



AGENDA REPORT

TO: Jestin D. Johnson, City Administrator

FROM: Emily Weinstein, Director
Housing & Community
Development Department

SUBJECT: HCD Anti-Displacement Strategic
Action Plan

DATE: December 22, 2025

City Administrator Approval


Jestin Johnson (Dec 30, 2025 14:47:44 PST)

Date: Dec 30, 2025

RECOMMENDATION

**Staff Recommends That The City Council Receive An Informational Report On The
Housing and Community Development Department's Anti-Displacement Strategic Action
Plan**

EXECUTIVE SUMMARY

The City of Oakland (City) Housing and Community Development Department (HCD) Anti-Displacement Strategic Action Plan (the Plan; **Attachment A**) builds on the HCD 2023-2027 Strategic Action Plan and describes the approach the City will take to increase housing stability and prevent further displacement and homelessness for City residents. This approach is guided by: (1) research on the root causes of housing precarity and displacement; (2) stakeholder and community member input; (3) guiding principles for investment when resources are scarce; and (4) the resources available to perform this work. The Plan focuses on strategies that will stem displacement and create greater housing stability for all Oaklanders, especially those most impacted by housing disparities.

The Plan offers a set of implementation strategies in five categories that are intended to improve housing stability for Oaklanders and reduce housing disparities:

1. Prioritize services to residents most impacted by disparities;
2. Improving rental housing habitability to eliminate health & safety hazards;
3. Increasing small property owner viability to preserve ownership and promote small business vitality;
4. Strengthen and clarify tenant protection policies to maximize their impact;
5. Increase viability of intergenerational homeownership & prevent foreclosure.

The Plan serves as a starting point from which City leadership can invite further discussions on how to partner cross-departmentally, involve regional partners to co-develop solutions, identify opportunities to advocate for resources at the county, state, and federal levels, and improve existing efforts and programs to ensure their effectiveness. The Plan is one of several citywide

strategic plans that, together, will articulate the City's approach across the spectrum of housing needs, services and typologies.

BACKGROUND / LEGISLATIVE HISTORY

HCD seeks to focus on strategies that will most effectively stem the loss of Oakland residents most impacted by housing disparities.

Homelessness and housing affordability are top priorities for City residents; to address these challenges, the City is carrying out a multi-pronged approach through its “3Ps” framework:

- Protect Oaklanders from displacement,
- Preserve existing affordable housing stock, and
- Produce new, deeply affordable housing

The focus of the Plan is on the non-capital investments of the Protection P. This focus includes the City's tenant protection policies (such as rent control, just cause eviction protections, etc.), which are primarily implemented by HCD's Rent Adjustment Program (RAP), and in-house and community-based services, such as those that provide housing-focused legal and financial assistance to the most vulnerable residents. The Plan focuses on policies and services that directly stabilize the households who most severely experience displacement pressures rather than strategies that prioritize broader economic and cultural revitalization.

Through the development of the HCD 2023-2027 Strategic Action Plan, HCD identified funding priorities to create housing affordability starting with the imperative to produce deeply affordable housing for people exiting homelessness. The focus of the HCD 2023-2027 Strategic Action Plan is on HCD's capital investment strategy. This strategy advances the Production and Preservation Ps – both of which have anti-displacement impacts. HCD's Preservation strategies, which include its acquisition and rehabilitation program, Acquisition & Conversion to Affordable Housing (ACAH), and its homeowner-occupied rehabilitation programs, are detailed in the HCD 2023-2027 Strategic Action Plan. These programs are real estate strategies to promote broader housing stability and are best practices in cities and counties around the Bay Area.

ANALYSIS AND POLICY ALTERNATIVES

The Plan begins by reviewing disparity data relevant to housing stability efforts and larger displacement in the City. Key data points are set forth in **Table 1**.

Table 1. Grounding Data

1	Housing Precarity
2	Rent Burden Rates
3	Overcrowding and Doubling Up
4	Eviction Rates
5	Housing Habitability

6	Foreclosure Rates
7	Homelessness Rates

From there, the Plan describes input received from community engagement efforts and offers a set of principles to guide strategies. This information results in an equitable investment framework for housing stabilization services that targets resources to those most impacted by housing disparities and experiencing the most severe impacts of housing insecurity. The framework will serve as HCD's strategic focus and will drive the department's program and policy development, resource allocations, and systems-change efforts in the coming years. The framework speaks to a universe of desired policies and programs, including those that may not currently exist, and it establishes a logic that answers the following question:

With the limited dollars available, how should funding be prioritized to have the maximum impact for those most impacted by housing disparities?

The Plan then offers a set of implementation strategies that, over time, are intended to improve housing stability for Oaklanders and reduce housing disparities. These strategies are:

1. Prioritize services to residents most impacted by disparities;
2. Improving rental housing habitability to eliminate health & safety hazards;
3. Increasing small property owner viability to preserve ownership and promote small business vitality;
4. Strengthen and clarify tenant protection policies to maximize their impact;
5. Increase viability of intergenerational homeownership & prevent foreclosure.

