



AGENDA REPORT

TO: Jestin D. Johnson
City Administrator

FROM: Dr. Jason H. Lester
Human Services Director

SUBJECT: HHAP-6, Winter Relief, and OPRI

DATE: March 5, 2026

Mar 5, 2026

City Administrator Approval


Jestin Johnson (Mar 5, 2026 15:51:43 PST)

Date: Mar 5, 2026

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution:

1. **Accepting, Appropriating, And Authorizing Agreements For:**
 - A. Up To \$23,029,455.86 From The State Of California In Homeless, Housing, Assistance, and Prevention (HHAP) Round 6 Funds;
 - B. Up To \$441,350 From The County Of Alameda In Winter Relief Funds Through May 31, 2028; And
 - C. Up to \$4,209,693 From Oakland Housing Authority (OHA) For The Oakland PATH Rehousing Initiative (OPRI) Program; And
2. **Awarding Grant Agreements And Professional Services Agreements To The Homeless Service Providers Identified In Tables 1 And 2, For The Terms And Amounts Identified, Using HHAP, County, and Local General Purpose And/Or Measure Q Funding; And**
3. **Accepting And Appropriating Additional Grant Funds From The Above Funding Sources Through Fiscal Year 2026-2027, And Authorizing The City Administrator To Increase The Agreements Identified And Move Funding Identified In Table 1 and Table 2 Using Such Funding And/Or Additional Funding That City Council Has Appropriated For The Programs During The Terms Of Such Agreements**

EXECUTIVE SUMMARY

Adoption of the proposed resolution will accept HHAP Round 6 funds from the State, County funds for winter shelter, and Oakland Path Rehousing Initiative (OPRI) funds from Oakland Housing Authority and will allow the City Administrator to use HHAP and other funds to extend existing agreements for homeless services. The legislation will also allow staff to move HHAP and designated funds between agreements, if needed, to ensure that time-limited funds are

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spent down on time. The State expects to issue invitations to apply for HHAP-7 later this year. This Resolution authorizes the appropriation of that funding and increasing these programs using that funding.

The proposed resolution will also enable the City Administrator to enter into agreements to support established shelters, transitional housing, and rapid rehousing services, as well as consulting contracts, that serve individuals and families experiencing homelessness and are critical to the homelessness response system in the City of Oakland (City). Currently, the Community Homeless Services Division of the Human Services Department funds 37 programs and three consultants, in an effort to decrease and ultimately end homelessness in Oakland. Programs are monitored regularly to ensure that performance measures are being met and positive outcomes achieved. The proposed Resolution pertains to nine of these programs and one consultant with grant agreements or professional service agreements that expired or are set to expire in 2026 and would use HHAP funds, County funds, and local funding available now to continue to provide services and interim housing solutions.

The proposed resolution will also approve a First Amendment to the Standard Services Agreement between the County of Alameda and the City of Oakland for the provision of Winter Relief Services for people experiencing homelessness. The amendment extends the agreement term through May 31, 2028, and increases the total contract authority from \$140,000 to a not-to-exceed amount of \$581,350 to support continued winter relief services over a three-year period.

Under this agreement, the City of Oakland will administer County funding and subcontract with two community-based providers: St. Mary's Center to provide emergency hotel and motel stays, meals, and supportive services for older adults experiencing homelessness, and East Oakland Community Project to provide outreach, case management, utilities, food assistance, and operational support at Crossroads Emergency Shelter.

REASON FOR URGENCY

The proposed resolution is being scheduled with urgency as some of the HHAP-6 funds (\$2,765,000) are needed for a contract with Bay Area Community Services which commences on April 1, 2026.

BACKGROUND / LEGISLATIVE HISTORY

Homelessness has been, and continues to be, a crisis throughout California, with Oakland being the most impacted city in Alameda County. As of the 2024 Point-In-Time (PIT) count, the number of persons experiencing homelessness in the City increased nine percent (9%) from 2022 to 5,485. Of those counted, 3,659 (67%) are living without shelter. The homelessness problem affects the City's population disproportionately; nearly a majority (48%) of the unsheltered identify as Black or African American, while Black and African American residents make up only 21.8% of the City's overall population.

