

CITY OF OAKLAND

AGENDA REPORT

TO: Jestin D. Johnson
City Administrator

FROM: Emily Weinstein
Director, Department of
Housing & Community
Development

SUBJECT: Homelessness Prevention Program
Extension

DATE: March 20, 2025

City Administrator Approval


Jestin Johnson (Mar 25, 2025 13:19 PDT)

Date: Mar 25, 2025

RECOMMENDATION

ADOPT A RESOLUTION AMENDING RESOLUTION NO. 90475 C.M.S., WHICH AUTHORIZED FUNDING FOR THE HOMELESS PREVENTION PILOT PROGRAM GRANT TO BAY AREA COMMUNITY SERVICES, INC. FOR A TOTAL AMOUNT NOT TO EXCEED FOUR MILLION DOLLARS (\$4,000,000.00) AND GRANT TERM THROUGH JUNE 30, 2026 TO:

- (1) EXTEND THE GRANT TERM TO JUNE 30, 2027;**
- (2) INCREASE THE AUTHORIZED GRANT AMOUNT TO A TOTAL AMOUNT NOT TO EXCEED FIVE MILLION DOLLARS (\$5,000,000.00) AND ALLOCATING PREVIOUSLY BUDGETED FUNDS TO BACS' HOMELESS PREVENTION PILOT PROGRAM; AND**
- (3) AUTHORIZE THE CITY ADMINISTRATOR TO ACCEPT, APPROPRIATE, AND INCREASE THE GRANT AGREEMENT USING ANY STATE, FEDERAL, LOCAL, AND/OR PRIVATE FUNDING THAT BECOMES AVAILABLE FOR BACS' HOMELESS PREVENTION PILOT PROGRAM DURING THE TERM OF THE GRANT AGREEMENT, WITHOUT RETURN TO COUNCIL**

EXECUTIVE SUMMARY

Bay Area Community Services, Inc. (BACS) and a consortium of community partners administers the Homelessness Prevention Pilot Program (HPP). HPP was launched in 2023 as a data-driven approach to reduce the flow of residents – especially Black men – into homelessness. According to the [2024 Point-in-Time Count](#), on a given night in Oakland, 5,490 people are experiencing homelessness and 67% are living outside or in vehicles. Black Oaklanders experience the greatest inequity in homelessness: 52.5% of the unhoused population is Black when Black Oaklanders represent only 21.8% of the general population.

HPP provides evidence-based, targeted prevention services to those most at-risk of experiencing homelessness including emergency financial assistance, case management, and supportive services. A February 2025 evaluation by Stanford University and the University of Pennsylvania, "[Oakland's Targeted Homelessness Prevention Pilot](#)" (**Attachment A**), highlights the effectiveness of the program, including the successful ability to efficiently reach the target population.

The City has to date provided \$4.3 million to support the current HPP grant, which has enabled the program to thus far serve 374 households. The proposed resolution would authorize the City Administrator to enter into an agreement with BACS to continue to administer the HPP through June 30, 2027. This proposed resolution would also allocate \$1 million in funding already present in the Housing & Community Development Department's FY 24-25 budget to increase the funding for this high-impact program. This resolution would furthermore provide staff the flexibility to accept and deploy additional funds to support the HPP if state and federal grants funds or other funding sources become available for this purpose. As many Oakland residents are severely burdened by housing costs, the universe of potential HPP beneficiaries is significantly larger than the number of clients the program has had funding to serve. This resolution would allow staff to add available funding sources to this grant agreement to better serve this unmet need and prevent Oaklanders from falling into homelessness.

BACKGROUND / LEGISLATIVE HISTORY

BACS and its program partners provide critical homelessness prevention services to those households most at risk of experiencing homelessness. Following a competitive Request for Proposal (Attachment B), BACS and its program partners were selected to administer the Homelessness Prevention Pilot Program. Program partners include the following community-embedded organizations:

- East Oakland Collective
- The Unity Council
- Eviction Defense Center
- Black Cultural Zone
- East Bay Community Law Center
- 211

These trusted organizations conduct outreach and leverage their networks and community relationships to reach those most at risk of becoming homeless. These community partners play a critical role not only in reaching highly vulnerable households but providing one-on-one support and assistance to complete applications and gather required documentation.

HPP uses an evidence-based, equity-driven approach and prioritizes applications based on factors research shows to be most predictive of homelessness risk to reach households most at risk of experiencing homelessness, especially Black men. **Applications are not processed on a first come, first served basis** but by the calculated risk of homelessness. Once an application is submitted, BACS uses an evidence-based prioritization system to assign points based on known risk factors such as:

- Prior experience of homelessness,
- Criminal justice system involvement,

- Leaseholder status,
- Zip code,
- Income and housing costs

The initial \$2.3 million funding for BACS to launch HPP was provided through \$1.6 million of Community Development Block Grant funds, approved as part of the Annual Action Plan and \$750,000 in General Purpose Funds per the City of Oakland FY 2022-23 Mid Cycle Budget (authorizing [Resolution Nos. 89283](#) C.M.S. and [89377](#) C.M.S). In FY 2023-2024, in addition to the City of Oakland funds, philanthropic funding was leveraged to serve an additional 900 households, reflecting the urgency of expanding prevention efforts. These households were highly vulnerable and in precarious housing situations, but the City funds were used exclusively for the most at-risk households.

On October 15, 2024, the City Council approved [Resolution No. 90475](#) C.M.S., which authorized an additional \$2 million in Affordable Housing Trust Funds for BACS to continue the HPP.

ANALYSIS AND POLICY ALTERNATIVES

At current service rates, the HPP will exhaust its funding no later than spring 2025. This resolution will provide an additional \$1 million to fund HPP operations for an additional portion of 2025 using funding already available in the Housing & Community Development Department's FY 2024-25 budget and authorize a corresponding amendment to the grant agreement with BACS. This resolution will advance the City's Housing, Economic, and Cultural Security Priority by continuing to provide critical homelessness prevention services to help address the homelessness crisis.

Since the beginning of the HPP, staff have sought to identify additional state, federal, and private resources that could supplement the City's direct investment in the HPP. This resolution will provide staff with the flexibility they need to quickly deploy any such resources that become available in future. Although state and federal resources for homelessness prevention have historically been limited, staff will continue to advocate for increased funding and explore regulatory flexibility for existing funding sources.

Since launching the HPP in September 2023, BACS has served 374 Oakland households on the brink of homelessness. During a follow-up survey, **85% of households served report that without the assistance, they would have lost their housing.** An evaluation conducted by Stanford University showed 91% of those assisted maintained their housing.

Seventy-five percent of clients served in FY 2023-24 were Black or African American. Racially disaggregated data from the 2024 Point-in-Time Count shows 52% of the unhoused population is Black or African American, compared to being just 21% of the general Oakland population. According to the latest available report, zip codes with the most applications received are 94605 (17%), 94621 (16%) and 94601 (13%).

FISCAL IMPACT

The proposed resolution will authorize a grant extension for operating the HPP through June 30, 2027. The \$1 million allocated via this resolution is available in the Affordable Housing Trust Fund (1870), Homeless Prevention Pilot Project (1007395). Any additional City funding is contingent on availability and may be dependent on the adoption FY 2025-2027 biannual budget.

The proposed resolution also authorizes to increase the not to exceed amount of the BACS grant by an amount corresponding to any additional local, state, federal, or private funding that becomes available for the Homeless Prevention Pilot Program. These funds will be accepted and appropriated in a Grant Fund to be determined and Project to be determined.

PUBLIC OUTREACH / INTEREST

Prior to the launch of the Homelessness Prevention Pilot (HPP) program, Oakland HCD initiated an interdepartmental working group in summer 2022 consisting of the Human Services Department, the Department of Race and Equity, the City Administrator's Office, and the Mayor's Office to explore the City's approach to addressing housing instability. The team quickly learned that the City's primary focus had been on eviction defense, but that there had not been intentional, data-driven targeting to address racial disparities.

In response, Oakland HCD partnered with academic research teams at Stanford University's Changing Cities Research Lab and the Housing Initiative at Penn via the University of Pennsylvania to explore the causes of housing instability more deeply. The academic research team therefore conducted eighty (80) interviews with very- and extremely low-income residents (those who earn between 0-50% and 0-30% of the Area Median Income, respectively) to better understand the barriers they face in accessing and maintaining housing. About one-third of the residents interviewed did not hold a formal rental lease. This meant they were housed but were informally/unstably living with family members or friends. The final interview sample consisted of the following participant demographics:

- 21 Black
- 22 Asian/Pacific Islander
- 21 Hispanic
- 16 White

Respondents came from all major neighborhoods including West and Deep East Oakland, Fruitvale, Downtown and Central Oakland/Chinatown, and the Elmhurst areas. Each interview lasted between 1-1.5 hours and were conducted in English, Spanish, Cantonese, or Mandarin. All participants were compensated with \$40 gift cards and were recruited through flyers and in-person conversations at BART stations, public libraries, food banks, grocery stores, community organizations, religious institutions, and more. In the interviews, residents were asked about their rental histories, living arrangements, housing conditions, finances, and more. About six months after the first interview, participants were contacted to engage in a follow-up survey to gauge how their experiences changed over time. More detailed information and high-level

results from the interviews may be reviewed in the Changing Cities Research Lab's February 2023 report, "[The State of Housing Insecurity in Oakland](#)."

The interviews not only identified contributing reasons for housing instability that the residents faced, but also illuminated a set of solutions and interventions that, in their opinions, would have helped them stay housed and stable. These learnings, along with data and lessons learned from previous City of Oakland initiatives such as Keep Oakland Housed, Oakland Housing Secure, the Emergency Rental Assistance Program (ERAP), provided best practices to combat housing insecurity and stem the flow of residents into homelessness. With this knowledge, Oakland HCD worked closely with its academic and community-based experts in the field to co-design an evidence-based, highly targeted program to reach those most at risk of losing their housing (Black men with former experiences being unhoused, experience in the criminal justice system, and other critical factors). Oakland HCD then released the program Request for Proposal (RFP) in fall 2022 that reflected this program design.

COORDINATION

This report was completed in coordination with the City Attorney's Office and Finance Department.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

To date, the HPP served 374 households most at risk of experiencing homelessness. In a participant survey, 85% of those assisted said that without the support of the program, they would have lost their housing. A February 2025 evaluation by Stanford University and the University of Pennsylvania (Attachment A) highlights the effectiveness of the program, including the successful ability to efficiently reach the target population.

SUSTAINABLE OPPORTUNITIES

Economic: The Homelessness Prevention Pilot (HPP) program provides emergency financial assistance and wraparound supports to keep people housed. For HPP participants at risk of homelessness due to a short-term economic shock, like an injury or job loss, the HPP helps participants weather the short-term financial emergency, regain employment, and remain stably housed.

Environmental: By reducing entries to homelessness, the HPP will reduce the environmental impacts of unsheltered homelessness.

Race & Equity: Black Oakland residents are disproportionately experiencing homelessness. HPP prioritizes those most at risk of homelessness, including Black men, with prior homelessness and/or criminal justice system involvement, from zip codes with high levels of housing instability, and provides stabilizing services to keep them housed. Seventy-five percent of participants identified as Black, which suggests the community-based outreach efforts and embedded-in-the-application prioritization tool are successful in reaching a pool of participants that reflects the broader at-risk population.

ACTION REQUESTED OF THE CITY COUNCIL

Adopt A Resolution Amending Resolution No. 90475 C.M.S., Which Authorized Funding For The Homeless Prevention Pilot Program Grant To Bay Area Community Services, Inc. For A total Amount Not To Exceed Four Million Dollars (\$4,000,000.00) And Grant Term Through June 30, 2026 To:

- (1) Extend The Grant Term To June 30, 2027;**
- (2) Increase The Authorized Grant Amount To A Total Amount Not To Exceed Five Million Dollars (\$5,000,000.00) And Allocating Previously Budgeted Funds To BACS' Homeless Prevention Pilot Program; And**
- (3) Authorize The City Administrator To Accept, Appropriate, And Increase The Grant Agreement Using Any State, Federal, Local, And/Or Private Funding That Becomes Available For BACS' Homeless Prevention Pilot Program During The Term Of The Grant Agreement, Without Return To Council**

For questions regarding this report, please contact Caleb Smith, Senior Policy Analyst, at (510) 590-6275.

Respectfully submitted,



[Emily Weinstein \(Mar 25, 2025 12:14 PDT\)](#)

Emily Weinstein
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Attachments (2):

- A. Keep People Housed Oakland's Targeted Prevention Pilot
- B. Homelessness Prevention RFP 11.14.2022

REPORT | February 2025

Keep People Housed: Oakland's Targeted Homelessness Prevention Pilot

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Introduction

In July 2023, the City of Oakland's Housing and Community Development Department, in collaboration with Bay Area Community Services, launched a Homelessness Prevention Pilot (HPP), also called Keep People Housed, as pandemic-era residential stability programs ended. The program was conceptualized as a lifeline for low-income tenants experiencing extreme housing instability by providing short-term financial assistance and resource coordination. In just over a year, the program received 3,915 applications and assisted 1,146 households. With funding from the City of Oakland, 374 households identified as being at high risk of homelessness were assisted; additional philanthropic support allowed the program to serve an additional 772 highly vulnerable households. The Changing Cities Research Lab at Stanford University and the Housing Initiative at Penn at the University of Pennsylvania served as evaluation partners, analyzing the program's operations and impact through program, survey, and interview data.

