

OAKLAND 2045 GENERAL PLAN UPDATE: HOUSING ELEMENT

PRESENTATION TO THE COMMUNITY AND ECONOMIC DEVELOPMENT
COMMISSION



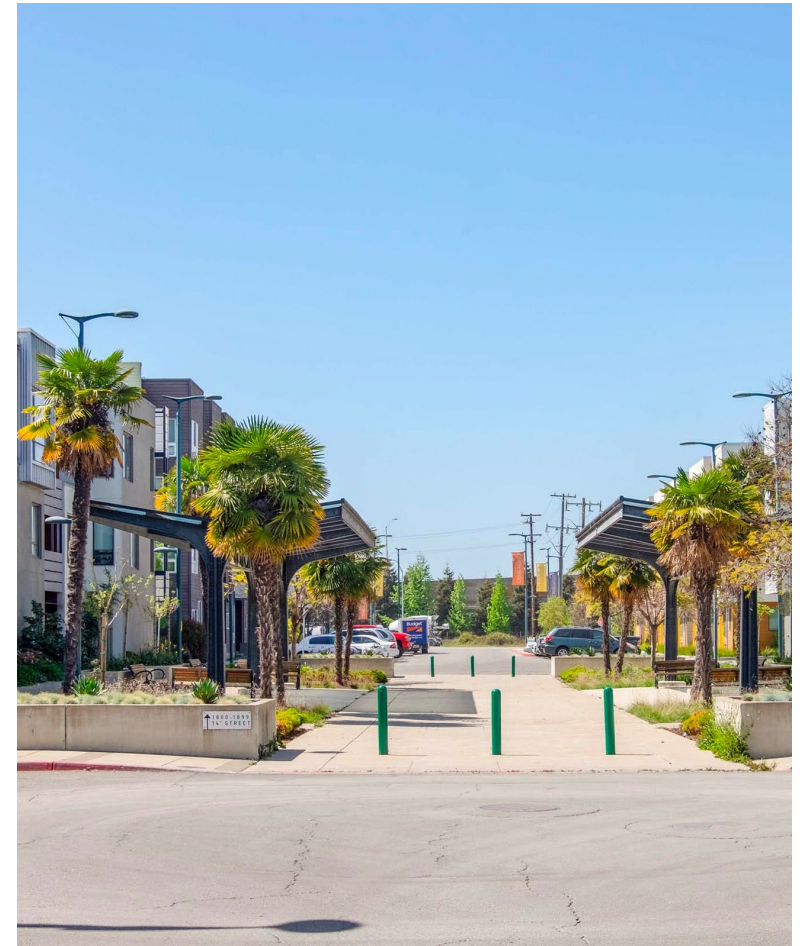
OAKLAND2045
GENERAL PLAN

PLANNING & BUILDING DEPARTMENT

February 22, 2022

AGENDA

- Overview
 - General Plan Update
- Community Engagement
- Housing Element Update Overview
- Initial Findings:
 - Accomplishments
- Needs
 - AFFH
- Housing Sites
- Discussion/Brainstorming
 - Policies and Programs
 - Housing Sites





OAKLAND 2045
GENERAL PLAN


OVERVIEW

PURPOSE AND NEED OF THE GENERAL PLAN

- The City of Oakland is required to adopt (and update) a General Plan pursuant to Section 65300 of the California Government Code.
- Many portions of Oakland's General Plan were adopted over 23 years ago.
- State law requires specific topics (elements) to be covered in a general plan.



Photo: Gr



The General Plan Update serves as an opportunity to advance the City's critically important mission to **“intentionally integrate, on a citywide basis, the principle of 'fair and just' in all the city does in order to achieve equitable opportunities for all people and communities.”**

(Oakland Municipal Code 2.29.170.1)

What is a General Plan?



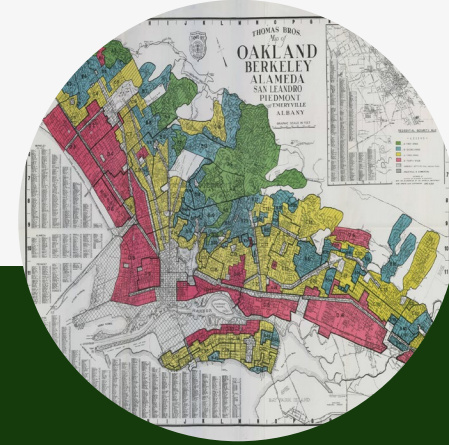
"Constitution" for development and conservation.

Establishes citywide vision and supporting goals, policies, and implementation measures.



Opportunity to look back to identify past challenges and accomplishments.

Provides consistent direction for future development.



Opportunity to Reduce Racial Inequities & Promote Inclusive Engagement

Engage our community in the planning and decision-making process.

TO BE UPDATED BY **EARLY 2023**



HOUSING

Adopted 2014

Required by State Law



SAFETY

Adopted 2004

(Last amended 2021)

Required by State Law

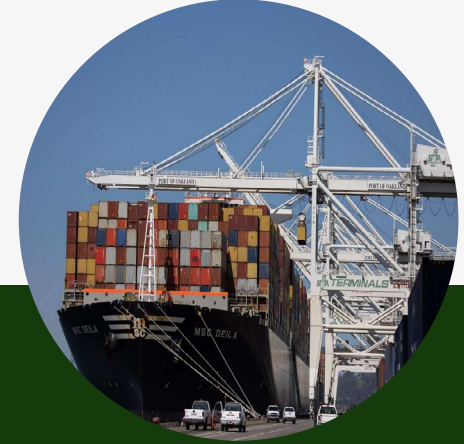


ENVIRONMENTAL JUSTICE

New Requirement

May be stand-alone or
integrated

Required by State Law



INDUSTRIAL LANDS POLICY

New

NOT required by State
Law

OTHER REQUIRED ELEMENTS



**OPEN SPACE,
CONSERVATION
& RECREATION
(OSCAR)**
Adopted 1996



NOISE
Adopted 2005



**LAND USE
& TRANSPORTATION**
Adopted 1998
Includes Estuary Policy
Plan for areas below
Interstate 880
(Adopted 1999)

OPTIONAL ELEMENTS

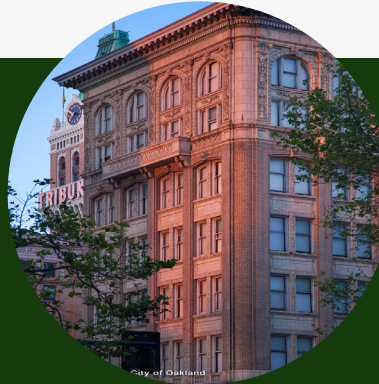


INFRASTRUCTURE AND FACILITIES ELEMENT

New Element

Overarching goals and policies for city infrastructure over the long term.

Reflects capital improvements identified in the LUTE, OSCAR, Safety, and other General Plan elements.



