

Location:	Citywide
Proposal:	<p>The City of Oakland is updating the Housing Element as part of a comprehensive General Plan Update process in two phases.</p> <p>Phase I includes the update of the Housing and Safety Elements of the General Plan; creation of the City’s first Environmental Justice Element; associated amendments to other Elements of the General Plan, along with Zoning Code and map updates; Racial Equity Impact Analysis, California Environmental Quality Act (CEQA) review; and an Industrial Land Use Study. Phase I is anticipated to be completed by early 2023.</p> <p>Phase II includes the update of the Land Use and Transportation Element (LUTE); Open Space, Conservation, and Recreation Element (OSCAR); Noise Element; and the development of a new Infrastructure and Facilities Element. Phase II work also includes zoning updates and CEQA review. The Phase I process will help inform the components of Phase II. Phase II is anticipated to be completed by mid-2025.</p> <p>Both phases will include a comprehensive, equity-driven public engagement process in collaboration with community-based groups and outreach organizations.</p> <p>Staff and the consultant team will provide an overview of the City’s overall General Plan update. In addition, because the 2023-2031 Housing Element has early State deadlines associated with it, the Consultant will present the progress and accomplishments made by the City to implement policies adopted in the City’s 2015-2023 Housing Element, housing needs, assessment of fair housing, and a preliminary proposal of housing sites for the 2023-2031 Housing Element for feedback.</p>
Applicant:	City of Oakland
Case File Numbers:	GP21002; GP21002-ER01
General Plan:	Citywide
Zoning:	Citywide
Environmental Determination:	An Environmental Impact Report will be prepared as part of the General Plan Update.
City Council District:	All districts
Status:	Ongoing
Staff Recommendation:	Receive public comments, discuss, and provide feedback to staff on: 1) additional housing site locations and 2) policies and programs to explore based on initial background information.
Finality of Decision	N/A
For Further Information:	Contact Project Manager Lakshmi Rajagopalan at 510-238-6751 or lrajagopalan@oaklandca.gov Project Email Address: generalplan@oaklandca.gov Project Website: https://www.oaklandca.gov/topics/general-plan-update

SUMMARY

Staff has prepared this Report to inform the Planning Commission about the City's General Plan Update process and 2023-2031 Housing Element Update, and to begin public discourse on housing-related issues. This report provides an overview of the General Plan and the Housing Element. It also summarizes new Housing Element requirements, outlines the project schedule, outreach approach, initial findings on the progress and accomplishments made by the City made to implement policies adopted in the City's existing 2015-2023 Housing Element, housing needs, assessment of fair housing, and preliminary housing sites.

BACKGROUND

The City of Oakland's General Plan is a policy document and consisting of various topical "Elements"; and establishes a citywide vision and consistent direction for city policy and future development. It reflects community priorities, values, and includes supporting goals, policies, and implementation measures to achieve the community's vision.

It has been over 20 years since the City of Oakland has comprehensively updated its various General Plan Elements. Given this length of time and the critical need to update the General Plan, the Planning & Building Department (PBD), in coordination with multiple other City departments, is leading a Citywide comprehensive General Plan Update process that will allow Oaklanders to come together to create a visionary blueprint for a just and fair Oakland.

In the fall of 2020, the City convened a series of listening sessions with staff from City departments and other local government agencies, each of the eight City Councilmembers (in some instances comments were given through Council staff on behalf of the Councilmember), the City Administrator, the Mayor, and representatives from 41 Community-Based Organizations (CBOs). The interviews informed the General Plan Update scope of work, helping to identify key issues that need to be addressed in the General Plan Update and to develop strategies for equitable, meaningful participation.

GENERAL PLAN UPDATE

The General Plan Update (GPU) is an opportunity for all Oaklanders to work together to create a visionary blueprint for the future of the City over the next two decades, shaped by the City's commitment to intentionally integrate principles of fairness and justice into all City policies. The General Plan Update will occur in two phases, guided by a set of core principles rooted in equity:

- Phase I includes the update of the Housing and Safety Elements; creation of the City's first Environmental Justice Element; associated amendments to other Elements, along with Zoning Code and map updates; Racial Equity Impact Analysis, California Environmental Quality Act (CEQA) review; and an Industrial Land Use Study. Phase I of the General Plan Update is anticipated to be completed by early 2023.
- Phase II includes the update of the Land Use and Transportation Element (LUTE); Open Space, Conservation, and Recreation Element (OSCAR); Noise Element; and the development of a new Infrastructure and Facilities Element. Phase II work also includes zoning updates and CEQA review. The Phase I process will help inform the components of Phase II. Phase II of the General Plan Update is anticipated to be completed by mid-2025.

The GPU process will build upon past and ongoing city plans, initiatives, studies, and projects in terms of lessons learned, staff insights, and data collected. Many of these projects and programs have also developed innovative and equitable public engagement programs that will serve as models for this process.

Both phases of the GPU will be guided by a comprehensive, collaborative, accessible, inclusive, and equity-driven public engagement approach that focuses on communities impacted by environmental harm, health stress and other barriers to opportunity, while also being inclusive of the City as a whole.

General Plan Consultant Team

On November 29, 2021, pursuant to [Ordinance No. 88847 C.M.S.](#), and [Ordinance No. 88848 C.M.S.](#), the City finalized the General Plan Update Consultant Team and kicked off the General Plan Update project.

- Technical Consultant Team:** The Technical Consultant Team is being led by Dyett & Bhatia (DB), an innovative and experienced urban planning firm. The Technical Consultant Team includes as partners: Environmental Science Associates, Kittelson & Associates, Toole Design, Page & Turnbull, Economic & Planning Systems, BKF Engineers, PolicyLink, and Environmental Justice Solutions.
- Community Consultant Team:** The Community Consultant Team is being led by the Deeply Rooted (DR) Collaborative, which includes EastSide Arts Alliance, Just Cities Institute, and Urban Strategies Council. Partners include: Black Cultural Zone, The Village, Malonga Arts Residents Association, Oakland Asian Cultural Center Association, House/Full of Blackwomen, Lao Family Community Development, Inc., CURYJ, The Unity Council, the West Oakland Environmental Indicators Project (WOEIP), and Black Arts Movement Business District, CDC.

The GPU process will be instrumental in promoting cultural understanding and historical healing in a diverse and changing community. It will be important to give voice to the many cultures that have created—and are still transforming—Oakland. The process must begin by acknowledging the detrimental impacts that past governmental and planning practices have had on Oakland’s communities, specifically Ohlone, Black, Asian, Latinx, Muslim, immigrant and refugee communities. The General Plan Update is an opportunity to work to eliminate the root causes of inequity, to undo the harms of the past, and to integrate the principle of fairness into today’s planning policies.

GENERAL PLAN ELEMENTS

California Government Code Section 65302 requires specific topics, also called "Elements," to be covered in a General Plan. **Table 1** summarizes the seven required General Plan Elements and the topics covered.

Table 1: General Plan Elements

Required General Plan Element	Required Content
<i>Phase I of the General Plan Update includes the update of the Housing and Safety Elements of the General Plan and creation of the City’s first Environmental Justice Element.</i>	
Housing Element	The Housing Element analyzes Oakland's housing conditions and needs for all income levels, including lower income households and households with special needs. It provides various programs to create a variety of housing to meet Oakland's housing needs. Additionally, the Housing Element must identify

Required General Plan Element	Required Content
	<p>adequate sites for housing and demonstrate the availability and realistic capacity for development on those sites. This element implements the declaration of State law that the availability of housing is a matter of vital statewide importance. It is more specific and directive than other General Plan elements, with detailed guidance, reviews, and deadlines. The California Department of Housing and Community Development (State HCD) must review and certify the Housing Element. Jurisdictions must also submit annual progress reports. In Oakland (and most major cities), the Housing Element must be revised and submitted to State HCD for review on an eight-year cycle.</p> <p>Oakland’s current 2015-2023 Housing Element was adopted in 2014 and is required to be revised and adopted for the next eight-year cycle (2023-2031) by the end of January 2023¹</p>
Safety Element	<p>A successful Safety Element reduces potential short and long-term risks of death, injuries, property damage, and economic dislocation resulting from fires, floods, droughts, earthquakes, landslides, climate change; as well as local hazards. As a result of several recent legislative changes, local jurisdictions are required to review and revise Safety Elements upon each revision of the Housing Element to address and update hazards related to flooding, fires and to include climate adaptation and resilience strategies.</p> <p>Oakland’s current Safety Element was adopted in 2004 and subsequently amended to incorporate the City’s Local Hazard Mitigation Plan in 2012, 2016, and 2021.</p>
Environmental Justice Element	<p>Senate Bill 1000, passed in 2016, requires that cities and counties with disadvantaged communities adopt environmental justice policies or an Environmental Justice Element. These must include objectives and policies to reduce health risks in disadvantaged communities, promote civic engagement in the public decision-making process, and prioritize programs that address the needs of disadvantaged communities. The overall legislative purpose of Senate Bill 1000 is to address the unique and compounded health risks in environmental justice communities by decreasing pollution exposure, increasing community assets, and improving overall health.</p> <p>Under SB 1000, Oakland is required to adopt an Environmental Justice Element, either standalone or interwoven with other Elements, at the same time that the Housing and Safety Elements are updated.</p>
<p><i>Phase II of the General Plan Update includes the update of the Land Use and Transportation Element (LUTE); Open Space, Conservation, and Recreation Element (OSCAR); Noise Element; and the development of a new Infrastructure and Facilities Element.</i></p>	
Land Use Element	<p>The Land Use Element is intended to promote the community’s vision for growth via equitable and accessible distribution of different land uses, including residential, commercial, industrial, agricultural, and open space.</p> <p>In Oakland, the current Land Use Element is contained in the Land Use and Transportation Element (LUTE), adopted in 1998.</p> <p>The Estuary Policy Plan (EPP) establishes the General Plan land use policies for lands between Interstate 880 and the Oakland waterfront. The EPP was adopted as part of the LUTE in 1999.</p>
Circulation Element	<p>The Circulation Element identifies the general location and extent of existing and future transportation networks in Oakland for all users (automobile, pedestrian, bicycle, and trucks), public transportation routes and terminals, and public utilities (water, sewer, stormwater, communications).</p>