Key Findings

- The program conducted outreach in high-needs communities through partnerships with community-based organizations. Over fifty percent of applicants reported paying seventy percent or more of their income on housing costs, and twenty-four percent reported that they experienced homelessness in the prior two years.
- Eighty-five percent of survey participants who received assistance through the program agreed or strongly agreed that they would have lost their housing without the program's assistance. Eligible applicants who received assistance from the program experienced homelessness less often than those who did not; however, this may be due to pre-existing differences between the two groups.
- Some households who had encountered a temporary financial shock, like a job loss or injury, before applying reported increased confidence in their ability to maintain stable housing going forward following assistance from the program. Other households faced long-term barriers, including disability and caregiving responsibilities, to maintaining stable housing and would benefit from longer-term support.
- Waiting times hampered the program's ability to provide crucial emergency assistance to the highly vulnerable population it aimed to support. Applicants who applied with the support of a community-based organization were more likely to receive assistance through the program relative to other applicants. Utilizing community partnerships and ensuring staff capacity to process applications quickly should be a priority for policymakers and program administrators when designing support programs for at-risk households.

Program Context

Over the last two decades, rent has become increasingly unaffordable nationwide. Between 2000 and 2023, median rent prices rose by 32% across the U.S.¹ Consequently, the number of households spending more than half of their income on housing costs reached a record high of 12.1 million households in 2022.² Black renters, in particular, have borne the brunt of this sharp increase in housing costs. In 2023, fifty-six percent of Black renter households nationally spend over 30% of their income on housing, compared to 53% of Hispanic or Latino/a households, 46% of White households, and 43% of Asian households.³ These rising housing costs exacerbate racial and economic inequality.

These national trends are especially pronounced in

Oakland, where the median rent has increased by 50% over the last two decades. In 2020, 75% of Black renters in Oakland spent more than 30% of their income on rent, compared to 52% of Hispanic or Latino/a households, 37% of White households, and 45% of Asian households.⁴ Beyond stretching the household budgets of Oakland residents, high housing costs have been one force driving displacement and remaking the city. Nearly every neighborhood in Oakland showed signs of gentrification between 2000 to 2018. During that same period, the Black population in Oakland declined by over one-third.⁵ Among the low-income residents who have remained, the experience of homelessness has become increasingly common; from 2015 to 2024, the homeless population in Oakland grew from 2,191 to 5,485.⁶

¹ Figures adjusted for inflation.

U.S. Census Bureau, *Table B25064*, 2023.

U.S. Census Bureau, "*Median Gross Rent (Dollars)*," 2023.

² Joint Center for Housing Studies, *America's Rental Housing 2024*.

³ U.S. Census Bureau, "Nearly Half of Renter Households Are Cost-Burdened, Proportions Differ by Race."

⁴ U.S. Census Bureau, "Nearly Half of Renter Households Are Cost-Burdened, Proportions Differ by Race."

⁵ Hwang, Gupta, and Shrimali, "Neighborhood Change," Federal Reserve Bank of San Francisco Community Development Working Paper 2021-1.

⁶ City of Oakland, *Addressing Homelessness in Oakland*, 2021, 4. Alameda County Health Housing and Homelessness Services, *Alameda County 2024 PIT Homelessness Report*, 2024, 21.

The Homelessness Prevention Pilot

Beginning in 2023, the City of Oakland partnered with Bay Area Community Services (BACS) to launch the Homelessness Prevention Program (HPP), also known as Keep People Housed. The program began accepting applications in late July 2023, just after the COVID-era eviction moratorium in the City of Oakland ended and as the City neared the end of the process of administering federal Emergency Rental Assistance Program (ERAP) funds. The homelessness prevention program utilizes the administrative infrastructure of Keep Oakland Housed to provide highly targeted short-term financial and legal support as well as resource coordination. Keep Oakland Housed launched in 2018 and provided short-term financial assistance alongside resource coordination and legal services through a partnership between BACS, Catholic Charities East Bay, and the East Bay Community Law Center.

A recent large-scale survey of people experiencing homelessness in California found that the most common reason that people cited for losing their housing was an inability to pay rent.⁷ A study in neighboring Santa Clara County found that offering households an average of \$2,000 of financial assistance reduces homelessness by 3.8 percentage points, down from a base rate of 4.1%, measured at six months after the intervention.⁸

To identify households at the highest risk of experiencing homelessness in the short term, or those who were in the most dire need of assistance, HPP utilized a data-driven prioritization tool developed by BACS. The tool identifies multiple risk factors for homelessness, including previous experience of homelessness and justice system involvement, alongside factors that may make an instance of homelessness particularly damaging to a household

(such as the presence of children).⁹ The prioritization tool categorized applicants into three risk levels: Tier 1, the most vulnerable (22% of all applicants); Tier 2, highly vulnerable (44%); and Tier 3, vulnerable (34%). Given the resource constraints of the program, only applicants in Tiers 1 and 2 were eligible for assistance, with the program designed in such a way as to provide more intensive case coordination and higher levels of financial assistance to applicants in Tier 1 relative to applicants in Tier 2. In line with the City of Oakland's priority to support the highest needs group, City funding was primarily used to support the Tier 1 applicants.



The Keep People Housed Logo

The pilot program received \$6.8 million from the City of Oakland as well as \$5.7 million from philanthropic contributions, allowing the program to provide financial assistance to 1,146 households. The median payment was \$5,798 and could cover rental arrears, prospective rent, utility expenses, and, in some cases, moving costs or other immediate costs to facilitate longer-term stability. The pilot also provided tenants with case coordination, including resources and referrals to other benefits, resources including job development and legal services. **APPENDIX A** describes various aspects of the intervention model in detail.

Throughout the evaluation, program staff and leadership reported that Tier 1 and Tier 2 tenants had high arrears and an urgent need for assistance. Case coordinators reported that they ultimately ended up providing Tier 1 and Tier 2 applicants with similar levels of case coordination and resources (assisted Tier 1 applicants received a median of

7 The California Statewide Study of People Experiencing Homelessness (CASPEH), conducted by The University of California, San Francisco Benioff Homelessness and Housing Initiative (BHII). https://doi.org/10.1162/resLa_OI344

8 "Do Homelessness Prevention Programs Prevent Homelessness? Evidence from a Randomized Controlled Trial." Phillips, David and James Sullivan. *Review of Economics and Statistics*. May 2023. https://doi.org/10.1162/resLa_OI344

9 EveryOneHome, *Homelessness in Alameda County: 2018 Strategic Plan Update*, 2018. <https://everyonehome.org/wp-content/uploads/2018/12/EveryOne-Home-Strategic-Update-Report-Final.pdf>

\$5,578, Tier 2 applicants a median of \$5,848). As a result, throughout the evaluation, we collectively refer to Tier 1 and Tier 2 applicants as prioritized applicants and discuss the intervention as a single program.

Evaluation Approach

The City of Oakland's Department of Housing and Community Development partnered with the Changing Cities Research Lab (CCRL) and the Housing Initiative at Penn (HIP) to evaluate the pilot. The research partnership between the City of Oakland, CCRL, and HIP was funded by Stanford Impact Labs, which provides funding to link social scientists with non-academic partners to tackle social problems.

This report relies on data collected between July 2023, when the program began accepting applications, and October 2024, when the research team administered a final round of surveys to program applicants and recipients. Leading up to and throughout this period, the research team met regularly with Oakland's Department of Housing and Community Development and BACS staff to discuss the on-the-ground implementation of the program and to share real-time analytics. This partnership and collaboration between program leadership and the independent research team allowed for a deeply embedded evaluation that adapted to and addressed changes in implementation that occurred during the pilot period. In addition to this informal and ongoing dialogue with program leadership, the research team also had broad access to application and program data, conducted longitudinal survey and interview work with applicants to the program, conducted interviews and focus groups with program staff, and drew on consumer credit data to measure the economic and housing stability of the neighborhoods the program served. A detailed description of the data used in our evaluation can be found in **APPENDIX B**.

The findings presented throughout the report are descriptive rather than causal. The program and evaluation design did not include a control group. Instead, the study team used the ongoing waitlist to compare those households who received financial assistance to those who had applied

but had not received this type of assistance.¹⁰ While this comparison provides insight into how assistance impacts households, the findings are limited due to systematic pre-existing differences between those who went on to receive assistance and those who did not. Some prioritized applicants did not receive funding after three months because of eligibility or communications issues, or because they found assistance through other programs. A discussion of the limitations of this approach is included in **APPENDIX C**, and a table that compares characteristics of the survey and interview respondents and the greater applicant pool is presented in **APPENDIX D**.

Program Findings

Outreach

The program was designed to provide financial support and case management to households on the verge of experiencing homelessness. To reach renters at high risk of falling into homelessness, BACS partnered with five community-based non-profits, including A.L. Willis Life Center, Black Cultural Zone, East Oakland Collective, Safe Passages, and Unity Council, to target outreach to highly vulnerable communities and assist tenants with submitting applications. BACS also partnered with two local legal support partners, East Bay Community Law Center, and Eviction Defense Center, to provide tenants with legal services. Program partners shared information about the program and assisted with applications in high-needs neighborhoods. Twenty-three percent of program applicants reported learning about the program through a community-based organization, and fifteen percent applied with the help of one of these organizations. Many interviewees highlighted positive interactions with these organizations.

Applicants also reported learning about the program through 211 or 311 (24%), from their landlord (16%), or at a local government (8%), or coordinated entry point (6%), which are organizations that offer points of entry to the centralized homelessness response system.

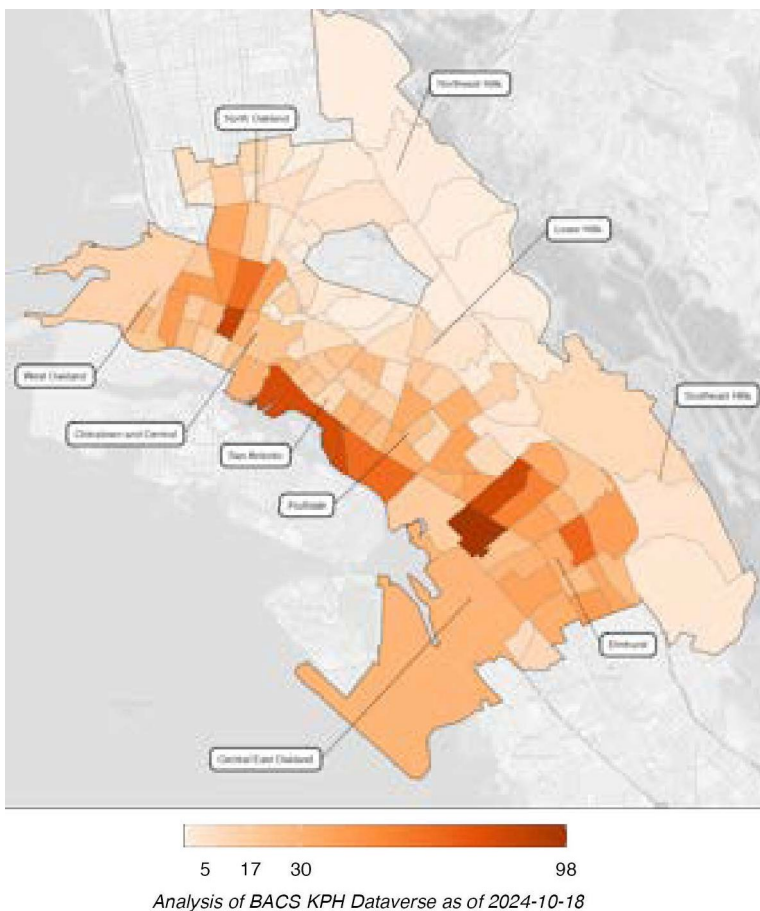
¹⁰ Seventy Tier 1 and Tier 2 households were offered nonfinancial services but did not receive financial assistance through the program. These households were not considered as assisted in our analysis.

'The folks at East Oakland Collective make you feel comfortable talking to them about things that you're going through. The assistance is great, because it gives you a good shot to get everything back in order in your life. It is actually a piece of kindness, because you meet other people that's going through the same thing that you're dealing with. I want to say it's good vibes ... What I love about it, it's right in the neighborhood. It's in Oakland.'

- **Aaron**, a 51-year-old Black man, who connected with the program through a community partner.

Quote has been edited for length and clarity.

FIGURE 1
Number of Prioritized Applicants per Census Tract



Population Served

The prioritized tenants predominantly resided in census tracts in East Oakland, around Fruitvale, and Downtown (**FIGURE 1**). The program's outreach and prioritization targeted areas with the most urgent needs, focusing on regions highly susceptible to displacement. Over half of the prioritized applicants (55%) came from census tracts that were classified as most vulnerable to displacement by the City of Oakland's Department of Transportation Geographic Equity Toolbox.¹¹

Further, 43% of prioritized applicants were from areas with the highest levels of outmigration among financially unstable households between June 2023-June 2024, based on consumer credit data; **FIGURE 2** shows a map of neighborhoods ranked by levels of outmigration. Finally, 60% of applicants came from ZIP codes identified as having high levels of renter vulnerability. Many of the neighborhoods with the highest risk of displacement are disproportionately Black (See **FIGURE 3**). As a result, most applicants to the program were Black.