HISTORIC PRESERVATION ELEMENT

Adopted 1994

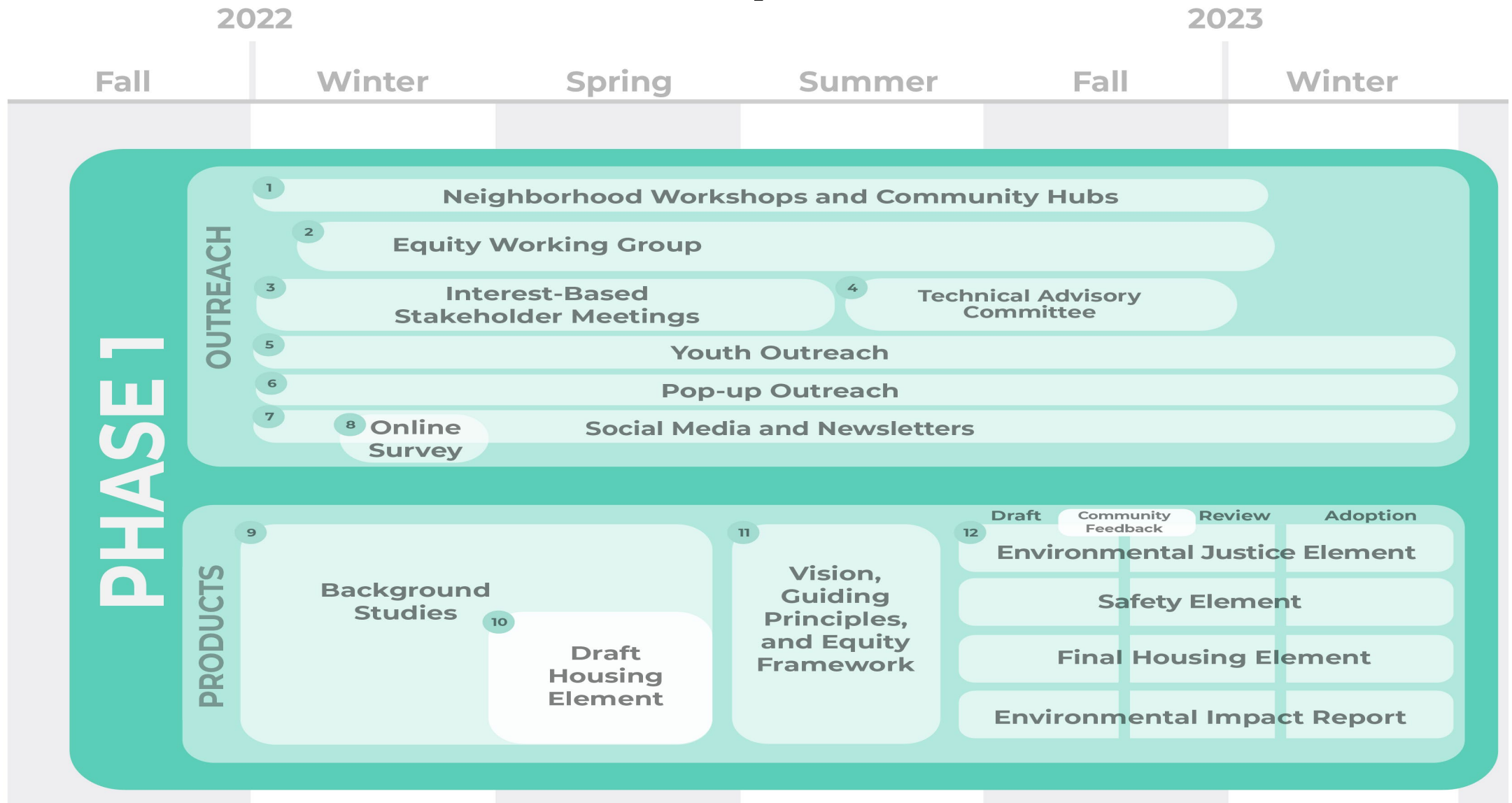
Amended 1998



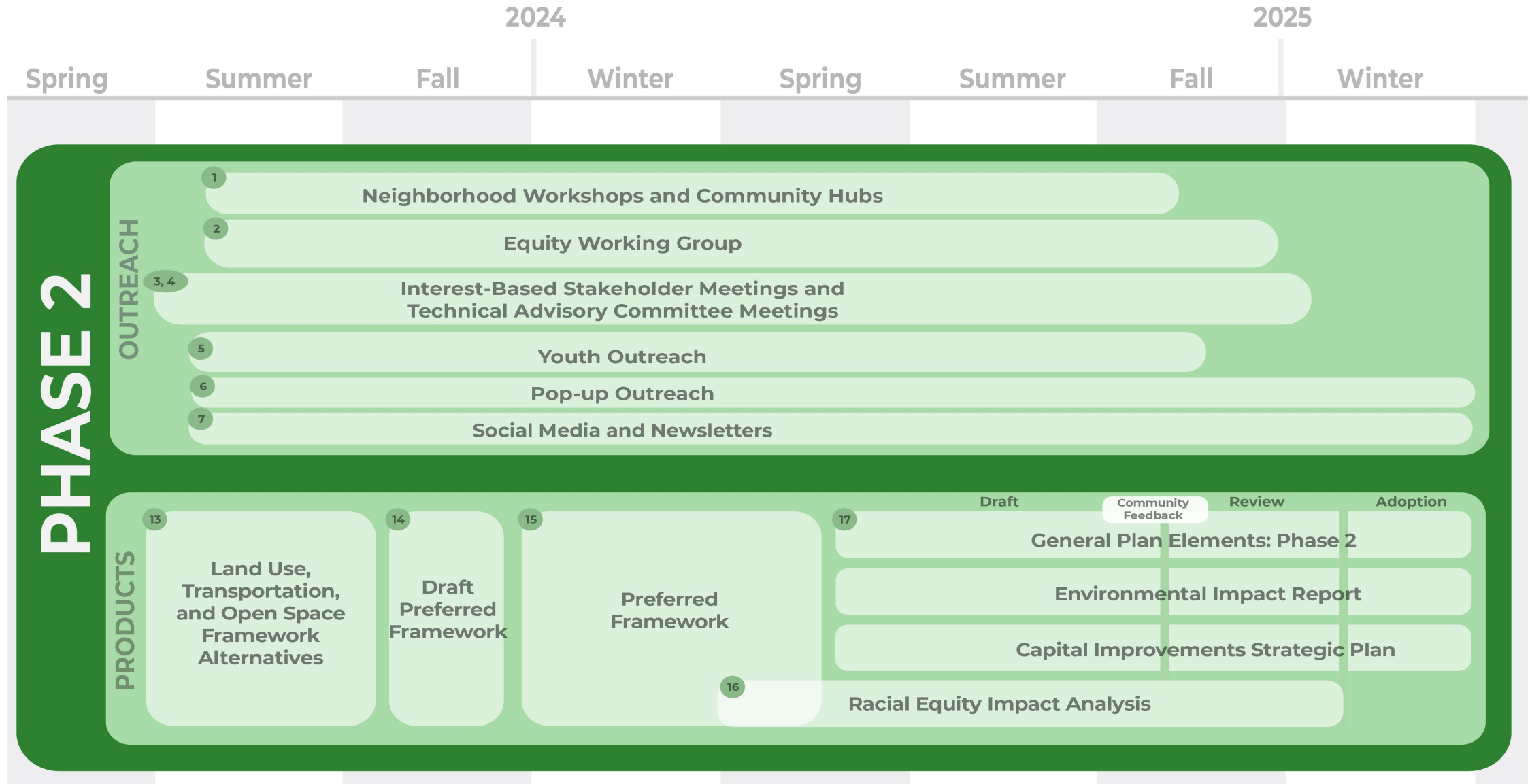
SCENIC HIGHWAYS ELEMENT

Adopted 1974

General Plan Update Phase I



General Plan Update Phase 2





COMMUNITY ENGAGEMENT UPDATE

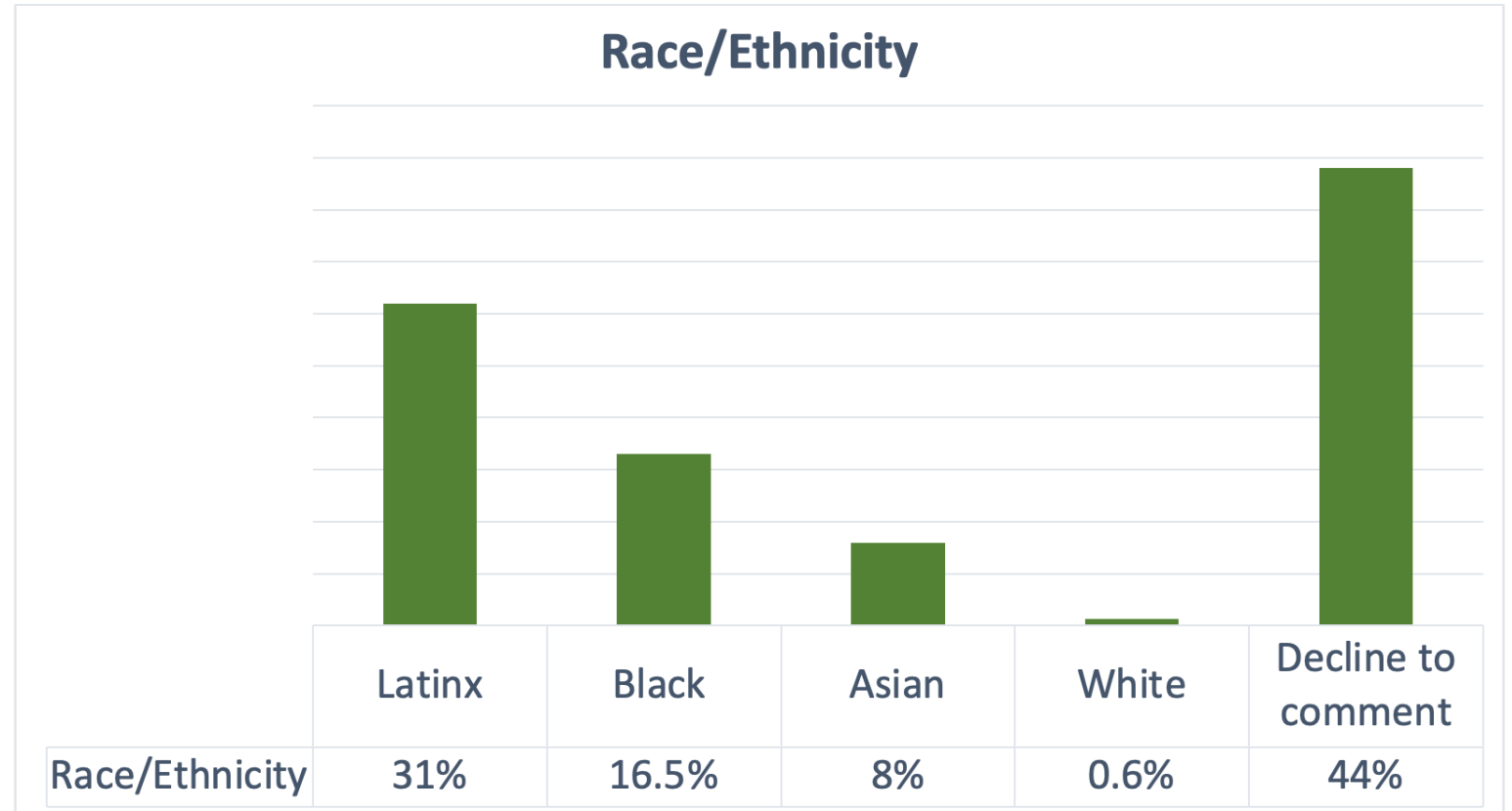


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GENERAL PLAN

NOVEMBER 2021 – JANUARY 2022

- **7 Pop-ups Events**
 - Fruitvale, Chinatown
Eastmont San
Antonio
- **Number of people
reached: 925**
- **522 in person; 403
online***

* Social Media interactions
November-December
2021: retweets, likes,
impressions - persons can be
duplicated



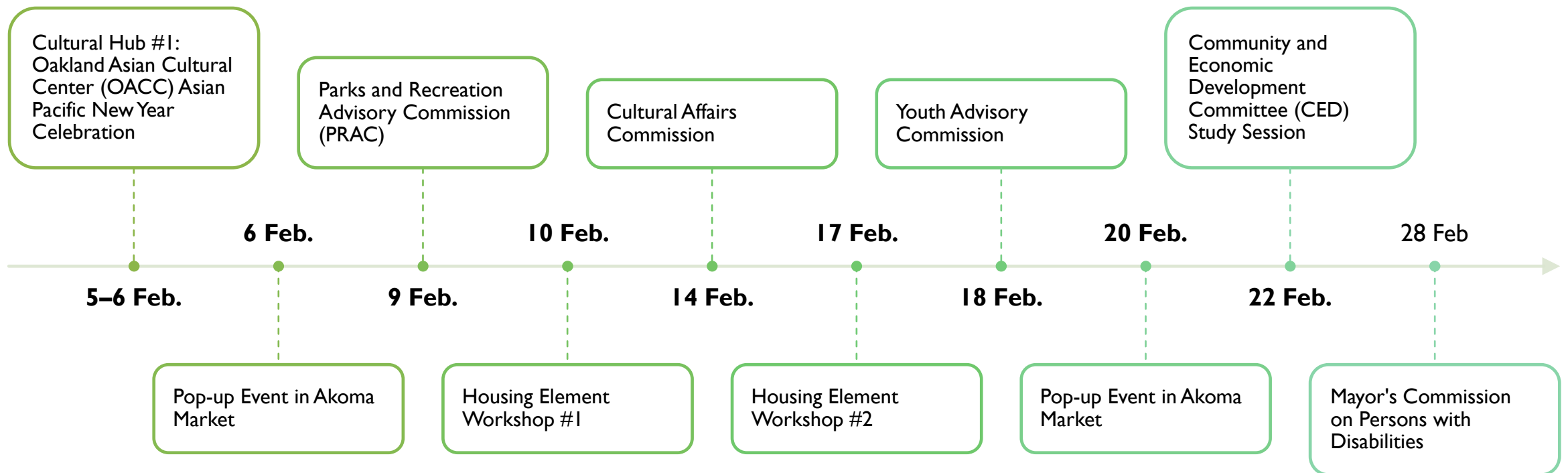
MLK DAY POP UP EVENT – JAN 16, 2022



■ Feedback

- Neighborhoods are like villages
- Culture and village are disappearing with ongoing displacement
- Listen to the most impacted communities
- **Housing:** Affordability and Homelessness
- **Environmental:** Pollution and Wildfire
- **Economic:** Income and Investment

CALENDAR OF EVENTS – FEBRUARY 2022



**FOR EVENT DETAILS
VISIT OUR WEBSITE:
[BIT.LY/OAKLANDGPU](https://bit.ly/oaklandgpu)**

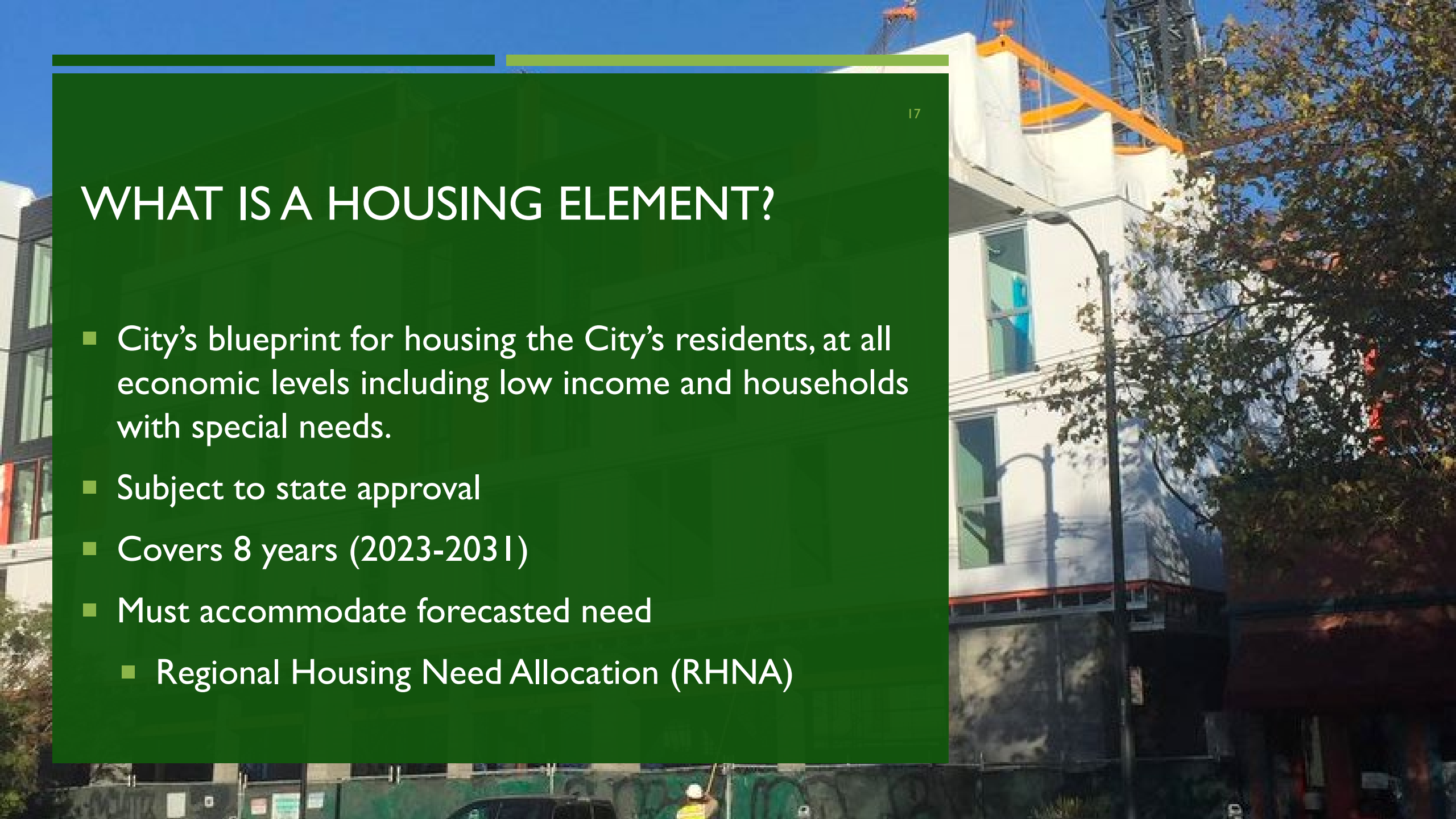


OAKLAND 2045
GENERAL PLAN

HOUSING ELEMENT UPDATE

WHAT IS A HOUSING ELEMENT?