Funding the Homelessness Response System

The persistent and evolving nature of homelessness in Oakland necessitates both continuing and enhancing high-quality supportive services, housing, and shelter programs. It is essential

for the City to strategically deploy the funding that is available to support the most effective of these programs in an effort to reduce and end homelessness. The City has applied for State Homeless Housing, Assistance, and Prevention (HHAP) funds and Federal Housing and Urban Development Continuum of Care (CoC) funds, as well as appropriated local funds (Measure Q, City Measure W Vacant Property Tax Act, and General Purpose Funds) to ensure a robust homeless response system. Most recently, on October 7, 2025, the City Council passed [Resolution No. 90898 C.M.S.](#) to award Federal, State, and local funds to service providers and consultants.

State HHAP funds have represented a substantial source of funding, and over the course of the funding program's six rounds, the City has received a total of \$130,596,575.78:

- HHAP Round 1 #1005248 = \$19,697,548.19
- HHAP Round 2 #1006126 = \$9,311,568.00
- HHAP Round 3 #1006326 = \$24,066,822.52
- HHAP Round 4 #1006961 = \$26,044,615.38
- HHAP Round 5 #1007402 = \$28,446,565.83
- HHAP Round 6 #1008399 = \$23,029,455.86

While the eligible uses of HHAP funding have generally been flexible, enabling recipients to use the funds in ways that best suit the needs of a jurisdiction, HHAP 6 guidelines have added some new restrictions. Specifically, HHAP 6 encourages the funding of permanent housing solutions and discourages its use for non-housing solutions such as street outreach and engagement, street-based health care, and hygiene services in encampments.

HHAP funds have funded the following activities since its inception:

- **Navigation Centers and Emergency Shelter:** Establishing and operating community cabins, safe parking programs, and congregate emergency shelters to provide immediate shelter options.
- **Interim Shelter:** Prioritizing an increase in capacity to shelter medically fragile and older unsheltered Oaklanders in non-congregate shelter settings.
- **Transitional Housing:** Offering short-term housing and supportive services, with a focus on housing navigation services, to individuals and families experiencing homelessness, including Transitional Age Youth (TAY) 18-24.
- **Permanent Housing Initiatives:** Facilitating rapid rehousing programs and permanent supportive housing projects to transition individuals into stable living conditions.
- **Supportive Services:** Enhancing outreach, case management, and behavioral health services to address the complex needs of the homeless population.

Since 2020, HHAP funding has served 5,071 individuals, of which 58% are Black, and 49% were chronically homeless.¹

Measure Q funds have been another critical source of funding for homeless programs. In March 2020, Oakland voters passed the Parks and Homeless Services Measure (Measure Q), approving a parcel tax to support parks and recreation, water quality, and homelessness

¹ The HUD definition of chronic homelessness is that the individual has a disabling condition and has been homeless at least 12 months continuously or on at least four separate occasions in the past three years with the combined total equaling at least 12 months.

services. \$9.6 million in Measure Q funding was allocated to homeless services programs in the City of Oakland Fiscal Year 2025-2027 (FY25/26 @ \$4.5m, FY26/27 @\$5.1m) Biennial Budget. In the past, Measure Q has funded emergency and interim shelters, transitional housing, and rapid rehousing. Measure Q funding has been decreased by half for FY 25-26.

Other sources being used for the homelessness response system include State Permanent Local Housing Allocation (PLHA), Oakland Housing Authority, Oakland PATH Rehousing Initiative (OPRI) funds, City General Purpose Funds, and City Measure W funds (which are unrelated to County Measure W funds).

Staff will continue the positive and productive conversations that have been underway with the County about funding existing programs using County Measure W. The amount available for Countywide homelessness response from Measure W is expected to be more than \$1.4B over the next six to eight years. When additional funding becomes available, staff will return to the City Council with a resolution requesting appropriation of these funds. Deployment of these funds will be informed by the performance of providers in meeting the measures that are described below and further discussed in the **Analysis and Policy Alternatives** section. Based on data in hand, the programs that deliver the strongest impact and positive outcomes include rapid rehousing, permanent supportive housing, transitional housing coupled with robust housing navigation services, and other interim models that include a strong supportive services component.