Required General Plan Element	Required Content
	<p>By statute, the Circulation Element must correlate directly with the Land Use Element.</p> <p>In Oakland, the 1998 Land Use and Transportation Element (LUTE), the 1999 Estuary Policy Plan (EPP), the 2019 Oakland Bike Plan, and the 2017 Pedestrian Plan establish the General Plan circulation policies.</p>
Open Space Element	<p>The Open Space Element identifies valuable undeveloped areas of land or water designated as open space in Oakland and creates a long-term plan to preserve them. The Conservation Element describes Oakland's natural resources and establishes goals and policies to preserve, enhance, and develop them. The Open Space Element must correlate with the Land Use Element.</p> <p>In Oakland, open space is covered in the City's Open Space, Conservation and Recreation Element (OSCAR), adopted in 1996.</p>
Conservation Element	<p>The Conservation Element describes Oakland's natural resources and establishes goals and policies to preserve, enhance, and develop them. The Conservation Element must correlate with the Land Use Element.</p> <p>In Oakland, conservation is covered in the City's Open Space, Conservation and Recreation Element (OSCAR), adopted in 1996.</p>
Noise Element	<p>The Noise Element describes the local noise environment and analyzes current and projected noise levels. It outlines policies and implementation measures to address existing and foreseeable noise problems.</p> <p>Oakland's Noise Element was adopted in 2005.</p>
<p>Notes: 1: All cities have a 120-day grace period, and the housing element is considered compliant if adopted during this time.</p>	

State law also allows a jurisdiction to include within its General Plan any other elements as it sees fit. Although not required by State Law, the City is preparing a new Infrastructure and Facilities Element as part of the General Plan Update. The Infrastructure and Facilities Element will provide overarching goals and policies for city infrastructure over the long term, reflecting capital improvements identified in the LUTE, OSCAR, Safety, and other General Plan elements.

PROJECT TIMELINE

See **Attachment A** for the GPU Phase 1 Project Timeline.

COMMUNITY ENGAGEMENT

General Plan Update Scoping

During the fall of 2020, Planning staff, with assistance from a planning consulting firm that was funded via a technical assistance grant from the Metropolitan Transportation Commission (MTC), held a series of listening sessions with: staff from City departments and other local government agencies, each of the

eight City Councilmembers (in some instances comments were given through Council staff on behalf of the Councilmember), the City Administrator, the Mayor, and representatives from 41 CBOs. The interviews sought to identify key issues that need to be addressed in the General Plan Update and to develop strategies for equitable, meaningful participation.

The feedback received during those listening sessions helped inform the [General Plan Update Technical Memorandum](#). This memorandum was not a final nor rigid blueprint for the General Plan Update process. Rather, it has been used to inform the development of a Request for Proposals (RFP) for the General Plan consultant services.

The following are initial guiding principles for an inclusive planning and engagement process for the General Plan Update, based on the feedback received during the listening sessions conducted in fall 2020. More details regarding these principals can be found on the project website and were also included in the RFP. These guiding principles are a first step in working out a shared vision with all Oaklanders that will serve as a foundation for the General Plan:

- *Equity and Environmental Justice*
- *Transparency*
- *Relevance and Clarity*
- *Focused Planning Process*
- *Flexible and Adaptable Process*
- *Strategic and Long-Range Thinking*
- *Interdepartmental Coordination*
- *Inter-Agency Coordination*
- *Important Role of Community-Based Organizations (CBOs)*
- *Youth Engagement*
- *Place-based Approach*

General Plan Update Engagement Process

The City of Oakland General Plan Update (GPU) will be a collaborative planning process to address citywide needs and plan for a vibrant future for all Oakland residents. Community engagement will be the cornerstone of the GPU process in order to ensure that the final Plan accurately and holistically represents the city and its diverse residents. The community engagement effort will comprise of an extensive outreach process, with the intention of engaging stakeholders throughout the community, with additional resources dedicated to engaging communities historically underrepresented and excluded from traditional planning processes and often most disparately and negatively impacted by City policies. All community input shared will be used to “ground truth” data based on peoples’ lived experience, inform areas of focus for General Plan elements, and guide development of General Plan policies. Events will occur in parts of Oakland where the following communities reside: unhoused, formerly incarcerated, low-income, Asian, Pacific Islander, Black, Latinx, multiracial, and community experiencing environmental injustice.

The engagement effort will be co-led by City staff, the Community Consultant team, Deeply Rooted (DR), who will lead neighborhood-focused community outreach; and the Technical Consultant, Dyett & Bhatia (D&B), who will lead supplementary citywide outreach events and provide support to the Community Consultant. The outreach process will include the following engagement components:

- **Engagement by City Staff:** Ahead of the work that will be done by the General Plan Update Consultant Team, City staff has already begun an outreach campaign to begin reaching out to Oaklanders, including presentations to the Oakland Shoreline Leadership Academy (August

2021), West Oakland Community Action Plan (WOCAP) Steering Committee (December 2021) and to the Healthy Development Guidelines (HDG) Project Management Team (December 2021).

- **General Plan Website and Social Media:** The [General Plan Update website](#) provides key project information, community meeting dates, and project updates. Community members can sign up for updates via [email](#) and social media. The City also recently completed [the first of a video series about the General Plan Update](#) about the Plan, the process, and progress toward a City that works for all Oaklanders.
- **Neighborhood Workshops and Community Hubs:**
 - The neighborhood workshops and townhalls will introduce the General Plan process and seek community input and priorities on a variety of topics, including land use, open space, parks and recreation, safety, environmental justice, and other topics. They will identify local issues of concern and solutions to address them. Participants can share their input using interactive tools, or through the complementary online survey.
 - Community hub events will be large outdoor cultural and community events that bring Oaklanders together through art, performance, celebration, and the sharing of visions, issues and solutions for the future of Oakland. Community members will be able to share their stories of Oakland past and present, vision for the future, and receive information for current support.
 - Information on neighborhood workshops and community hubs will be provided via the [General Plan Update website](#), e-newsletters, and social media updates.
- **Popup Outreach:** Mobile pop-ups will meet people where they are in the community - membership meetings, farmers markets, outside a grocery store, a park, a mall, Akoma Market, etc. Pop-ups will include a variety of activities, including hearing Oaklanders stories; sharing history and context on housing, environmental justice and other General Plan topics; and activities to gather community input for various General Plan topics. Information on popup outreach and feedback received will be provided on the [General Plan Update website](#).
- **Youth Engagement:** Youth engagement strategy will complement the participation strategies led by the Community Consultant within frontline communities. These organizations can help identify youth engagement coordinators who will partner with the Consultant Team to assist in concept development, planning, logistics, and notification for public participation strategies. Youth engagement coordinators will be provided with training and a stipend. In addition to community outreach, the Consultant will collaborate with high schools, youth organizations, as well as young professionals' groups to organize youth-focused opportunities to receive feedback from this targeted demographic.
- **Stakeholder Meetings and Interest-Based Focus Group Meetings:** Stakeholders include key groups with specific interest in social equity/inclusion, economic development and opportunity, housing, fire/public safety, Downtown, small businesses, public art, historic preservation, medical centers, schools, public health, and others. The meetings will focus on specific topics related to the General Plan, clarify differences in priorities and build common, collaborative ground. Participants may be grouped and invited to attend specific meetings based upon their role and meeting topics, at various points in the process.
- **Technical Advisory Committee:** The Technical Advisory Committee (TAC) is comprised of internal City department representatives as well as other Oakland-based, neighboring, and

regional governmental agency representatives. The TAC serves to advise on key strategies to address Oakland's big issues related to housing, environmental justice, safety, and other topics; review community input collected at key points in the process; and inform, discuss, and provide technical direction on policies and actions. The first TAC meeting was held on December 2, 2021, and TAC members provided initial guidance and ideas on topics to address in the General Plan.

- **Equity Working Group:** The Equity Working Group (EWG) will be comprised of individuals who have been highly engaged in Oakland housing, safety and environmental justice, land use issues and solutions. The EWG will work with the City Staff and the General Plan team to make sure that Housing, Safety, Environmental Justice, Land Use, Transportation, Zoning Code, Noise, and Open Space/Conservation/Recreation Policies, and key issues align with community concerns and needs. The EWG will also support outreach efforts to ensure that geographies and populations that are most burdened by environmental justice are engaged in identifying community needs and assets and providing feedback on proposed solutions. EWG members will be provided with a stipend. Deeply Rooted Collaborative began recruitment for the EWG on December 22, 2021. The recruitment concluded on January 31, 2022. The recruitment flyers and applications (online and paper) were promoted on social media, the [General Plan Update website](#), and the listserv. In addition, staff worked with Oakland Public Library and Oakland Parks and Recreation Department to promote EWG recruitment by sharing the flyers and applications.
- **Study Sessions with Decisionmakers:** The Planning Commission, City Council, and various boards and commissions will be active participants in the GPU and will have opportunities to provide direction at each Stage in the process. The project team will check in with these decision-making bodies at key milestones to ensure that the project remains on the right track in terms of process, direction, and overall vision. Engagement will take the form of study sessions and informational presentations to review products and generate feedback on drafts.

Finally, outreach will also take place through distribution of a citywide postcard mailer, and e-newsletters, and online surveys.

HOUSING ELEMENT UPDATE

The Housing Element is one of the required elements of Oakland's General Plan as mentioned in *Table 1*. It is an eight-year blueprint and framework to meet the housing needs of all people within the community at all economic levels, including low-income households and households with special needs.

REGIONAL HOUSING NEEDS ALLOCATION

Every eight years, the State Department of Housing and Community Development (State HCD) projects the housing need for the state, referred to as the Regional Housing Needs Allocation (RHNA). Per State law, every jurisdiction shall update their Housing Element every eight years in conjunction with the RHNA allocation.

For the 6th RHNA cycle, the Bay Area was allocated 441,176 units (a 234% increase over the last 8-year cycle allocation), with about 26% allocated to Very Low, 15% to Low, 16% to Moderate and 43% to Above Moderate- income households. As a result of this process, the City of Oakland was assigned to accommodate **26,251** units through the RHNA allocation process (a 78% increase compared to the 14,765 units the city was assigned during the last 8-year cycle allocation), for its' 6th cycle Housing Element to help meet Oakland's housing goals, including housing for extremely low-income populations. *Table 2*

provides a comparison of Oakland's RHNA numbers at all income levels during the 5th cycle, the number of units that were issued building permits between 2015 and 2020, and the 6th cycle RHNA allocation for the City of Oakland. The RHNA allocation for Very Low Income increased by 216% while the above moderate-income allocation increased by 48%.