- City's blueprint for housing the City's residents, at all economic levels including low income and households with special needs.
- Subject to state approval
- Covers 8 years (2023-2031)
- Must accommodate forecasted need
 - Regional Housing Need Allocation (RHNA)



2023-2031 Future Housing Need

Income Group	5th Cycle RHNA (2015-2023)		How much progress was made?		6th Cycle RHNA (2023-2031)	
	Number	Percent	Number	Percent	Number	Percent
Extremely-Low-Income (>30% AMI) ¹	1,030	7.0%	888	43%	3,256	12.4%
Very-Low-Income (30%-50% AMI) ¹	1,029	7.0%			3,255	12.4%
Low-Income (50%-80% AMI)	2,075	14.0%	541	26%	3,750	14.3%
Moderate-Income (80%-120% AMI)	2,815	19.1%	77	3%	4,457	17.0%
Above-Moderate-Income (>120% AMI)	7,816	52.9%	13,626	174%	11,533	43.9%
Total	14,765	100.0%	15,122	102%	26,251	100.0%

1. Extremely-low-income housing need is assumed to be 50 percent of total very-low-income housing need.

2. AMI – Area Median Income. Per HCD, the 2021 AMI for Alameda County was \$125,600.

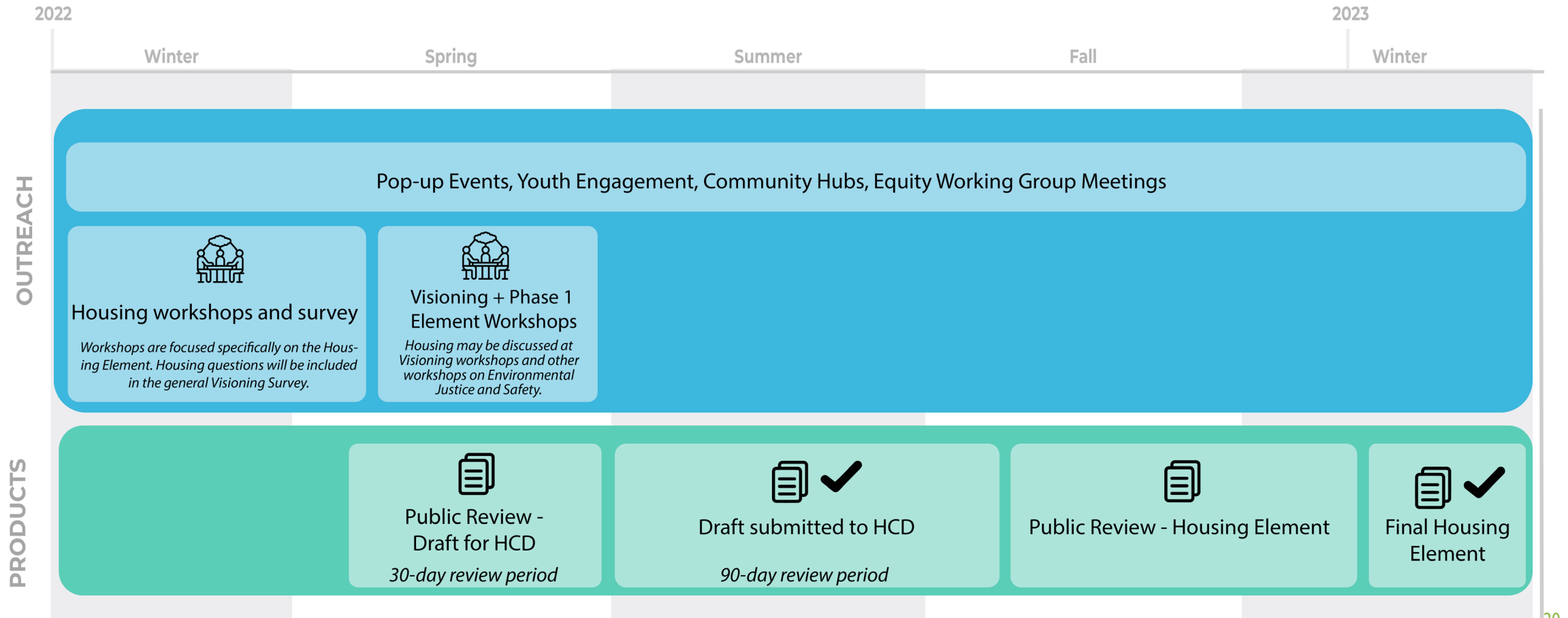
HOUSING ELEMENT CONTENT

- Background Analysis
 - Evaluation of the 2015-2023 Housing Element (Accomplishments)
 - Housing Needs Assessment
 - Assessment of Fair Housing
 - Housing Resources and Opportunities
 - Housing Constraints
 - Opportunities for Energy Conservation
- Housing Sites Inventory
- Housing Action Plan



OAKLAND2045

Housing Element Timeline



HOUSING ELEMENT: NEW REQUIREMENTS

- More equitable distribution of housing within Oakland
- Assembly Bill 686 adds a fair and equitable housing requirement
- Plan for affordable housing in high resource areas



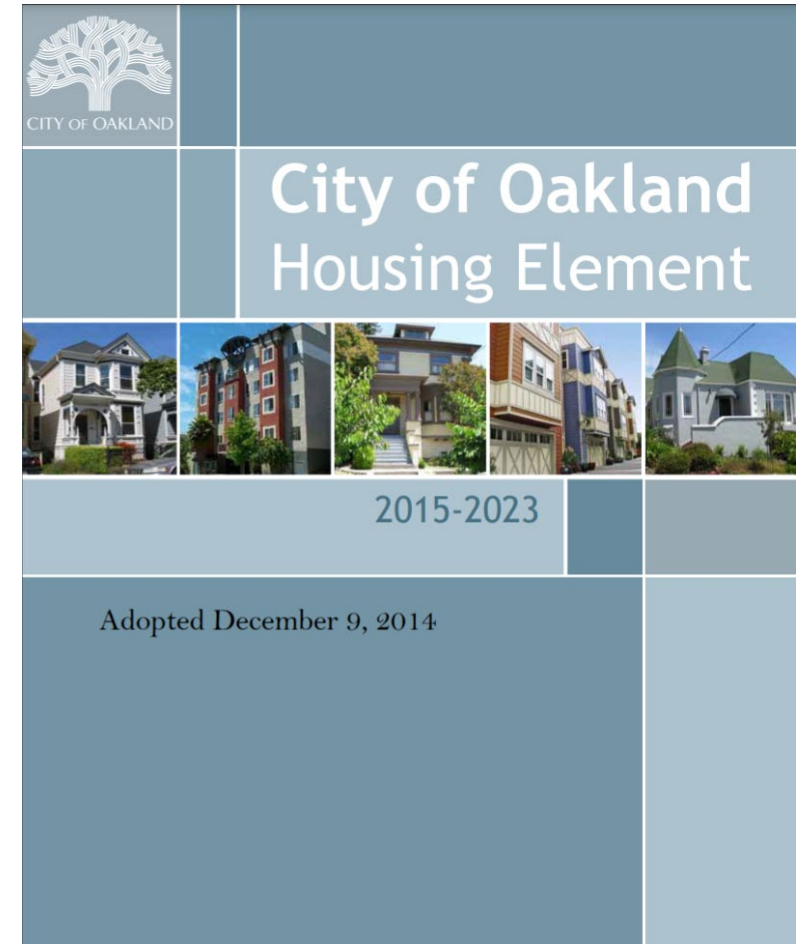


OAKLAND 2045
GENERAL PLAN

INITIAL FINDINGS

REQUIREMENTS: HOUSING ACCOMPLISHMENTS

- The City must review the current Housing Element to evaluate the following:
 - the appropriateness of housing goals, objectives, and policies;
 - the effectiveness of the Housing Element in the attainment of the community's housing goals and objectives; and
 - the progress in implementation of the Housing Element.
- Assessment of the cumulative impact of the Housing Element on special needs groups.



PRELIMINARY FINDINGS: HOUSING ACCOMPLISHMENTS

- Accomplishments
 - Success in implementing special needs housing, emergency shelters, transitional housing, senior housing, and housing for extremely-low-income households, though affordability challenges have increased significantly
 - Existing fair housing actions and affordable housing development actions are effective



PRELIMINARY FINDINGS: HOUSING ACCOMPLISHMENTS

- Future Policy Considerations
 - The City has fallen short of meeting its 5th Cycle RHNA, for all categories except the above-moderate-income housing group
 - Need for consolidation of the existing 131 actions across seven goals and 46 policies
 - New or revised programs related to identified needs and constraints



REQUIREMENTS: HOUSING NEEDS

■ The housing needs analysis provides a comprehensive assessment of the various factors that influence and affect the City's housing needs which include:

- Population Characteristics
- Household Characteristics
- Employment Characteristics
- Special Needs Groups
- Housing Stock Characteristics
- Housing Costs and Affordability
- Assisted Housing at Risk of Conversion

REQUIREMENTS: HOUSING NEEDS

HCD Income Levels by Household Size in Alameda County, 2021

	Maximum Income Level				
Household Size	Extremely Low	Very Low	Low	Median	Moderate
1 Person	\$28,800	\$47,950	\$76,750	\$87,900	\$105,500
2 Persons	\$32,900	\$54,800	\$87,700	\$100,500	\$120,550
3 Persons	\$37,000	\$61,650	\$98,650	\$113,050	\$135,650
4 Persons	\$41,100	\$68,500	\$109,600	\$125,600	\$150,700
5 Persons	\$44,400	\$74,000	\$118,400	\$135,650	\$162,750
6 Persons	\$47,700	\$79,500	\$127,150	\$145,700	\$174,800
7 Persons	\$51,000	\$84,950	\$135,950	\$155,750	\$186,850
8 Persons	\$54,300	\$90,450	\$144,700	\$165,800	\$198,900

Source: HUD Income Limits 2021

PRELIMINARY FINDINGS: HOUSING NEEDS

- **Household Income:** In the city, nearly a quarter of households make less than 30 percent of AML. This is compared to 15.5 percent of households in Alameda County and 14.7 percent in the Bay Area overall.
- **Cost Burden (*monthly shelter costs > 30 percent of a household's income*):** Nearly half of all residents experience some level of cost burden, although lower-income households and renters see higher than average rates.
- **Housing Tenure:** Households considered to be American Indian or Alaskan native, other race or multiple races, Hispanic or Latinx, and Black or African American are largely renter-occupied, as are lower-income households.

