2024-25 Approved Budget	2025-26 Projected Budget	2026-27 Projected Budget	2027-28 Projected Budget
\$137,150,736	\$226,869,312	\$244,859,902	\$191,157,995	\$168,241,383	\$93,241,383

# Oakland's Investment Needs

Goal: reduce unsheltered homelessness **by 50% in five years\***  
*\* can be adjusted as needed*

Program	Total 5 Year Cost	% of Total New Investment	Average Cost per Year
Targeted Prevention	\$112M	10.5%	\$22.3M
Permanent Housing Solutions	\$649M	61.2%	\$130M
Interim Housing	\$300M	28.3%	\$60M
Total Cost	\$1.06B		

*All Home System Model*

- Prevention is a relatively **small cost of the overall investment** needed in the system
- Without increasing prevention investment, overall system costs increase by over **\$200M over 5 years**

# Proposed Investment Framework

Program Interventions	FY 24-25 % Allocation	Proposed % Allocation
Homelessness Prevention: Targeted Prevention	1%	8%
Unsheltered Services: Street Outreach, Access & Navigation Centers	4%	8%
Interim Housing: Congregate & Non-Congregate	39%	28%*
Permanent Housing: Permanent Supportive & Dedicated Affordable (ELI), Shallow Subsidies, RRH, OPRI	56%	52%**
Supportive Services Only: Case Management, Housing Navigation, Employment & Income Support	0%	4%
<b>Total</b>	<b>100%</b>	<b>100%</b>

\*4% allocation to congregate emergency & winter shelters

\*\*34% allocation to PSH & Dedicated Affordable Housing/ELI

# Questions

- 1. What are your thoughts on the allocation of the proposed investment framework?**
- 2. Are there areas you would want to see more or less investment allocation?**
- 3. What may be missing from the investment framework?**
- 4. What tradeoff do you see in the proposed investment framework?**

# Questions

- 5. If you could invest \$500,000 of Measure W toward one of these solutions for diversion, what would it be? and Why?**
- 6. Considering short-term rental support, long-term rental support, Deeply Affordable Housing, and Permanent Supportive Housing, where do you think we currently have the greatest shortage in relation to population need?**

# Next Steps



# Part I Summary

## Key Takeaways



1. Poverty and **systemic racism are driving homelessness**
2. Homelessness is rising due to **imbalance between inflow & outflow**
3. The **Homeless Response System** has **many different programs** intended to meet diverse needs of our unhoused population.  
**These are grouped into:**
  1. Homelessness Prevention
  2. Unsheltered Services
  3. Emergency Shelter & Interim housing
  4. Permanent Housing
4. The need is great. The system requires **simultaneous investment** across interventions **to reduce homelessness** over time.

# **Part II – Next Steps**

## **Data Analysis**

- Program Access by Race/Ethnicity
- Housing Outcomes and Return Rates by Program Type by Race/Ethnicity

## **Stakeholder Engagement**

- Focus Group, deeper dives into implementation considerations, etc.

## **Investment Plan**

1. Homelessness Prevention
2. Unsheltered Services – Street Outreach
3. Emergency Shelter & Interim Housing
4. Permanent Housing – Dedicated Affordable & Permanent Supportive

## **Final Program Recommendations**

# Timeline



Month	Activities
June	<ul style="list-style-type: none"><li>• <b>Present Grounding Data &amp; Findings at Commission on Homelessness</b></li><li>• Racial Equity Program Assessments &amp; Impact Analysis</li><li>• Measure W Advocacy</li></ul>
July	<ul style="list-style-type: none"><li>• Conduct Homelessness Strategic Plan Focus Groups</li></ul>
August	<ul style="list-style-type: none"><li>• <b>Draft Framework Plan</b> and Refinement</li></ul>
September	<ul style="list-style-type: none"><li>• Final Framework Plan Delivery</li><li>• Presentation #2 to Commission on Homelessness<ul style="list-style-type: none"><li>• Wednesday September 24<sup>th</sup>, 2025, at 5pm</li></ul></li></ul>

# Thank You