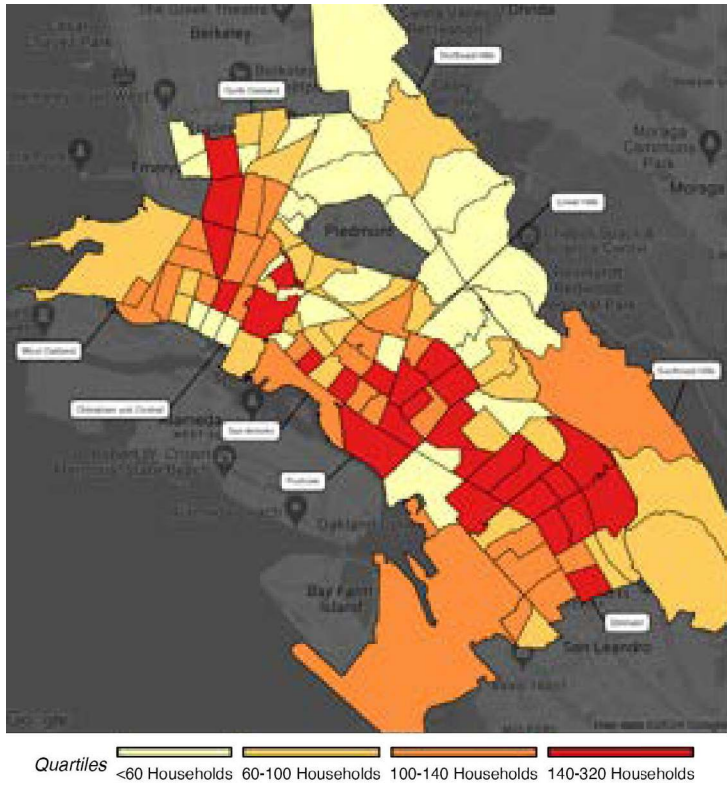
The program reached renters highly vulnerable to housing insecurity in Oakland. Over half (53%) of applicants across tiers reported paying 70% or more of their income on housing costs, which is well beyond being severely cost-burdened. Furthermore, 24% of applicants reported experiences of homelessness in the prior two years, 18% of survey respondents were living in overcrowded conditions (defined as more than two people in each room), 23% of applicants reported that a member of their household had a disability, and 85% of baseline survey respondents reported having borrowed money from family or friends in the prior three months to meet basic needs.

Housing instability in Oakland is deeply racialized, with experiences of marginalization

¹¹ The OakDOT Geographic Equity Toolbox, developed by The City of Oakland Department of Transportation based on 2019 5-Year ACS estimates. <https://www.oaklandca.gov/resources/llilli.QQ!-geographic-equity-toj|box>.

FIGURE 2

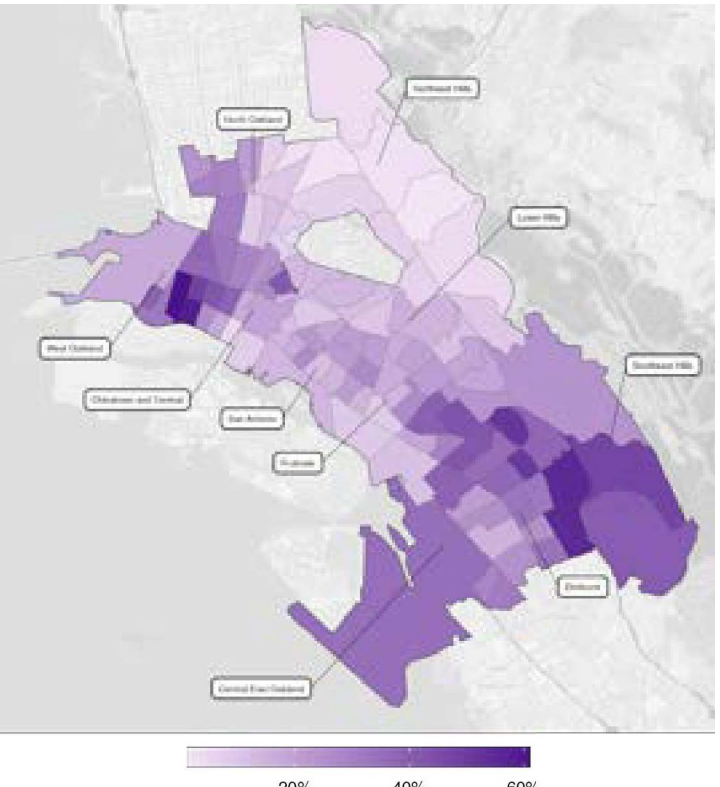
Number of Extremely Low-Income and Very Low-Income Households Who Moved Out of Their Neighborhoods Between June 2023 And June 2024



Source: Federal Reserve Bank of New York Consumer Credit Panel/Equifax Data.

FIGURE 3

Percent of Non-Hispanic Black Population by Census Tract



Source: 2017-2021 American Community Survey Data

TABLE 1 Condensed Table of Applicant Characteristics and Vulnerabilities

Characteristic	Count overall	Percent overall	Count prioritized	Prioritized rate	Count prioritized and assisted	Prioritized and assisted rate
Overall	3,915	100.0%	2,603	66.5%	1,117	28.5%
Race and Ethnicity						
Hispanic or Latino/a	740	18.9%	512	69.2%	236	31.9%
Black alone or in combination	2,557	65.3%	1,715	67.1%	750	29.3%
Household Characteristics						
Non-English language	330	8.4%	225	68.2%	117	35.5%
Household member with disability	910	23.2%	724	79.6%	324	35.6%
Applying with fixed income	460	11.7%	318	69.1%	133	28.9%
Applying while experiencing homelessness	461	11.8%	396	85.9%	67	14.5%
Household member arrested or incarcerated in last 2	266	6.8%	227	85.3%	89	33.4%
Children in household	1,916	48.9%	1,427	74.5%	662	34.6%
Unlawful detainer	316	8.1%	254	80.4%	96	30.4%
Living without a lease	368	9.4%	345	93.8%	84	22.8%

Source Keep People Housed Application Database
See APPENDIX E for expanded tables.

intersecting and compounding for many low-income renters. For example, 69.9% of applicants who had a household member who was incarcerated in the past two years were Black, reflecting the reality that factors associated with experiencing homelessness particularly impact Black households. Likewise, Hispanic or Latino/a applicants report living without a lease at higher rates than other groups, and due to that and other vulnerabilities tend to be prioritized for funding.

Services Offered by the Homelessness Prevention Pilot

The pilot aimed to stabilize households identified as highly vulnerable to homelessness by offering one-time financial assistance alongside services. Central to this approach is the program's staff of coordinators, who work directly with clients to process applications, obtain documentation when needed, understand the situations and needs of prioritized households, and coordinate services as needed, including referrals to job development, legal services, housing navigation, and help accessing other benefit programs such as CalFresh. Around 80% of the applicants interviewed reported that working with a case coordinator was helpful, though some also noted issues with the

"I start with a phone call to ensure that we create a connection, provide them space to share their stories. Based on their stories, then/ will create a checklist of different resources that they could potentially take advantage of in their situation.

The situations could vary. It could be someone is homeless, so the first thing is looking into shelters, then looking into affordable housing. Are you employed? Let's get you a referral.

Since it's individualized, each application will take me different routes. Many things do not have simple solutions, so applications could carry on for months, and people are still kind of reaching out, following up."

- Case Coordinator

Quote has been edited for length and clarity.

consistency of communication.

The program used most of its resources on rental assistance, which commonly covered arrears. Often, coordinators and/or legal partners work with clients and their landlords to have a portion of the rental arrears forgiven or to set up a payment plan. In almost all cases, rental assistance provided by the program was paid directly to a client's landlord, although, occasionally, payments were made directly to tenants. In addition to covering rental arrears, the financial assistance was structured flexibly. This flexibility allowed the program to assist with utility costs, moving expenses, and other expenses to promote stability. One interviewee described the role that this flexible financial support played in reducing their stress and allowing them to pursue longer-term stability. **APPENDIX G** further details the services provided through the program.

"I would say everything is different, because it takes a lot of pressure off you. With them, they paid my PG&E. They paid my water bill. They paid my past-due rent, and they paid the registration for my car. All those things gave me less stress. It allowed me to focus on other things that needed my attention."

- Gina, a 42-year-old Black woman

Stability After the Intervention

Three months after receiving assistance, the vast majority of prioritized survey respondents (85%) agreed or strongly agreed that they would have lost their housing without the assistance provided by the program. Likewise, descriptively, prioritized applicants who received financial assistance from the program were less likely to experience homelessness in the following months relative to prioritized applicants who did not receive assistance through the program. Thirty percent of prioritized survey respondents who had received assistance reported that they had experienced homelessness in the three months prior to followup, compared to 61% of prioritized survey respondents who had not received assistance.

While promising, the variation in outcomes between the two groups are descriptive and some variation may be explained by pre-existing differences between the groups. Specifically, prioritized survey respondents who went on to receive funding through the program were less likely than their non-funded counterparts to report experiences of homelessness in the prior six months when they initially applied for assistance (32% versus 56%). This suggests that the group that received funding through the program may have been relatively more housing secure while also displaying many factors that put households at high risk of homelessness. The group that did not receive funding included applicants BACS could not make or maintain contact with, those not eligible for the program, and those who found assistance through alternative means (see APPENDIX C for a more complete discussion).

The research team also analyzed differences in the number of times applicants who applied to and received funding from the program appeared in the Homeless Management Information System (HMIS), a database that records when people interact with homeless services providers in Alameda County. As in the analysis of the survey data, prioritized applicants who received assistance were compared to prioritized applicants who did not receive assistance. In the period 90-120 days after applying, 1.1% of assisted applicants matched to HMIS compared to 1.3% of unassisted applicants.

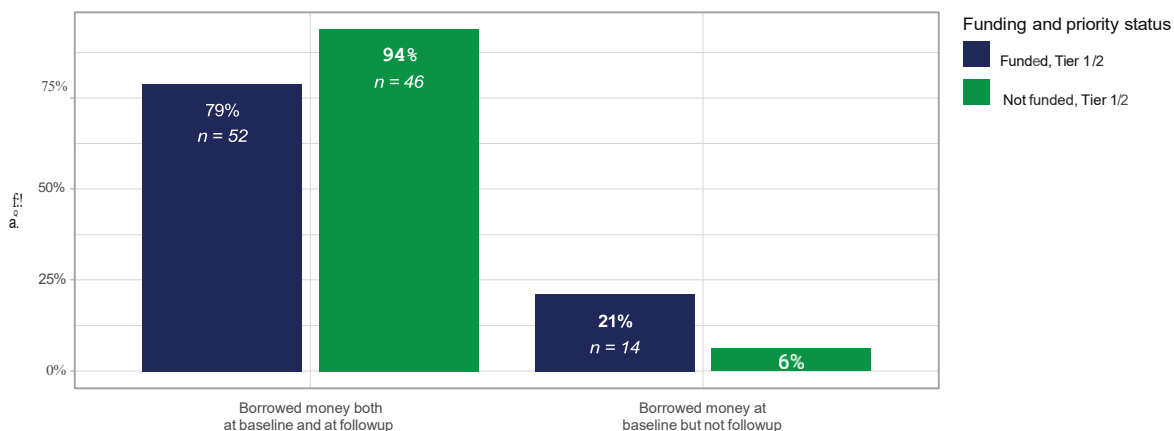
While there is a modest numeric difference between the groups post-application, the analysis also showed that applicants who went on to be assisted may have already been less likely to appear in HMIS before applying (2.2% in the 30 days before applying for assisted applicants, vs. 2.7% for unassisted applicants). In the 30 days immediately after the application, applicants who went on to be assisted-excluding the few who were assisted within 30 days-were much less likely to appear in HMIS compared to those who did not go on to be assisted (1.1% vs 3.5%). These preexisting differences make interpreting later differences difficult. Moreover, these findings suggest that experiencing homelessness after applying may correlate with not receiving assistance from the program, possibly because of the additional complexities of maintaining communication with unstably housed tenants.

