

Keep Oakland Housed

Keep Oakland
HOUSED 



Final Report Volume 2: Outcomes

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ACKNOWLEDGMENTS

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INTRODUCTION

Over the last several decades, housing in the San Francisco Bay Area has become increasingly unaffordable for renters. As reported by the Bay Area Equity Atlas, the estimated median monthly rent in Oakland was \$1,716 in 2011; by 2017 it had skyrocketed 70%, to \$2,960.¹ The increase in rents is compounded by limited rent control protections and rapid gentrification of Oakland neighborhoods, leading to the displacement of many low-income residents of color. In 2018, the California Reinvestment Coalition called Oakland “ground zero for gentrification and displacement in the Bay Area.”² Gentrification and displacement have been especially devastating for Oakland’s Black/African American population, with Oakland losing 30% of this population between 2000 and 2017.³ In 2017, the Point-in-Time count showed an ever-increasing number of homeless individuals in Oakland, with the city’s homeless population representing nearly half of the total number of homeless individuals enumerated in Alameda County.⁴ The City of Oakland called this a “crisis level surge in homelessness” and announced a number of emergency measures to address it, such as community cabins and leveraging of additional state funding.⁵

This is the immediate context in which, in 2018, Bay Area Community Services ([BACS](#)), Catholic Charities East Bay ([CCEB](#)), and East Bay Community Law Center ([EBCLC](#))—referred to as “the collaborative”—partnered with The San Francisco Foundation ([SFF](#)) to launch **Keep Oakland Housed (KOH)**. The first 3 years of KOH—July 2018 to October 2021⁶—were conceived as a pilot phase to refine KOH’s model and ensure that the partners were maximizing their collective structure and programmatic approach in service of preventing homelessness in the Oakland community. Beyond the anticipated programmatic shifts and refinements typical of pilot efforts, KOH also needed to respond to the effects of the global COVID-19 pandemic, which dramatically changed the Oakland housing context and increased the need for KOH services. Prior to the pandemic, renters in Oakland were facing a formidable gentrification and affordability crisis; this was exacerbated by the economic devastation caused by COVID-19. Thus, in many ways, KOH was well poised to address the pandemic-related housing crisis before it even hit.

With the sunset of KOH’s pilot phase in October 2021, this final report reflects a two-volume series: Volume 1 presents findings related to KOH’s implementation, and Volume 2 presents findings related to KOH’s outcomes. More specifically, Volume 2 focuses on progress toward the outcomes outlined in the evaluation plan. Throughout both Volume 1 and Volume 2, findings are grounded in the context of both the COVID-19 pandemic and the end of KOH’s pilot phase. Both Volumes also include an intentional focus on community voice, with community findings and recommendations—collected through yearly community engagement touchpoints—highlighted throughout.

Overview of This Evaluation

Social Policy Research Associates (SPR) served as the evaluation partner throughout KOH’s 3-year pilot phase. In this role, SPR focused on: (1) providing technical assistance to support the capacity of BACS, CCEB, and EBCLC to collect meaningful and relevant data; (2) offering formative findings to inform the

¹ <https://bayareaequityatlas.org/indicators/market-rent#/?geo=07000000000653000>

² <https://antievictionmap.com/reports-new>

³ <https://antievictionmap.com/reports-new>

⁴ <https://everyonehome.org/wp-content/uploads/2017/11/2017HIRDReport-Oakland.2-2-3.pdf>

⁵ <https://www.oaklandca.gov/topics/oaklands-response-to-homelessness>

⁶ The pilot phase began with a soft launch in July 2018 and an official public launch in October 2018; it ended in October 2021.

ongoing improvement of KOH; (3) answering summative questions regarding progress toward KOH outcomes; and (4) surfacing learnings around KOH’s scalability and replicability. Moreover, SPR partnered with Reflex Design Collective to engage the Oakland community across all three pilot years.

The evaluation of KOH was guided by an evaluation framework (Appendix A). This framework emerged from a comprehensive design phase during which SPR and KOH partners identified four areas of inquiry that remained constant throughout the evaluation: structure, implementation, outcomes, and systems change. In the design phase, SPR and KOH also finalized a set of evaluation questions, outcomes, and indicators that guided data collection and analysis. The full set of evaluation questions is included in Appendix B. Volume 2 of the report addresses the following questions.

1. How has KOH helped Oakland residents remain housed?
2. How have KOH services addressed gentrification and the racial disparities of displacement?
3. To what extent have KOH activities contributed to a decrease in the number of people experiencing homelessness in Oakland?
4. How has KOH increased awareness of housing issues in Oakland?
5. To what extent have KOH services, including eviction defense, been made accessible to all corners of the Oakland community?

Data Sources Informing This Report

Volume 2 highlights findings across multiple qualitative and quantitative data sources. These data were intentionally collected to complement one another in order to produce well-rounded and comprehensive findings that include both breadth and depth. The comprehensive set of data that informed this final report is described in detail in Appendix K. As an overview, these data included: grantee data reports reflecting client-level demographics and outcomes; publicly available data to contextualize findings (i.e., the American Community Survey and Bay Area Equity Atlas); site visit interviews with each of the three organizations across three time points; Alameda County Court data highlighting unlawful detainer outcomes; and community engagement data, as further described in Exhibit 1.

Exhibit 1: Community Engagement Spotlight

As shared in the evaluation design, a core value within the KOH evaluation was including community voice: *“A commitment to building community power by centering the agency of those most impacted by housing instability in shaping the KOH program.”* The evaluation’s community forums, photovoice project, and focus groups provided a space for Oakland residents to share their stories, perceptions, and recommendations for improving KOH in a way designed to increase their agency in shaping this solution to Oakland’s housing challenges. **Overall, SPR and Reflex Design Collective engaged 64 Oakland residents throughout this evaluation.** The residents who participated in the evaluation included Black/African American, Latinx, White, and Asian/Pacific Islander individuals from across multiple Oakland neighborhoods. Two overarching themes in their feedback were the importance of continuing to collaborate with the Oakland community in shaping homelessness-prevention and eviction-defense programs and the key role an evaluation team can have in facilitating this engagement. As one of the photovoice participants explained, *“You...were the first ones to reach out and consider what it’s like to need*

assistance....We need advocates like you guys to come out and see what's wrong and how you can make things better."

PILOT PHASE OUTCOMES

Collaborative partners have been steadfast in the aspirations laid out in the KOH logic model, which outlines their collective commitment to ensuring Oakland residents remain housed. Included in Appendix H, the KOH 2.0 logic model outlines core areas of the collaborative’s service model and four impact areas in which partners envisioned making progress toward homelessness prevention and eviction defense. This evaluation has benchmarked progress toward these impact areas during the pilot phase, measured by target outputs and indicators as outlined in the logic model. This chapter discusses final progress within each of the four impact areas over the course of the KOH pilot phase.

Before delving into the four impact areas separately, the exhibits below offer a snapshot of KOH’s reach during the past 3 years. Overall, given the rise in demand for services throughout the pandemic, the collaborative has continued to exceed the number of clients it set out to serve. **By the end of the 3-year pilot period (October 31, 2021), KOH had served 5,944 households.** The KOH logic model states that the collaborative would serve 2,400 individuals and households per year, with a total of 7,200 individuals and households served by the end of Year 3.⁷ While data limitations prevent us from estimating the total number of individuals,⁸ **we know from looking at households alone (which are already 83% of the individuals and households goal), KOH has surpassed its goal for numbers served.**

As articulated in the logic model at the outset, KOH planned to provide 250 Oakland individuals and families with emergency financial assistance each year, with 750 individuals and families reached by the end of Year 3. **At the end of the pilot, the collaborative had provided financial assistance to 3,866 households, far surpassing the goal of 750.** Furthermore, EBCLC aimed to provide legal services to 1,200 individuals and families by the end of Year 3 and had served almost double that amount (2,078 households).

The remaining sections of this chapter highlight each of the four impact areas and disaggregate the numbers served by key subgroups (when possible) to provide indicators of the collaborative’s accomplishments and areas for continued growth.