PRELIMINARY FINDINGS: HOUSING NEEDS

Household Tenure by Region, 2019

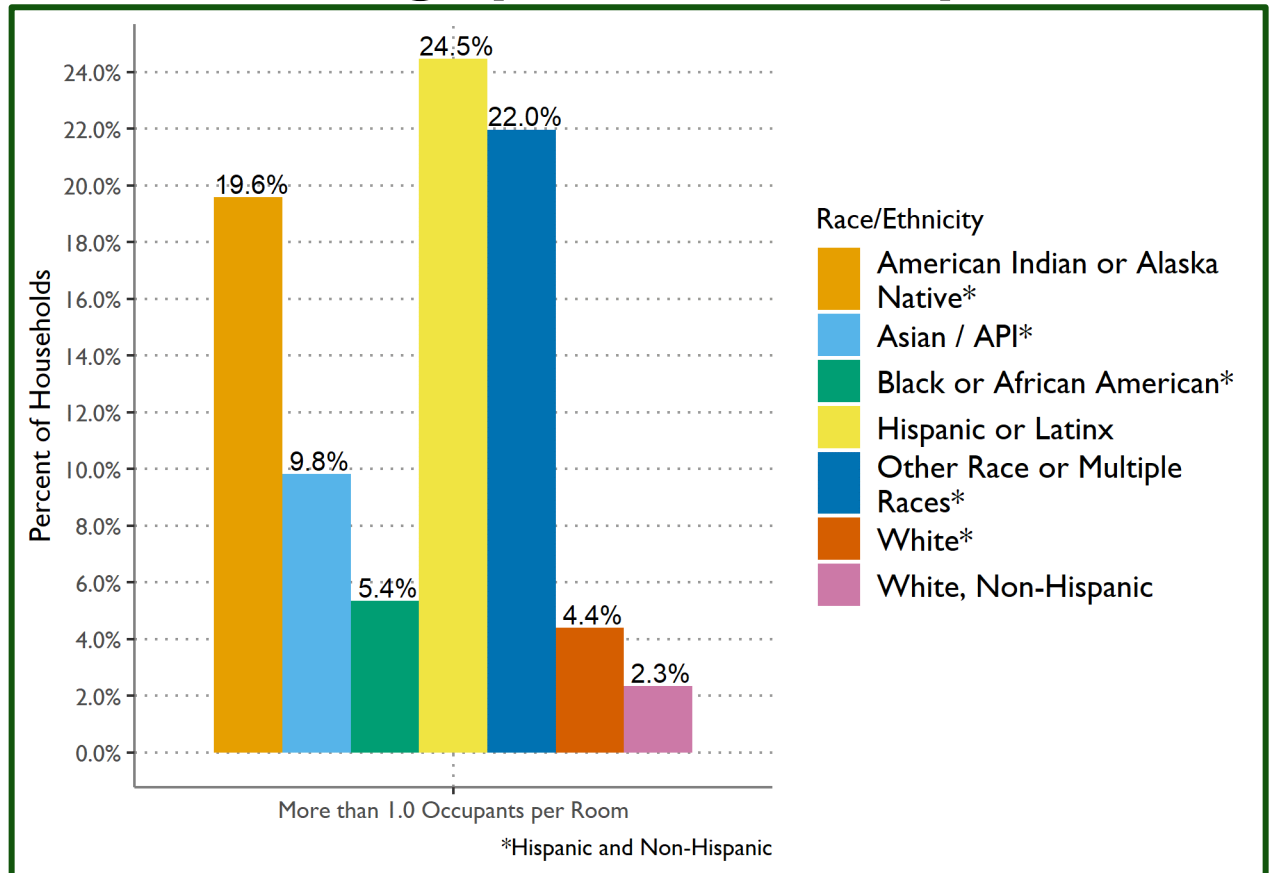
Region	Owner-Occupied		Renter-Occupied	
	Number	Percent	Number	Percent
Oakland	66,177	40.7%	96,242	59.3%
Alameda County	308,891	53.5%	268,286	46.5%
San Francisco	136,239	37.6%	226,115	62.4%
San Jose	184,600	56.8%	140,514	43.2%
Fremont	45,912	60.1%	29,775	39.9%
Bay Area	1,531,955	56.1%	1,199,479	43.9%

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019))

PRELIMINARY FINDINGS: HOUSING NEEDS

- **Housing Conditions:** About 0.3 percent of owners lack complete kitchen facilities; 1.9 percent of renters do. About 0.2 percent of owners lack complete plumbing facilities while 1.02 percent of renters do.
- **Overcrowding:** The city experiences slightly higher rates of overcrowding (8.41 percent) than does the county (7.87 percent) or the region (6.9 percent).

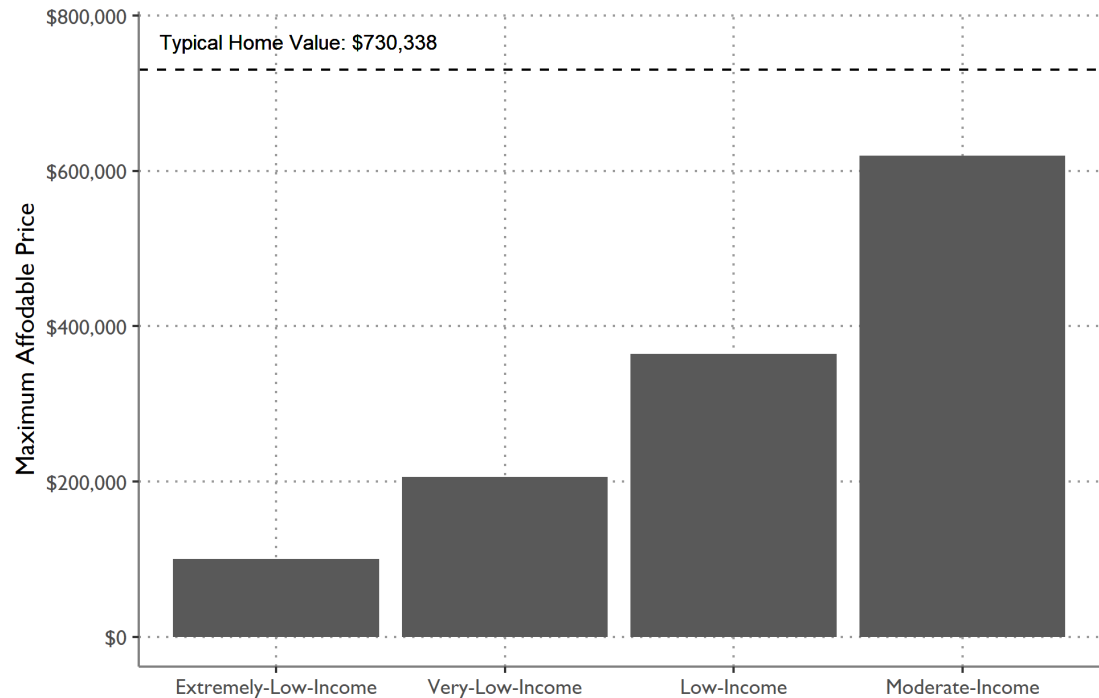
Overcrowding by Race/Ethnicity, 2019



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25014)

PRELIMINARY FINDINGS: HOUSING NEEDS

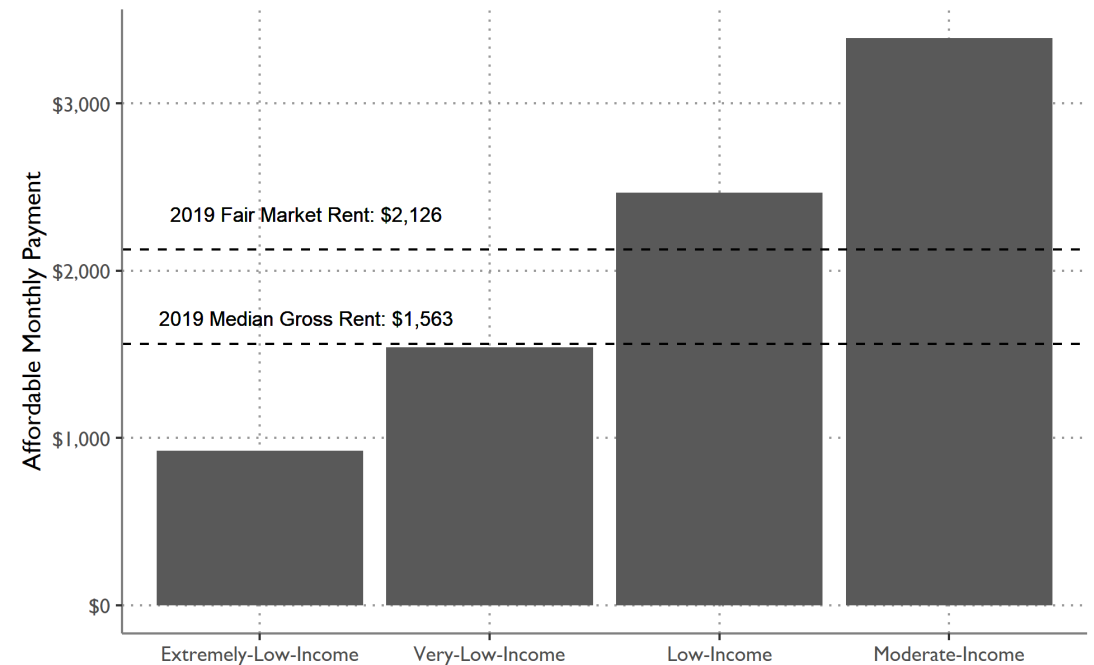
Ownership Affordability Gap for the Typical Household, 2020



Note: The typical household is a three-person, two-bedroom housing unit.
Typical home value refers to the ZHVI of a two-bedroom housing unit.

Source: Zillow Home Value Index, December 31, 2020; Dyett & Bhatia, 2021

Rental Affordability Gap for the Typical Household, 2020



Note: The typical household is a three-person, two-bedroom housing unit.
Median gross rent includes all monthly housing costs for renters, per the ACS.
Fair market rents are determined by HUD based on a local rent survey in the Oakland-Fremont Metro area.

Source: American Community Survey 5-Year Data (2015-2019); HUD, Fair Market Rent, 2019; Dyett & Bhatia, 2021

NOTE: Gross rent is the contract rent plus the estimated average monthly cost of utilities and fuels.
Median gross rent divides the gross rent distribution into two equal parts: one-half of the cases falling below the median gross rent and one-half above the median.