Survey respondents who received assistance through the program were less likely than households who had not received assistance to report borrowing money from family or friends in the three months after receiving assistance. Survey respondents who had received assistance through the program tended to rate their health more poorly at follow-up relative to how they assessed their health at the time of applying compared to those who had not received assistance (see FIGURE 5). This negative association may be driven by relatively poor health among the target

FIGURE 4

Respondents who borrowed money from family and friends to cover basic living expenses

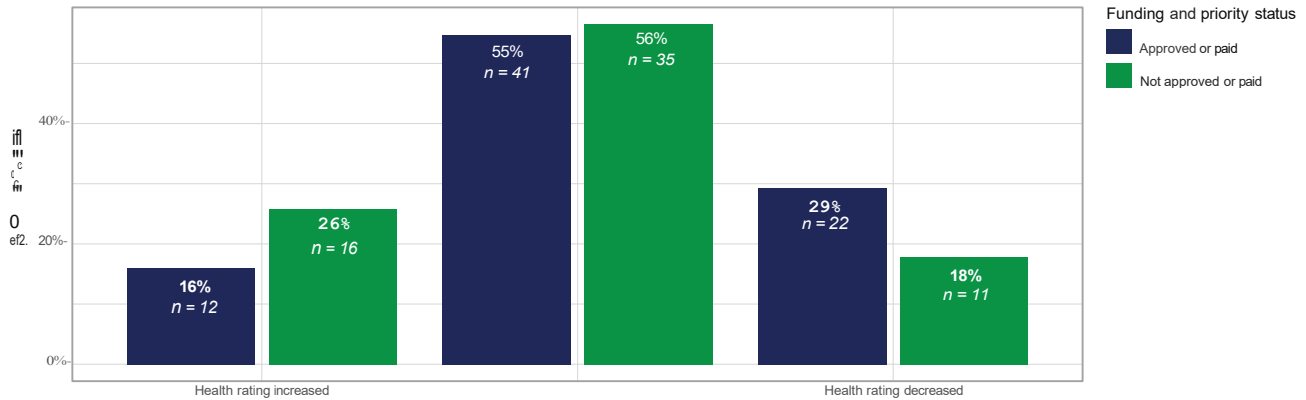
For respondents who reported having borrowed money at baseline



Source: HIP baseline and followup surveys: data as of 2024-10-18

FIGURES

Change in self-rated health between baseline and followup
For participants responding to both surveys



Source: HIP surveys of KPH participants, Tiers 1 & 2 only

population at large (42% of survey respondents rated their health as 'Fair' or 'Poor' at baseline) as well as a complex interaction between health, housing stability, and program access. Indeed, nearly half (45%) of the interviewees described health issues affecting their ability to work.

Experiences of Program Assistance

Interviews with applicants allowed the research team to understand the trajectories of individual households following their interactions with the program with more nuance. About half of the interviewed households reported that their confidence in maintaining their housing had increased after receiving assistance through the program. Many households who had increased confidence in maintaining their housing had applied for assistance following a one-time crisis, like a job loss; in contrast, those whose sense of housing stability did not improve following the intervention faced long-term barriers, including disability and caregiving responsibilities, to employment.

About half of the households who reported more confidence in maintaining their housing following assistance had encountered a temporary financial shock, like a job loss or injury. Because, like most low-income tenants, these households lacked a financial safety net, they fell behind on rent, putting them at risk of homelessness. Program assistance helped

these applicants pay off outstanding debt and focus on regaining stable employment. This was the case for West, a 57-year-old Black man who fell behind on rent after losing his job as a security guard. "If I didn't get [rent] paid, to be honest, I'm not sure what I would have done," he explained, "I was down to my last option."

Program assistance provided crucial support for many households with a temporary income shock as they found a new equilibrium. Mary, a 44-year-old mom of five, resigned from her job when she became pregnant and, as a result, she and her fiancé fell five months behind on rent. Receiving assistance was both helpful to the family in its own right and also relieved some stress allowing Mary's fiancé to increase his income.

"The assistance made it easier for us to breathe a little bit and to focus. It made it easier for my fiancé, for him to focus on certain jobs instead of just working just for rent, you know. He is able to pull more jobs. He's able to focus more. He can kind of breathe a little bit. Because mentally, physically, it takes a lot out of people to have to just focus on one bill and one bill only to try and catch up and then with the rest as well. So, yeah, a lot has changed."

- Mary

Quote has been edited for length and clarity.

Among the other interviewees who reported more stability following program assistance, many had found other ways to increase income, either through employment or other assistance programs, while others reported that the relief provided by the program was short-lived, accruing further rental arrears as the result of a temporary crisis before regaining employment.

None of the interviews who reported decreased or consistent confidence in maintaining stable housing following the intervention had this profile of having encountered a temporary crisis, accrued rental arrears, and then managing to regain employment. Rather, many of these households faced long-term barriers to working, such as a disability or caregiving responsibilities.

We estimate that 12% of program applicants lived on a fixed income, and 23% reported that a member of their household had a disability. These households, among others, likely require longer-term support than this prevention model is built to provide. This is discussed further in **Enhancing Homelessness Prevention**.

Waiting Times and Approvals

Before prioritized applications could receive services, a case coordinator would need to establish communication with a tenant and verify documentation. The average time during the evaluation period between when a household submitted an application and when they received funding was 87 days, with some groups of applicants, including those for whom English is a second language and those living without a lease, having longer average durations between submitting applications and receiving assistance. Additionally, program data shows that case coordinators

could not make or maintain contact with 18% of prioritized applications. This difficulty in establishing and maintaining contact with these households is likely driven by precisely the instability that the program seeks to address.

Case coordinators had particular difficulty establishing or maintaining contact with applicant households who reported living without a lease, being doubled up at the time of application, and experiencing homelessness in the prior two years. On the other hand, interviewees who reported feeling more confident in their ability to maintain their housing following the intervention experienced shorter wait times, being approved for assistance, on average, 74 days after applying. Long intervals between applications being submitted and approved may impact both the ability of prevention programs to reach the households it intends to target as well as the effectiveness of the assistance.

Applications submitted with the assistance of a community-based organization were less likely to become inactive and more likely to receive assistance through the program, even though waiting times were similar (62% of prioritized applicants supported by a community-based organization received assistance versus 43% overall). One program administrator explained that the applications submitted with a community partner's help were often more complete and so more streamlined to process. Many applicants who worked with a community-based organization had already received nonfinancial services from these partners, which also decreased the period between a case coordinator making initial contact with an applicant and financial services being approved.

TABLE 2 Condensed Table of Approval Rates, Waiting Times, and Percent of Applications to Become Inactive

Characteristic	Percent of prioritized applications that received assistance	Percent of prioritized applications to become inactive	Median days to approval of financial assistance
Total	42.9%	18.2%	87
Non-English language	52.0/o	12.4%	121
Experienced homelessness in last 2 years	32.4%	21.0/o	87
Applying while experiencing homelessness	16.9%	27.3%	104
Living without a lease	24.3%	26.1/o	93
Assisted by community partner agency	61.7%	12.7%	86

See **APPENDIX H** for a complete table.

Enhancing Homelessness Prevention

During the evaluation, the research team gained valuable insights into key factors shaping the effectiveness of homelessness prevention programs and the role that prevention can play in assisting households most impacted by the ongoing housing crisis.

Matching Targeting with Appropriate Services is Important for Prevention

HPP utilized on-the-ground partnerships with community-based organizations in tandem with a novel data-driven approach developed by BACS in collaboration with All Home to target assistance to households at the highest risk of experiencing homelessness and to determine the level of assistance households would receive. This approach targeted limited prevention services and minimized opportunities for administrator bias to emerge. Two-thirds of all applicants were identified as high need, and a third of those (22% overall) were classified as Tier 1 and extremely vulnerable to homelessness. The program initially planned to provide these applicants with more intensive case coordination and higher levels of financial assistance to Tier 1 applicants relative to Tier 2 applicants.

Throughout the program's operations, program leadership aimed to balance two priorities: serving the most vulnerable tenants, many of whom had complicated and overlapping needs, and using funds strategically by assisting clients for whom short term financial assistance and working with a case coordinator would allow for stabilization over the long term. Indeed, as the program progressed, BACS began targeting funds to the households identified as highly vulnerable, for whom there was also a visible pathway towards longer-term stability with one-time financial support and case coordination. Our work suggests that short-term assistance may be particularly effective in stabilizing households that have experienced temporary income shocks. Other approaches to prevention, such as long-term shallow subsidies, would likely better match the needs of other households at-risk of entering homelessness. Additional research in this area would guide policymakers and program administrators as they make difficult tradeoffs when designing and

administering resource-constrained emergency housing programs.

Reducing Wait Times Can Increase Program Equity and Efficacy

Homelessness prevention programs are designed to target and stabilize tenants at immediate risk of homelessness. However, the median time between applicants applying and receiving assistance from HPP was over ten weeks. The long period between an applicant initially applying and beginning to work with a case coordinator likely hampers the program's ability to provide crucial emergency support to the highly vulnerable population it was initially designed to support.

The impact of waiting times on the efficacy and equity of housing stability programs has been documented in academic work.¹² Waiting times can be particularly damaging in the context of homelessness prevention programs, where the aim is to intervene and support households at immediate risk of losing their housing. Given this early evidence, minimizing the impact of waiting times by utilizing community partnerships and providing resources to ensure ample staff capacity to process applications and provide resource coordination quickly should be a priority for policymakers and program administrators when designing emergency stabilization programs for high-needs households.

Long-Term Housing Affordability Solutions Can Benefit from Effective Homelessness Prevention Strategies

Consistent with other work on short-term financial assistance as a homelessness prevention strategy, our work demonstrates that this type of intervention can stabilize some households. Those who applied for and received assistance through the program were descriptively less likely to experience homelessness in the months following the intervention compared to those who did not receive assistance. Interviews with forty households revealed that many found the assistance helpful for maintaining housing after a one-time shock. However, others indicated that ongoing

¹² Phillips and Sullivan 2023.

housing support would be necessary for them to remain housed.

While working with applicants, case coordinators found that some applicant households required more long-term assistance than the program was designed to provide. For instance, some applicants entered the program with high rental arrears and were continuing to pay a high percentage of their income on housing costs. These applicants were offered support to make changes that would promote residential stability over the longer term, such as relocating to a more affordable unit, finding roommates, or engaging with the job developer to increase income. If an applicant was uninterested or unable to engage with these nonfinancial services that could promote longer-term residential stability, and a pathway towards affording rent was not clear, they were not offered financial support. However, they were given the option to re-engage with the program if/when they were able to engage with other services.

Some of these households had high rental arrears that the program was not able to support, including people with barriers to employment, such as pregnant, elderly, and disabled applicants. These tenants would likely benefit from an ongoing subsidy or another way to affordable housing; this is consistent with other work indicating that one-time assistance, while essentially stabilizing for some households in the short term, may not be able to stabilize highly vulnerable households in the medium to long term. A robust prevention program would take a variety of approaches to prevention and a streamlined process to match households with the programs and resources that best suit their needs. For example, the intake process would efficiently direct applicants to different prevention strategies, to meet the various needs of vulnerable households.

This high level of need exists despite ongoing action on displacement in Oakland. Both good cause eviction and the rent adjustment program provide robust protection for tenants in the city. In its 2023-2027 Strategic Action Plan, the City of Oakland made permanent supportive housing and extremely low-income housing top priorities for new Measure U

funding. Additional actions to shift rental dynamics in Oakland - such as expanding the stock of affordable housing and ensuring that all Oaklanders have the opportunity to make a living wage - are required to reduce the need for longer-term support for many of Oakland's low income renters.

Lessons Learned

During its pilot period of just over a year, the homelessness prevention program assisted 1,146 households, providing over \$6 million in financial assistance alongside resource coordination. The City of Oakland and BACS worked with the evaluation team throughout this period. This partnership provided administrators with insight into the program in real time.

Program assistance was highly targeted. Outreach was conducted in areas experiencing high levels of displacement, and the program employed a data-driven tool to identify households particularly likely to experience homelessness.

For many households, the financial assistance they received through the program was crucial. Eighty-five percent of applicants who received assistance through the program and responded to a survey three months after receiving funding indicated that they believed they would have lost their housing without aid from the program. Analysis of interview data indicates that many households who had experienced a temporary income shock reported increased confidence in maintaining their housing following receiving assistance. However, many households facing longer-term challenges expressed the need for long-term support.

The average period between a household applying to the program and receiving assistance was eighty-seven days. The program's long wait times likely impacted the program's ability to meet the needs of many households it sought to support. Providing more funding and resources for case coordination could help reduce waiting times, allowing the program to more effectively provide one-time assistance for tenants who have faced a short-term crisis. Additional capacity issues may be handled by making strategic

partnerships with subgrantees. Analysis of program data shows that prioritized applicants who applied with the assistance of a partner agency were more likely to successfully receive assistance through the program than those who did not, suggesting that hands-on and on-ground support may be valuable in ensuring that assistance successfully reaches highly vulnerable households.

The homeless population in Oakland more than doubled between 2015 and 2024. The homelessness prevention program provided assistance to housing-insecure tenants in Oakland to help them stay housed. Many low income tenants in Oakland and beyond face long-term housing instability and could benefit from ongoing housing support; short term assistance, like that provided by the homelessness prevention program, has a role to play in preventing low-income tenants from experiencing homelessness due to short-term crises.

ACKNOWLEDGMENTS

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Appendix A

Program Model

The homelessness prevention pilot model was conceptualized as providing short-term financial assistance and resource coordination to prioritized tenants. **TABLE 3** describes the various components of the intervention.