Exhibit 2: Households Served to Date

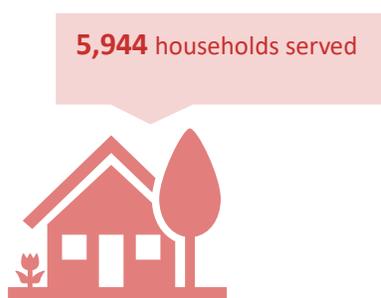
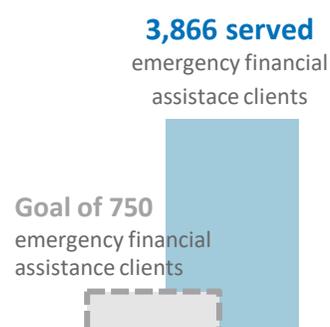


Exhibit 3: Legal Services Progress to Date



Exhibit 4: Emergency Financial Assistance Progress to Date



SOURCE: DATA FOR EXHIBITS 2-4 COME FROM KOH’S BIENNIAL DATA REPORTS, WHICH REFLECT JULY 2018 – OCTOBER 2021.

⁷ KOH officially launched in July 2018 with a public launch in October 2018. For the purposes of this report, we consider July 2018 the start of KOH and years are reported on a July to June timeline. However, Year 3 data include the final quarter of the pilot, through October 2021.

⁸ At the time of this report, some collaborative organizations were unable to provide numbers on individuals within households, thus limiting our ability to provide an accurate count of individuals.

Impact Area 1: Reduce number of Oakland tenants who lose housing through eviction

A key outcome goal of the KOH initiative is to help Oakland residents who are facing eviction remain in their homes. This section specifically focuses on the legal services provided by EBCLC through KOH, as EBCLC directly supports clients with eviction-defense services. Throughout KOH’s pilot period, there has been a high demand for housing-related legal services. However, as noted in the implementation chapter, the type of legal assistance provided by EBCLC shifted across the 3 pilot years in response to the changing housing context. Namely, the COVID-19 pandemic and the accompanying eviction moratoria created a context in which full-scope legal representation was less of a need, whereas eviction-defense policy advocacy, legal advice, and referrals were more in demand.

EBCLC provided a comprehensive set of services that contributed to helping Oakland residents remain housed (Exhibit 5).⁹ Thus, this section discusses indicators related to successful outcomes for EBCLC clients and favorable Alameda County Court outcomes for cases related to unlawful detainer. In doing so, the narrative addresses the following key evaluation question: *How has KOH helped Oakland residents remain housed (through eviction defense)?*

Exhibit 5: Distribution of EBCLC Services Provided (July 2018 – October 2021)



SOURCE: DATA FOR EXHIBITS 5-6 COME FROM KOH’S BIENNIAL DATA REPORTS, WHICH REFLECT JULY 2018 – OCTOBER 2021.

EBCLC Legal Services Outcomes

The KOH logic model states that “EBCLC will preserve the tenancy (or secure additional time and other benefits for relocation) in at least 85% of the cases where it provides full scope representation.” Data collected from client focus groups, EBCLC site visits, and KOH data reports point to the following indicators of successful outcomes for EBCLC clients:

- **Nearly all EBCLC KOH clients with resolved eviction-defense cases had successful outcomes.** As shown in Exhibit 6, only 1% of clients ($n=15$) had unfavorable outcomes. Although 21% of cases were ongoing, given the very low rate of unfavorable outcomes, it is reasonable to conclude that

⁹ Pro-per services refer to services provided when a person is handling his or her own case (i.e., representing themselves)

EBCLC obtained its benchmark.¹⁰ In the context of eviction defense, a successful outcome may be defined as a client remaining in the home that was under an eviction notice, moving to new housing, or receiving a specific settlement amount.

- **EBCLC directly supported passing eviction moratoria for the City of Oakland and Alameda County.** EBCLC and partnering housing-justice organizations successfully advocated for extending the moratoria, which have supported Oaklanders with staying housed during the pandemic. The county moratorium is linked to the public health department and will be in effect until 60 days after the local health emergency ends.

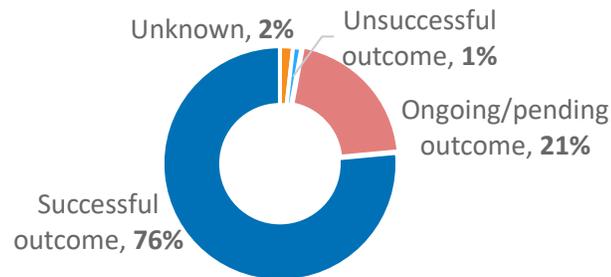
- **Clients felt a greater sense of hope and ability to overcome their housing crises after receiving support from EBCLC.**

They described how the care, respect, and compassion from EBCLC staff helped them believe they would overcome their crises. Clients shared that they felt like EBCLC staff empathized with their situations and approached them in ways that did not exacerbate their stress and instead gave them the feeling that their crises would be resolved.

“The two times that I did have issues, I went directly to EBCLC and they were awesome....More than one person jumped in and helped me, and when it was extremely difficult, it’s stressful mentally. They really told me it will be okay. And it definitely was.”

– KOH Client

Exhibit 6: Outcomes of Eviction-Defense Cases Among KOH Clients Served by EBCLC (July 2018 – October 2021)



EBCLC Legal Services in the Context of Alameda County Court Outcomes

As another indicator of success for EBCLC’s legal services, SPR requested a comprehensive set of data from the Alameda County Courthouse (see Appendix G) to understand trends in unlawful detainer cases before and after KOH’s pilot launch.¹¹ SPR analyzed data from three distinct time periods: (1) pre-KOH; (2) during KOH but prior to the eviction moratoria; and (3) since the eviction moratoria were put in place. Overall, throughout KOH’s pilot period, court processes and outcomes for Oaklanders facing unlawful detainer notices have grown more favorable for tenants, as further explained in this section.

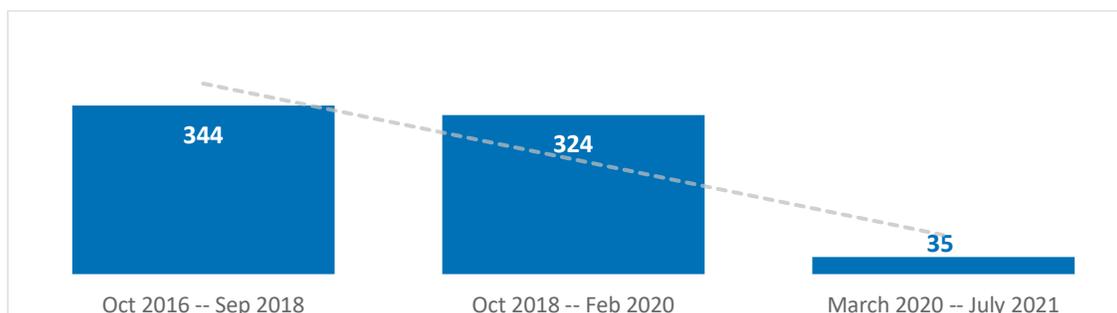
¹⁰ When unknown and ongoing or pending cases are removed from the distribution, 99% of EBCLC’s full-scope clients received a successful outcome.

¹¹ This Alameda County Courthouse data is the source for all figures in this section.

In the time since KOH’s public launch and prior to the eviction moratoria, the average number of unlawful detainer cases filed per month decreased from 344 to 324. Since March 1, 2020, the average number of unlawful detainer cases filed per month decreased to 35. While the most recent average monthly unlawful detainer filing reflects the eviction moratoria, the overall trend is favorable for Oakland tenants, as fewer filings reflect fewer tenants at risk for eviction. While the influx of national attention toward eviction defense has prompted more resources for this type of support, EBCLC has also specifically contributed to this favorable trend through its tenants’ rights workshops (held pre-pandemic only) and preemptive measures to counteract potential unlawful detainers (e.g., letter writing). Furthermore, financial assistance to pay back rent likely contributed to this favorable trend, as clients were able to settle with landlords before they moved forward with unlawful detainer filings.

Before KOH’s public launch, 8% of unlawful detainer cases set for court trial were completed; this decreased to 6% between October 2018 and February 2020 and decreased even further to 4% during the eviction moratoria. Conversely, the percentage of unlawful detainer cases set for jury trial was at 20% in the 2 years prior to KOH; this increased to 24% between October 2018 and February 2020 and jumped up to 37% during the eviction moratoria.

Exhibit 7: Change in Average Number of Unlawful Detainer Filings Each Month



SOURCE: DATA FOR EXHIBITS 7-10 COME FROM ALAMEDA COUNTY COURTS, WHICH REFLECT OCTOBER 2016 – JULY 2021.