Pursuant to California Housing Element law, Section 65400 of the California Government Code, Oakland must submit an [Annual Progress Report \(APR\)](#) to the California Office of Planning and Research (OPR) and to the State HCD by April 1st of each year, using forms and definitions adopted by State HCD. The APR documents implementation of housing programs and to assess the City's progress toward meeting its Regional Housing Needs Allocation (RHNA) during the current 8-year housing element cycle.

As shown in **Table 2**, the City exceeded the total number of target units between 2015-2020, however challenges remain for meeting very low-income, low-income and moderate-income housing targets. Staff has started working on the APR for 2021, which will be submitted to State HCD on April 1, 2022, and published on the City's website along with an informational report o Council soon after its' completion.

Table 2: Oakland's 5th and 6th Cycle RHNA Numbers and Permitted Units between 2015 - 2020

Income Level	5 th Cycle RHNA Units (2014-2022)	Units Issued Building Permits 2015-2020 ¹	6 th Cycle RHNA Units (2023-2031)	% Increase
Very Low (<50% AMI)	2,059	888	6,511	216%
Low (50-80% AMI)	2,075	541	3,750	80%
Moderate (80-120% AMI)	2,815	77	4,457	58%
Above Moderate (>120% AMI)	7,816	13,616	11,533	48%
Total	14,765	15,122	26,251	78%

The City's current Housing Element was adopted on December 9, 2014, and the updated Housing Element for the 2023-2031 cycle is due January 31, 2023. The statutory deadline to adopt the 2023-2031 Housing Element is January 31, 2023. All cities have a 120-day grace period from the statutory deadline, and the housing element is considered compliant if adopted during this time.

KEY COMPONENTS OF A HOUSING ELEMENT

The Housing Element content is highly prescribed by State law (California Government Code Sections 65580-65589) and must include:

- **Housing Needs Assessment:** Examine demographic, employment, and housing trends and conditions and identify existing and projected housing needs of the community, with attention paid to special housing needs (e.g., large families, persons with disabilities)
- **Evaluation of Past Performance:** Review the prior Housing Element to measure progress in implementing policies and programs.
- **Housing Sites Inventory:** Identify locations of available sites for housing development or redevelopment to ensure there is enough land zoned for housing to meet the future need at all income levels.

- **Community Engagement:** Implement a robust community engagement program, reaching out to all economic segments of the community with special attention paid to engaging traditionally underrepresented groups.
- **Constraints Analysis:** Analyze and recommend remedies for existing and potential governmental and nongovernmental barriers to housing development.
- **Opportunities for Energy Conservation:** Analyze opportunities for energy conservation with respect to residential development.
- **Analysis of Existing Assisted Housing Developments:** Analyze existing assisted housing developments that are eligible to change from low-income housing uses during the next 10 years due to termination of subsidy contracts, mortgage prepayment, or expiration of restrictions on use
- **Policies and Programs:** Establish policies and programs to be carried out during the 2023-2031 planning period to fulfill the identified housing needs, including a rezoning plan and plans to affirmatively further fair housing.

New Housing Element Requirements Due to Changes in State Law

Since the completion of the City’s last Housing Element, several newly enacted state laws have revised the Housing Element process and requirements. Some of the key changes for this 6th cycle of RHNA and Housing Element update include:

- Assembly Bill (AB) 72 (2017) provides additional authority to State HCD to scrutinize housing elements and enforce housing element noncompliance and other violations of state housing laws.
- AB 879 (2017) and AB 1397 (2017) require additional analysis and justification of sites listed on a local government’s housing sites inventory, additional explanation of the realistic capacity of those listed sites, and further scrutiny of governmental and nongovernmental constraints that limit the production of housing.
- AB 686 (2018) requires local governments to Affirmatively Further Fair Housing (AFFH) by including in revised housing elements (1) an assessment of fair housing; (2) equitable distribution of housing to meet the needs of households at all income levels and dismantle segregated living patterns with integrated and balanced living patterns; (3) policies and programs that address fair housing barriers and promote fair housing patterns; and (4) a comprehensive, collaborative, accessible, inclusive, and equity-driven public engagement approach.
- AB 215 (2021) extends the housing element compliance review process by requiring local governments to make draft housing elements available for public review prior to submittal to State HCD rather than conducting concurrent review. The draft must be made publicly available for at least 30 days, and the local government must consider and incorporate public comment for at least 10 business days, before sending the draft to State HCD. AB 215 also increased State HCD’s review period of the first draft element submittal from 60 to 90 days and within 60 days of its receipt for a subsequent draft amendment or adoption. However, the January 31, 2023, statutory deadline remains the same, even as these new requirements have significantly added to the time a city needs to complete the overall housing element update process.

- AB 1398 (2021) revises the consequences for local governments that miss the deadline for housing element adoption. Local governments must complete rezoning no later than one year from the statutory deadline for adoption of the housing element if that jurisdiction fails to adopt a housing element that State HCD has found to be in substantial compliance with state law within 120 days of the statutory deadline. The City retains the three-year rezoning period if the housing element is adopted within 120 days of the statutory deadline.
- AB 1304 (2021) clarifies that a public agency has a mandatory duty to comply with existing Housing Element AFFH requirements. AB 1304 revises the items to be included in AFFH analysis and requires that analysis to be done in a specified manner. In addition, the housing inventory must analyze the relationship of the sites identified in the inventory to the city's duty to affirmatively further fair housing.

PRELIMINARY FINDINGS

See **Attachment B** for the preliminary findings on: (1) the progress and accomplishments made by the City to implement policies adopted in the City's 2015-2023 Housing Element; (2) housing needs; (3) assessment of fair housing; and (4) preliminary housing sites options.

The City is in the early stages of identifying parcels that could potentially be utilized in the Housing Element sites inventory. Planning staff have not prepared a draft sites inventory and is looking for feedback from decisionmakers and the public on the criteria that should be used to identify appropriate sites for housing, to rule out sites as appropriate, as well as information on the suitability of particular sites. The preliminary housing sites map provided is intended to provide a visual discussion guide by utilizing multiple data sets combined with specified site criteria to identify sites where planned/zoned residential capacity may realistically be achieved.

The data sets included: a) 2021 Alameda County Assessor's vacant land data; b) available opportunity sites from the 2015-2023 Housing Element; c) opportunity sites identified in various specific plans including the Draft Downtown Oakland Specific Plan, the West Oakland Specific Plan, the Lake Merritt Station Area Plan, and the Broadway Valdez Specific Plan; d) City-owned surplus land; and e) BART-owned sites.

While the map is intended to provide a large range of sites to conceivably include in the draft housing inventory, Planning staff have taken initial steps to remove sites that include constraints that limit their availability or appropriateness for future development. Analyses of recent building permit data as well as site-specific constraints and opportunities have been used to inform assumptions made for the housing capacity of sites identified as developable. Preliminary criteria used to analyze the sites include environmental constraints, site constraints (Slopes >30%), proximity to Very High Fire Hazard Severity Zones (VHFSZ), seismic hazards (Alquist Priolo Zones), hazardous sites (brownfields, former landfill sites), Airport hazards, 100-year floodplain, zoning, and building permit data; and other knowledge and information compiled by City staff in the Planning and Building Bureau. Additionally, the City will need to apply an equity lens to the development of the site inventory to ensure that future development is consistent with the City's obligation to Affirmatively Furthering Fair Housing.

This data has been compiled, organized, and mapped using Geographic Information Systems (GIS).

DISCUSSION QUESTIONS

Staff are seeking feedback on the initial findings presented. To that end, the Commission is asked to address the following questions:

1. **Sites Inventory**
 - 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)?
 - 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.*

2. **Policies and Programs:**
 - Based on past housing accomplishments, what new policies, actions, or programs would you like the Housing Element to pursue?
 - Are there any changes to existing policies or programs that should be considered?

ENVIRONMENTAL DETERMINATION

The City of Oakland will be preparing a Phase I Program Environmental Impact Report (EIR) to assess the environmental impacts of the Environmental Justice, Housing, and Safety Elements, and related Phase I amendments, including any implementing zoning program, in compliance with the provisions of the California Environmental Quality Act (CEQA). The Phase 1 Program EIR will focus on growth forecasts and potential housing sites, and also aim for mitigation measures that staff could apply as standard conditions of approval for projects, particularly those involving housing development. Key effort will also focus on the intended use of this Program EIR to support the City’s use of CEQA streamlining provisions and tiered documents for the environmental review of future plans and projects. The EIR will serve both to inform the public and decision makers of potential environmental impacts and the mitigation measures associated with the Plan’s implementation.

ACTION REQUESTED OF THE PLANNING COMMISSION

Staff recommends that the Planning Commission conduct a study session and receive public comments, discuss, and provide feedback to staff on: 1) additional housing site locations and 2) policies and programs to explore based on initial background information.