<p>Resource Coordination and Problem-solving</p>	<p>Case coordinators worked with clients to connect them to services to meet immediate and ongoing needs. This included helping clients complete the application and making sure that clients are enrolled for benefit services. Coordinators also assisted with budgeting, communicating with landlords, and formulating plans to reduce rent burden (such as moving or finding a roommate). Based on analysis of case notes, case coordinators often assisted tenants (131 of the data sample of 271 applicants) with communicating with third parties, such as family members, representatives, landlords, or non-profit workers. Case coordinators sometimes additionally offered clients gift and gas cards to meet immediate needs. In surveys, 80% of applicants who received help accessing benefits reported that this service was very or somewhat helpful.</p>
<p>Financial Assistance</p>	<p>The program could cover rental arrears, prospective rent, and in some cases, moving costs or other immediate needs to facilitate longer-term stability. In general, these payments were made directly to landlords. The median payment amount was \$5,798 for prioritized applicants. The program also sometimes assisted with utility bills, security deposits, car payments, and/or other miscellaneous living expenses.</p>
<p>Job Assistance</p>	<p>The Jobs Developer at BACS helped tenants find jobs. BACS also had a role for an Employment Coordinator who builds relationships and networks with employers in the community at job fairs. Due to constrained funding, one person managed both roles during the data collection period. Case notes describe case coordinators and the employment worker at BACS discussing employment goals with tenants, editing resumes, and sending employment referrals to companies. In surveys, 56% of applicants who received employment services reported that this service was very or somewhat helpful.</p>
<p>Housing Stabilization</p>	<p>Case coordinators at BACS also helped tenants locate affordable units. In case notes, case coordinators describe adding tenants to housing lists, connecting tenants with shelters, creating housing stability plans, and referring tenants to additional housing stability programs and services.</p>
<p>Legal Services</p>	<p>BACS partnered with the East Bay Community Law Center and the Eviction Defense Center to provide legal services to clients with active eviction cases and to refer clients to the program. Program funds were often used alongside legal services to settle active eviction cases. Case notes described case coordinators discussing habitability issues, like mold, with tenants and referring tenants to legal assistance organizations. In our surveys, 84% of applicants who received legal services reported that this was very or somewhat helpful.</p>

TABLE 3 Program Model

Appendix B

Data Sources

The research team had access to application and programmatic data, household geographic data, Consumer Credit Panel data, and matched Homelessness Management Information Systems (HMIS) data. The research team conducted longitudinal applicant surveys and longitudinal semi-structured applicant interviews.

Data Source	High-Level Description	Details
Application and Programmatic Data	Information collected by BACS through administering the application process (e.g., applicant demographics) as well as data created through the process of administering the program (e.g., payment amounts, services rendered, and approval dates).	As of the date of final data collection in October 2024, the program database included 4,482 records and 3,915 unique applicants, 3,617 of whom consented to sharing personally identifiable information (PII) with the research team.
Longitudinal Surveys of Program Applicants	<p>A baseline survey was conducted at the time of application. A follow-up survey was conducted 3 months after applicants received funding from the program. If applicants had not been assisted three months after application, then the survey was sent to them 3 months after applying to the program.</p> <p>The surveys were designed to assess applicant housing and financial stability, as well as health and well being, and to solicit feedback on program function.</p>	<p>At baseline, the team received 724 unique responses that matched to applications.</p> <p>At follow-up, the team received 486 unique responses that were matched to applications.</p> <p>While all follow-up survey responses were used for most analyses, the 166 unique responses from Tier 1 and Tier 2 applicants who completed both the baseline and follow-up surveys were used specifically in analyses that compared respondents' own answers across time (e.g., change in an individual's borrowing amounts over time).</p>
Applicant Household Geographic Data	BACS collected and shared applicant household geographic data at the time of application that the research team used to understand where in Oakland the program was providing assistance.	The research team had access to the census tract information of 3,912 applicants, representing 99.92% of the total applicant pool. Of this dataset, 4.11% of the addresses (32 in Tier 1 and 75 in Tier 2) were listed as homeless, or otherwise unfindable.
Applicant Case Notes	BACS' case coordinators took notes on communication and work with tenants.	The team analyzed 1,126 case notes describing 291 distinct Tier 1 applicants from July 2023 to August 2024. This represents 33.60% of the entire Tier 1 applicant pool.
Interviews with Applicants	In-depth, semi-structured interviews with applicants at the time of receiving assistance, and a few months after, provided the opportunity to understand applicants' experiences in greater detail, and hear their perspectives and reflections on the program.	Forty interviews were conducted with program applicants at roughly the time of receiving assistance or while waiting for assistance. A second round of interviews was conducted, following up with 23 of the same households, roughly 3 to 7 months after the first interview. Interview sampling focused on the most highly prioritized tenants who had received aid; such households represent 75% of the interview sample.
Interviews/Focus Groups with Service Providers	The research team conducted semi-structured interviews, focus groups, and informal conversations with program staff to understand challenges, successes, and lessons learned about program operations.	<p>The team interviewed:</p> <ul style="list-style-type: none"> • BACS' case coordinators • BACS' job developer/employment coordinator • Community partner organizations • Legal aid organizations
The Federal Reserve Bank of New York Consumer Credit Panel/Equifax Data	Through a partnership with the Federal Reserve Bank, CCRL used a large-scale anonymized dataset of Oakland residents' credit history to analyze citywide trends in residential instability.	A 5% random and anonymized sample of adult Oakland residents, tracking residential mobility, across Oakland. This dataset employs Equifax scores, proprietary credit scores which estimate the likelihood of an individual paying their debts without defaulting. The team used data describing the period from June 1, 2023, to June 1, 2024.
Homeless Management Information System	BACS matched applicants in Tiers 1, 2, and 3 to records in Alameda County's HMIS, and provided the research team with the dates in which applicants appeared in HMIS, both before and after their application to the pilot.	Between January 2019 and September 2024, 811 unique applicants (in Tiers 1, 2, and 3) appeared in HMIS in 2,461 instances. Our HMIS analysis only considered Tier 1 and Tier 2 applicants.

TABLE 4 Data Sources

Appendix C

Applicants Unfunded After Three Months

There are several reasons why an applicant may not have been funded after applying for the program.

- Many (more than 40% of unassisted applicants) had priority scores that were too low to meet BACS' prioritization requirements for assistance.
- BACS was not able to establish communication with approximately 20% of unfunded applicants. This widespread challenge in establishing communication likely reflects the instability of many of these applicants.
- About 20% of applicants in the unfunded group were: waiting to be contacted by a case coordinator; working with a case coordinator; or a case coordinator had tried to-but failed to maintain contact with-these applicants.
- An additional 10% of unfunded applicants were ineligible for the program, often because they did not live in Oakland. The fact that this group applied for this program may signal acute desperation or unfamiliarity with available local programs. In other cases, these applicants were referred to or found assistance through other programs.
- Approximately another 5% of unfunded applicants were recorded as finding assistance through other means or were redirected by Homeless Prevention Pilot staff to other programs.

While we make comparisons between the funded and unfunded applicants, there are systematic differences between the two groups. This precludes making causal statements about program outcomes.

Appendix D

Research Participants Compared to Overall Applicant Pool

Compared with the overall applicant pool, followup survey respondents were more likely to be assisted by the program (46% vs 29%), somewhat more likely to speak English (95% vs 92%), more likely to be female (69% vs 67%), and less likely to have a senior in the household (7% vs 11%). There may be other unobserved selection effects; for example, those with the ability and interest to engage with research often come from a position of greater stability. **TABLE 5** compares the demographics of the entire applicant pool to follow-up survey respondents and interview participants.

Characteristic	Applicants	Percent among applicants	Follow-up survey respondents	Percent among follow-up survey respondents	Interviewees	Percent among interviewees
Overall	3915	100.0%	486	100.0%	40	100.0%
Race and Ethnicity						
Black or African American alone	2443	62.4%	319	65.6%	28	70.0%
Hispanic or Latino/a	740	18.9%	72	14.8%	5	12.5%
White alone	183	4.7%	34	7.0%		2.5%
Two or more races, including Black	114	2.9%	19	3.9%		2.5%
Asian alone	76	1.9%	11	2.3%	NA	NA
Middle Eastern/North African alone	47	1.2%	NA	NA	2	5.0%
Native Hawaiian and Other Pacific Islander alone	40	1.0%	5	1.0%		2.5%
American Indian and Alaska Native alone	32	0.8%	3	0.6%	NA	NA
Some other race alone	28	0.7%	2	0.4%	NA	NA
Two or more races, not including Black	25	0.6%	6	1.2%	NA	NA
Gender						
Cisgender man	1191	30.4%	126	25.9%	12	30.0%
Cisgender woman	2606	66.6%	336	69.1%	28	70.0%
Gender Expansive	78	2.0%	17	3.5%	NA	NA
Household Size						
1 household member	1555	39.7%	194	39.9%	11	27.5%
2 household members	985	25.2%	128	26.3%	10	25.0%
3 or more household members	1375	35.1%	164	33.7%	19	47.5%
Household Characteristics						
Non-English language	330	8.4%	23	4.7%		2.5%
Household member with disability	910	23.2%	123	25.3%	16	40.0%

TABLE 5 Survey and Interview Sample Characteristics

Appendix E

Applicant Demographics

TABLE 6 details the race and ethnicity, gender identity, household size, language, and disability status of program applicants. The table also reports the rates at which each group was prioritized for assistance and received assistance during the data collection period.

Characteristic	Count overall	Percent overall	Count prioritized	Prioritized rate	Count prioritized and assisted	Prioritized and assisted rate
Overall	3,915	100.0%	2,603	66.5%	1,117	28.5%
Race and Ethnicity						
Black or African American alone	2,443	62.4%	1,620	66.3%	712	29.1%
Hispanic or Latino/a	740	18.9%	512	69.2%	236	31.9%
White alone	183	4.7%	110	60.1%	30	16.4%
Two or more races, including Black	114	2.9%	95	83.3%	38	33.3%
Asian alone	76	1.9%	46	60.5%	12	15.8%
Middle Eastern/North African alone	47	1.2%	23	48.9%	13	27.7%
Native Hawaiian and Other Pacific Islander alone	40	1.0%	21	52.5%	13	32.5%
American Indian and Alaska Native alone	32	0.8%	22	68.8%	10	31.3%
Some other race alone	28	0.7%	18	64.3%	6	21.4%
Two or more races, not including Black	25	0.6%	12	48.0%	4	16.0%
Gender						
Man	1,191	30.4%	774	65.0%	317	26.6%
Woman	2,606	66.6%	1,751	67.2%	772	29.6%
Gender Expansive	78	2.0%	49	62.8%	17	21.8%
Household Size						
1 household member	1,555	39.7%	924	59.4%	363	23.3%
2 household members	985	25.2%	665	67.5%	276	28.0%
3 or more household members	1,375	35.1%	1,014	73.7%	478	34.8%
Household Characteristics						
Non-English language	330	8.4%	225	68.2%	117	35.5%
Household member with disability	910	23.2%	724	79.6%	324	35.6%

TABLE 6 Applicant Characteristics

Appendix F Program Subpopulations

Program applicants reported intersecting vulnerabilities; for example, while 24.3% of all applicants reported experiencing homelessness in the prior two years, 45.9% of households that reported a member having had justice system involvement in the prior two years *also* reported experiencing homelessness in the prior two years. This table illustrates how vulnerabilities intersected with one another among the applicant pool.

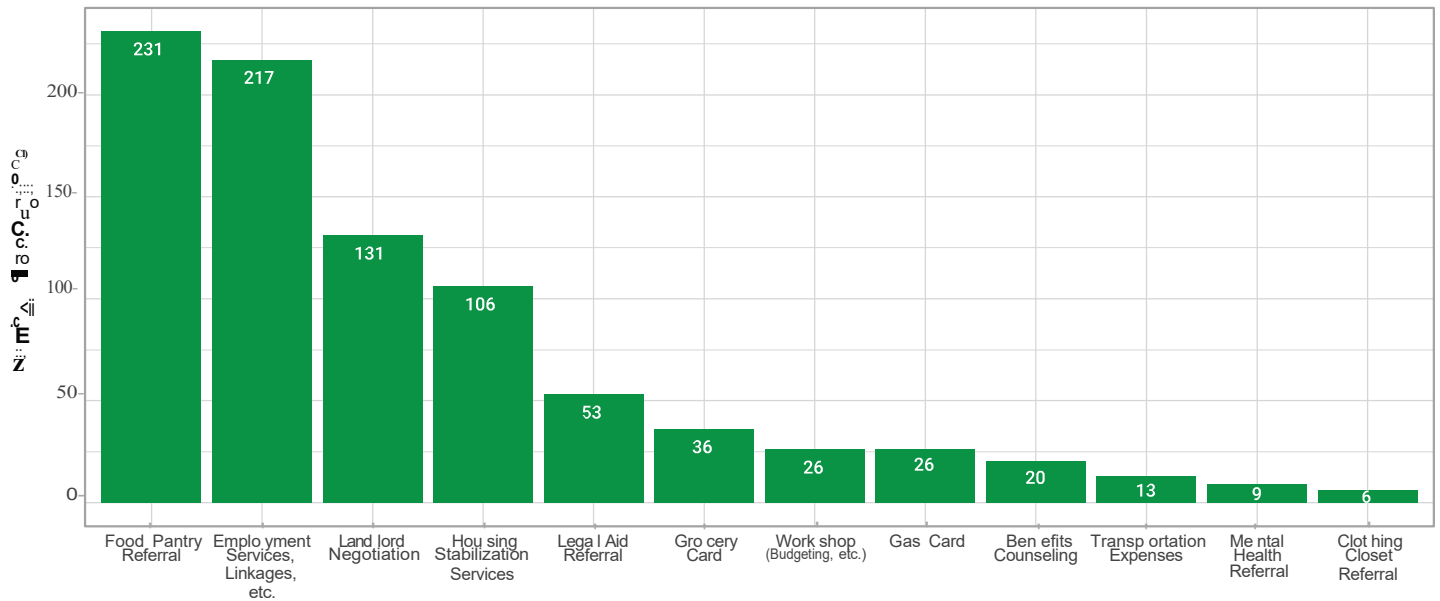
Category	Applications	Share of applicants	Percent black	Percent rent burden 70 percent or greater	Percent homeless in the last 2 years	Percent prioritized	Percent prioritized and funded
Overall	3,915	100%	68.5%	52.5%	24.3%	66.5%	42.9%
Applying with fixed income	460	11.7%	67.2%	50.7%	24.1%	69.1%	41.8%
Applying while experiencing homelessness	461	11.8%	71.4%	64.2%	65.7%	85.9%	16.9%
Household member arrested or incarcerated in last 2 years	266	6.8%	69.9%	59.3%	45.9%	85.3%	39.2%
Children in household	1,916	48.9%	65.7%	52.9%	22.4%	74.5%	46.4%
Unlawful detainer	316	8.1%	69.9%	53.7%	23.7%	80.4%	37.8%
Living without a lease	368	9.4%	64.1%	62.8%	50.3%	93.8%	24.3%
Household member with disability	910	23.2%	65.3%	53.6%	26%	79.6%	44.8%

TABLE 7 Intersecting Vulnerabilities

Appendix G Nonfinancial and Financial Assistance Rendered

The number of prioritized applicants who received each nonfinancial service is recorded in the bar chart. The most common services were food pantry referrals, employment services, and landlord negotiation.