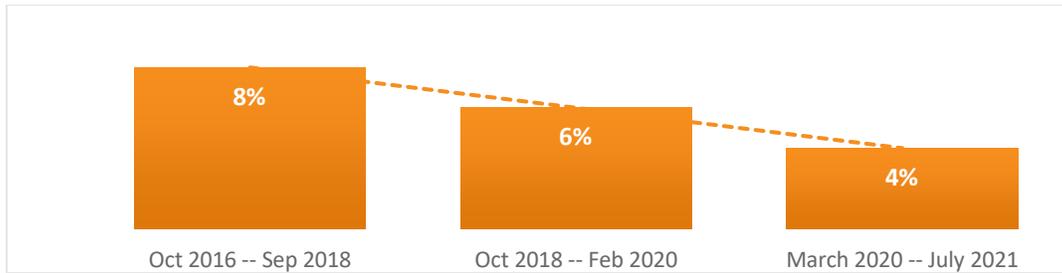
Court data show a continued favorable trend of a decrease in the proportion of unlawful detainer cases set for court trial and an increase in the proportion of unlawful detainer cases set for jury trial. Jury trials are much more favorable for clients than court trials, as the case is presented to a full jury as opposed to a single judge.

These favorable trends speak to EBCLC’s strong eviction defense and tenant advocacy since KOH’s public launch and throughout the pandemic. For example, EBCLC has advocated for changes to informal court policies related to the time allowed for tenants to return a form needed for the case to go to jury trial. Tenants were allowed 10 days to respond via mail; Alameda County Court judges now understand that there are delays in processing and will honor a written jury trial request as opposed to the standard form, even if it is informal.

“What I have learned sometimes when you feel like your back is against the wall, sometimes it takes just a gentle touch. [This] can make you feel like you can go a little bit further and try a little harder. Because you feel like there is hope.”

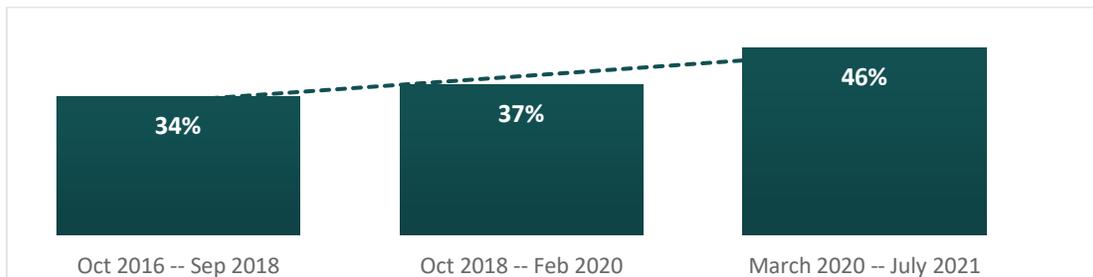
– KOH Client

Exhibit 8: Change in Percentage of Cases Set for Court Trial



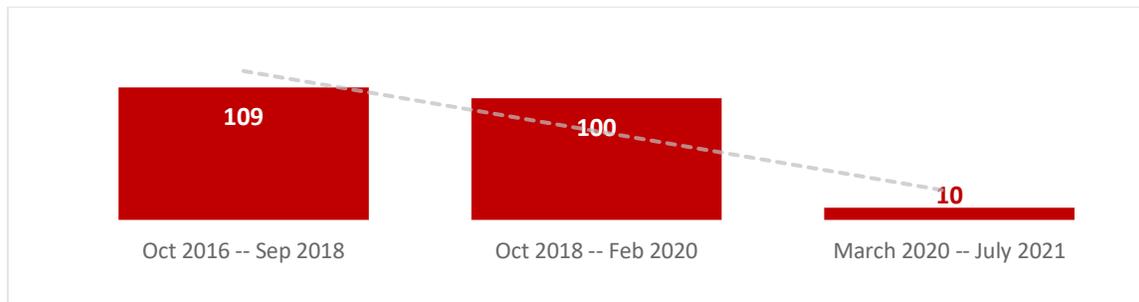
The courthouse data for settlements before both court and jury trials has continued to favor Oakland tenants since KOH’s public launch and throughout the pandemic. Exhibit 10 shows the increase in the percentage of cases settled before court and jury trials combined; it suggests increased involvement from lawyers to negotiate and threaten motions, which incentivizes landlords to settle before trial. This increased involvement is likely the result of an overall increase in the number of lawyers working on unlawful detainer cases in Oakland since the time of KOH’s public launch. Furthermore, since the eviction moratoria, lawyers have had fewer unlawful detainer filings and thus more time for the tenant advocacy needed to settle before trial.

Exhibit 9: Change in Percentage of Cases Settled Before Trial



Lastly, the percentage of unlawful detainer cases dismissed before trial increased during KOH’s pilot period. (This is favorable for the tenant since the unlawful detainer is then dropped.) Specifically, before KOH, 28% were dismissed; this rose to 30% between October 2018 and February 2020 and increased again to 44% during the eviction moratoria. EBCLC noted that this increase points to successful legal advocacy in which lawyers are better able to pinpoint defective cases and act to have them dismissed. These data complement the decrease in the average number of default judgments observed during KOH’s pilot period—that is, cases that tenants lost automatically because they did not respond in time (Exhibit 11). This again points to successful legal advocacy and eviction-defense services for KOH clients.

Exhibit 10: Change in Average Number of Default Judgments Each Month



Key Successes and Challenges

Overall, across KOH’s 3 pilot years, EBCLC demonstrated a number of clear eviction-defense and policy-advocacy successes that contributed to favorable outcomes for its clients. The following list highlights these key accomplishments as well as potential eviction-defense-related challenges as KOH moves beyond the pilot phase.

- **EBCLC offered multiple housing-related services that allowed for the flexibility needed to quickly shift to meet clients’ needs.** EBCLC offered advice and referrals, workshops (pre-pandemic), and other programs that allowed the organization to assist clients with housing crises in ways other than full-scope representation for unlawful detainer cases. This helped clients stay in their homes or safely relocate within Oakland.
- **EBCLC’s service delivery cultivated the trust and consistency needed to support clients in overcoming their housing crises.** EBCLC’s clients praised the organization for its responsiveness, compassion, and effective services and referred friends and family to the organization. As evidenced by the client quote in the sidebar, EBCLC has earned a strong positive reputation throughout the community.
- **EBCLC’s policy advocacy has had a positive impact in the Oakland community.** EBCLC’s policy advocacy (with partner organizations) resulted in Alameda County’s eviction moratorium being linked to the public health department, ensuring it will remain in place until 60 days after the public health emergency declaration ends. Furthermore, EBCLC’s advocacy contributed to state law now saying that landlords cannot proceed with an eviction unless a tenant has first applied for and received rental assistance. As a result, Oakland has one of the strongest eviction moratoria in the United States.
- **Client outreach has been a notable challenge during the pandemic.** Prior to the pandemic, EBCLC staff conducted outreach in the courts to make themselves available to people with eviction cases. EBCLC is currently not able to take this approach, however. As a member of EBCLC’s staff commented, “Getting people while they’re experiencing an eviction at the courthouse is different than people who will find our clinic and just walk in the door....Figuring out how to meet people where they are—we’re not as much able to do that.”

“I have prostate cancer, so I’m trying not to be stressed out while I’m here at home....And, when my landlord comes over and he just wants to come in your house, I’m like, ‘No. You just can’t come up in here.’...EBCLC gives me support and is compassionate. It matters, because if you can’t rest at home, where can you rest?”

– KOH Client

- The end of the eviction moratoria in conjunction with the sunset of KOH’s pilot years is an anticipated challenge for EBCLC.** When the eviction moratoria come to a close, EBCLC anticipates a rise in the number of clients in need of eviction-defense and debt-collection legal support, especially given that Oakland is still in the midst of a housing and economic crisis exacerbated by the pandemic. Thus, the sunset of KOH (and the subsequent need to divert organizational capacity and resources toward fundraising) coincides with an anticipated increase in demand and added services.

Impact Area 2: Address gentrification and racial disparities of displacement through targeted services to low-income communities of color

In addition to keeping clients stably housed, KOH strives to keep them living in Oakland by preventing displacement. Moreover, out of recognition that communities of color in Oakland are most impacted by gentrification and displacement, KOH strives to address the racial disparities of displacement.¹²

This section responds to the following evaluation question: *How have KOH services addressed gentrification and the racial disparities of displacement?* Specifically, it addresses this question by exploring indicators underpinning the larger issue of gentrification and racial disparities of displacement, such as housing burden, job/wage loss, and rent owed. Moreover, this section shows the extent to which KOH services have reached the racial and ethnic groups and income brackets that are most vulnerable to homelessness and displacement.