PRELIMINARY FINDINGS: HOUSING NEEDS

- Preliminary findings regarding statutorily defined groups with special housing needs:
 - **Extremely-Low-Income Residents.** Oakland's poverty rate (16.7%) is higher than the county (9.9%). Households more likely to be extremely low income include Black households (35%) and non-Hispanic Asian/API households (34%)
 - **Elderly Residents.** Over half of elderly renters are considered extremely-low-income.
 - **Persons with Disabilities.** Slightly higher proportion of persons with a disability in Oakland compared to the county and region

PRELIMINARY FINDINGS: HOUSING NEEDS

- **Large Families.** A greater proportion of large families have incomes that are less than 100% of AMI compared to all other household types in Oakland.
- **Female-Headed Households.** Oakland has a greater share of female-headed households (13.4 percent) than either Alameda County (11.1 percent) or the Bay Area (10.4 percent).
- **Persons Experiencing Homelessness.** Point-in-time counts of unhoused individuals increased 27% from 2017 to 2019.
- **Farmworkers.** While there are a number of students considered migrant workers in the county and Bay Area, there are none in the city

REQUIREMENTS: AFFIRMATIVELY FURTHERING FAIR HOUSING

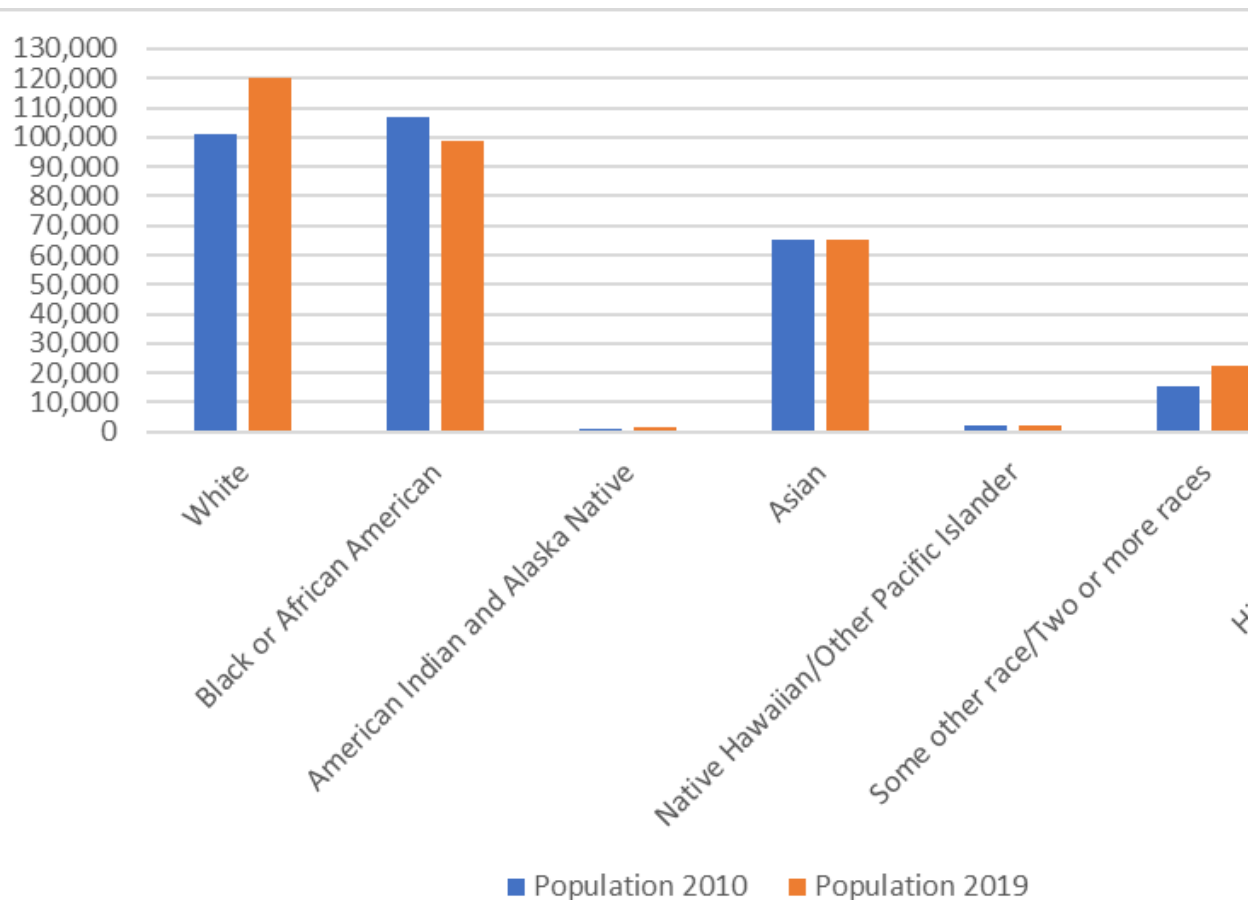


Affirmatively furthering fair housing means “**taking meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity**” for persons of color, persons with disabilities, and other protected classes.

AFFH analysis must cover:

- Fair housing enforcement and capacity
- Segregation and integration
- Racially and ethnically concentrated areas of poverty and affluence
- Disparities in access to opportunity
- Disproportionate housing needs and displacement risk

PRELIMINARY FINDINGS: AFFIRMATIVELY FURTHERING FAIR HOUSING



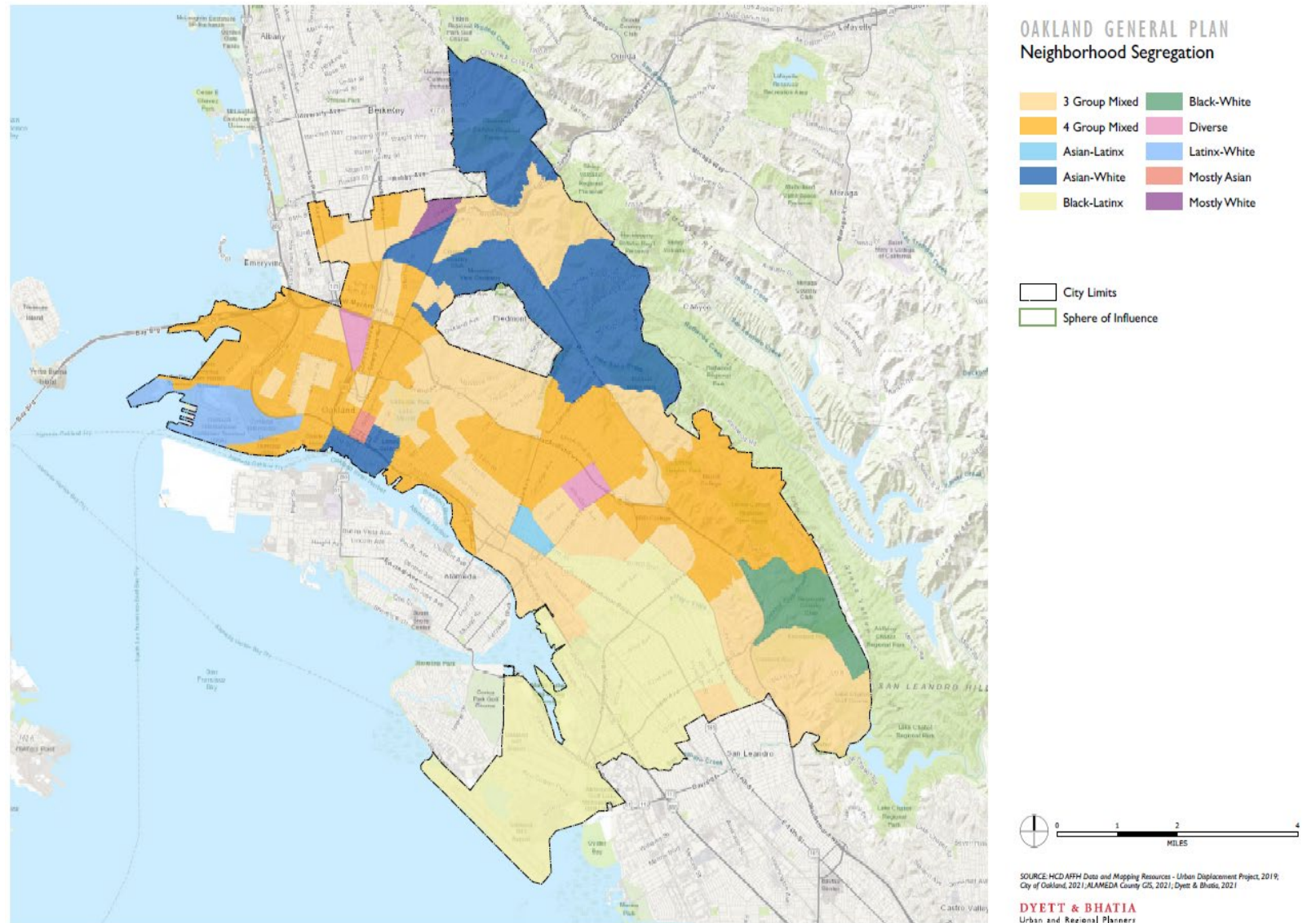
Population Growth by Race/Ethnicity, Oakland: 2010-2019

- Largest percent increases: Some other race/Two or more races, American Indian and Alaska Native, White, Hispanic/Latinx
- Black or African American population declined 7.4%

SEGREGATION BY RACE/ETHNICITY

Most tracts identified by the Urban Displacement Project (UDP) are a mix of three or four races/ethnicities.

Across the city, only two tracts are considered diverse (a mix of five races/ethnicities) according to UDP methodology.



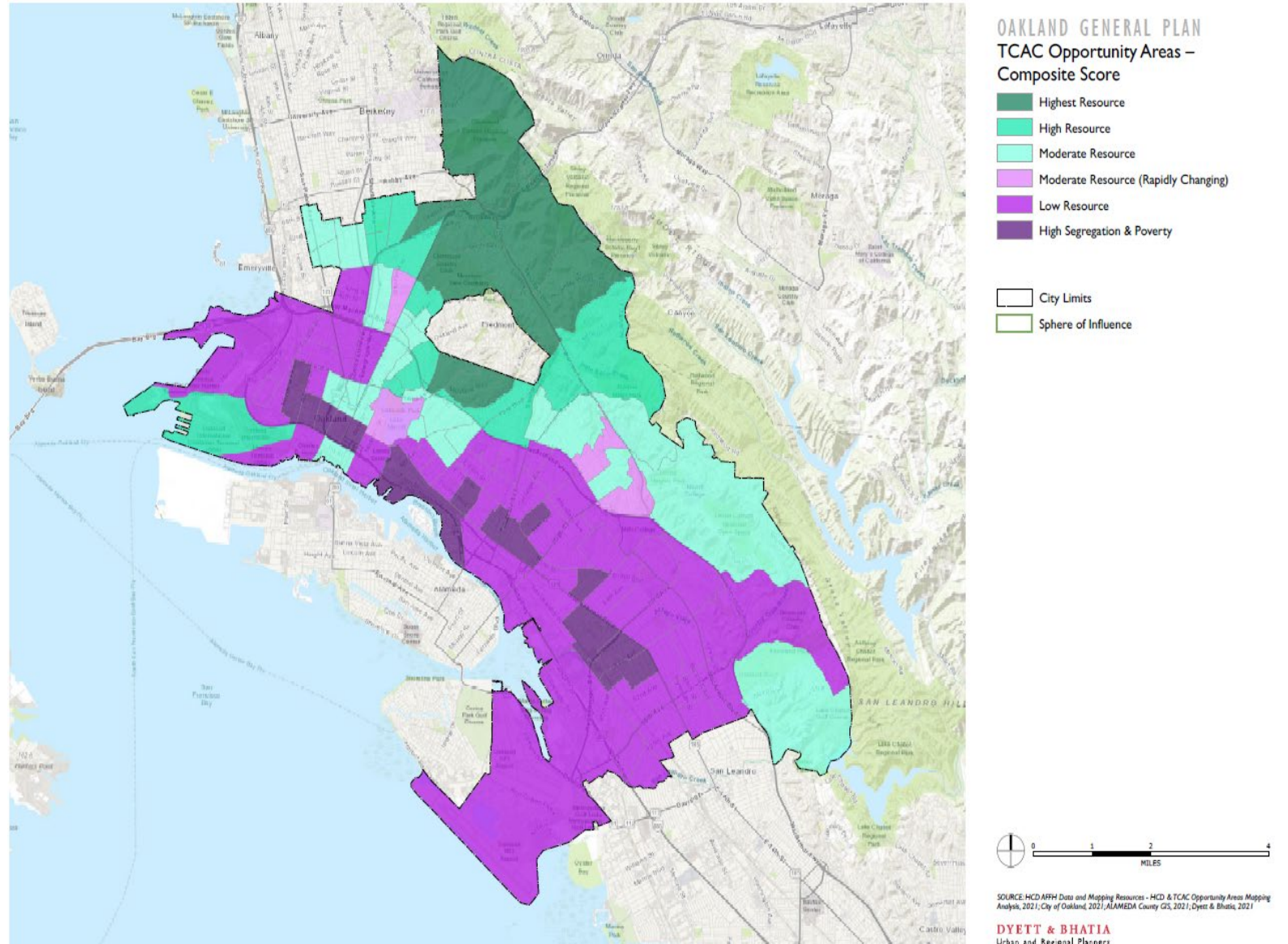
ACCESS TO OPPORTUNITY

Access to positive economic, educational and environmental outcomes for low-income residents

Most tracts are Low Resource, and they surround High Segregation and Poverty tracts