Nonfinancial services received by **KPH** applicants
For Tier 1 and 2 applicants only



Source: BACS KPH Dataverse

On the following page, **TABLE 8** details the household characteristics of assisted applicants, among those prioritized by the program. These numbers reflect program operations through October 2024.

Characteristic	Count assisted	Percent assisted	Median amount assisted	Count assisted in tier 1
Total	1,117	42.9%	\$5,778	374
Race and Ethnicity				
Black or African American alone	712	44.0%	\$5,500	250
Hispanic or Latino/a	236	46.1%	\$6,650	71
Two or more races, including Black	38	40.0%	\$6,351	17
White alone	30	27.3%	\$6,032	10
Middle Eastern/North African alone	13	56.5%	\$5,972	2
Native Hawaiian and Other Pacific Islander alone	13	61.9%	\$7,347	4
Asian alone	12	26.1%	\$4,587	2
American Indian and Alaska Native alone	10	45.5%	\$4,271	NA
Some other race alone	6	33.3%	\$4,200	2
Two or more races, not including Black	4	33.3%	\$6,540	NA
Gender				
Man	317	41.0%	\$5,601	90
Woman	772	44.1%	\$5,810	273
Gender Expansive	17	34.7%	\$5,575	7
Household Size				
1 household member	363	39.3%	\$5,400	84
2 household members	276	41.5%	\$6,000	98
3 or more household members	478	47.1%	\$6,090	192
Household Characteristics				
Non-English language	117	52.0%	\$7,012	22
Household member with disability	324	44.8%	\$5,470	139
Applying with fixed income	133	41.8%	\$4,375	46
Experienced homelessness in last 2 years	300	32.4%	\$5,512	153
Applying while experiencing homelessness	67	16.9%	\$5,085	33
Household member arrested or incarcerated in last 2	89	39.2%	\$5,500	54
Children in household	662	46.4%	\$6,030	265
Unlawful detainer	96	37.8%	\$8,021	42
Living without a lease	84	24.3%	\$4,824	59

TABLE 8 Characteristics of Assisted Households

The program was conceptualized as a flexible funding model in which various costs could be covered to promote residential stability. **TABLE 9** reports the number of households to receive various types of financial assistance.

Type of assistance	Number of recipients
Back rent	1030
Security deposit	278
Future rent	276
Utilities	274
Move in assistance	97
Discretionary fund payment	9
Misc. household debt payment	8
Vehicle repair	5
Direct cash	2
Hotel stay	
Background credit check	

TABLE 9 Financial Assistance Types

Appendix H

Approval Rates, Waiting Times, and Percent of Applications to Become Inactive

As a result of a heavy caseload, the program operated with 87 median days to approval. The table details, among prioritized applications only, the percent of applications that became inactive (or uncontactable) and the median days between an application being submitted, and funds being approved.

Characteristic	Percent assisted	Percent application inactive	Median days to approval
Total	42.9%	18.2%	87.0
Race and Ethnicity			
Native Hawaiian and Other Pacific Islander alone	61.9%	14.3%	76.0
Middle Eastern/North African alone	56.5%	4.3%	77.0
Hispanic or Latino/a	46.1%	18.0%	97.0
American Indian and Alaska Native alone	45.5%	18.2%	79.5
Black or African American alone	44.0%	17.3%	84.0
Two or more races, including Black	40.0%	15.8%	84.5
Some other race alone	33.3%	NA	60.5
Two or more races, not including Black	33.3%	16.7%	132.0
White alone	27.3%	31.8%	90.5
Asian alone	26.1%	32.6%	91.0
Gender			
Man	41.0%	20.2%	87.0
Woman	44.1%	17.5%	87.0
Gender Expansive	34.7%	14.3%	91.0
Household Size			
1 household member	39.3%	19.4%	85.0
2 household members	41.5%	18.5%	87.0
3 or more household members	47.1%	17.0%	88.0
Household Characteristics			
Non-English language	52.0%	12.4%	121.0
Household member with disability	44.8%	17.5%	85.0
Applying with fixed income	41.8%	20.8%	83.0
Experienced homelessness in last 2 years	32.4%	21.0%	87.0
Applying while experiencing homelessness	16.9%	27.3%	104.0
Household member arrested or incarcerated in last 2 years	39.2%	19.8%	83.0
Children in household	46.4%	17.0%	86.0
Unlawful detainer	37.8%	14.6%	83.0
Living without a lease	24.3%	26.1%	93.0
Assisted by community partner agency	61.7%	12.7%	86.0

TABLE 10 Approval Rates, Waiting Times, and Percent of Applications to Become Inactive

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2022

**CITY OF OAKLAND
DEPARTMENT OF HOUSING & COMMUNITY
DEVELOPMENT**

REQUEST FOR PROPOSALS

For

Homelessness Prevention Services

<https://www.oaklandca.gov/departments/departments-of-housing-and-community-development>



Due Date:

Monday, December 5, 2022 – 2:00 PM
(Pacific Time) - cde@oaklandca.gov

Voluntary Pre-Proposal Meeting:

Wednesday, November 16, 2022 - 10:00AM (Pacific Time)
Via Zoom at: <https://us02web.zoom.us/j/89761224779>
Meeting ID: 897 6122 4779 Call In #: +1 669 900 6833

City of Oakland

DHCD Homelessness Prevention RFP

Released

11/14/2022

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- A - SAMPLE AGREEMENT
- B - SCHEDULES E, I, O, Q
- C - CITY SCHEDULES & POLICIES

I. GENERAL INFORMATION

This Request for Proposal (RFP) is being issued by the City of Oakland, Department of Housing & Community Development (HCD) for homeless prevention and housing stability service categories as described In the Scope of Services section of this RFP. Through this RFP, Oakland HCD seeks to advance racial equity by removing barriers to long-term housing for Black, veteran, formerly incarcerated, and other Oakland residents most likely to experience homelessness for the provision of services that may include, but not limited to flexible financial assistance, wrap-around services for removing barriers to accessing housing including legal support and financial stability services, and outreach and referral.

The City of Oakland's Housing and Community Development (HCD) Department seeks a collaborative of partnering agencies to provide homelessness prevention and housing stability program services for the most vulnerable of Oakland residents. To this end, this RFP will make \$2.3 million available for homelessness prevention services to address selected root causes of homelessness and provide stability for a portion of Oakland's most vulnerable residents.

Applicants to this RFP are expected to apply as a team, comprised of a Lead Agency with partner agencies to assist with the delivery and administration of a comprehensive homelessness prevention program.

The Lead Agency will be an organization with the capacity to administer and distribute sub-grants to partner agencies on a regular basis and be the sole administrator of direct financial assistance to program clients. This capacity should be supported by proof of program management abilities. The Lead Agency will be responsible for submitting all reports to the City of Oakland on services provided and shall be the primary point of contact representing the larger homelessness prevention service collaborative.

Current funding sources available (\$2,305,293) to support homelessness prevention/ housing stability activities under this RFP include City of Oakland General Purpose Funds and Federal Community Development Block Grant (CDBG) funds approved under the 2022/23 Annual Action Plan and Substantial Amendments to the 2020/21 - 2024/25 Five Year Consolidated Plan. Said funds are subject to City of Oakland regulations, [CDBG Eligibility Requirements & Regulations](#), [National Objectives and other Crosscutting regulations](#), and [CDBG Income Limits](#),

Important Dates:

Pre-proposal Meeting Date and Time (Voluntary): Wednesday, November 16, 2022 at 10:00 AM via Zoom at <https://us02web.zoom.us/j/89761224779>,

Meeting ID: 897 6122 4779

Call In #: +1 669 900 6833

One Click Tap In: +16699006833,,89761224779# US (San Jose)

Deadline for Questions: Friday, December 2, 2022 - 2:00 PM via email. All inquiries should be forwarded to cde@oaklandca.gov, with Subject Line: "Oakland HP RFP"

Proposal Submittal Deadline Date and Time: Monday, December 5, 2022 at 2:00 PM.

Please submit Proposals electronically to cde@oaklandca.gov, before or not later than the December 5, 2022 – 2:00 PM deadline. Each proposal will be time-stamped and dated, via the CDE email account. Proposals submitted after the 2pm, December 5, 2022 deadline will not be accepted.

Notice of Required Schedules:

The Lead Agency shall be required to comply with all applicable City programs and policies outlined in Attachment C (City Schedules & Policies). Details are presented in the project documents and will be discussed at the pre-proposal meeting.

The Combined Grant Schedules and Stand-Alone Schedules will be collected from the successful proposer(s) before a final decision is made and up to full contract execution. Required schedules may be:

- a. Viewed and downloaded at: <https://www.oaklandca.gov/documents/contracts-and-compliance-forms-and-schedules> ; or
- b. Forwarded via email request to isupplier@oaklandca.gov

iSupplier:

Successful applicants will be required to register in [iSupplier](#) in order to execute grant agreements and process payment requests with the City of Oakland. Click [here](#) to access the iSupplier registration page. All applicants are encouraged to register in iSupplier to receive Citywide notices of funding available, updates and other announcements and notifications for contracting opportunities. Updating your firm's primary email address regularly and periodically confirming that the "Products and Services" section fully represents the scope of products and services provided is recommended. For further questions regarding iSupplier registration, please email isupplier@oaklandca.gov or visit <https://www.oaklandca.gov/services/register-with-isupplier>

Free copies of the RFP documents and any Addenda will be made online at <https://www.oaklandca.gov/departments/department-of-housing-and-community-development>. Hard copies will NOT be available for purchase from the City.

Contact Information: Please forward inquiries regarding this RFP and required schedules to cde@oaklandca.gov .

II. INTRODUCTION

The City of Oakland seeks partnering agencies to provide homelessness prevention and housing stability program services vital to the prevention of homelessness for the most vulnerable of Oakland residents. Through this Request for Proposals (RFP), the City of Oakland’s Housing and Community Development Department seeks to advance racial equity by removing barriers to long-term housing for Black, veteran, formerly incarcerated, and other Oakland residents most likely to experience homelessness.

The most recent 2022 Point-In-Time Count of Unsheltered/Sheltered individuals in Oakland estimated a population of 5,055.¹ Within this population, clear racial disparities exist: 60% of unhoused individuals in Oakland are African-American despite being 23% of Oakland’s population and only 11% of the larger Alameda County’s population.² Unfortunately, many more Oaklanders are on the verge of becoming unhoused according to EveryOne Home, especially those who: are African-American, have previous experience with being unhoused, are veterans, have prior involvement with the criminal justice system, experience mental health challenges, and struggle with substance abuse.³

Research conducted through the Oakland-Berkeley-Alameda County Continuum of Care’s Racial Equity Impact Analysis highlighted nine root causes of homelessness in Oakland.⁴ Of these causes, the City of Oakland Housing and Community Development (HCD) Department identified three as focus areas for this Request for Proposals: housing displacement and evictions, barriers to accessing housing, and a person’s inability to increase income. Thus, Oakland HCD is releasing a Request for Proposals for homelessness prevention services in the amount of \$2.3 million to address these root causes and provide stability for a portion of Oakland’s most vulnerable residents.

Program service design must include a racial equity approach aligned with the City’s for the provision of services that may include, but not limited to flexible financial assistance, wrap-around services for removing barriers to accessing housing including legal support and financial stability services, and outreach and referral. Successful proposals will serve Oakland populations most at-risk of becoming unhoused if assistance is not provided, including very- and extremely low-income Oakland-based residents, especially those with informal rental agreements, facing an immediate loss of housing.

¹ <https://everyonehome.org/wp-content/uploads/2022/05/Oakland-PIT-2022-Infographic-Report.pdf>

Ibid.

³ <https://everyonehome.org/wp-content/uploads/2019/03/2018-EveryOne-Home-Strategic-Update-Executive-Summary.pdf>

⁴ <https://everyonehome.org/wp-content/uploads/2021/02/2021-Centering-Racial-Equity-in-Homeless-System-Design-Full-Report-FINAL.pdf>

III. SCOPE OF SERVICES

A. Description of Type of Agency We Are Looking For

The successful proposer/Lead Agency is an established community organization with a demonstrated commitment to serving Oakland residents. The Lead Agency should have prior experience serving vulnerable Oakland communities including, but not limited to:

1. Individuals who have previously experienced homelessness;
2. Formerly incarcerated individuals;
3. Veterans;
4. Individuals experiencing mental illness;
5. Individuals with substance abuse challenges; and
6. Individuals with disabilities

B. Service as Lead Agency

The successful proposer selected shall be the Lead Agency with partner agencies to assist with the duties described in this Scope of Services. The Lead Agency shall be an organization with sufficient capacity to administer and distribute sub-grants to partner agencies on a regular basis and be the sole administrator of funds to clients as needed. This capacity should be supported by proof of program management abilities through the response to this Request for Proposals. The Lead Agency shall be responsible for submitting all reports to the City of Oakland on services provided and shall be the primary point of contact representing the larger homelessness prevention service collaborative.