The City of Oakland has received Winter Relief Funds from the Alameda County Social Services Agency (SSA) since 2015. On November 1, 2024, the County of Alameda and the City of Oakland entered into a Standard Services Agreement for the provision of Winter Relief Services for People Experiencing Homelessness, with an initial contract term ending May 31, 2025, and a not-to-exceed amount of \$140,000. The agreement authorizes the City to administer County funding and contract with community-based organizations to deliver winter relief interventions, including emergency accommodations, food assistance, outreach, and case management. Winter funds support the much-needed increase of shelter beds and hotel vouchers available in winter to the most vulnerable living on the street.

Table 1 - Winter Relief Funding and Subcontractors

Provider: St. Mary's Center				
Year	FY 25/26	FY 26/27	FY 27/28	Total
Funding	\$100,000	\$105,000	\$110,250	\$315,250

Provider: East Oakland Community Project				
Year	FY 25/26	FY 26/27	FY 27/28	Total
Funding	\$40,000	\$42,000	\$44,000	\$126,100

Overview of Community Homelessness Services Programs

Resolution No. 90898 authorizes the City Administrator to expend HHAP-6 funds once appropriated by City Council and to negotiate and execute agreements for the homeless services programs identified in the Resolution. Subject to the availability of funding, the programs identified in Resolution No. 90898 will be funded for an additional year using the remaining unencumbered balance of HHAP-6 funds.

For FY 26-27, Community Homelessness Services proposes to fund and oversee the following programs, in addition to the ones which were included in [Resolution No. 90898 C.M.S.](#)
Contracts ending in 2026:

- Abode Services - Oakland PATH Rehousing Initiative (OPRI) program
- Bay Area Community Services – Housing Fast Support Network (HFSN) program
- Building Futures with Women and Children - Shelter Beds and Family RRH Oversight program
- Building Futures with Women and Children – OPRI program
- First Place for Youth – OPRI program
- Homeless Action Center – Legal services for Crossroads shelter clients program
- Housing Consortium of the East Bay – HomeBase program
- Roots Community Health Center – Miller community cabin program
- Roots Community Health Center – OPRI program

Key data from contracts ending in 2026 shows that 683 people were provided services and housing assistance, and 74% exited to permanent housing.

Performance and Outcome Measures

In an effort to ensure the ongoing efficacy of publicly funded homeless programs, in 2022, the City developed a comprehensive framework to monitor performance and outcome measures. Toward this end, staff implemented recommendations from the [2022 Audit Report](#), developing clear, quantifiable performance measures for all contracted programs. Program performance and outcome measures were incorporated into the FY 25-26 program contracts to establish provider responsibility and accountability to meet measurable program-specific goals and the City's strategic objectives for ending homelessness. This approach facilitates regular and timely reporting on progress, enabling CHS to more effectively assess program effectiveness, identify areas for improvement, and ensure efficient resource allocation. This program analysis informed the allocation of limited funding available for programs in FY 26-27, described further below.

Performance and outcome measures include data collection on the race and ethnicity of clients, as well as the following:

- Exits to permanent housing solutions
- Housing retention in permanent housing
- Utilization of supportive services offered
- Increases in clients' health benefits and/or income
- Client health and stability

- Exits to homelessness
- Average length of stay
- Timely and complete entry of HMIS data

ANALYSIS AND POLICY ALTERNATIVES

CHS recommends continuing 10 agreements for services addressing homelessness with end dates in 2026, informed by each program's performance and achievement of positive outcomes, where applicable. A core principle of the City's current homeless response strategy emphasizes the need to increase the rate of positive flow through City-funded programs so that each bed or unit can help more individuals to move from the streets into stable housing. Flow through interim housing requires adequate funding of on-site services. When funding cuts reduce supportive services or increase staff turnover, clients remain for longer periods without exit plans or document readiness to graduate and vacate beds for new clients. As such, CHS recommends funding levels in the amount of \$17,261,581 with mixed funding that includes HHAP-6 that ensure sustainable operations, staffing, safe sites, and a level of onsite services that maximizes system flow. Funding decisions also aim to mitigate public health impacts from unsheltered homelessness with health and hygiene interventions.