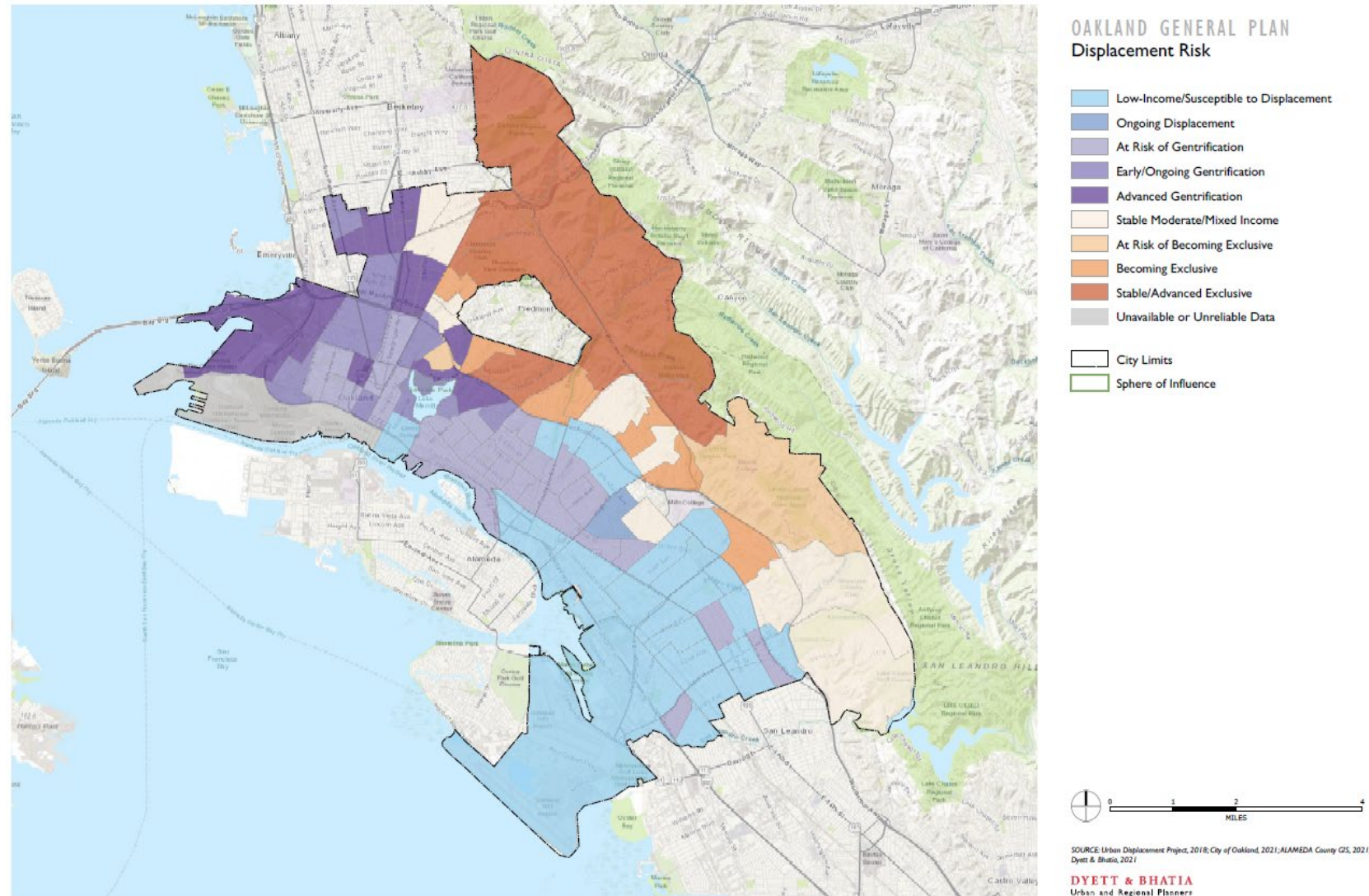
Oakland is only place in Alameda County with High Segregation and Poverty tracts

Highest Resource areas clustered in north corner near hills



GENTRIFICATION AND DISPLACEMENT TYPOLOGY

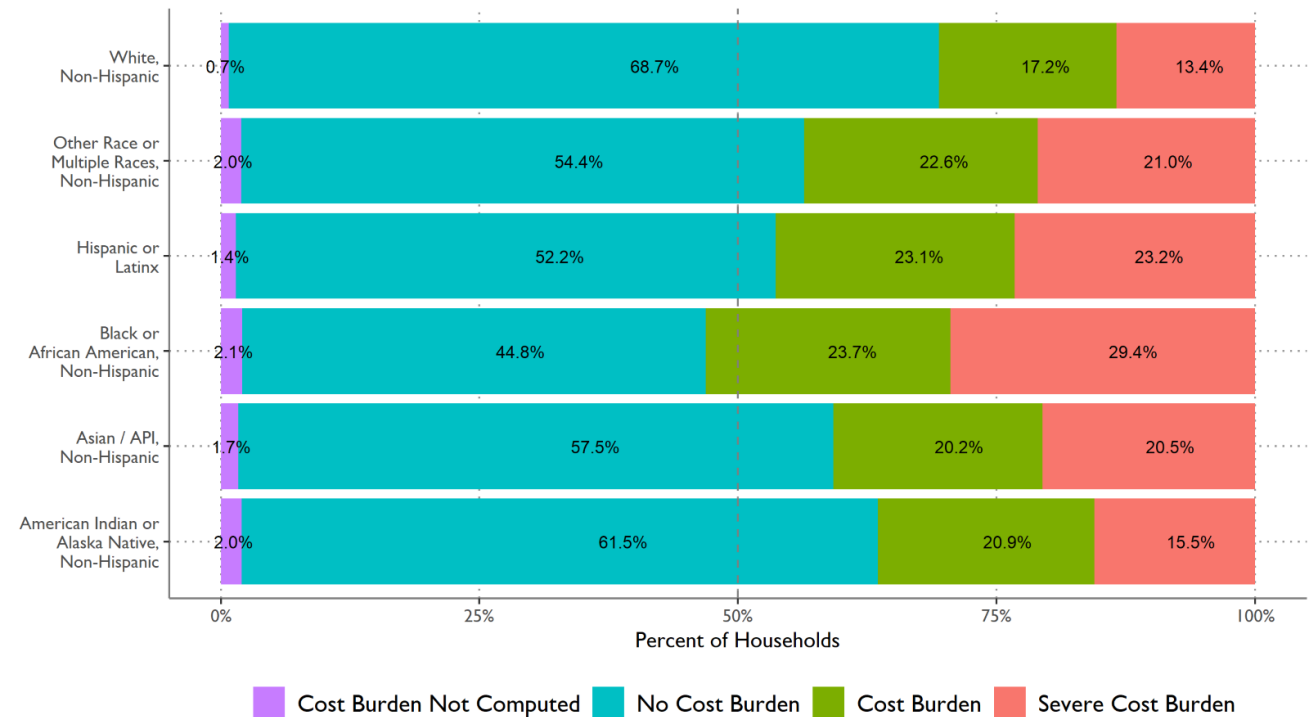
- Nearly half of all households in Oakland live in tracts at risk of or experiencing gentrification
- Almost a quarter live in tracts susceptible to or experiencing displacement



PRELIMINARY FINDINGS: AFFIRMATIVELY FURTHERING FAIR HOUSING

- Most public housing units and housing choice voucher use occurs in Low Resource or High Segregation and Poverty tracts
- Subsidized is more distributed throughout opportunity areas (except Highest Resource); most units in Downtown and West Oakland
- Rates of cost burden are highest for non-Hispanic Black or African American households, followed by Hispanic or Latinx households

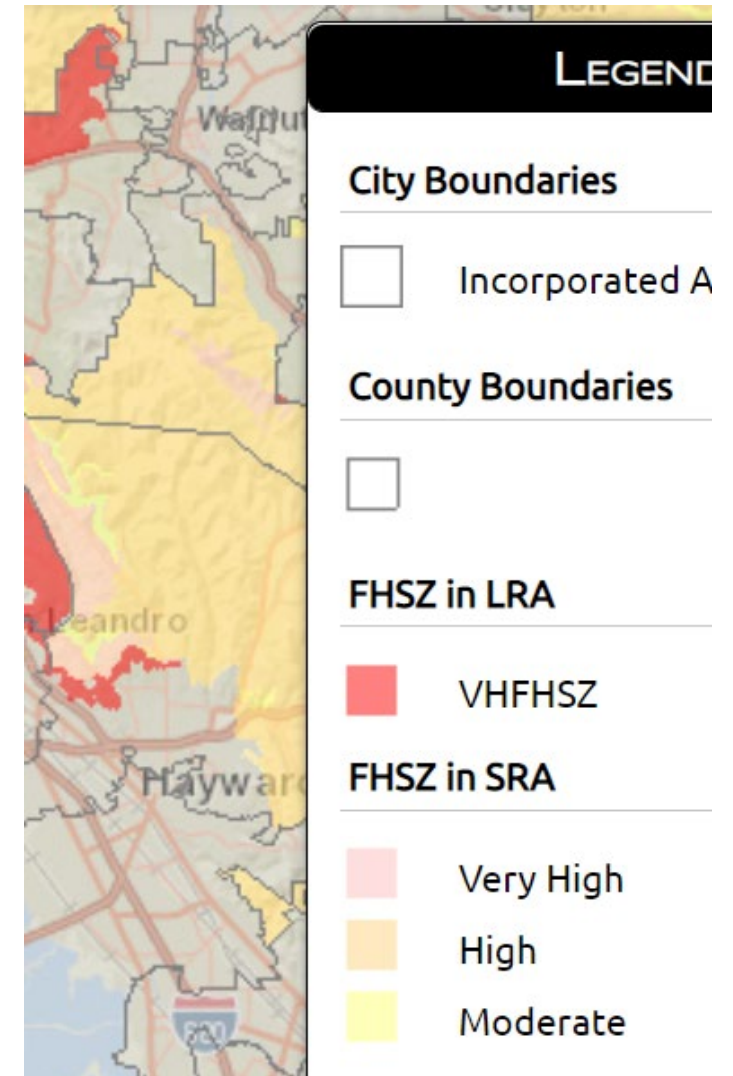
Cost Burden by Race in Oakland



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)