C. Proposed Partner Agencies

The Lead Agency is strongly encouraged to submit a response to this Request for Proposals in collaboration with partner agencies to execute this Scope of Services. Partner agencies shall be carefully selected by the Lead Agency to strengthen the collaborative's ability to conduct successful outreach to and serve this Request for Proposal's multiple target populations. Like the Lead Agency, partners should have prior experience serving vulnerable Oakland communities including, but not limited to:

1. Individuals who have previously experienced homelessness;
2. Formerly incarcerated individuals;
3. Veterans;
4. Individuals experiencing mental illness;
5. Individuals with substance ab/use challenges; and
6. Individuals with disabilities

A successful response will list all proposed partner agencies and their anticipated roles within the collaborative, as well as a budget demonstrating how funds will be allocated.

D. Specification of type of homelessness prevention services/program sought

1. Wrap-Around Services

- a. In response to this Request for Proposals, respondents shall propose an approach to barrier removal and financial stability via wrap-around services that meet each client's needs. Respondents shall describe how their proposed approach demonstrates racial equity and meets the needs of the target populations. The identified target populations experience many barriers to accessing stable housing including, but not limited to:
 - i. Criminal records;
 - ii. High costs of application and credit check fees;
 - iii. High costs of security deposits;
 - iv. Discrimination based on income source; and more.
- b. Other community members within this Request for Proposal's target population face challenges around overcrowded housing units, a lack of landlord cooperation, a lack of knowledge about their rights and resources, and more. The respondent's proposal should describe their approach to assist clients in navigating and removing their housing access barriers and improving financial stability. Additional services offered should include other stabilizing supports such as employment resources, childcare, financial coaching and literacy, and tenant's rights education. The ultimate outcome of these services is to assist at-risk residents in accessing and maintaining stable housing.

2. Legal Supports

- a. The Lead and Partner Agencies ("The Collaborative") shall provide legal/mediation support to clients to help remove barriers to affordable and stable housing, as well as those facing eviction. If the Collaborative is unable to provide such supports directly, they shall refer clients to appropriate partners for service as requested in section 4 of this Scope of Services (Outreach and Referral), below.

3. Flexible Financial Payments

- a. As an extension of wrap-around service support, the Collaborative shall provide flexible financial payments to clients based on need in order to help them remain housed and support financial stability. In addition to rental assistance, in-depth research conducted with Oakland community members shows that residents forego necessities such as utilities and food in order to pay rent. Others may need assistance with paying application or credit check fees in order to access housing, or security deposits to confirm their rental agreements. The successful proposer shall demonstrate an ability to administer such funds for clients-in-need in order to keep them stably housed.

4. Outreach and Referral

- a. As many community members requiring assistance may be unaware of available services to assist with their housing stability needs, the final part of this Scope of Services requests outreach and referral efforts. The Collaborative shall respond to this Request for Proposals detailing a comprehensive approach to identifying and serving the target populations listed. The proposal should include a target number

of clients served per quarter as well as a description of how each Partner Agency will play a role in achieving that goal.

E. Evaluation and Data

1. The Lead Agency must agree to use a data-driven targeting mechanism and client database to reach this RFP's prioritized populations including a vulnerability score, and demonstrate a history of leveraging data to develop, monitor and evaluate programs. The Lead Agency will be required to maintain and develop a comprehensive client data set that allows for targeting and client prioritization.
2. Data, client demographics, and program utilizations will help to estimate the number and type of service units needed to right-size the Homeless Prevention Program strategically and intentionally to support improved coordination, more strategic use of existing sources, greater competitiveness of new resources, and improved data to guide investment and policy decisions.
3. The Collaborative will participate in a data sharing agreement between the City of Oakland and Stanford's Changing Cities Research Laboratory to gauge the program's impact on target populations over time. Members of the Collaborative will have the opportunity to inform the development of the evaluation for this RFP's scope of services and outcomes.
4. Agree to submit bi-annual reports which detail the impact of the program, challenges experienced and lessons learned. Reporting form and performance metrics will be jointly agreed upon between The Collaborative, Stanford's Changing Cities Research Laboratory, and the City of Oakland Housing and Community Development Department. Collaborative members should input data on clients served at regular intervals to ensure a comprehensive data set for the evaluation.

F. Performance Period

1. Services under this grant shall begin no later than February 1, 2023 and shall last until February 1, 2024 with an option to extend the contract based on remaining funds available.

IV. THE PROPOSAL

A. SUBMITTAL REQUIREMENTS

Submit Proposals electronically to cde@oaklandca.gov before the **2:00 P.M., December 5, 2022** deadline. Questions regarding online submittal must be directed to cde@oaklandca.gov with Subject line: "Oakland HP RFP" by 2:00 P.M. December 2, 2022.

All proposals must include the project name, submittal date, and time the proposals are due on the documents.

B. REQUIRED PROPOSAL ELEMENTS AND FORMAT

1. Please include all of the items below in your response to this Request for Proposals:
2. Transmittal Letter (1 Page)
 - a. The transmittal letter attached to the proposal should be addressed to City of Oakland Department of Housing & Community Development, Emily Weinstein, Deputy Director, 250 Frank Ogawa Plaza, 6th Floor, Oakland, California, 94612 VIA EMAIL. *(Please do not send proposals to this address; submit proposals to cde@oaklandca.gov)*
 - b. Must be signed by an officer of the Lead Agency. In case of joint venture or other joint-prime relationship, an officer of each venture partner shall sign.
3. Project Team (2 Pages)
 - a. This RFP seeks a response from a collaborative of qualified organizations which must carry out the activities listed in this RFP's Scope of Services. To be considered, The Collaborative (lead and partner agencies together) must demonstrate their alignment through responses to the sections below.
 - b. Lead Agency: list the organization's address, primary contact(s), telephone number(s) and areas of expertise. For Local Business Enterprises (LBE) and Small Local Business Enterprises (SLBE), submit a copy of current business license and date established in Oakland.
 - c. Partner Agencies: list addresses, telephone numbers and areas of expertise of each. Identify which contractors are LBE/SLBEs. Additionally, for LBEs/SLBEs, submit a copy of current business license and date established in Oakland.
4. Minimum Qualifications (2 Pages)
 - a. Project Team Experience
 - i. Describe the Lead and Partner Agency's experience serving this RFP's target populations including, but not limited to: individuals who have previously experienced homelessness; formerly incarcerated individuals; veterans; individuals experiencing mental illness; individuals with substance use challenges; and individuals with disabilities
 - ii. Please describe the Lead and Partner Agency's infrastructure or capacity to disburse financial assistance. Indicate which organizations will be considered a direct financial assistance provider, or partner providing outreach and application assistance or case management services only, or a combination of the above.

- iii. Describe the Lead and Partner Agency’s sufficient capacity to collect data and submit regular reports on all services provided during this contract’s performance period
 - iv. If the team has worked together collaboratively, please include a description of this work.
 - v. Describe experiences and ability to work effectively with City staff, community groups, and other stakeholders.
- b. Agreement on Operational Policies and Procedures
- i. Please summarize your ability to adhere to the following operational policies and procedures required for a successful program:
 - ii. Use a data-driven targeting mechanism and client database with a “vulnerability scoring” function, to reach this RFP’s prioritized populations.
 - iii. Participate in a data sharing agreement between the City of Oakland and Stanford’s Changing Cities Research Laboratory to gauge the program’s impact on target populations over time. Members of the Collaborative will have the opportunity to inform the development of the evaluation for this RFP’s scope of services and outcomes. Collaborative members should input data on clients served at regular intervals to ensure a comprehensive data set for the evaluation.
 - iv. Issue financial assistance to clients within one week of determined eligibility or within 72 hours in an emergency situation.
 - v. Provide supportive services, case management and access to specialized services or appropriate referrals for participating clients.

5. Response to the Requested Scope of Services (4 Pages)

- a. Describe the Collaborative’s approach to advancing racial equity through your proposal.
- b. Legal Services. Describe the legal and mediation supports the respondent will provide to clients to remove legal barriers in order to keep clients housed and/or to access housing. In the case the Collaborative is unable to provide such support directly, outline a proposed referral process in alignment with section e below.
- c. Wrap-Around Services. Describe the proposed approach to remove barriers to accessing long-term housing for clients in the target population referencing the key issues listed in the Scope of Services. Identify which partner agencies will execute each activity and describe their expertise/qualifications to do so.

- d. Flexible Financial Payments. Describe or demonstrate The Collaborative’s ability to administer flexible financial payments for clients in-need in order to promote housing stability.
 - e. Outreach and Referral. Describe, in detail, the Collaborative’s comprehensive approach to identifying and serving the target populations listed in this RFP’s Scope of Services. The proposal should include a description of how each partner agency will play a role in reaching these targets as well as a proposed referral process.
6. Activity and Budget Proposal (2 Pages)
- a. Please project, in a table format, how many households you propose to serve in 12 months for each of the items b-e above as well as a projected cost for the services.
 - b. Describe the project responsibility of each partner agency and provide an itemized or functional budget for each organization on the team (including that of the Lead Agency).
 - c. Provide a complete list of all staff hourly rates by category, i.e., Principal, Project Manager, Project Professional, Technician, Clerical, etc. Hourly rates shall be all-inclusive, i.e., base salary, fringe benefits, overhead, profit, etc.
7. Commitment to Racial Equity (2 Pages)
- a. Describe, in narrative form, the Collaborative’s commitment to advancing racial equity and reducing racial disparities through their work. This commitment may be additionally or optionally proven through:
 - i. submission of the Lead and Partner Agency’s organizational mission statements, and either
 - ii. a published report (annual or otherwise) that demonstrates impact on the communities served, or
 - iii. a summary of clients served in the most recent fiscal year disaggregated by race, and outcomes achieved
8. Attachments
- In addition, please provide the following attachments:
- a. 501(c)3 letter or provide the information for your fiscal sponsor;
 - b. Board of Directors list and place of occupation for each agency;
 - c. Financials for each organization (current year agency operating budget and most recent audited financials, or an alternative financial statement);
 - d. For lead grantee - Written financial policies and procedures and/or accounting controls;

- e. Article of Incorporation/bylaws;
 - f. California Business Portal Certificate of Good Standing (<https://bizfileonline.sos.ca.gov/search/business>);
 - g. Organizational Chart; and
 - h. Any other supporting documentation that demonstrates your organization's qualifications (optional).
9. Schedules Required with submission of proposal
- a. Schedule E - Project Consultant Team
 - b. Schedule I – Sanctuary City Contracting and Investment Ordinance
 - c. Schedule O - Campaign Contribution Limits
 - d. Schedule W – Border Wall Prohibition
10. Unique Entity Identifier (UEI) Number
- Effective April 2022, the Federal government no longer uses Data Universal Number System (DUNS) number to uniquely identify entities. Entities doing business with the federal government will use a Unique Entity Identifier (UEI) number created on the System of Award Management (SAM) website at www.SAM.gov . The UEI number is mandatory for all financial submissions beginning with fiscal year end 3/31/2022. Current www.SAM.gov registrants have already been assigned their Unique Entity Identifier (UEI) and can view it within SAM.gov. For more information on how to view your Unique Entity Identifier go to this article. For new users, SAM.gov registration can be completed online at www.sam.gov.
11. Addenda - Proposal and Acknowledgment of all Addenda – if issued, please provide signed addenda and submit with proposal.

Proprietary Information: All responses to the RFQ become the property of the City. To withhold financial and proprietary information, please label each page as "confidential" or "proprietary".

Public Records Act or Sunshine Ordinance: Although a document may be labeled "confidential" or "proprietary", information is still subject to disclosure under the Public Records Act or Sunshine Ordinance, and is, at the City's discretion, based on the potential impact of the public's interests whether to disclose "confidential" or "proprietary" information.

Other schedules required at full contract execution are available at [Combined Grants Schedules](#).

C. GENERAL INFORMATION

1. The successful proposer(s) selected for this service shall obtain or provide proof of having a current City of Oakland Business tax Certificate.

2. The City Council reserves the right to reject any and all bids.
3. Local and Small Local Business Enterprise Program (L/SLBE) - The City of Oakland has adopted a Local and Small Local Business Enterprise Program (L/SLBE). The City's current L/SLBE Program guidelines may be accessed via the following link: https://cao-94612.s3.amazonaws.com/documents/LSLBE-Program-Guidelines_Revised.5.4.21.pdf

Awarded Agency understands and agrees to the following regarding L/SLBE:

- a. Preference Points – Preference points are awarded based on the level of local, small local and very small local business participation that is proposed by contractors during the competitive solicitation process.
- b. Maintaining Participation – As a condition of award of this Contract, Lead Agency must achieve and maintain the levels of local, small local or very small local business participation for which preference points were earned during the competitive solicitation process or the levels of participation agreed upon by the Parties during negotiation of this Agreement. Failure to achieve and maintain the proposed levels of participation may result in the imposition of penalties as set forth in the above-reference L/SLBE Program guidelines. See Attachment A & C for further L/SLBE details and forms.