However, due to limited funding, program cuts are necessary. The performance and outcome measures described in the above section were considered in crafting recommendations to maximize the impact of the funding currently available, described below.

Approach to Budget Reductions

CHS has a projected budget shortfall of approximately \$22.6 million for FY 26-27 as compared to the funding available in FY 25-26. This shortfall is primarily due to the lack of new HHAP funding in FY 25-26 (\$15.5 million was included in FY 24-25), reductions in General Fund (\$2.2 million, or 45% reduction compared to FY 25-26) and Measure Q (\$4.2 million, a 48% reduction compared to FY 25-26). In order to sustain all programs with contracts ending in 2026 for a subsequent full year would require the addition of at least \$8 million to the CHS budget. Looking to the future, the total shortfall for FY 27-28 will likely only grow due to declines in HHAP funding from the State of California.

Table 2 – Proposed Renewal Contracts

Provider	Program	HHAP-6	Total Contract	Term	Funding Sources
Abode Services	Oakland PATH Rehousing Initiative (OPRI)	\$575,464	\$2,507,059	7.1.26-9.30.27	OPRI OHA (1007760) CDBG (1007741) HHAP-6 (1008399)
Bay Area Community Services, Inc.	Housing Fast Support Network	\$2,765,000	\$7,500,000	4.1.26-9.30.27	CoC (1007752) PLHA (1006475) HHAP-6 (1008399)

Cornerstone Community Development Corporation d/b/a Building Futures with Women and Children (BFWC)	Shelter Beds and Family RRH Oversight	\$276,120	\$276,120	7.1.26-9.30.27	HHAP-6 (1008399)
BFWC	OPRI	\$1,030,365	\$2,158,965	10.1.26-6.30.27	OPRI OHA (1007760) HHAP-6 (1008399)
East Oakland Community Project	Oakland Homeless Youth Housing Collaborative	\$127,680	\$330,737	8.1.25-7.31.26	CoC (1007756) HHAP-6 (1008399)
First Place for Youth	OPRI	\$17,685	\$438,885	7.1.26-9.30.27	OPRI OHA (1007760) HHAP-6 (1008399) ESG (1007749)
Alameda County Homeless Action Center	Legal Services for Crossroads Clients	—	\$84,973	7.1.26-9.30.27	Measure Q (1005349) HHAP-7 (TBD) GPF (1000017)
Housing Consortium of the East Bay	HomeBase	\$388,167	\$2,338,167	10.1.26-9.30.27	HHAP-6 (1008399) GPF (1000017) HHAP-7 (TBD)
Jewel'd Legacy Group LLC	Consulting/Event Planning	—	\$40,000	1.1.27-12.31.27	Measure Q (1005349) HHAP-7 (TBD) GPF (1000017)
Roots Community Health Center	Miller Community Cabins	—	\$1,528,800	1.1.27-12.31.27	HHAP-7 (TBD)
Roots Community Health Center	OPRI	\$39,155	\$1,310,555	7.1.26-9.30.27	OPRI OHA (1007760) HHAP-6 (1008399) City Measure W (1000017)
	Total	\$5,495,756	\$17,261,581		

Performance Outcomes for Table 2 Programs

Collectively, the programs in **Table 2** served 781 people in FY 24-25

- 40% identified as having a behavioral health disorder
- 48% have either a developmental disability, a chronic health issue, or a physical disability
- At least 25% have a history of an experience with domestic violence
- 70% identified as Black or African American

Competitive Process of Awarding Contracts

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The Human Services Department's Community Homelessness Services Division (CHS) will soon release a new rolling RFQ seeking support with homeless services funded through the City of Oakland. Applications are reviewed on a rolling basis, and applicants achieving a score of 70 and above are considered eligible for contracting and are placed in a vendor pool.

CHS staff are collaborating with staff from the Housing and Community Development Department, as well as the City Attorney and City Administrator offices.

Policy Alternatives

The funding recommendations support the continuation of existing programs, based on their performance in reducing and ultimately ending homelessness. Strong performing programs and providers need continuity in their funding in order to ensure ongoing success. These programs need to begin the contracting process immediately in order to limit any disruption in programming and payment for services.