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City Planning Commission by:

Ed Manasse

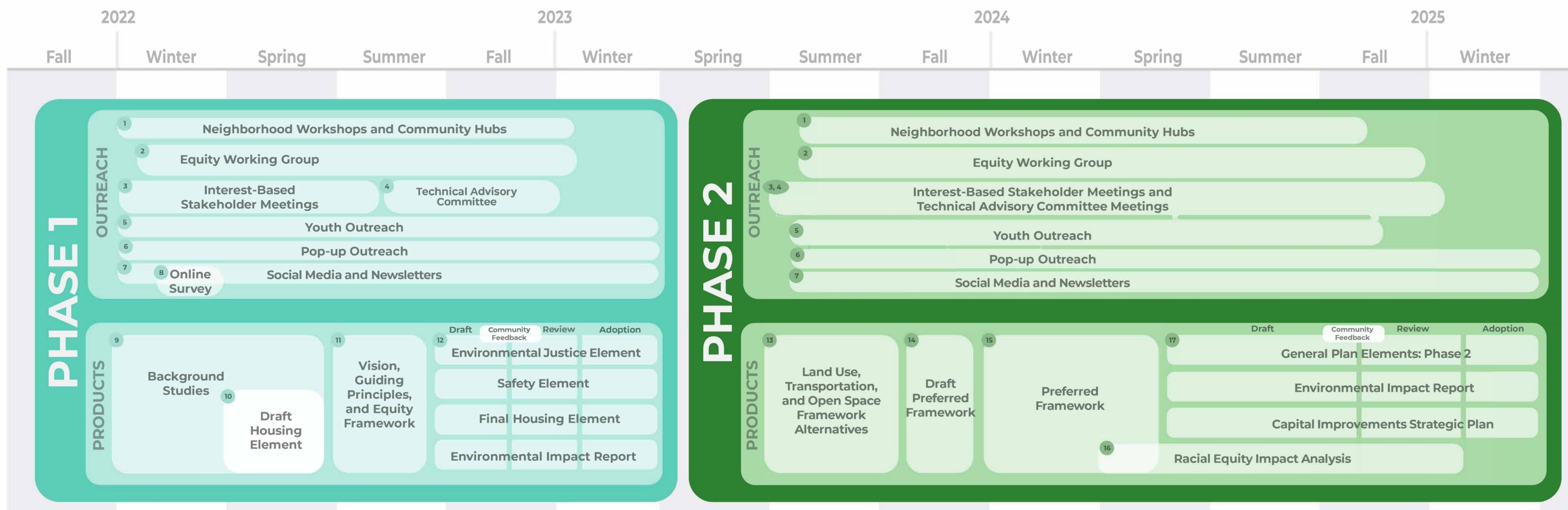
Ed Manasse, Deputy Director of Planning

ATTACHMENTS:

- A. Project Schedule

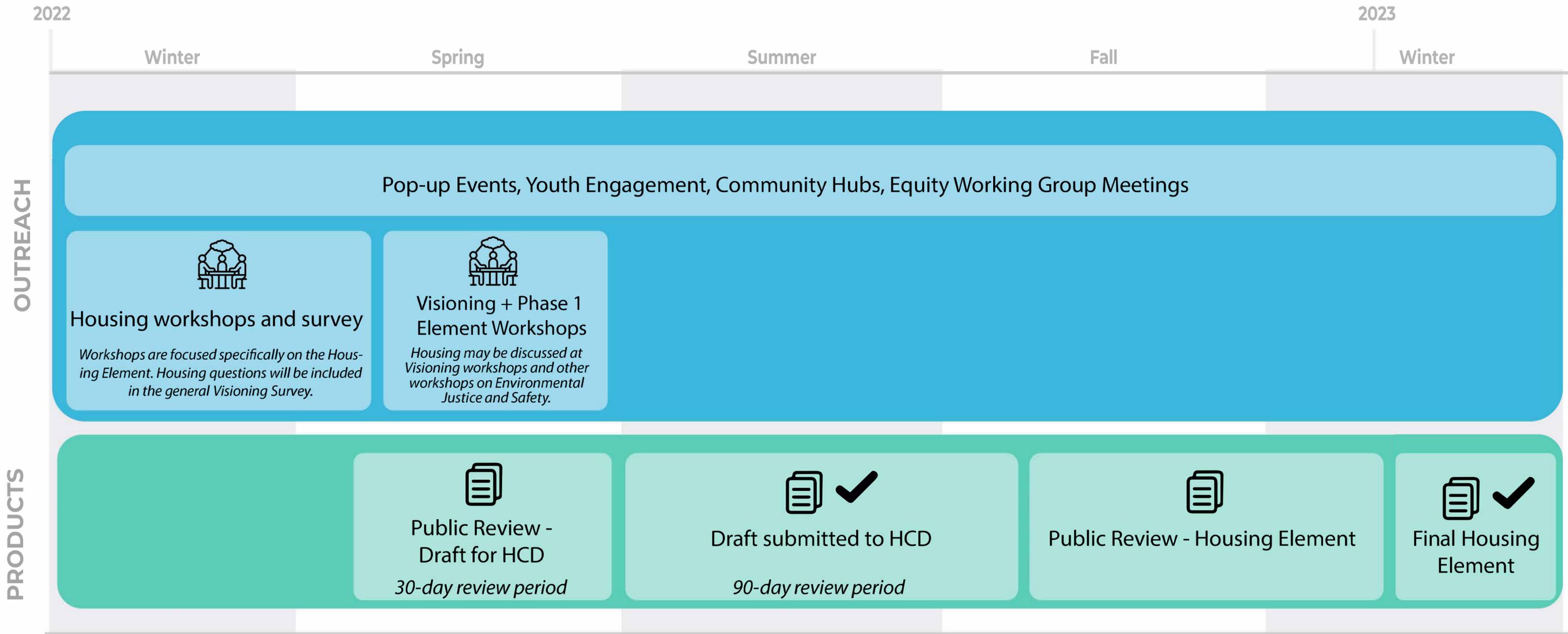
- B. Preliminary Findings

OAKLAND 2045 PROJECT SCHEDULE



OAKLAND 2045

Housing Element Timeline



Please visit <https://www.oaklandca.gov/topics/general-plan-update> for project updates, upcoming events, and more information.

PHASE I COMPONENTS

- 1. Neighborhood Workshops and Community Hubs:** Every person in Oakland is invited to share their vision and input on what the future of the city should look like. Citywide events include the following:
 - **Two Virtual Town Halls** will introduce the General Plan process and seek community input and priorities on a variety of topics, including land use, open space, parks and recreation, safety, environmental justice, and other topics. Participants can share their input using interactive tools, or through the complementary online survey.
 - **Neighborhood workshops (9 in Phase I)** will identify local issues of concern and solutions to address them. Community workshops will present information and include activities to make them fun, effective, relevant, and meaningful events.
 - **Community hub events (7 in Phase I)** will be large outdoor cultural and community events that bring Oaklanders together through art, performance, celebration, and the sharing of visions, issues and solutions for the future of Oakland. Community members will be able to share their stories of Oakland past and present, vision for the future, and receive information for current support. These events will occur in parts of Oakland where the following communities reside: unhoused, formerly incarcerated, low-income, Asian, Pacific Islander, Black, Latinx, multiracial, and community experiencing environmental injustice. Workshop and Community Hub input will be used to "ground truth" (or verify) data based on peoples' lived experience, inform areas of focus for General Plan elements, and guide development of General Plan policies.
- 2. [Equity Working Group \(EWG\)](#) (6 meetings in Phase I and 6 meetings in Phase II):** The EWG will be made up of 20 Oaklanders that represent the city's diverse population. The EWG will identify the major challenges and impacts of housing, safety, environmental justice, land use, transportation, and parks and work with the City to ensure that solutions and policies advance equitable and healthy communities for Oakland residents. All community input shared will be used to "ground truth" data based on peoples' lived experience, inform areas of focus for General Plan elements, and guide development of General Plan policies. See criteria for selection [here](#).
- 3. Interest-Based Stakeholder Meetings (12 meetings in Phase I):** Key groups who represent focused interests (such as non-profits, housing advocates, environmental justice groups, small businesses, etc.) will discuss specific topics related to the General Plan, clarify differences in priorities and build common ground. Input from stakeholder meetings will be used to develop areas of focus and policies in the General Plan elements.
- 4. Technical Advisory Committee (TAC) (4 meetings in Phase I):** The TAC is made up of internal City department representatives as well as other Oakland-based, neighboring, and regional governmental agency representatives. The TAC will advise on key strategies to address Oakland's big issues; review community input collected at key points in the process; and inform, discuss, and provide technical direction on policies and actions.
- 5. Youth Outreach (4 events in Phase I):** Throughout the planning process, youth engagement will prioritize opportunities for young leaders to lead and engage in General Plan community events. Recognizing that today's youth are tomorrow's leaders, youth outreach will seek to ensure that

the General Plan responds to the needs and priorities of young Oakland residents, including around education, mobility, parks and open space, and safety. All community input shared will be used to “ground truth” data based on peoples’ lived experience, inform areas of focus for General Plan elements, and guide development of General Plan policies. These events will occur in parts of Oakland where the following communities reside: unhoused, formerly incarcerated, low-income, Asian, Pacific Islander, Black, Latinx, multiracial, and community experiencing environmental injustice.

6. **Pop-up Outreach (about 30 events in Phase I):** Mobile pop-ups will meet people where they are in the community. Pop-ups will include a variety of activities, including hearing Oaklanders stories; sharing history and context on housing, environmental justice and other General Plan topics; and activities to gather community input for various General Plan topics. All community input shared will be used to “ground truth” data based on peoples’ lived experience, inform areas of focus for General Plan elements, and guide development of General Plan policies. These events will occur in parts of Oakland where the following communities reside: unhoused, formerly incarcerated, low-income, Asian, Pacific Islander, Black, Latinx, multiracial, and community experiencing environmental injustice.
7. **Social Media and Newsletters:** The City of Oakland and community engagement partners will also share information, project updates, and upcoming opportunities to participate through social media, newsletters, the website, and other platforms. Please visit <https://www.oaklandca.gov/topics/general-plan-update> frequently and sign up for project updates.
8. **Online Survey:** The online survey, available in multiple languages, will be open to all Oaklanders. The online survey will collect information about Oaklanders’ vision and priorities for the future of the City and will inform the Vision and Guiding Principles and General Plan priorities.
9. **Background Studies:** An early task of the General Plan Update will be to research and document baseline conditions in Oakland. Background reports will include the following:
 - **Map Atlas:** The Map Atlas will present information on safety, land use characteristics, the circulation network, and open space, conservation and recreation resources, historic resources in a short, user-friendly report. Map Atlas findings will help to surface key issues and planning implications for further discussion with the community.
 - **Environmental Justice and Racial Equity Baseline:** This report will provide background information on Environmental Justice issues (including environmental risks and pollution; safe and sanitary housing; physical activity and public services; healthy food access; civic engagement; and others) and identify socioeconomic and geographic disparities to be targeted by General Plan policies and actions. The Baseline will also help to identify communities most affected by these issues to “ground truth” findings and co-develop solutions.
 - **Economic Development Trends and Prospects Report:** This report will assess the economic and market factors in the City of Oakland, including strengths of the local economy, challenges and opportunities that influence sustainable long-term growth that might be addressed by the General Plan Update, and economic and growth pressures affecting local residents now and into the future.

10. Draft Housing Element: The Housing Element is one of the required elements of the General Plan. It will identify policy direction to meet the housing needs of the City, both by preserving existing homes and by clarifying priorities for new construction. The plan will include an overview of housing policies and programs and will identify locations that can accommodate future housing. Due to State requirements, the Housing Element will be prepared on a separate but parallel track as the General Plan, and a draft must be submitted to the California Department of Housing and Community Development by June 2022, with additional public review occurring in Fall and Winter 2022. While the Housing Element will be completed in Winter 2022, community input related to housing after this period will be incorporated into other elements in Phase 2, including the Land Use and Transportation Element (LUTE).