Gentrification and Displacement During KOH’s Pilot Program

A review of the 2019 Alameda County Homelessness Population Point-in-Time count, Bay Area Equity Atlas’s housing burden scores, and the Urban Displacement Project’s gentrification risk scores shows that Black/African American individuals represent a disproportionate number of homeless people in Oakland and Alameda County and that other people of color are at high risk for future displacement.¹³ Throughout KOH’s pilot years, the COVID-19 pandemic only worsened California’s housing crisis and associated disparities.

The pandemic’s lasting impact is shown through prolonged job loss and economic instability. Results from a Pew Research Center survey indicate that 49% of lower-income households have experienced job or wage loss since the COVID-19 outbreak began in February 2020.¹⁴ Since April 23, 2020, the U.S. Census Bureau has been conducting almost weekly household pulse surveys to measure social and economic impacts during the COVID-19 pandemic.¹⁵ Looking at patterns across 39 weeks, the data reveal a troubling trend that renters who are Black/African American, Latinx, or two or more races are almost twice as likely as White or Asian renters to be behind on rent (see Exhibit 11). This underscores the reality that the COVID-19 pandemic has continued to exacerbate housing challenges for tenants of color.

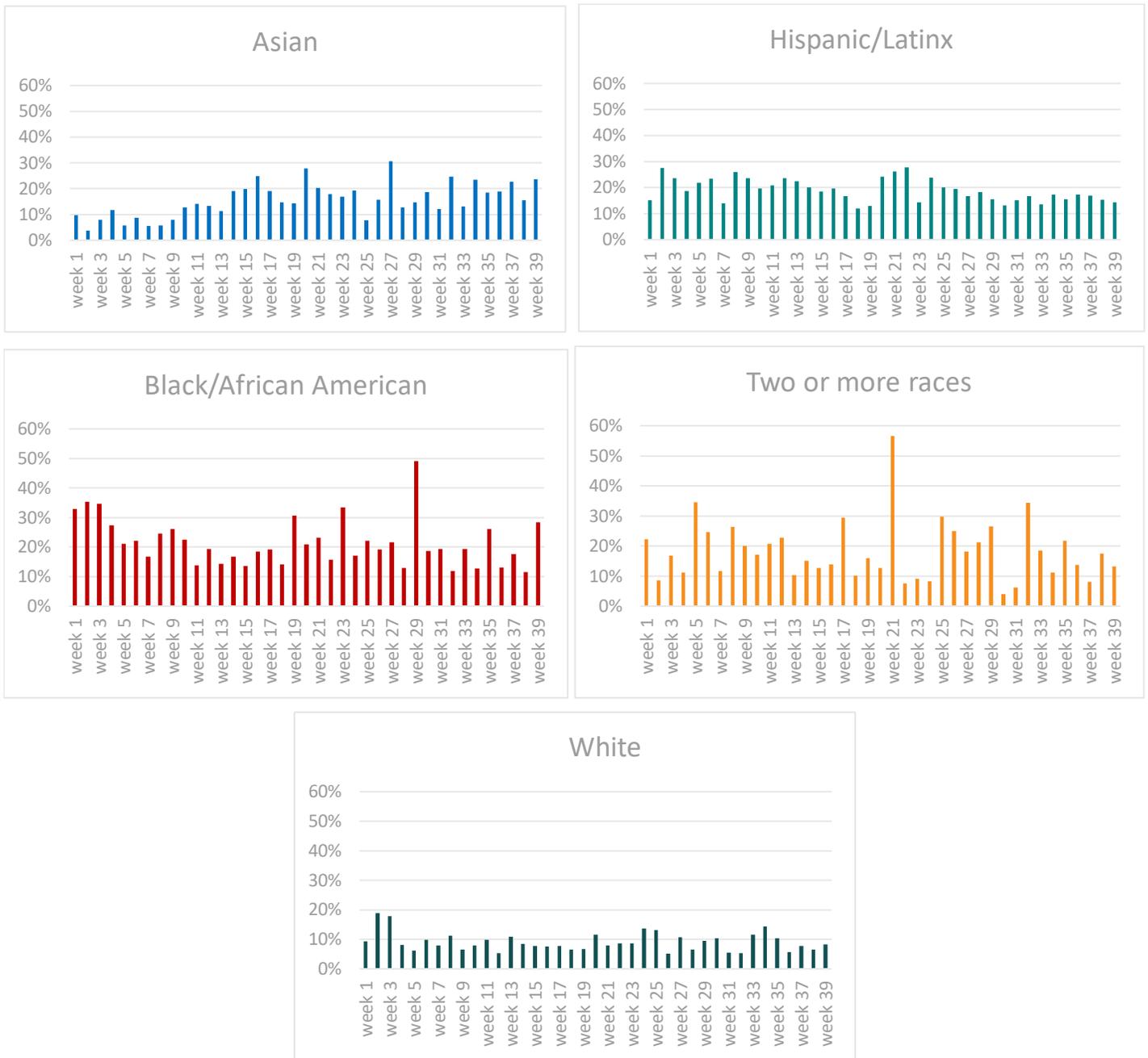
¹² Research produced through the Bay Area Equity Atlas outlined that 87% of renters who are behind are people of color, and 81% earn less than \$75,000 annually (https://bayareaequityatlas.org/research/baea_evictionrisk_library).

¹³ A full description of this review can be found in the 2019 Baseline Report, Impact Area 2.

¹⁴ <https://www.pewresearch.org/social-trends/2021/03/05/a-year-into-the-pandemic-long-term-financial-impact-weighs-heavily-on-many-americans/>

¹⁵ <https://www.census.gov/data/experimental-data-products/household-pulse-survey.html>

Exhibit 11: Percentage of California Renters Behind on Rent, by Race (April 2020 – February 2021)¹⁶

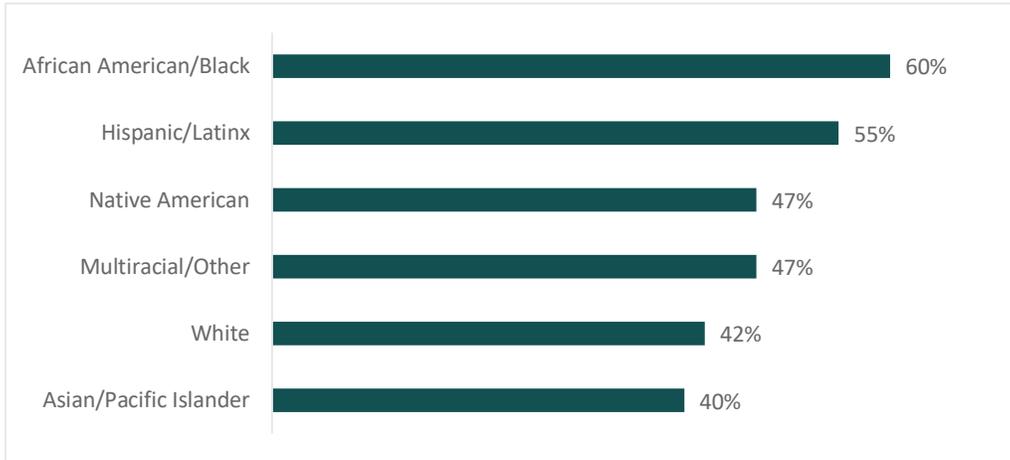


NOTE: VERTICAL LINES IN EACH GRAPH REPRESENT THE PERCENTAGE OF CALIFORNIA RENTERS IN THAT RACIAL/ETHNIC GROUP WHO RESPONDED THAT THEY WERE BEHIND ON RENT IN THAT WEEK.

SOURCE: CALCULATIONS ARE BASED ON DATA FROM THE U.S. CENSUS BUREAU'S HOUSEHOLDS PULSE SURVEY (AVAILABLE AT [HTTPS://WWW.CENSUS.GOV/PROGRAMS-SURVEYS/HOUSEHOLD-PULSE-SURVEY/DATA.HTML](https://www.census.gov/programs-surveys/household-pulse-survey/data.html)).

¹⁶ This is consistent with findings from the Bay Area Equity Atlas. Their COVID-19 Evictions Factsheet shows that 8% of White households, 22% of Black/African American households, 27% of Latinx households, and 22% of Asian households are behind on rent: https://bayareaequityatlas.org/research/baea_evictionrisk_library.