Each strategy listed above includes several activities that will be implemented over the next few years. Though most activities identified do not currently have funding available to be implemented, the Plan discusses opportunities at the local, regional, state, and federal levels to garner support. Lastly, the Plan highlights several ways through which reporting and progress will be reported annually, including but not limited to:

- Rent Adjustment Program (RAP)'s Annual Report;
- 5-Year Consolidated Plan, submitted to the U.S. Department of Housing and Urban Development (HUD);
- Consolidated Annual Performance and Evaluation Report (CAPER) for Community Development Block Grant (CDBG) and other federal formula grant programs from HUD, submitted to HUD;
- Annual Action Plans, serving as annual implementation updates to the 5-Year Consolidated Plan and grant resource allocation plans, submitted to HUD;
- Housing Element Annual Progress Report (APR), developed in partnership with the Planning and Building Department; and
- the Annual Housing Programs Report, developed by HCD's Housing Development Division.
- A new, forthcoming annual report to be developed by HCD's Community Development division.

FISCAL IMPACT

The production of this report has no fiscal impact to the City.

PUBLIC OUTREACH / INTEREST

In the development of the Plan, staff conducted a three-pronged community engagement process between August 2024 and spring of 2025: (1) a series of six focus groups with subject-matter experts, (2) conversations with other governmental agencies, and (3) community listening sessions co-hosted by each City councilmember in fall 2024.

(1) Subject-Matter Expert Focus Groups

These groups were selected to participate because of the anti-displacement efforts that they support and carry out through their work. The focus groups were comprised of tenants' rights organizations, homelessness service providers and academic experts, and property owner advocacy groups. These sessions were aimed at providing an overview of HCD's data-driven strategic approach and then ground-truthing by engaging in discussions with participants. While the background and expertise of focus group members had a wide range, there was a shared consensus that anti-displacement programs and tenant protections are worth investing in, more effective outreach and education are needed, collaboration and partnerships should be prioritized, the urgency for a data-driven approach to combat displacement and enhance housing stability through policy advocacy and resource allocation. A total of 95 focus group members participated in these conversations; a list of participants and summaries of the conversations is discussed in Appendix B of the Plan.

(2) Inter-Governmental Agency Conversations

Throughout September and October 2024, HCD staff reached out to numerous colleagues in other City departments and Alameda County to get their perspective on the Plan's data, framework, and strategies. There was consensus among City departments that there are opportunities to align HCD's anti-displacement work with other City departments' priorities and initiatives. In conversations with Alameda County colleagues, HCD staff heard about possible opportunities to link HCD's anti-displacement work with ongoing County initiatives most notably the implementation of the County's [Homelessness Prevention Framework](#). The countywide framework focuses on households who are most likely to lose their housing and will implement a uniform screening tool/assessment like that used in HCD's Targeted Homelessness Prevention Program (Keep People Housed). This assessment will be implemented across County safety net systems to assess for homelessness risk and connect people to the appropriate resource.

(3) Community Listening Sessions

Additionally, HCD co-hosted three citywide community listening sessions with members of the Oakland City Council for residents to provide their input and help shape the Plan. A summary of consolidated themes, concerns, and opportunities named in the community engagement process are described in the main document.

COORDINATION

HCD staff received close guidance from the Department of Race and Equity in the development of the Plan. Additionally, staff consulted several sister departments including the Planning and Building Department, Economic and Workforce Development, the Department of Violence Prevention, and more.

SUSTAINABLE OPPORTUNITIES

Economic: Several of the implementation strategies and activities named in the Plan could increase economic stability for City residents if supported by sustainable partnerships and funding. For example, partnership with the Economic and Workforce Development Department and its service providers could intentionally target opportunities to increase residents' income through employment and training programs. Further, the exploration of a small business development program for small property owners could increase their viability and stability in the City, sustaining their ability to remain in operation.

Environmental: Though there are no direct environmental impacts related to the production of this report or its main strategies, there are indirect repercussions of displacement. Namely, households that are pushed farther away from their communities and/or places of work may be required to travel longer distances, often by car, increasing vehicle miles traveled and greenhouse gas emissions. Increasing housing stability for Oaklanders can help them stay in their local communities and create more opportunity for green and sustainable initiatives at scale.

Equity: the Plan's desired equity outcome is as follows:

"All Oaklanders, including all income levels and those most impacted by housing disparities, have healthy, safe, fair, affordable, and stable housing. Oakland's communities are stabilized, without disproportionate displacement of historically under resourced communities."

Black and low-income City residents are disproportionately affected and represented, as demonstrated by data on rent burden, homelessness, displacement, and more. In response, the equitable investment framework and linked strategies/activities are designed to reduce those disparities over time and increase housing stability for Oakland's most vulnerable residents.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Receive An Informational Report On The Housing and Community Development Department's Anti-Displacement Strategic Action Plan

For questions regarding this report, please contact Hugo Ramírez, Deputy Director of Community Development, hramirez2@oaklandca.gov

Respectfully submitted,


Emily Weinstein (Dec 30, 2025 13:34:27 PST)

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Attachment (1):

A. **HCD Anti-Displacement Strategic Action Plan:** available at:

<https://www.oaklandca.gov/files/assets/city/v1/housing-comm-dev/anti-displacement-strategic-action-plan.pdf>