11. Vision, Guiding Principles, and Equity Framework: Creating a General Plan that represents Oakland residents' shared core principles and values is the top priority of the General Plan Update. One of the first steps in the General Plan Update is to establish the community's vision, which will describe the Oakland of 2045 that residents would like to see. We will also establish guiding principles to guide City policies and decisions about housing, jobs, transportation, public services, environmental justice, and more.

12. Environmental Justice (EJ) Element, Safety Element, Final Housing Element, and Environmental Impact Report (EIR):

Phase I of the General Plan must address the following elements first because of state timelines. However, these elements, in addition to community input and vision, will inform other elements to be developed as part of Phase 2.

- **EJ Element:** "Environmental justice" is defined in California law as the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies. The EJ Element is a new element for the City of Oakland. It must include objectives and policies to reduce health risks in communities most affected by environmental burdens, promote civic engagement in the public decision-making process, and prioritize programs that address the needs of most affected communities.
- **Safety Element:** The Safety Element addresses potential short and long-term risks of death, injuries, property damage, and economic dislocation resulting from fires, floods, droughts, earthquakes, landslides, climate change; as well as local hazards.
- **Final Housing Element:** See #10, Draft Housing Element, for a description of the Housing Element. The Final Housing Element must be adopted no later than January 2023.
- **Environmental Impact Report:** State law requires an Environmental Impact Report (EIR) of the General Plan to identify potential environmental impacts of adopting the updated plan. The EIR will ensure that land use activities and policies do not negatively affect our community.

PHASE 2 COMPONENTS

13. Land Use, Transportation, and Open Space Framework Alternatives: Building on the community's vision, guiding principles, and priorities identified in Phase I, the team will create several land use "alternatives" which represent different ways Oakland can prepare for projected population and job growth. These alternatives will be evaluated and compared in relation to their outcomes for equity, climate change and resilience, and other considerations. This evaluation will inform the community process to select the Draft Preferred Framework. Evaluating and comparing the framework alternatives will begin a highly interactive and participatory phase of the project.

- 14. Draft Preferred Framework:** Creation of the Draft Preferred Framework will involve community events, interest-based stakeholder groups, and decisionmaker input to create a Preferred Framework by mixing and matching ideas from the land use alternatives.
- 15. Preferred Framework:** The finalized Preferred Framework includes refinements to the Draft Preferred Framework. It will ultimately be the basis for the General Plan Land Use Map and will guide the type, pattern and location of land development and conservation in the city.
- 16. Racial Equity Impact Analysis:** A racial equity impact analysis conducted before and during development of General Plan elements will help ensure that policies, programs, and actions will prioritize historically marginalized communities and maximize equitable outcomes.
- 17. General Plan, Capital Improvements Strategic Plan, and Environmental Impact Report:**
- **General Plan Elements:** Building on the elements completed in Phase 1, other elements to be updated during this phase include the Land Use and Transportation Element (LUTE); the Open Space, Conservation and Recreation Element (OSCAR); and the Noise Element. Read Oakland's existing elements [here](#). Updating Phase 2 elements will likely follow a similar process as Phase 1 elements and will be guided by extensive community input. While the Housing, Safety, and Environmental Justice elements will be completed in Phase 1, community input on these topics will be addressed in other elements as feasible.
 - **Capital Improvements Strategic Plan:** Capital projects improve and maintain Oakland's public facilities and infrastructure. They can range from restoring aging public buildings, to improving streets and sidewalks, to creating or improving our parks. The Capital Improvements Strategic Plan will allow the City of Oakland to plan for the future needs of ongoing capital programs, prepare for future potential funding opportunities when they arise, and create flexibility to accommodate unforeseen capital improvement projects.
 - **Environmental Impact Report (EIR):** Similar to Phase 1, an additional EIR will evaluate elements developed in Phase 2 to ensure that General Plan Update policies do not negatively affect our community.

CITY OF OAKLAND: PRELIMINARY HOUSING ELEMENT FINDINGS

COMMUNITY ENGAGEMENT

Community engagement is a cornerstone of the Oakland General Plan Update and Housing Element development. From November 2021-January 2022, Community Consultant Deeply Rooted conducted social media outreach and seven pop-up events in Fruitvale, Chinatown, Eastmont, and San Antonio, reaching over 900 people. More than half of participants reached in-person identified as Latinx, Black, and Asian.

On Martin Luther King Day, the Deeply Rooted team had in-depth conversations with several residents at an Akoma Market pop-up event. General conversation themes included the observation that “neighborhoods are like villages,” and that culture is disappearing with ongoing displacement. Listening to the most impacted communities will be key in guiding strategies that curb displacement and enable people to stay in their communities. Other general topics of interest included the following:

- Housing: Affordability, homelessness, and displacement
- Environmental: Pollution, wildfire, and streets
- Economic: Income, investment, jobs, and small businesses

Several community engagement opportunities are forthcoming, and more information can be found at <https://www.oaklandca.gov/topics/general-plan-update>:

- **Oakland Asian Cultural Center (OACC) Asian Pacific New Year Celebration.** The Celebration will include 3 days of virtual content (Feb 5th, 11th, and 12th) and an in-person festival on February 6th.
- **Housing Element Workshop #1.** The first of four citywide workshops, this online event will introduce Oaklanders to the Housing Element and the Regional Housing Needs Allocation (RHNA). The event will invite participants to prioritize where new housing should go and give input on potential strategies for increasing housing production.
- **Other pop-up events.** Additional pop-up events will occur in Chinatown, East Oakland, Lake Merritt, and other locations.

HOUSING ELEMENT PROGRESS AND ACCOMPLISHMENTS

The City is required to review its current General Plan Housing Element to evaluate 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. Current housing goals are stated in Chapter 7 of the [2015-2023 Oakland Housing Element](#) and summarized in Table 7-1, Implementation Program. Preliminary findings from this analysis are described below:

- The City has fallen short of meeting its current housing production goals, known as 5th Cycle Regional Housing Needs Allocation (RHNA) for all categories except the above-moderate-income housing group

- The City has successfully carried out many of the Housing Element action items pertaining to special needs housing, emergency shelters, transitional housing, senior housing, and housing for extremely low income households. Despite these accomplishments, the City acknowledges that housing affordability challenges have increased significantly over the course of the RHNA cycle.
- Existing fair housing actions and affordable housing development actions are effective
- Need exists to consolidate the existing 131 actions across seven goals and 46 policies
- New or revised programs may be needed to address identified needs and constraints

HOUSING NEEDS

The Housing Element’s Housing Needs section outlines the characteristics of Oakland and identifies those characteristics that may have significant impacts on housing needs in the community, including anticipated population and household growth. This assessment is essential for developing a successful strategy to meet a variety of housing needs in the city. Analysis in each of the sections below informs the housing programs and policies provided. Preliminary findings from the needs assessment are described below:

STATUTORILY DEFINED GROUPS WITH SPECIAL HOUSING NEEDS:

- **Extremely-Low-Income Residents.** As illustrated in Table 1, Non-Hispanic Black or African American households, which make up 23.23 percent of the city’s population, are disproportionately more likely to be extremely-low-income (35.11 percent) or live below the poverty line than other racial/ethnic groups. Similarly, Non-Hispanic Asian/API households are disproportionately more likely to be extremely-low-income at 33.63 percent. Overall, Oakland has a higher poverty rate (16.7 percent) than the county (9.9 percent).
- **Elderly Residents.** The proportion of those 65 and older who are either Asian or Black or African American is much greater than it is among younger age groups. In contrast, the proportion of residents who identify as White is greater among younger age groups. Elderly residents also have relatively lower incomes than the overall city population. Elderly renters are particularly vulnerable, as they tend to live on fixed incomes and over half of elderly renters are considered extremely-low-income.
- **Persons with Disabilities.** Oakland has a slightly higher proportion of persons with a disability compared to the county and region. Most residents with a developmental disability live in the home of a parent/family/guardian and are over 18 years old.
- **Large Families (households with five or more persons).** At 9.40 percent of all households, the city has a slightly lower proportion of large family households than the county (10.8 percent) and the Bay Area region (10.8 percent). 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.** In the city, female-headed households, which make up 13.37 percent of all households in Oakland, tend to be renter-occupied, and those with children under the age of 18 are more likely to live below the poverty line. Oakland has a greater share of female-headed households (13.37 percent) than either Alameda County (11.12 percent) or the Bay Area (10.39 percent).

- **Persons Experiencing Homelessness.** The 2019 point in time count indicate a homeless population of 4,071 persons in Oakland and 8,022 persons in the county. This is an increase of 1,310 people (47 percent) from the 2,761 unhoused individuals who were counted in the 2017 count in Oakland. Notably, those who identify as Black or African American (Hispanic and non-Hispanic) represent 47.3 of the unhoused population in the county, but only 10.6 percent of the overall population. Due to COVID-19, no point in time count was conducted in 2021. As of the time of this report, the delayed point in time count has been rescheduled to take place February 23, 2022.
- **Farmworkers.** A similar proportion of the labor force work in the “agriculture, forestry, fishing and hunting” industry in the city (0.5 percent), the county (0.4 percent), and the Bay Area (0.7 percent), although this is not exactly equivalent to “farmworkers.” In Alameda County, there has been a decrease in the number of seasonal and permanent farmworkers. While there are a number of students considered migrant workers in the county and Bay Area, there are none in the city.