Exhibit 12: Percentage of Housing Burden by Race (as of 2019)



SOURCE: DATA FOR EXHIBIT 12 COMES FROM THE BAY AREA EQUITY ATLAS:

[HTTPS://BAYAREAEQUITYATLAS.ORG/INDICATORS/HOUSING-BURDEN#](https://bayareaequityatlas.org/indicators/housing-burden/)

Throughout the evaluation’s community engagement touchpoints, KOH clients shared the challenge of staying in the Oakland community and not becoming displaced due to gentrification. Their social

“I’ve been here in this area 20 years....When I thought I was going to leave 2 years ago, it was stressful because it’s hard to go somewhere else and you have to start all over. Because around here, people know your dogs, your cats, the mailman knows you; you can walk across the street in your pajamas, get coffee. The people at the store, the barber knows you. And so that’s community to me....People know you, and so you can keep going.”

– KOH Client

networks and support systems are reflected in the community, and it is important to them to maintain that sense of belonging. The quote below highlights this sentiment and further emphasizes the importance of KOH’s goal of mitigating the racial disparities of displacement.

KOH Client Racial/Ethnic and Income Breakdowns

As described by EBCLC, and as reflected in KOH’s model, effectively addressing gentrification and displacement involves three pillars: eviction defense, rental assistance, and housing. Given KOH’s goal of addressing the racial disparities of displacement, a key indicator of progress toward that outcome is the distribution of KOH clients by race/ethnicity.

KOH clients across the 3 pilot years have been majority Black/African American (Exhibit 14). Indeed, the Bay Area’s Black/African American population has been disproportionately impacted by economic instability and housing affordability challenges.¹⁷ Thus, KOH’s sustained focus on serving Oakland’s Black/African American community aligns with where services are needed for addressing the racial disparities of displacement.

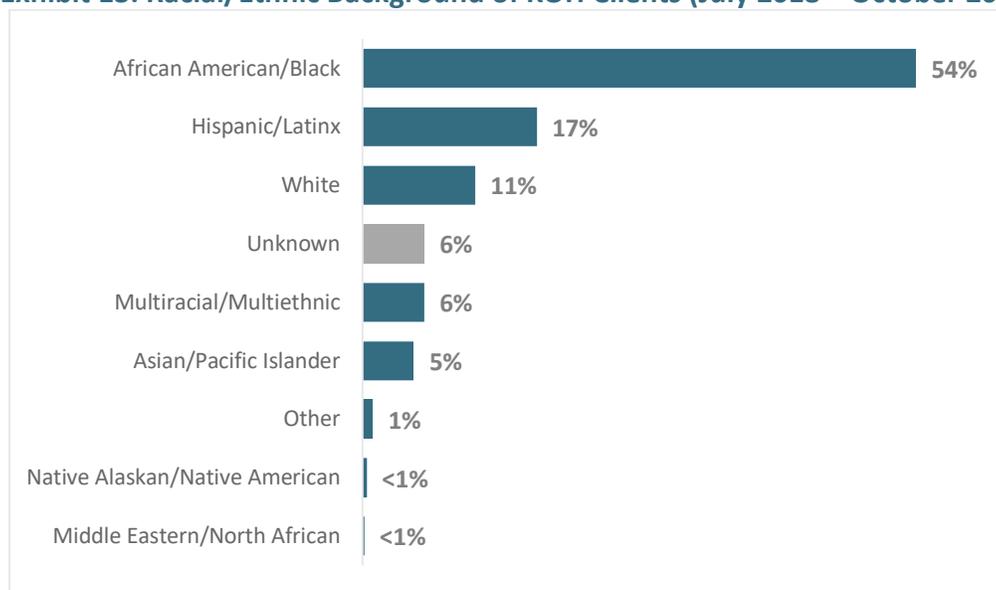
Since the pandemic, KOH has likewise served an increasingly larger proportion of Latinx and Asian/Pacific Islander individuals. These communities are also disproportionately impacted by economic and housing insecurity. In response to data suggesting that KOH was not serving the proportion of Oakland’s Asian/Pacific Islander community commensurate with

the need,¹⁸ the collaborative made intentional efforts to create a partnership with the East Bay Asian Local Development Corporation in Chinatown. Further, KOH provided much-needed support to undocumented Latinx immigrants during the pandemic when they did not qualify for federal relief; many of these individuals did not speak English as their first language (as further described in the sidebar quote).

“I feel like now we see that surge of people [whose first language is not English] reaching out for assistance....I think it’s a huge success, because that means that they do have trust in a Catholic Charities or in KOH, where they know that they will get assistance. Because we know that when English is not your first language, it’s very hard for people to reach out and to advocate for themselves....That’s the biggest takeaway of all this.”

– Ilce Reyes-Cortes, CCEB

Exhibit 13: Racial/Ethnic Background of KOH Clients (July 2018 – October 2021)



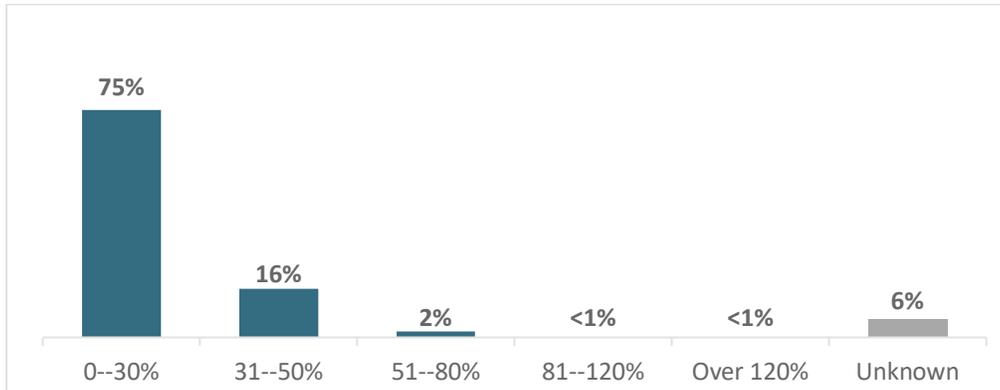
SOURCE: DATA FOR EXHIBITS 13–14 COME FROM KOH’S BIENNIAL DATA REPORTS, WHICH REFLECT JULY 2018 – OCTOBER 2021.

¹⁷ https://bayareaequityatlas.org/research/baea_evictionrisk_library

¹⁸ Refer to the KOH Baseline Report, Impact Area 2.

In addition to clients' racial/ethnic distribution, data on the AMI of KOH clients highlights that Oakland's low-income population has been served by the initiative (Exhibit 14).

Exhibit 14: AMI Distribution of KOH Clients (July 2018 – October 2021)



Overall, the racial/ethnic and income distributions of KOH's clients point to the collaborative's intentionality and clear progress toward mitigating displacement and gentrification, with an intentional focus on addressing racial disparities. Key methods the collaborative utilized for conducting outreach to low-income communities of color include:

- working with local churches and schools to spread awareness about KOH;
- coordinating with the City of Oakland to ensure outreach to specific populations, including around distributing KOH fliers and referring potential clients to the KOH website;
- offering paper KOH applications at key community hubs, such as local churches;
- conducting direct outreach to tenants at properties known to have problematic property management or corporate landlords;
- partnering with Roots Community Health Center to extend outreach into deep East Oakland; and
- partnering with Unity Council to extend outreach to Oakland's Fruitvale community.

Tailored Services to Low-Income Communities of Color

Given the diversity of clients that KOH serves, the collaborative sought to supplement its targeted outreach with tailored services to low-income communities of color. Findings across all community engagement sessions point to the importance and influence of services designed to address the unique challenges faced by these communities. Clients described how low-income communities of color are often already under an enormous amount of stress when seeking services like those offered by KOH. Working with staff who are compassionate, empathetic, and reliable helps them feel hopeful about their situations and gives them energy to persevere through their challenges, as described in the sidebar quote.

“I am still housed, and I’m thankful for that....Because I’m not working right now, so I need to do the whole rent adjustments and [a staff member] from EBCLC, she again said, ‘Well, let me know if you need me to help you with those papers,’ even though I don’t even know if that’s her job or not. But she reached out to me....That’s compassion.”