Should this Resolution not pass, approximately 452 beds would potentially be removed from the City's homelessness response system. The beds and services outlined above will close effective immediately, transitioning hundreds of Oakland residents back to unsheltered homelessness.

Adoption of this resolution aligns policy priorities adopted by the Council, identifying homelessness as a primary concern to address in the City of Oakland. This resolution is related to homeless interventions and ultimately moving people off the street and into housing, thus advancing the Citywide Priorities of **Housing, Economic, and Cultural Security** priority by funding services related to maintaining and expanding access to clean, safe, dignified shelter beds accessible to the homeless community in Oakland.

FISCAL IMPACT

Funding allocations for the providers and programs detailed in **Table 1 and Table 2** above are split across multiple sources of funding, with all possible coding blocks listed in **Table 3** below. Funding is partially available with funds that have been adopted and appropriated in FY 2025-26 and FY 2026-27 during the FY 2025-27 Biennial Budget process. Sources adopted and appropriated during the FY 2025-2027 Biennial Budget process are indicated in the above tables in the "Funding Source" column. However, in some cases, full funding of the proposed contract amount for FY 2025-26 and FY 2026-27 will be contingent upon successful carry forward of projected available funding from the previous fiscal year.

Table 3: Funding Sources

Fund	Organization	Project	Program
General Purpose Fund (1010)	Community Housing Services (78411)	Administrative Project (1000017)	Homeless Services & Support (NB41)

HUD-ESG/SHP/HOPWA (2103)	Community Housing Services (78411)	OPRI OHA (1007760/1007761), COC NCHYRRH (1007758), COC NCFRRHC (1007754), COC HFSN (1007752), COC OHYHC (1007756), HOPWA (1007750), HESG (1007748), and other prior year projects	Homeless Services & Support (NB41)
HUD-CDBG (2108)	Community Housing Services (78411)	CDBG (1007738/40/42/44) and other prior year projects	Homeless Services & Support (NB41)
State of California Other (2159)	Community Housing Services (78411)	HHAP (1005248/6126/6326/696 1/7402/8399) and other prior year projects	Homeless Services & Support (NB41)
County of Alameda: Grants (2160)	Community Housing Services (78411)	County Winter Shelter (1007764/1007765)	Homeless Services & Support (NB41)
Measure Q (2244)	Community Housing Services (78411)	Administrative Project (1000017) and Measure Q Homeless (1005349)	Homeless Services & Support (NB41)
Vacant Property Tax Act Fund (2270)	Community Housing Services (78411)	Administrative Project (1000017)	Homeless Services & Support (NB41)

There is no minimum commitment to any awarded contract, and funds will not be committed unless funding is identified. The City of Oakland also reserves the right to terminate any agreement based on funding availability.

PUBLIC OUTREACH / INTEREST

In Summer of 2025, the City began holding focus groups of homelessness services providers to discuss the City's Homelessness Strategic Action Plan. Out of those groups, many questions arose regarding CHS's budget and contract renewal process. As a result, "Office Hours" sessions were scheduled to allow more time for providers to ask questions and the City to provide more detailed explanations and orientation to the budget and renewal process. Individual meetings have also occurred with all providers proposed to receive less than one year of support.

COORDINATION

Preparation of this report included coordination with the Human Services Department, the Housing and Community Development Department, the City Attorney's Office, the Budget Bureau, the Procurement, Contracts & Purchasing Bureau, and the City Administrator's Office.

PAST PERFORMANCE, EVALUATION, AND FOLLOW-UP

Community Homelessness Services has a standard evaluation process. Each City of Oakland homeless program is assigned a City Analyst to oversee the operation of the program. This Analyst role includes completing contracting, invoicing, and program evaluation, among other duties. In the Spring of 2025, program monitoring was completed for new programs and several other programs funded through Federal, State, and local funding. This resulted in the City Analyst identifying deficiencies and addressing them directly with the program operators through a written monitoring report. In addition to end of the fiscal year monitoring, analyst and management meet regularly throughout the year with the program operator leadership and line staff to discuss programmatic success, challenges, and growth. Meetings include both program-specific meetings and program-type meetings, such as the Community Cabin collaborative. These meetings incorporate discussions of client outcomes, program expectations, and program design. Analysts work closely with program staff to troubleshoot challenges that arise. Lastly, program operators are required to submit quarterly and year-to-date HMIS data directly to their Analyst.