Table 1: Oakland Household Income Distribution by Race/Ethnicity

<i>Racial/Ethnic Group</i>	<i>0%- 30% of AMI</i>	<i>31%- 50% of AMI</i>	<i>51%- 80% of AMI</i>	<i>81%- 100% of AMI</i>	<i>>100% of AMI</i>	<i>Total</i>
American Indian or Alaska Native, Non-Hispanic	24.36%	18.81%	11.50%	18.94%	26.39%	100%
Asian/API, Non-Hispanic	33.63%	13.73%	10.27%	8.14%	34.23%	100%
Black or African American, Non-Hispanic	35.11%	17.66%	13.70%	8.35%	25.19%	100%
White, Non-Hispanic	9.59%	7.47%	9.49%	8.28%	65.17%	100%
Other Race or Multiple Races, Non-Hispanic	20.05%	13.78%	12.69%	7.44%	46.05%	100%
Hispanic or Latinx	24.54%	20.96%	19.31%	10.16%	25.02%	100%
All Households	23.42%	13.90%	12.62%	8.62%	41.44%	100%

Source: ABAG-MTC Housing Needs Data Workbook, 2021

SOCIOECONOMIC CHARACTERISTICS:

- **Demographics.** While the city has a lower median age than the county, the share of older residents in Oakland (i.e., those 65 and older) grew from 10.46 percent to 13.11 percent between 2000 and 2019. During this same period, the proportion of Hispanic or Latinx and non-Hispanic white residents increased, while the city’s share of non-Hispanic Black or African American residents declined from 36.3 percent to 23.2 percent. Nevertheless, compared to both the county and the region, the city still has a significantly higher share of non-Hispanic Black or African American residents and Hispanic or Latinx residents. Oakland, Alameda County, and the Bay Area overall have relatively similar distributions of the share of workers in

various industry categories, with Health and Educational Services as the largest industry represented among Oakland workers.

- **Housing Tenure.** As shown in Table 2, Oakland is mostly comprised of renters (59.3 percent), unlike the county (46.5 percent) or the wider Bay Area (43.9 percent). In the city, households considered to be American Indian or Alaskan native of any ethnicity (70.83 percent), other race or multiple races of any ethnicity (70.68 percent), Hispanic or Latinx (69.38 percent), and Black or African American of any ethnicity (67.83 percent) are largely renter-occupied, as are lower-income households. Since 2000, the percentage of renter-occupied households in Oakland has remained roughly equivalent.
- **Income.** The prevalence of extremely-low-income households in Oakland stands out. In the city, 23.42 percent of households make less than 30 percent of the area median income (AMI), qualifying them as extremely low-income. This is compared to 15.53 percent of households in Alameda County and 14.7 percent in the Bay Area overall. However, from 2015-2019 only 662 very-low-income units (32.2 percent of 5th cycle RHNA) were applied for and permitted, and 213 low-income units (10.3 percent of 5th cycle RHNA). The Housing Element will need to focus specifically on providing increased housing at the very-low- and extremely-low-income levels for the upcoming housing cycle.

Table 2: Household Tenure by Region, 2019

<i>Region</i>	<i>Owner-Occupied</i>		<i>Renter-Occupied</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
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), Table B25003)

HOUSING-RELATED TRENDS AND COSTS:

- **Vacancy.** The vacancy rate in the city (6.7 percent) is slightly higher than in the county (5.4 percent) but about the same as the wider Bay Area (6.3 percent). Further, about 2,915 units or 26.8 percent of vacant units in the city are on the market (i.e., for rent or for sale), as compared to 29.6 percent of vacant units in the Bay Area on the market (51,174 units). See Table 3 below for a breakdown of vacant units by vacancy type.
- **Cost Burden.** Nearly half of all Oakland residents experience some level of cost burden. According to 2013-2017 CHAS estimates, 20.10 percent of Oakland households are cost burdened (defined as households paying more than 30 percent of their income for housing), and 20.5 percent experience extreme cost burden (defined as households who pay more than 50 percent of their income for housing).
- **Production and Need at Various Income Levels.** The total number of units in the city has increased by nearly 6,000 units between 2010 and 2020 (3.39 percent increase), driven primarily by multifamily housing development followed by attached

single-family homes. However, Oakland’s population has grown by nearly 50,000 residents during the same time period and there is a continued demonstrated need for additional housing for lower-income households.

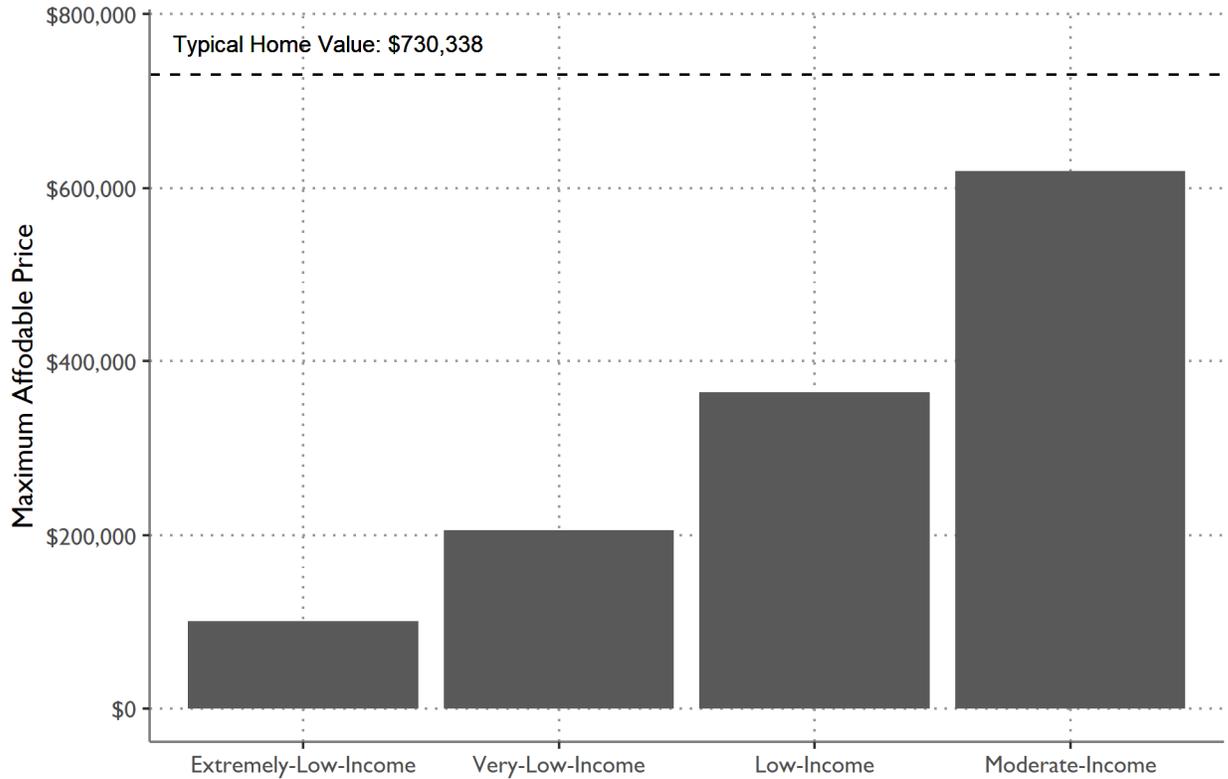
- Housing Affordability.** Housing costs are relatively lower in the city than in the county and Bay Area, but there remains a significant affordability gap for lower-income households. Between 2014 and 2020, typical home values for all household sizes have continually risen in Oakland and have surpassed the previous nominal high of just over \$500,000 in 2005 (about \$662,000 when adjusted for inflation as of December 2020) to reach over \$800,000 in 2020. Given the prevailing home sales prices in the city, it is apparent that no lower-income household can afford to purchase a home at an appropriate size without significant subsidy, inherited wealth, or other financial assistance. Some larger households may be able to afford units that have fewer bedrooms, which would lead to overcrowding. This demonstrates an affordability gap for lower-income households in the city. **Chart 1** demonstrates an example of this gap for a three-person, two-bedroom household. In addition, extremely-low-income and very-low-income households cannot afford to rent without subsidy in the city as shown in **Chart 2**.
- Housing at Risk of Conversion.** A number of assisted (subsidized) housing units are at risk of conversion to market rate housing during the next 10 years, including 25 units at high risk and 28 very high risk as identified by the California Housing Partnership. Units at a high risk of conversion are defined as “affordable homes that are at-risk of converting to market rate in the next 1-5 years that do not have a known overlapping subsidy that would extend affordability and are not owned by a large/stable non-profit, mission-driven developer.” Given that preservation costs are lower than replacement costs, the updated Housing Element should include programs aimed at facilitating preservation and rehabilitation to maintain affordability.

Table 3: Oakland Vacant Units by Type, 2019

<i>Vacancy Status</i>	<i>Oakland</i>	<i>Alameda County</i>	<i>Bay Area</i>
For Rent	2,457	7,998	41,117
For Sale	458	1,961	10,057
For Seasonal, Recreational, or Occasional Use	637	3,892	37,301
Other Vacant*	6,208	13,569	61,722
Rented, Not Occupied	571	1,517	10,647
Sold, Not Occupied	550	1,982	11,816
Total Vacant Housing Units	10,881 (6.7%)	30,919 (5.4%)	172,660 (6.3%)

* Per the ACS, a "housing unit is classified as 'Other Vacant' when it does not fit into any year-round vacant category." Source: ABAG-MTC Housing Needs Data Workbook (American Community Survey 5-Year Data (2015-2019), Table B25004)

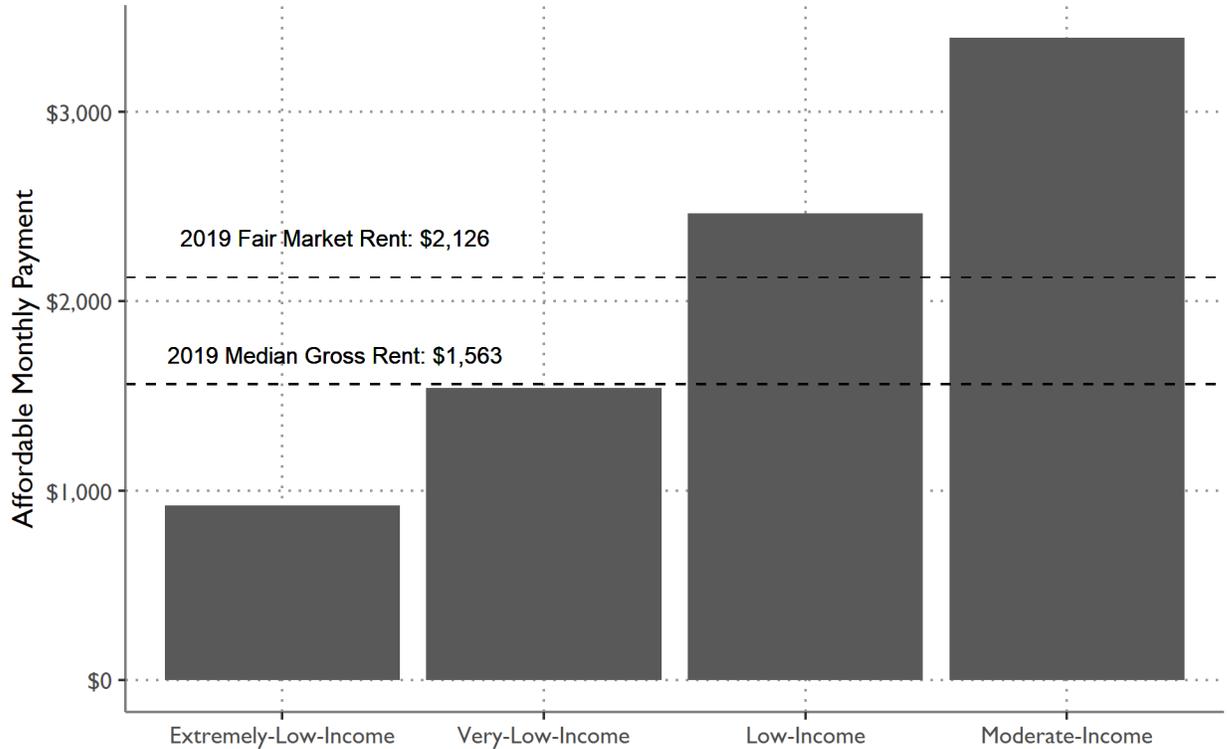
Chart 1: Ownership Affordability Gap for the Typical Household