– KOH Client

Throughout KOH’s pilot years, the collaborative sought to hire and train staff who could deliver the compassion referred to in the quote. Moreover, KOH made the following programmatic features and adjustments to tailor services to low-income communities of color:

- increasing staff language capacity to better serve the Latinx and Asian/Pacific Islander community;
- ensuring that many KOH direct-service providers are from Oakland and identify as part of the Black/African American community and, specific to EBCLC, boosting attorney salaries to attract and retain attorneys who reflect the populations KOH serves;
- ensuring client access to LanguageLine or Bablic translation services for translation/interpretation in Arabic, Tagalog, Cantonese, and other languages as needed;
- removing barriers to the virtual intake process by showing clients how to take pictures of documents and send them by email or text using their phones;
- consistently reflecting on which populations may be underrepresented in service provision and enacting plans to increase representation when needed (e.g., partnerships with the East Bay Asian Local Development Corporation, Roots Community Health Center, and Unity Council in Fruitvale);
- ensuring that online applications have confidentiality assurances for potential clients;
- following up with clients to check in on their housing situations and to ask if they need further support (specific to EBCLC);
- allowing Oaklanders in the gig economy, housekeepers, and day laborers to be eligible for assistance through self-attestation letters as opposed to paystubs (specific to CCEB);
- tailoring guidance to Spanish-speaking clients to help them get what they need from landlords and, when needed, acting as translator/liaison by working with both the landlord and tenant (specific to CCEB); and
- providing KOH staff with culturally responsive service-delivery training (specific to BACS).

Key Successes and Challenges

The following points summarize key successes and challenges related to this second impact area:

- **A focus on language accessibility has contributed to KOH serving a higher proportion of Latinx and Asian/Pacific Islander clients.** SPR's baseline report noted the opportunity for the collaborative to serve more Latinx and Asian/Pacific Islander Oaklanders, given that these communities are disproportionately at risk for gentrification and displacement. Since then, the collaborative has intentionally implemented outreach and service strategies to serve more clients from these populations, resulting in an overall increase. Nevertheless, the proportion of Asian/Pacific Islander clients is likely still relatively low in comparison to the population in Oakland. Additional culturally appropriate materials and language access may support improving outreach to this community.¹⁹
- **The pandemic created challenges with conducting the in-person outreach that is often more effective for low-income communities of color.** Prior to the pandemic, outreach to low-income communities of color was, in part, conducted face to face. Continuing to implement innovative outreach methods that successfully reach communities in need during a time of social distancing is an ongoing challenge for KOH, as further described in the sidebar quote. The collaborative will continue to work with the City of Oakland and community partners to address this challenge.

“The pandemic and restrictions on doing things in person kind of really made it hard for us to do outreach....Because I think the folks who need outreach the most are the ones who already don't have this kind of ability to navigate technology and electronic communications....I don't really know how else to reach them if they haven't already heard about us. And so that's still a constant project that we're trying to learn to be better at as we get further and further into the pandemic.”

– KOH Staff

Impact Area 3: By 2020, the number of people made homeless because of losing housing in Oakland will be reduced

While the KOH model evolved during the pilot period, particularly with the launch of KOH 2.0, emergency financial assistance and legal services aimed at reducing the number of Oaklanders who are made homeless due to losing housing has remained at its core. The third impact area therefore explores the following key evaluation question: *To what extent have KOH activities contributed to a decrease in the number of people experiencing homelessness in Oakland?*

Findings From Follow-Up Data

The collaborative was originally looking toward the 2020 Point-in-Time count to understand the change in the number of homeless individuals in Oakland during the KOH pilot period. Due to the pandemic, however, this count did not occur as originally scheduled, so it cannot be referenced as a key indicator of

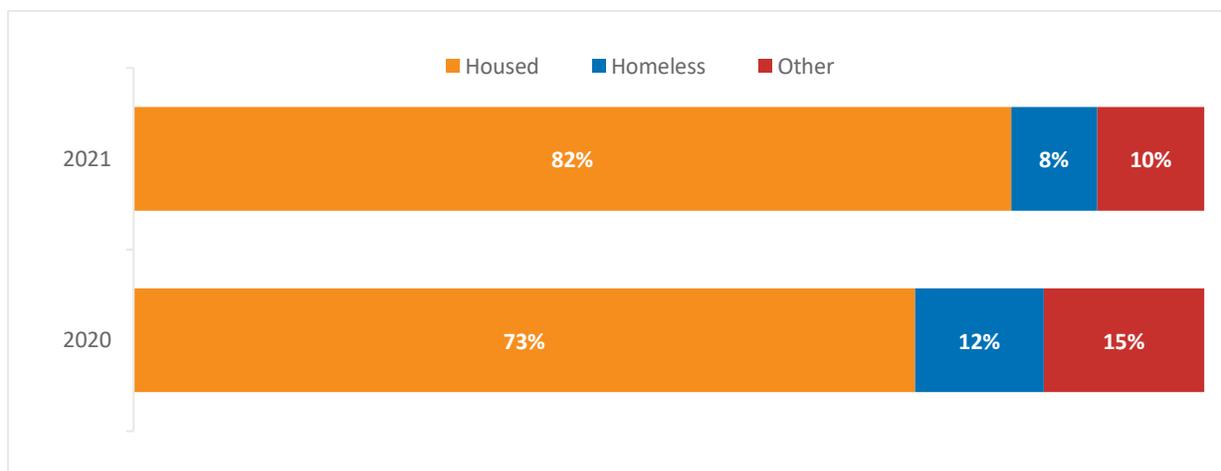
¹⁹ Data limitations regarding income levels in Oakland's Asian/Pacific Islander community prevent us from fully understanding the need for KOH services among these Oaklanders.

KOH’s progress toward this impact area. This section therefore relies on follow-up data from KOH’s texting application as well as testimonials from KOH clients for understanding the extent to which KOH reduced the number of people made homeless due to the loss of housing.²⁰

To understand the extent to which KOH clients remained housed after they received services, SPR used a texting platform to message KOH clients about their housing status (see Appendix C for a more detailed description). The data collected reflect whether the client was housed, homeless, or experiencing some other housing situation. Any KOH client who signed a waiver confirming permission to receive texts from the collaborative was included, regardless of whether they received KOH 1.0, KOH 2.0, or COVID-19-related relief services. As described in the mid-project report, the summer 2020 round of data collection had a relatively high response rate (45%). Of those who responded, 73% were housed.

This strong response rate and high rate of clients remaining housed increased during the summer 2021 round of data collection, when there was a 40% response rate for Spanish-language texts and a 41% response rate for English-language texts. These data show that 82% of clients ($n=639$) were housed at follow-up, 8% ($n=59$) were homeless, and 10% ($n=81$) responded as other.²¹ The 82% housed statistic demonstrates that BACS and CCEB met their stated outcome of preventing 80% of the individuals and families they helped from becoming homeless.

Exhibit 15: Housing Situations of KOH Clients (as of July 2021)



SOURCE: TEXTING DATA COLLECTION 2020-2021.

Client Experiences With Staying Housed

Reflex Design Collective and SPR conducted a photovoice project with KOH clients during the initiative’s second year. Specifically, each participant took a photo of the physical place where they lived as a representation for how KOH had kept a roof over their heads. One of the key themes that emerged from this community engagement was that KOH helped Oaklanders with staying housed. Participants focused on the people they were able to stay connected with and the opportunities they had because their rent had been paid. One participant talked about how they were able to spend more time focused on their career ambition of becoming a filmmaker because they did not have to spend time and energy being stressed about how the rent was going to get paid that month. Some participants mentioned how

²⁰ The Point-in-Time count does not specify if individuals are homeless due to loss of housing. Thus, when the count is updated, it should be interpreted in this context.

²¹ There were not distinguishable differences in responses from Spanish- and English-language respondents.

appreciative they were of KOH support and how getting connected to the right housing situation was slowly “panning out,” but that it just took a lot of patience.

During KOH’s third year, Reflex Design Collective and SPR conducted a final round of focus groups (in Spanish and English) to follow up on the themes that emerged from the photovoice project. Participants said that KOH services were critical with helping them to stay housed during the pandemic. For example, several shared that they had lost their jobs during the pandemic and/or experienced family crises, and having access to KOH emergency financial assistance was integral for ensuring housing stability.

Key Successes and Challenges

- **KOH 2.0 shifted focus toward helping Oaklanders most at risk of homelessness.** As discussed earlier, KOH 2.0 changed the eligibility for emergency financial services to households without leases and with incomes less than 30% of AMI. Furthermore, BACS successfully implemented its housing navigation model to support individuals without leases in finding stable housing. While the COVID-19 pandemic necessitated a shift back to serving higher-income clients, these pre-pandemic adjustments brought the collaborative closer to supporting individuals at more imminent risk of homelessness (as opposed to individuals with leases). As a result, KOH was more likely to reduce the number of individuals made homeless due to loss of housing.