Team meetings are held internally to discuss individual projects and their outcomes. Program operators are then engaged around successes and challenges. Interventions are held, as needed, to support providers to enhance outcomes and push the work forward of positively supporting Oakland's unhoused population. Through program and outcome evaluations, we continue to see challenges around positive exits from our emergency shelter interventions. In part, we understand this is due to the lack of affordable housing in the City.

The funding discussed in this report covers a range of homeless services programs. Program operators of homeless interventions funded through the City of Oakland enter data into the Homeless Management Information System (HMIS). It is through this system that we are able to gather valuable data such as exit data and demographic data.

SUSTAINABLE OPPORTUNITIES

These programs will expand economic opportunities for City residents by helping unhoused residents connect with shelter and services and find permanent housing. The services provided will include assistance with job search, finding permanent, affordable housing, and tailored health and well-being supportive services.

Economic: All funds proposed in this report are related to interim housing and services designed to address and ultimately end homelessness. The outcomes result in improved individual/family economic stability as well as economic participation in the community.

Environmental: The provision of housing and supportive services for individuals and families experiencing homelessness is a critical step toward reducing the environmental impacts associated with unsheltered living. By transitioning people into stable housing, the City can mitigate the degradation of public spaces and promote cleaner, safer streets.

Short-Term – Immediate Public Space Improvements: Housing placements and supportive interventions reduce encampments and related waste in public areas, leading to quicker, visible improvements in street cleanliness and community safety.

Long-Term – Advancement of Environmental Justice: This initiative supports environmental justice by addressing the disproportionate impacts of homelessness on

both vulnerable populations and the urban environment, fostering healthier communities for all residents.

Race & Equity: In Oakland, the drivers of homelessness fall most squarely on the backs of the African American community, who, due to long-standing structurally racist practices such as redlining and employment discrimination, are most vulnerable to losing their homes. According to the 2024 Point In Time count for Oakland, 53 percent of the population experiencing homelessness in Oakland identifies as Black or African American; however, this demographic is only 22 percent of the general population. Ending homelessness in Oakland must be defined by what works for African Americans first and foremost: reducing racial disparities.

Sustaining and expanding the services offered to unhoused Oaklanders must remain a priority for the City. One of the goals of CHS is to eliminate racial disparities and the rates at which African Americans experience homelessness, as well as their exit to stable housing. The City utilizes data from the Homeless Management Information System (HMIS) to track client demographics and outcomes. Rates of exits to permanent housing among African American clients are proportionate to their representation in the programs' population.

As identified in the 2021 Guide to Including Equity in the Design of Homeless Systems, the drivers of homelessness include:

- Structural racism
- Insufficient controls on the rental housing market that create vulnerability and housing instability for tenants
- Insufficient housing units that are affordable to households with the lowest incomes, including particularly those whose incomes are below 20 percent of Area Median Income (AMI)
- Systemic barriers that often prevent residents who are returning home from incarceration from living with family members and/or accessing both public and private rental housing and employment opportunities
- Inadequate pay and benefits for many of the jobs that are available in the community, and insufficient access to quality employment opportunities that pay wages that meet the cost of housing

The City of Oakland's Department of Race and Equity developed a Racial Equity Impact Analysis (REIA). The REIA framework is a data-driven, structured problem-solving approach that explores the systemic benefits and burdens on communities most impacted by racial disparities when designing and vetting potential solutions to ending and preventing homelessness.

The REIA framework guides the City's approach to addressing homelessness and ensuring that resources are allocated effectively and equitably, and targeted strategies are employed to end and prevent homelessness.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That the City Council Adopt A Resolution:

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For questions regarding this report, please contact Shalon Keener, Manager, Community Homelessness Services, at 510-238-6187 or skeener@oaklandca.gov.

Respectfully submitted,


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