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

Chart 2: Rental Affordability Gap for the Typical Household



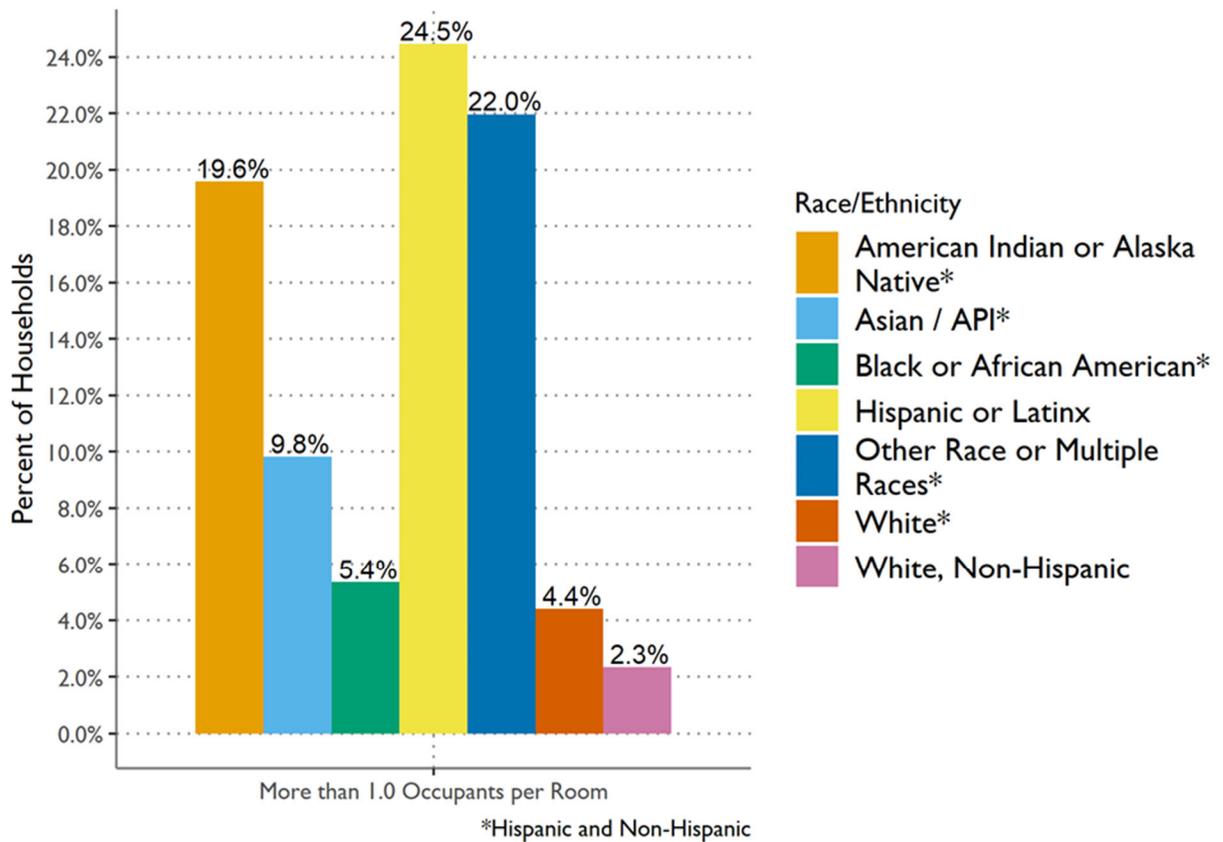
Note: The typical household is a three-person, two-bedroom housing unit. Median gross rent includes all monthly housing costs for renters, per the ACS. Fair market rents are determined by HUD based on a local rent survey in the Oakland-Fremont Metro area.

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

HOUSING HABITABILITY:

- **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 disproportionately impacts renters (11.5 percent), lower-income households (6.48 percent of extremely-low-income, 8.69 percent of very-low-income, and 7.3 percent of low-income), Hispanic or Latinx households (24.5 percent), and multiple or other race households of any ethnicity (22.0 percent) as shown in **Chart 3**.
- **Housing Quality.** Most residential buildings in the city are at least 40 years old, and a relatively high proportion of owners have incomplete kitchen facilities. The proportion of incomplete kitchen (0.28 percent of owners, 1.91 percent of renters) and plumbing facilities (0.2 percent of owners, 1.02 percent of renters) is one estimate of substandard housing.

Chart 3: Oakland Overcrowding by Race/Ethnicity



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

ASSESSMENT OF FAIR HOUSING

California Assembly Bill (AB) 686 defines “affirmatively further fair housing” to mean “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. AB 686 requires an assessment of fair housing in the Housing Element which includes the following components: a summary of fair housing issues and assessment of the City’s fair housing enforcement and outreach capacity; an analysis of segregation patterns and disparities in access to opportunities, an assessment of contributing factors, and an identification of fair housing goals and actions. Preliminary findings from an assessment of fair housing (specific to Oakland, unless otherwise noted) are described below:

DEMOGRAPHIC CHANGES (2010-2019)

- The greatest population increases were seen in the Two or More Races/Some Other Race category, followed by American Indian and Alaska Native, followed by White, followed by Hispanic/Latinx (**Table 4**).
- The Black or African American population declined by 7.4 percent, while all other races saw population increase (**Table 4**).

Table 4: Population Growth by Race/Ethnicity, Oakland, 2000 - 2019

Race/Ethnicity	Population		Percent Change
	2010	2019	2010-2019
White, Non-Hispanic/Latino	101,308	120,225	18.7%
Black or African American, Non-Hispanic/Latino	106,637	98,749	-7.4%
American Indian and Alaska Native, Non-Hispanic/Latino	1,214	1,455	19.9%
Asian, Non-Hispanic/Latino	65,127	65,195	0.1%
Native Hawaiian and Other Pacific Islander, Non-Hispanic/Latino	2,081	2,237	7.5%
Some other race or two or more races, Non-Hispanic/Latino	15,289	22,294	45.8%
Hispanic or Latinx	99,068	114,942	16.0%
Minority	289,416	304,872	5.3%
Total	390,724	425,097	8.8%

Note: Minority refers to any person not listed as White, Non-Hispanic/Latino

Source: U.S. Census Bureau, Census 2000 (SF1, Table P004); Census 2010 (SF1, Table P9); 2019 American Community Survey 5-Year Estimates (TableID: DP05)

SEGREGATION

- 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, as shown in **Figure 1**.
- Low-Moderate Income block groups form a continuous north-south spine through the urban core of the city (except for the Laney College area); higher income block groups are located on the eastern edge in/around the hills and the distal western edges, as shown in **Figure 2**.
- While poverty decreased in both the city and the county from 2014 to 2019, all racial and ethnic groups except for white and Native Hawaiian and Pacific Islander populations face higher than average poverty rates.

- Four clusters of Racial/Ethnically Concentrated Areas of Poverty (R/ECAPs¹) are found in Oakland: in/around Downtown and West Oakland, in/around Fruitvale/Jingletown, and two more clusters further south along International Boulevard near the Coliseum.

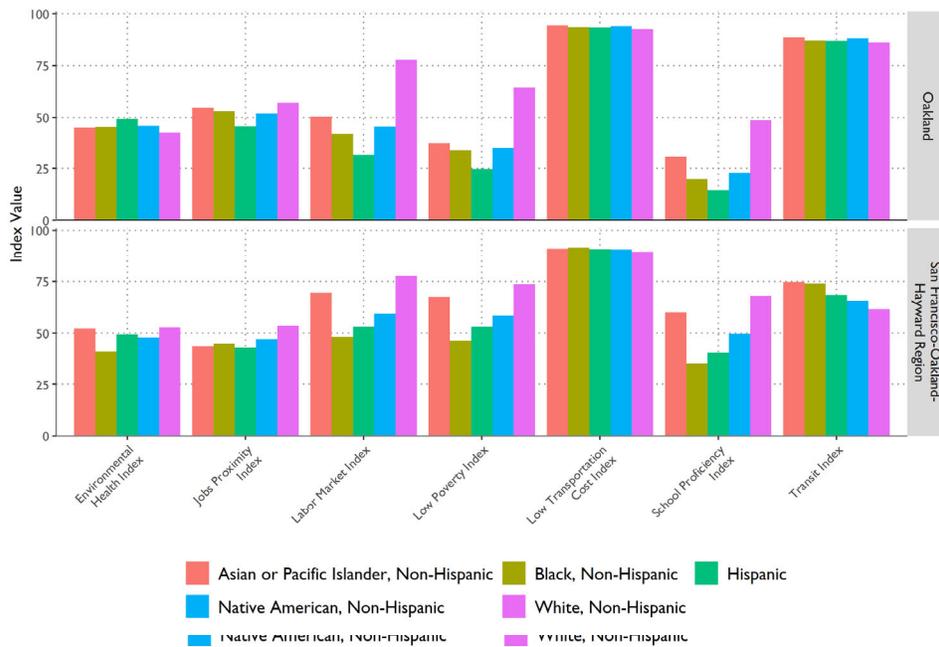
DISCRIMINATION

- Home loan denial rates fluctuate through time across different racial/ethnic groups, but the white population generally has the lowest denial rates while the Black population generally has the highest.