“I’m a single mother with two kids, and I was unable to pay the rent at the time. And [KOH] came through....It’s hard when you have single parents, and you’re realizing “Yes, [KOH] did help us stay housed....It was really after [the eviction moratoria] ⁱⁿ that we had the conversations about financial assistance, I believe. So I wasn’t sure what I would be getting during most of that period of time. I was just assuming that once the moratoria ends, then between my landlord and me, we would have a separate situation....And then we were awarded the 13 months [of financial support].”

– KOH Client

- **Overall, KOH successfully supported clients in remaining housed.** Most clients successfully remained housed and said that KOH supported them in doing so. While these clients may not have fallen into homelessness without KOH, key indicators suggest that KOH services helped prevent them from moving closer to becoming homeless.

“So when she said, ‘Okay, we’re going to cover these 2 months.’ That’s when the attorney said, ‘Well, you should apply to the state for the final month.’ But it really doesn’t even matter what’s going to happen [after that]....I’m not going to suddenly get the type of job I had prior to the pandemic.”

– KOH Client

- **Thinking beyond the moratoria, Oaklanders are concerned about how they will find support to pay future rent.** In Year 3 focus groups, KOH clients expressed anxiety around how they might pay their rent after the safety net of the moratoria is gone but before the economy has fully recovered. The sidebar quote above illustrates this anxiety. As the collaborative moves

beyond KOH’s pilot phase, supporting clients so they do not spiral toward homelessness may be an enduring challenge.

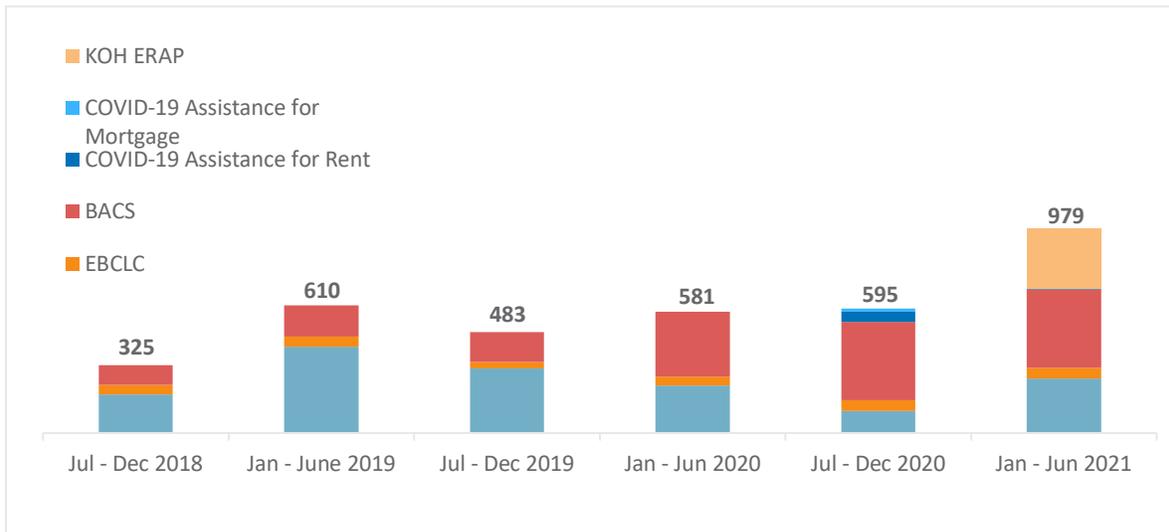
Impact Area 4: Awareness of housing issues and KOH services will be accessible to all corners of the community

For KOH to work toward its goal of preventing vulnerable Oakland residents from losing their housing, the collaborative recognized that services must be accessible across the Oakland community and centered on those most impacted by housing crises. Furthermore, in order for services to be accessible, awareness of KOH and housing issues in general needed to increase throughout Oakland. Therefore, this section describes this fourth and final impact area, which addresses both awareness and accessibility of KOH services by exploring the following two evaluation questions: *How has KOH increased awareness of housing issues in Oakland? To what extent have KOH services, including displacement prevention and eviction defense, been made accessible to all corners of the Oakland community?* This section first discusses increases in the spread of awareness of KOH services; it then outlines a set of key indicators for understanding the extent to which KOH made its services accessible to all corners of the community.

Awareness of KOH Services

Data from 2-1-1 collected from July 2018 through June 2021 show a steady increase in KOH referrals across time, with a noticeable spike in January to June 2021 due to the influx of federal pandemic-relief resources (Exhibit 16).²² All callers reflected in Exhibit 16 received information about KOH services from 2-1-1. Thus, through 2-1-1 alone, an increasing number of Oaklanders have been made aware of KOH since its start in 2018.

Exhibit 16: KOH Referrals from 2-1-1 by Service Type/Provider (July 2018 – June 2021)



SOURCE: DATA FOR EXHIBIT 16 COMES FROM ALAMEDA COUNTY 2-1-1, WHICH REFLECT JULY 2018 – JUNE 2021.

²² 2-1-1 is a service in Alameda County that assists people with obtaining information about and gaining access to community resources. The service refers Oaklanders to KOH when relevant.

In addition to 2-1-1 referrals, the collaborative spread awareness by increasing and deepening its partnerships with other Oakland nonprofits. Notably, KOH's growing partnerships supported broadening awareness of its services to Oakland communities that initially lacked representation in its client base. As discussed in the implementation chapter, BACS partnered with Unity Council, the East Bay Asian Local Development Corporation, and Roots Community Health Center at the beginning of the pandemic to provide emergency financial assistance in Fruitvale, Chinatown, and East Oakland, reflecting communities where KOH intentionally sought to deepen service provision.

The collaborative's partnerships also supported raising awareness of KOH at a systems level. Specifically, during its third and final pilot year, the collaborative partnered with Building Opportunities for Self-Sufficiency, Safe Passages, and the Eviction Defense Center. These three organizations (now all contracted with the City of Oakland) have supported KOH through eviction-moratoria-related policy advocacy and by thinking through a more coordinated approach to homelessness prevention in Alameda County. Moreover, in its third year, KOH partnered with All Home to support planning beyond KOH's pilot, including thought partnership around creating a regional approach for KOH services.

Philanthropic and public partnerships throughout KOH's pilot period have also promoted an increase in awareness about both KOH and housing issues in general. BACS staff commented that KOH is the most publicly visible program that it operates, with much of this visibility attributed to philanthropic, public, and political awareness of the program. Specifically, Oakland Mayor Libby Schaaf's championing of the effort has contributed to broader awareness of KOH, and the significant philanthropic backing of KOH has put it in the spotlight among funder circles. This public and philanthropic support, coupled with the political focus on housing and homelessness since the pandemic, has raised the visibility of KOH; this, in turn, has contributed to the spread of awareness of housing issues in Oakland.

Accessibility of KOH Services

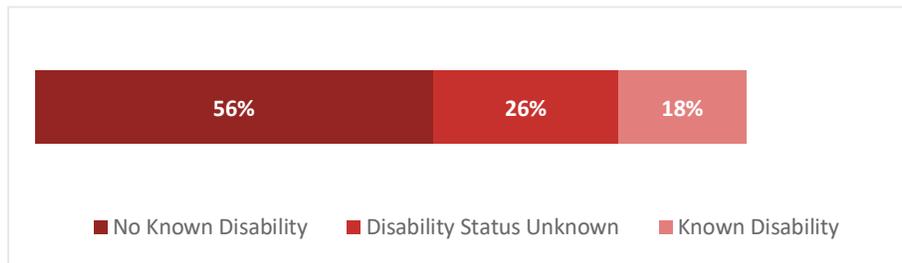
While awareness of KOH and housing issues in Oakland has increased, service accessibility is a key component to ensure that all Oaklanders can receive services. The key indicators of accessibility explored in this section provide a comprehensive picture of the extent to which Oaklanders most in need of services have been able to access KOH.

Disability

A key data point is the proportion of KOH clients with a known disability, whether physical or cognitive. Tracking these data over time has allowed the collaborative to understand the extent to which Oaklanders with disabilities have been able to access services. Overall, across KOH's 3-year pilot, approximately 18% of clients had a known disability. Compared with the proportion of Oaklanders with a disability (12.6%),²³ KOH is serving a relatively high percentage. This indicates that KOH is successfully reaching this population.