REQUIREMENTS : HOUSING CONSTRAINTS

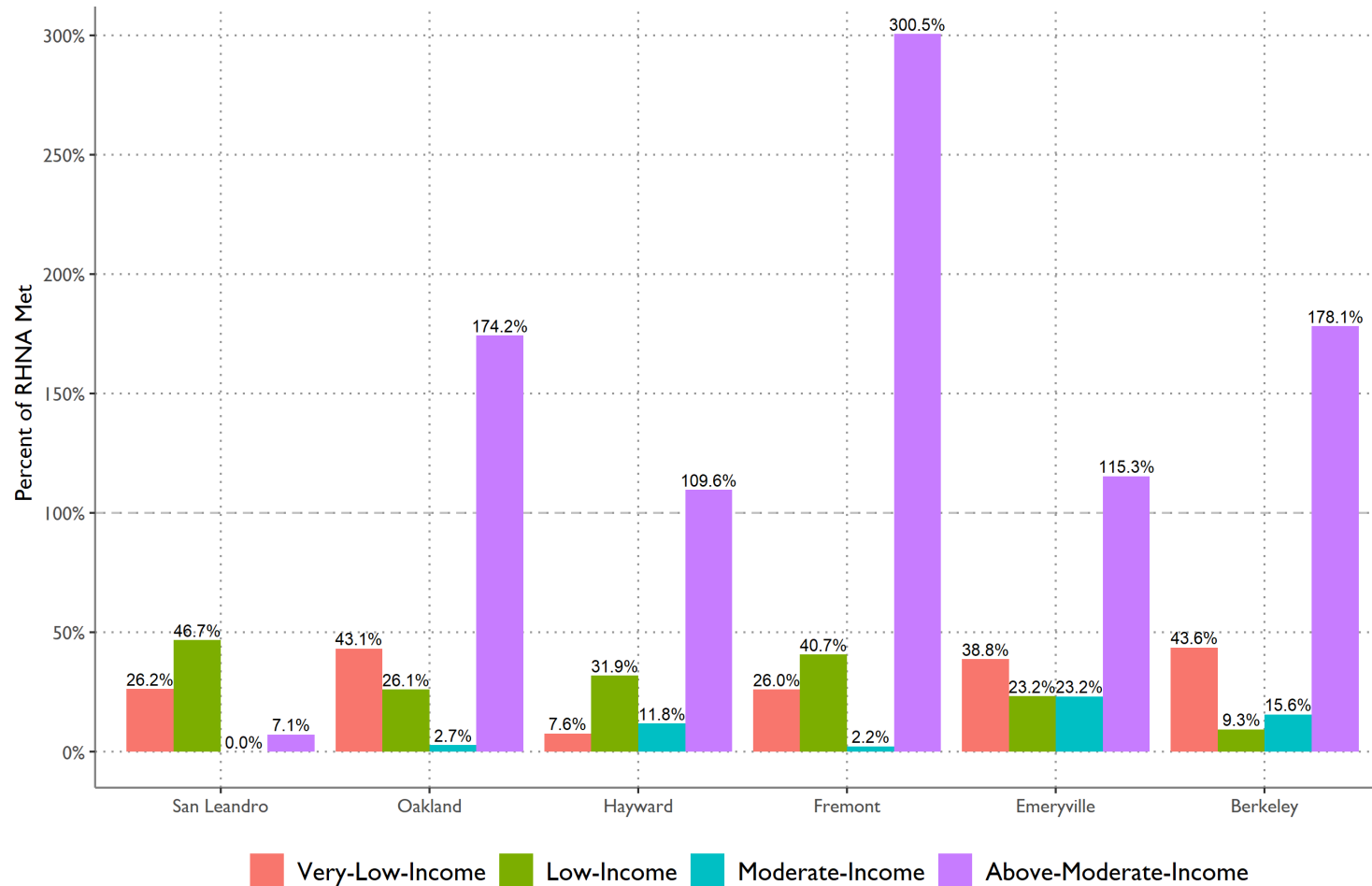
- Identify and analyze potential and actual governmental and non-governmental constraints to the maintenance, improvement, or development of housing
- Governmental constraints
 - codes and enforcement
 - on-site/off-site improvement standards
 - land-use controls
 - fees and exactions
 - processing and permitting procedures
- Non-governmental constraints
 - Environmental constraints
 - infrastructural and market constraints
 - Neighborhood sentiment



PRELIMINARY FINDINGS: CONSTRAINTS (GOVERNMENTAL)

- Rate of building permit approvals comparable to neighboring communities, although lower- and moderate-income housing approval falls short of the RHNA.
- Limited staffing capacity.
- Lack of funding sufficient to meet the full need for affordable housing.
- Permit processing timelines are increased by a lack of objective design guidelines.
- Requirement of conditional use permit in some zones may pose a constraint (i.e., RM-1, RM-2, RM-3)
- Other zoning regulation standards, such as parking minimums, open space requirements, and height restrictions, may pose constraints on constructing housing up to the maximum allowable density.
- Development impact fees and infrastructure improvement requirements add costs to the development of housing.
- Consider additional stakeholder and community input

BUILDING PERMIT APPROVAL BY PERCENTAGE OF THE RHNA, 2015-2020



Source: HCD, 5th Cycle Annual Progress Report Permit Summary, 2021

PRELIMINARY FINDINGS: CONSTRAINTS (NON-GOVERNMENTAL)



- Environmental constraints include seismic risk, flooding and sea level rise, wildfire risks (including very high fire hazard severity zones (VHFHSZ)), air quality, and the presence of hazardous materials
- High construction, labor, and land costs
- Financing availability
- Neighborhood sentiment impeding the development of affordable housing.

REQUIREMENTS: HOUSING SITES

- Prepare an inventory of land suitable for residential development by RHNA income category
- Ensure that selected sites meet State requirements
 - Considerations for low-income sites include existing use, site size, environmental constraints, permitted maximum densities, use in a previous planning cycle, and access to opportunity

REQUIREMENTS: HOUSING SITES

- Projects that have been approved, permitted, or received a certificate of occupancy since the beginning of the RHNA projection period may be credited toward meeting the RHNA allocation based on the affordability and unit count of the development
 - Projection period: June 30, 2022 to December 31, 2030
- Projected accessory dwelling unit (ADU) development and anticipated SB9 lot splits may also be credited towards the RHNA

PRELIMINARY FINDINGS: HOUSING SITES

- Developed single spreadsheet to consolidate sites identified by City staff
 - City vacant sites inventory
 - RHNA cycle 5 sites
 - City owned surplus sites
 - Major projects
 - BART AB2923 sites
 - Specific Plan opportunity sites, as identified by staff (BVSP, LMSAP, WOSP, DOSP)
- Identified additional potential sites based on zoning
- Brought data into GIS to visualize preliminary site locations
- **Full analysis of site suitability and capacity is forthcoming**

PRELIMINARY FINDINGS: HOUSING SITES

- Major project capacity based on Major Project List affordability estimates
- Affordability estimates may be proposed by the developer and are reviewed and assessed by the Planning Department and City HCD

Major Projects Preliminary Capacity Estimates

	Low- and Very-Low-Income ¹	Moderate-Income	Above-Moderate-Income	Total
RHNA Cycle 6	10,261	4,457	11,533	26,251
Approved Permits Capacity ²	2,608	184	16,122	18,914
Shortfall (-)/Surplus (+)	-7,653	-4,273	+4,589	-7,337
Other Likely Permits Capacity ³	267	97	1,218	1,582

NOTES:

1. Includes extremely-low-income capacity estimates.
2. Includes projects in the Major Project List with permit status of Approved, Approved-Pending Appeal, and Extended.
3. Includes projects in the Major Project List with permit status of Filed, Under Review, Accepted, Assigned, and Complete.