4. The City's Living Wage Ordinance

A Grant Agreement awarded under this RFP is subject to the Oakland Living Wage Ordinance. The Living Wage Ordinance requires that nothing less than a prescribed minimum level of compensation (a living wage) an initial hourly wage rate of \$16.14 with health benefit or \$18.53 without health benefits be paid to employees of service Contractors (lead agency or partner agencies) of the City and employees of CFARs (Ord. 12050 § 1, 1998). Oakland employers are also subject to the City of Oakland Minimum Wage law , and must pay employees wages and provide benefits consistent with the Minimum Wage law or Oakland Living Wage Ordinance, whichever are greater. See Attachment A for further details. See Attachment A & C for further details and forms.

5. Minimum Wage Ordinance

Oakland employers are subject to Oakland's Minimum Wage Law, whereby employees who perform at least two (2) hours of work in a workweek and within the geographic limits of the City of Oakland must be paid wages of note less than the current Minimum Wage rate (**\$15.06 per hour** effective January 1, 2022). Employers must notify employees of the annually adjusted rates by each December 15th and prominently display notices at the job site. See Attachment A & C for further details and forms.

6. Equal Benefits Ordinance

A Grant Agreement awarded under this RFP is subject to the Equal Benefits Ordinance of Chapter 2.32 of the Oakland Municipal Code and its implementing regulations. The purpose of this Ordinance is to protect and further the public, health, safety, convenience, comfort, property and general welfare by requiring that public funds be expended in a manner so as to prohibit discrimination in the provision of employee benefits by City Contractors (contractors) between employees with spouses and employees with domestic partners, and/or between domestic partners and spouses of such employees. (Ord. 12394 (part), 2001). See Attachment A & C for further details and forms.

7. Prompt Payment Ordinance Pursuant OMC Section 2.06.070 *Prompt Payment Terms Required in Notices Inviting Bids, Requests for Proposals, a Grant Agreement* awarded under this RFP is subject to the Prompt Payment Ordinance of Oakland Municipal Code, Title 2, Chapter 2.06. The Ordinance requires that, unless specific exemptions apply. Lead Agency and its Partner Agencies shall pay undisputed invoices of their Partner Agencies for goods and/or services within twenty (20) business days of submission of invoices unless the Lead Agency or its Partner Agencies notify the Liaison in writing within five (5) business days that there is a bona fide dispute between the Lead Agency or its Partner Agency and claimant, in which case the Lead Agency or its Partner Agency may withhold the disputed amount but shall pay the undisputed amount. See Attachment A & C for further details.

8. Non-Discrimination/Equal Employment Practices

Lead Agency shall not discriminate or permit discrimination against any person or group of persons in any manner prohibited by federal, state or local laws. During the performance of A Grant Agreement awarded under this RFP, Lead Agency agrees to the terms listed in Attachment A. See Attachment A & C for details and forms.

9. Arizona and Arizona-Based Businesses

Lead Agency agrees that in accordance with Resolution No. 82727 C.M.S., neither it nor any of its subsidiaries, affiliates or agents that will provide services under this agreement is currently headquartered in the State of Arizona, and shall not establish an Arizona business headquarters for the duration of this agreement with the City of Oakland or until Arizona rescinds SB 1070.

Lead Agency acknowledges its duty to notify Department of Workplace and Employment Standards (DWES), if it's Business Entity or any of its subsidiaries affiliates or agents subsequently relocates its headquarters to the State of Arizona. Such relocation shall be a basis for termination of this agreement.

10. Sanctuary City Contracting and Investment Ordinance

Ordinance N.O. 13540 CMS was adopted by the Oakland City Council on June 4th, 2019 and prohibits the City from contracting with any person or entity that provides the United States Immigration and Customs Enforcement (ICE) services or goods for data collection or with the United States Customs and Border Protection (CBP) Customs and Border Protection (CBP), or the Department of Health and Human Services Office of Refugee Resettlement (HHS/ORR) to support immigration detention facilities. These contractors are not to be used unless the City Council makes a specific determination that no reasonable alternative exists. The ordinance also prohibits the City from investing in any of these companies and requires the City to include notice of these prohibitions in any Requests for Proposals (RFPs), Requests for Qualifications (RFQs), and any construction or other contracting bids. The ordinance also requires that the City provide an annual report to the Privacy Advisory Commission on its enforcement.

11. Border Wall Ordinance

This contract is subject to the Border Wall Ordinance of Oakland Municipal Code (Ordinance 13459 C.M.S, passed November 28, 2017) and effective immediately upon adoption. The purpose of the ordinance is to mandate and direct the City Administrator- in instances where there is no significant additional cost, to be defined in regulations, or conflict with law- to refrain from entering into new or amended contracts to purchase professional, technical, scientific or financial services, goods, construction labor and materials or other services, or supplies from businesses that enter into contracts to provide such services, goods, materials or supplies to build the U.S.-Mexico border wall. See Attachment A for further details.

12. Pending Dispute Disclosure Policy:

Contractors are required to disclose pending disputes with the City of Oakland when they are involved in submitting bids, proposals or applications for a City contract or transaction involving professional services. This includes contract amendments. Lead Agency agrees to disclose, and has disclosed, any and all pending disputes to the City prior to execution of this agreement. The City will provide a form for such disclosure upon Contractor's request. Failure to disclose pending disputes prior to execution of this amendment shall be a basis for termination of this agreement.

13. City of Oakland Campaign Contribution Limits

This Agreement is subject to the City of Oakland Campaign Reform Act of Chapter 3.12 of the Oakland Municipal Code and its implementing regulations if it requires Council approval. The City of Oakland Campaign Reform Act prohibits Contractors that are doing business or seeking to do business with the City of Oakland from making campaign contributions to Oakland candidates between commencement of negotiations and either 180 days after completion of, or

termination of, contract negotiations. If this Agreement requires Council approval, Lead Agency must sign and date an Acknowledgment of Campaign Contribution Limits Form.

14. Nuclear Free Zone Disclosure

Lead Agency represents, pursuant to the combined form Nuclear Free Zone Disclosure Form that Lead Agency is in compliance with the City of Oakland's restrictions on doing business with service providers considered nuclear weapons makers. Prior to execution of this agreement, Lead Agency shall complete the combined form, attached hereto.

15. Insurance Requirements

The Lead Agency will be required to provide proof of all insurance required for the work prior to execution of the contract, including copies of the Contractor's insurance policies if and when requested. Failure to provide the insurance proof requested or failure to do so in a timely manner shall constitute grounds for rescission of the contract award. Please see Attachment A for further details.

16. City Lead Agency Performance Evaluation

At the end of the project, the Project Manager will evaluate the Contractor's Performance in accordance with the City Federal Reporting and Evaluation Requirements.

17. Violation Of Federal, State, City/Agency Laws, Programs Or Policies:

The City or Agency may, in their sole discretion, consider violations of any programs and policies described or referenced in this Request for Proposal, a material breach and may take enforcement action provided under the law, programs or policies, and/or terminate the contract, debar contractors from further contracts with City and Agency and/or take any other action or invoke any other remedy available under law or equity.

18. Contractor's Qualifications

Lead Agency represents that Lead Agency has the qualifications and skills necessary to perform the services under this Agreement in a competent and professional manner without the advice or direction of the City. Contractor's services will be performed in accordance with the generally accepted principles and practices applicable to Contractor's trade or profession. The Lead Agency warrants that the Contractor, and the Contractor's employees and sub-contractors are properly licensed, registered, and/or certified as may be required under any applicable federal, state and local laws, statutes, ordinances, rules and regulations relating to Contractor's performance of the Services. All Services provided pursuant to this Agreement shall comply with all applicable laws and regulations. Lead Agency will promptly advise City of any change in the applicable laws,

regulations, or other conditions that may affect City's program. This means Lead Agency is able to fulfill the requirements of this Agreement. Failure to perform all of the services required under this Agreement will constitute a material breach of the Agreement and may be cause for termination of the Agreement. Lead Agency has complete and sole discretion for the manner in which the work under this Agreement is performed. Prior to execution of this agreement, Lead Agency shall complete the Independent Lead Agency Questionnaire, Part A, attached hereto.

19. The following City staff are available to answer questions regarding items 1-19 of this section:
 - Contract Analyst: Paula Peav, (510) 238-3190
 - Compliance Officer: Vivian Inman (510) 238-6261
20. All responses to the RFQ become the property of the City.
21. The RFQ does not commit the City to award a contract or to pay any cost incurred in the preparation of the proposal.
22. The City reserves the sole right to evaluate each proposal and to accept or reject any or all proposals received as a result of the RFQ process.
23. The City reserves the unqualified right to modify, suspend, or terminate at its sole discretion any and all aspects of the RFQ and/or RFQ process, to obtain further information from any and all Lead Agency teams and to waive any defects as to form or content of the RFQ or any responses by any Lead Agency teams
24. The City may require a service provider to participate in negotiations and submit technical information or other revisions to the service provider's qualifications as may result from negotiations.
25. All documents and information submitted to the City of Oakland in response to an RFP are public records pursuant to California Government Code, Sections 6254, et seq. and City of Oakland Sunshine Ordinance, Oakland Municipal Code Chapter 2.20. The City shall disclose such documents and information upon request by any member of the public, absent a mandatory duty to withhold or a discretionary exemption that the City may choose to exercise. The City shall not in any way be liable or responsible for any disclosures of documents or information made pursuant to a request under the Public Records Act or the City of Oakland Sunshine Ordinance.
26. The Fair Political Practices Act and/or California Government Code Section 1090, among other statutes and regulations may prohibit the City from contracting with

a service provider if the service provider or an employee, officer or director of the service providers' firm, or any immediate family of the preceding, or any sub-Lead Agency or Lead Agency of the service provider, is serving as a public official, elected official, employee, board or commission member of the City who will award or influence the awarding of the contract or otherwise participate in the making of the contract. The making of a contract includes actions that are preliminary or preparatory to the selection of a Lead Agency such as, but not limited to, involvement in the reasoning, planning and/or drafting of solicitations for bids and RFQs, feasibility studies, master plans or preliminary discussions or negotiations.

D. REJECTION OF PROPOSAL ELEMENTS

The City reserves the right to reject any or all proposals, whether minimum qualifications are met, and to modify, postpone, or cancel this RFQ without liability, obligation, or commitment to any party, firm, or organization. The City reserves the right to request and obtain additional information from any candidate submitting a proposal. A proposal may be rejected for any of the following reasons:

1. Proposal received after designated time and date.
2. Proposal not in compliance with the City of Oakland Local/Small Local Business Enterprise Program.
3. Proposal not containing the required elements, exhibits, nor organized in the required format.
4. Proposal considered not fully responsive to this RFQ.

E. EVALUATION OF PROPOSALS

The following sample of criteria and the points for each criterion, for a total of *100 points*, may be used in evaluating and rating the proposals:

1) Relevant Experience

30 points

- Past, recently completed, or on-going local government projects to substantiate experience.
- Experience on at least three (3) projects providing services like those described in this RFQ.
- Prior experience and ability to work with City staff, community groups, and other stakeholders.
- Experience serving this RFP's target populations

- 2) **Qualifications** **25 points**
- Professional background and qualifications of team members and firms comprising the team to meet program requirements, administer grant funding, and execute data collection and reporting.
- 3) **Approach** **30 points**
- Understanding of the nature and extent of the services required.
 - A specific outline of how the work will be performed.
 - Awareness of potential problems and providing possible solutions.
 - Special resources the team offers that are relevant to the successful completion of the project.
- 4) **L/SLBE Certified Business Participation** **5 Points**
- 5) **Other Factors** **10 points**
- Presentation, completeness, clarity, organization, and responsiveness of proposal.

F. CONTRACT NEGOTIATIONS AND AWARD

1. The completion of this evaluation process will result in the Lead Agency being numerically ranked. The Lead Agency ranked first will be invited to participate in contract negotiations. Should the City and the first ranked Lead Agency not be able to reach an agreement as to the contract terms within a reasonable timeframe, the City may terminate the negotiations and begin negotiations with the Lead Agency that is next in line.
2. The contract amount (including reimbursements) shall be a not to exceed amount, to be established based upon a mutually agreeable Scope of Services and fee schedule.
3. The City has the option to withhold the final 10% of contract amount pending successful completion of work.
4. Upon successful completion of the negotiations, the City Administrator will award the contract to the selected contractor.
5. A sample City standard professional services agreement is included in the RFP as referenced as Attachment A ‘Sample Agreement’. The selected Lead Agency will be required to enter into a contract that contains similar terms and conditions as in the standard agreement. Please note that the City Attorney’s

Office is typically not inclined to make any modifications to the standard agreement terms and provisions.

6. Upon award the City will issue a Notice to proceed.
7. The selected Lead Agency and its other members will be required to maintain auditable records, documents, and papers for inspection by authorized local, state and federal representatives. Therefore, the Lead Agency and its other members may be required to undergo an evaluation to demonstrate that the Lead Agency uses recognized accounting and financial procedures.

END OF RFP

ATTACHMENTS: A – Sample Agreement
B - Schedule E, I, O, Q
C – City Schedules & Policies