²³ https://www.centerondisability.org/ada_parcc/utills/counties.php?state=CA&table=43&colour=0&palette=3

Exhibit 17: Disability Status of KOH Clients (July 2018 – October 2021)

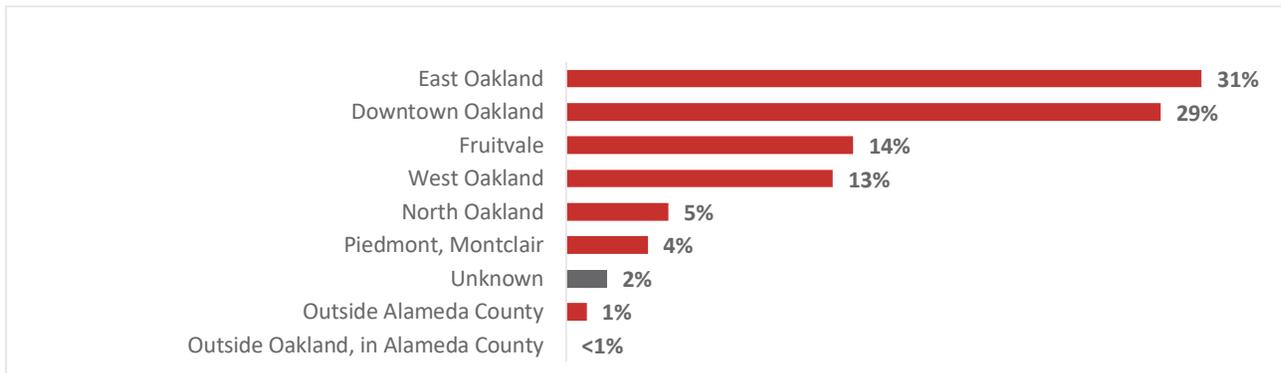


SOURCE: DATA FOR EXHIBITS 17–20 COME FROM KOH’S BIENNIAL DATA REPORTS, WHICH REFLECT JULY 2018 – OCTOBER 2021.

Geographic Distribution

During KOH’s pilot phase, the collaborative served clients from 21 of the 29 ZIP Codes in Oakland, and Oaklanders from over 70% of the city’s neighborhoods accessed KOH services. Thus, KOH served clients across a broad geographic range. Cumulative data across the 3 pilot years show that almost two thirds of clients were from either East Oakland (31%) or Downtown Oakland (29%). Exhibit 18 provides a snapshot of where KOH clients live by neighborhood²⁴ and by ZIP Code. As mentioned previously, key partnerships helped KOH spread services into Fruitvale, East Oakland, and Chinatown/Downtown.

Exhibit 18: Neighborhood Distribution of KOH Clients (July 2018 – October 2021)

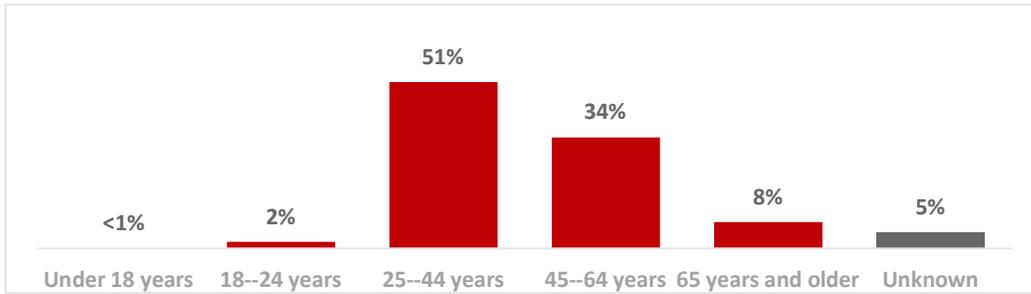


Age Distribution

Notably, the collaborative wanted to ensure that older adults and families with children were able to access services, given the unique housing challenges that these populations can face. Therefore, another key indicator is the extent to which clients of specific age ranges accessed KOH services. The general age distribution across KOH’s pilot years is shown in Exhibit 19.

²⁴ Neighborhood groupings are roughly based on ZIP Codes provided by clients. Since ZIP Codes do not always neatly align with neighborhoods, there may be some variance. Fruitvale constitutes ZIP Code 94601. East Oakland comprises ZIP Codes 94602, 94605, 94621, 94613, 94614, and 94619. Downtown Oakland includes ZIP Codes 94603, 94696, 94610, 94612, 94604, and 94616. West Oakland includes ZIP Codes 94607, 94608, and 94623. North Oakland encompasses ZIP Code 94609. Piedmont and Montclair include ZIP Codes 94611, 94618, 94620, and 94649.

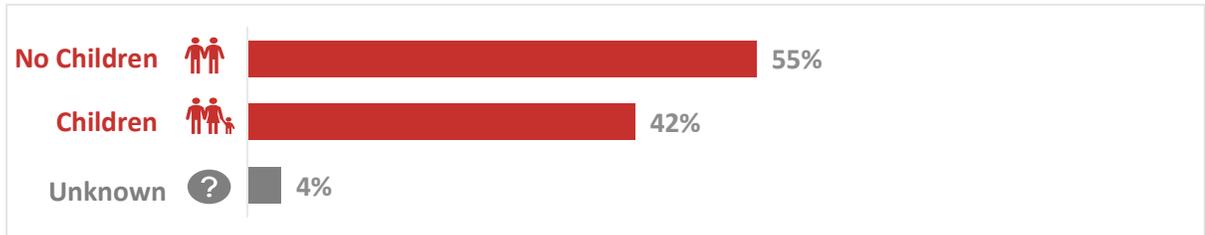
Exhibit 19: Age Distribution of KOH Clients (July 2018 – October 2021)



Insights pertaining to specific age groups of interest are as follows:

- Seniors.** While most clients who received KOH services were adults between the ages of 25 and 64 years (85%), throughout the pilot phase, 8% of those served by KOH were adults ages 65 and older. This percentage was relatively consistent during the pilot, with a slight decrease to around 5% in the final year.
- Families with children.** The collaborative has placed a continued emphasis on ensuring that families with children under the age of 18 are able to access services. At the end of the pilot phase, 2,477 KOH clients (roughly 42%) represented households with children between the ages of 0 and 17 years. This proportion slightly increased from KOH’s first year and then remained relatively constant for the remaining 2 years.

Exhibit 20: Presence of Children in KOH Client Households (July 2018 – October 2021)



Key Successes and Challenges

The key successes and challenges concerning accessibility of KOH services are as follows:

- KOH has consistently served Oaklanders from the neighborhoods with the highest inequities.** KOH has provided services to the ZIP Codes highest on the Area Deprivation Index scale—in other words, neighborhoods facing the highest socioeconomic disadvantages as compared with the rest of the state (see Appendix E). This supports the assertion that the collaborative has made services visible and accessible to Oaklanders in great need of economic supports.
- Older adults in Oakland may require more targeted outreach and supports to access KOH services.** The 2019 Point-in-Time count showed that 14% of Alameda County’s homeless population was over the age of 60. KOH has yet to increase service delivery to older adults and has room for growth in this area. As shared by community members, older adults may require

additional transportation and technology assistance to access services. Moreover, the pandemic limited the collaborative’s ability to engage with older adults in person, creating further barriers. As the collaborative moves forward, a continued emphasis on and strategy for ensuring access for older adults may be required.

- **While awareness of KOH has spread throughout Oakland, navigating multiple pandemic-related rental- and housing-assistance services remains challenging.**

With so many different state, federal, and local programs currently available, it is confusing to know where to go for help

(see sidebar quote). KOH became one of several different programs offering emergency financial assistance during the pandemic. Thus, while awareness of KOH and housing issues in general has risen, Oaklanders at risk for eviction may not have the support they need to know which program is the right fit.

“There are so many programs out there. And I think the public doesn’t know which one to focus on or to try to even join. And I’m not sure how to [make it easier for applicants to understand].”

– KOH Client

- **Moving beyond KOH’s pilot phase, KOH will continue to consider how best to partner with the Continuum of Care to spread awareness about housing issues.**

As a collaborative partner said, “I think the biggest thing we can do right now is help our public partners understand targeted homeless prevention and tie it to their homeless system of care.” KOH is, in fact, still working toward aligning with the Continuum of Care to move the system forward in a way that supports both affordable housing and homelessness reduction. As initiatives such as HomeKey get underway, there may be opportunities for KOH to align in ways that continue to elevate homelessness-prevention issues.