Figure I: Major Projects

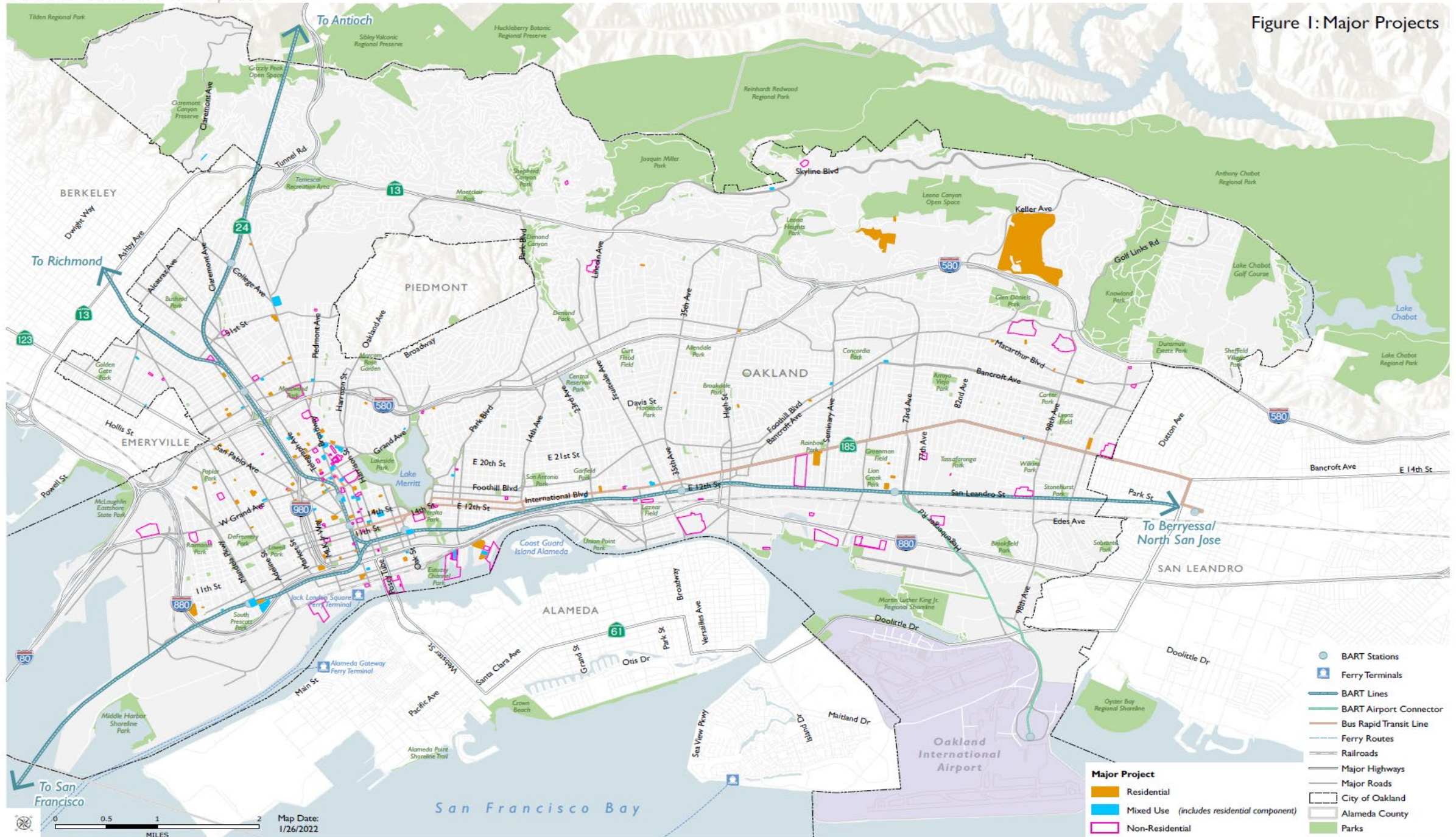


Figure 5: RHNA 5 Opportunity Sites



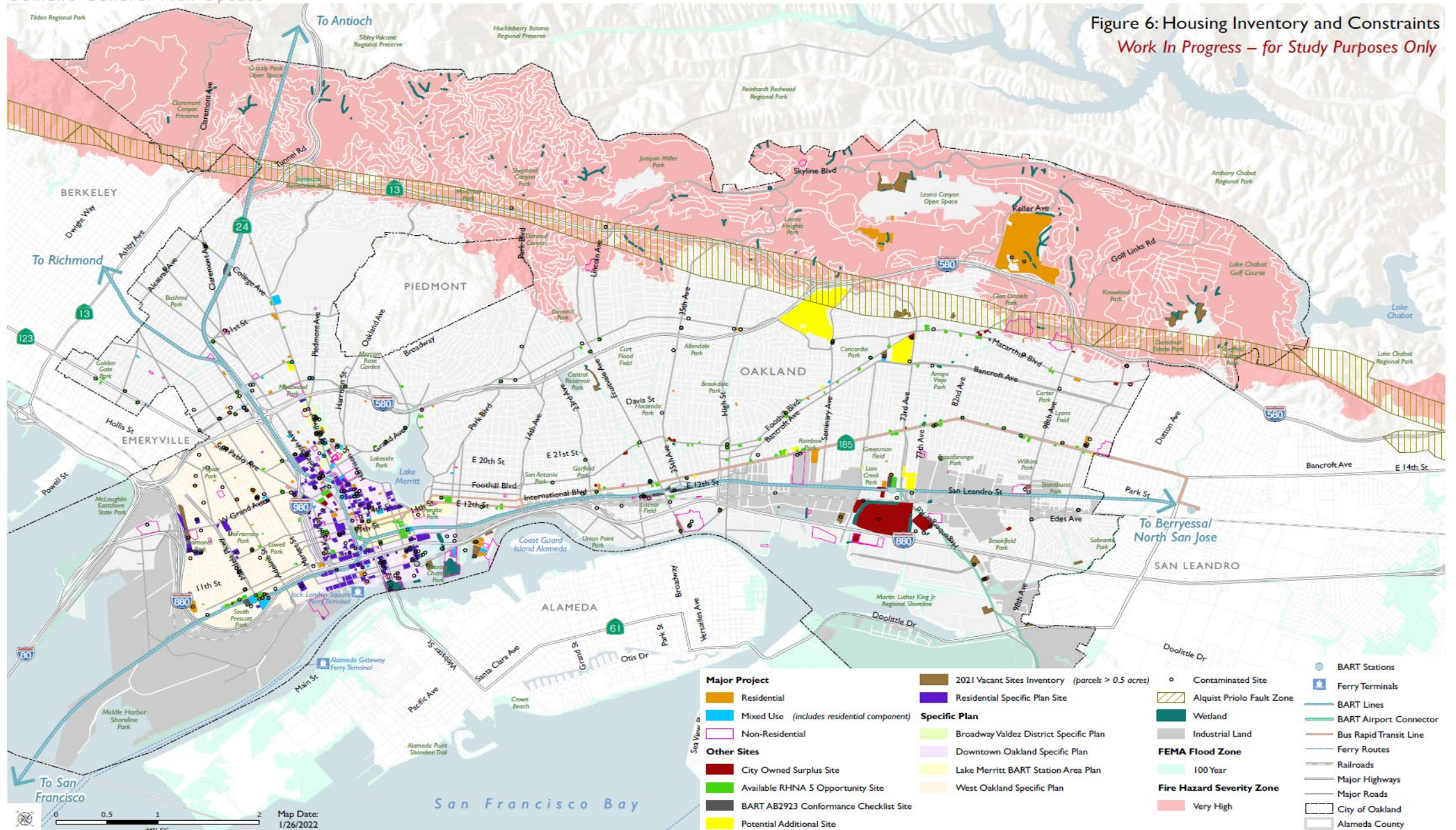


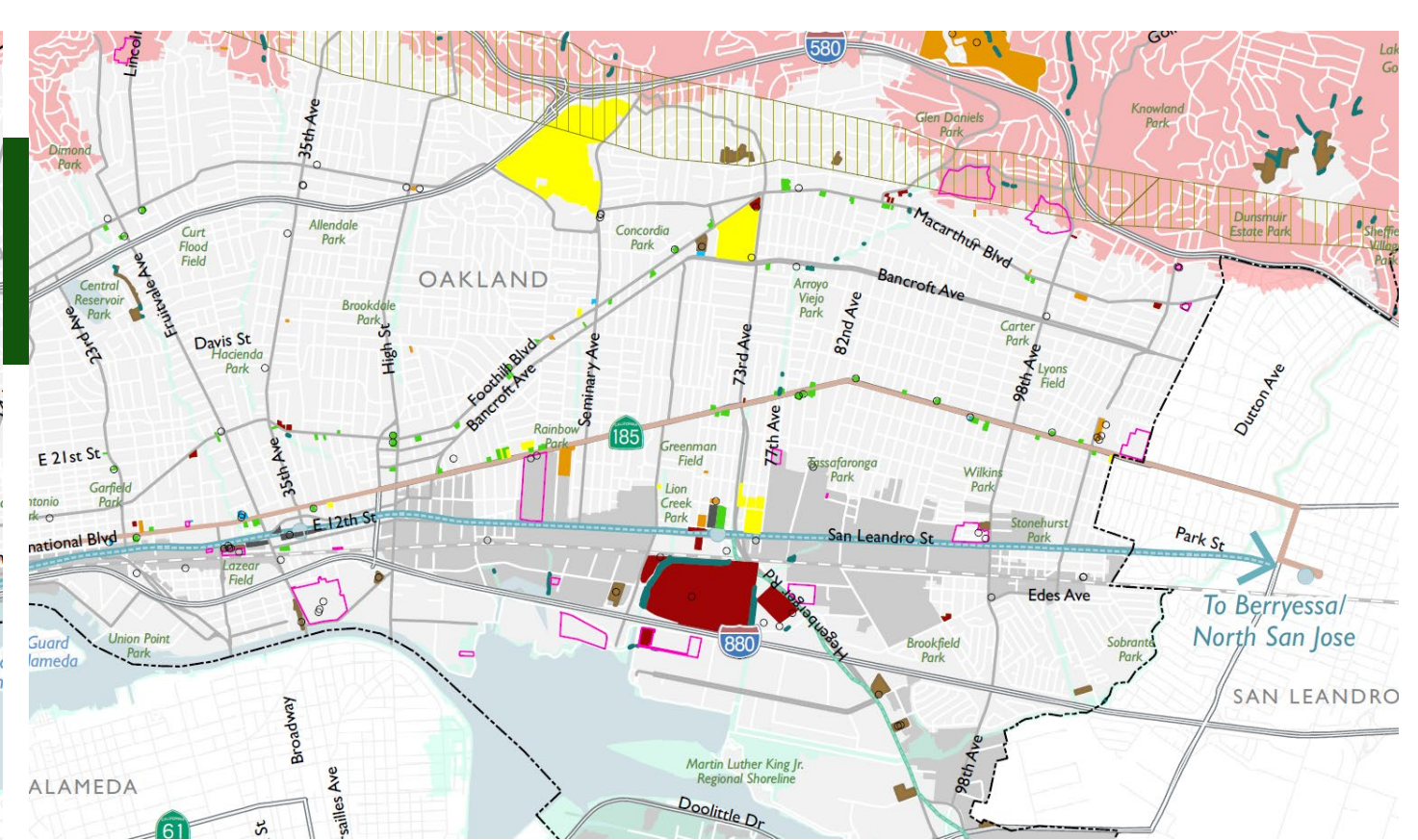
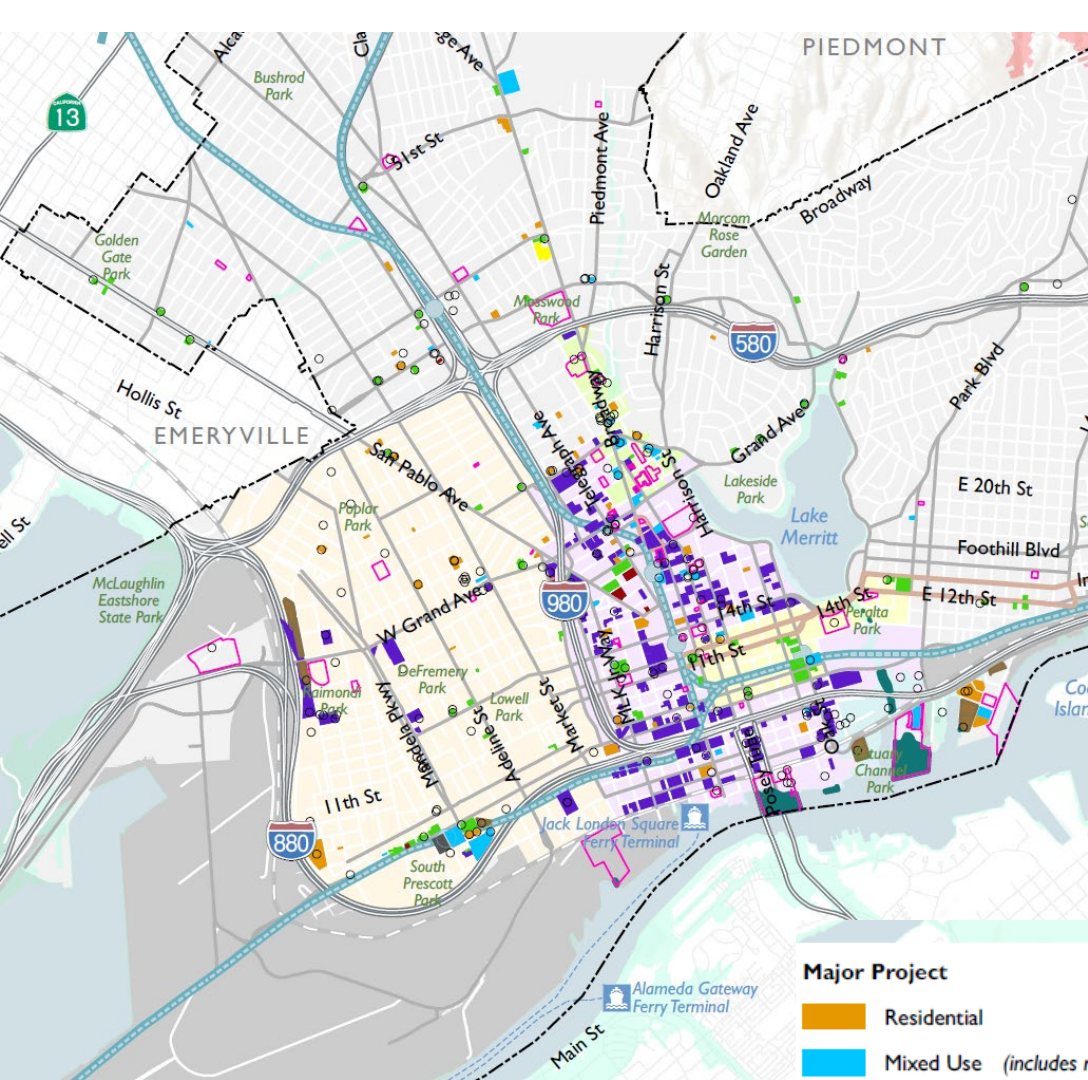
DISCUSSION

DISCUSSION – POLICIES AND PROGRAMS

- Based on past housing accomplishments, what new policies, actions, or programs would you like the Housing Element to pursue?
 - Inclusionary housing vs. in-lieu fees
 - Addressing homelessness
 - Workforce housing
 - Preservation and rehabilitation of existing housing
 - Protections and anti-displacement measures
 - SB 9/Fourplexes in single family zones (Resolution 88554)
 - Changes to parking requirements/other development regulations
 - SB 10/up to 10 units per parcel near transit rich or urban infill site
 - Others?

Figure 6: Housing Inventory and Constraints
Work In Progress – for Study Purposes Only





Major Project

- Residential
- Mixed Use *(includes residential component)*
- Non-Residential

Other Sites

- City Owned Surplus Site
- Available RHNA 5 Opportunity Site
- BART AB2923 Conformance Checklist Site
- Potential Additional Site

2021 Vacant Sites Inventory (parcels > 0.5 acres)

- Residential Specific Plan Site
- Broadway Valdez District Specific Plan
- Downtown Oakland Specific Plan
- Lake Merritt BART Station Area Plan
- West Oakland Specific Plan

Specific Plan

- Wetland
- Industrial Land

FEMA Flood Zone

- 100 Year

Fire Hazard Severity Zone

- Very High

- BART Stations
- Ferry Terminals

- ▨ Alquist Priolo Fault Zone
- ▨ BART Lines
- ▨ BART Airport Connector
- ▨ Bus Rapid Transit Line
- ▨ Ferry Routes
- ▨ Railroads
- ▨ Major Highways
- ▨ Major Roads
- ▨ City of Oakland
- ▨ Alameda County

PRELIMINARY FINDINGS FROM HOUSING SITES MAP

-
- Specific Plan sites represent opportunity sites, as identified by City staff
 - Opportunity sites along key transportation corridors; 14th and 19th ST BART stops
 - Several sites left over from RHNA cycle 5 along International Boulevard
 - Major residential and mixed use projects at Brooklyn Basin, around West Oakland BART, along Broadway
 - Other sites near BART stations: Lake Merritt, Rockridge, Fruitvale, Coliseum

DISCUSSION – HOUSING SITES

- Does this general pattern of sites make sense for housing site locations, particularly keeping in mind different housing need tiers (very-low; low; moderate; above moderate)? These are sites already mostly zoned for housing:
 - Within specific plan areas
 - On transit corridors
 - Key other sites that are City-owned/identified as suitable for housing
- Are there other opportunities for housing elsewhere in the City (beyond sites identified on the map)? Note: There will be opportunities for additional housing sites (beyond eight years) identified as part of the Land Use Element Update.
 - Tradeoffs: housing sites vs. commercial land vs. industrial land
 - Proximity to hazards



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[WWW.OAKLANDCA.GOV/TOPICS/GENERAL-
PLAN-UPDATE](http://WWW.OAKLANDCA.GOV/TOPICS/GENERAL-PLAN-UPDATE)