ACCESS TO OPPORTUNITY

- Racial/ethnic disparities exist in access to **low-poverty neighborhoods, employment and quality education** (all are easier to access for the white population) and these disparities are compounded for those living in poverty. In contrast, access to **low-cost transportation and public transit** does not differ across race/ethnicity and is not affected by poverty status. (Chart 4)

Chart 4: Opportunity Indices for the Total Population (top) vs Population Living in Poverty (bottom)



Source: HUD, AFFHT0006 Table 12, July 2020

- Most census tracts are considered Low Resource (i.e. low-income individuals in these tracts cannot easily access positive economic, educational, and environmental outcomes) by the California Department of Housing and Community Development

¹ Racial/Ethnically Concentrated Areas of Poverty (R/ECAPs) are census tracts with both a non-white population greater than 50 percent and a poverty rate greater than 40 percent.

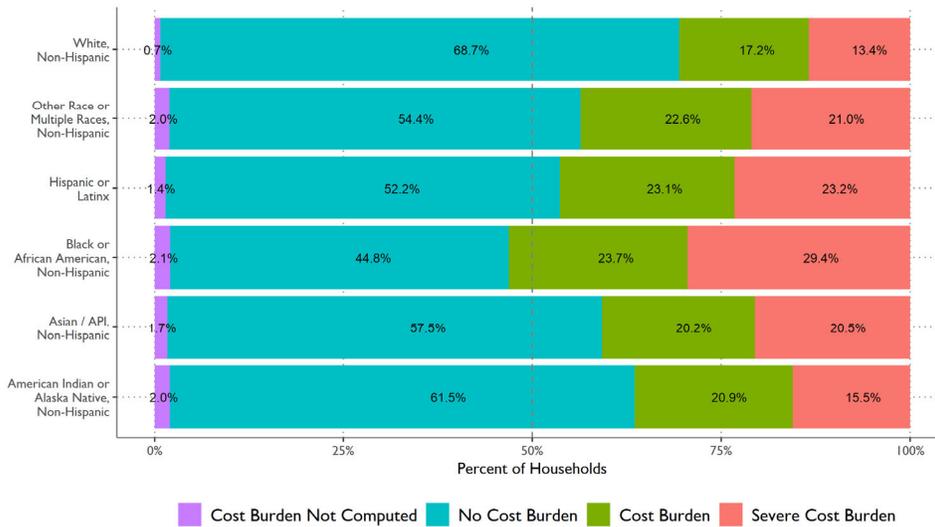
(State HCD)/ Tax Credit Allocation Committee (TCAC), and they surround the High Segregation and Poverty tracts, as shown in **Figure 3**. Oakland is the only place in Alameda County with High Segregation and Poverty tracts.

- The Highest Resource areas are in the northern part of the city in/around the hills and are surrounded by the High Resources areas, as shown in **Figure 3**.

DISPROPORTIONATE HOUSING NEEDS AND DISPLACEMENT RISK

- Rates of cost burden, severe or otherwise, are highest for non-Hispanic Black or African American households, followed by Hispanic or Latinx households. Cost burden, severe or otherwise is lowest for non-Hispanic white households, followed by American Indian/Alaska Native households. (**Chart 5**)

Chart 5: 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)

- More renters than owners are living in tracts susceptible to or experiencing displacement and gentrification.
- Nearly half of all households in Oakland, regardless of tenure, live in tracts at risk of or experiencing gentrification, while almost a quarter live in tracts susceptible to or experiencing displacement.
- Most public housing units are in tracts designated by State HCD/TCAC as Low Resource or High Segregation and Poverty, though there are a few units located in Moderate and High Resource areas (and none in Highest Resource areas). Housing Choice Voucher use follows a similar pattern. Subsidized housing, such as Project-Based Section 8, is more distributed throughout Oakland, found in all opportunity areas except those designated Highest Resource; subsidized housing is most clustered in Downtown and West Oakland.

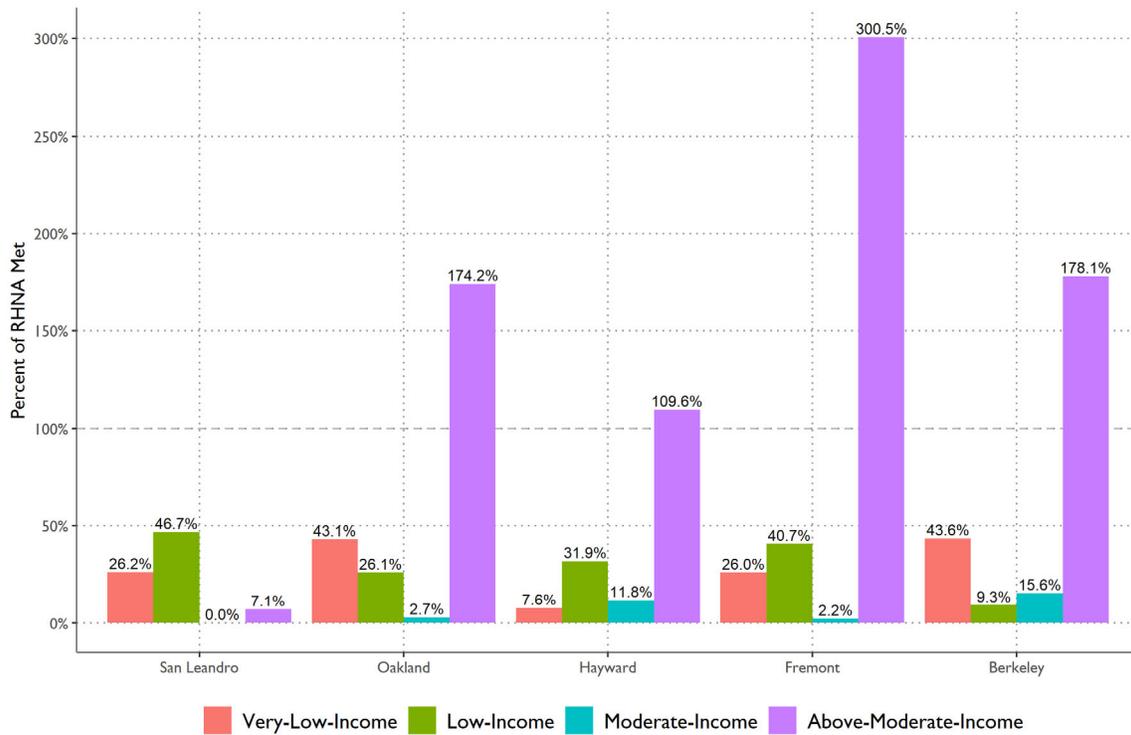
HOUSING CONSTRAINTS

The Housing Element must identify and analyze potential and actual governmental and non-governmental constraints to the maintenance, improvement, or development of housing for all income levels, including housing for people with disabilities. Governmental constraints may be present in codes and enforcement, on-site/off-site improvement standards, land-use controls, fees and exactions, and processing and permitting procedures. Non-governmental constraints may include environmental, infrastructural and market constraints, as well as neighborhood sentiment.

A comprehensive review of the Planning Code and related City policy is underway, and the Planning Team is awaiting feedback on additional constraints from City staff. Additional stakeholder and community input will be incorporated into this assessment. Preliminary considerations and findings are provided below, although it should be noted that these are subject to change and that the lists below do not evaluate whether such constraints are necessary to appropriately address other concerns:

- Governmental Constraints
 - Rate of building permit approval by income is similar to neighboring communities (see **Chart 6**), 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.
 - Conditional use permit requirement for multifamily development may pose a constraint in some zones (e.g., 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.
 - .
- Non-Governmental Constraints
 - Environmental constraints include seismic risk, flooding and sea level rise, wildfire risks (including very high fire severity zones (VHFSZ)), air quality, and the presence of hazardous materials.
 - High construction, labor, and land costs.
 - Financing availability
 - Neighborhood sentiment impeding the development of affordable housing.

Chart 6: Building Permit Approval by Percentage of the RHNA, 2015-2020



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

HOUSING SITES

The Housing Element must include an inventory of land suitable and available for residential development to meet the locality’s regional housing need by income level. Sites are suitable for residential development if zoned appropriately and available for residential use during the planning period. If the inventory demonstrates that there are insufficient sites to accommodate the Regional Housing Needs Allocation (RHNA) for each income category, the inventory must identify sites for rezoning to be included in a housing element program to identify and make available additional sites to accommodate those housing needs early within the planning period.

The sites work is presently underway, and all information presented here is preliminary and subject to change. As a first step, the Planning Team identified potential housing projects in the Major Projects List (as of 1/18/2022) that have received a permit approval, as well as other projects in the approval process. Capacity by income category for these projects was assumed to be equivalent to that provided in the Major Projects List, either in the appropriate column or project description, if not otherwise available.

See **Table 5** for an estimate of major project capacity, based on the Major Projects List. Affordability estimates are provided in the Major Project List, which may be proposed by the developer and are reviewed and assessed by the Planning Department and City HCD. Unit counts are subject to change for projects with permits that are approved pending appeal, filed, assigned, under review, or complete. All major projects are shown in **Figure 4**, with non-residential parcels shown in pink outline.

Table 5: Major Projects Preliminary Capacity Estimates

	<i>Low- and Very-Low-Income¹</i>	<i>Moderate-Income</i>	<i>Above-Moderate-Income</i>	<i>Total</i>
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

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 permits.

Source: City of Oakland, Major Projects List, January 18, 2022

As a next step, the Planning Team identified locations of sites with potential for housing suitability using the following data sources, as shown in **Figure 6**:

- RHNA Cycle 5 sites that are still available (shown in **Figure 5**)
- City-owned surplus sites
- Sites identified in BART AB 2923 Conformance Checklist
- Specific Plan opportunity sites (from the Broadway Valdez Specific Plan, Lake Merritt Station Area Specific Plan, West Oakland Specific Plan, and draft Downtown Oakland Specific Plan)
- Potential additional sites for housing, as identified by City staff
- Vacant parcels larger than 0.5 acres

Next, the team layered on various environmental site constraints to these sites, including:

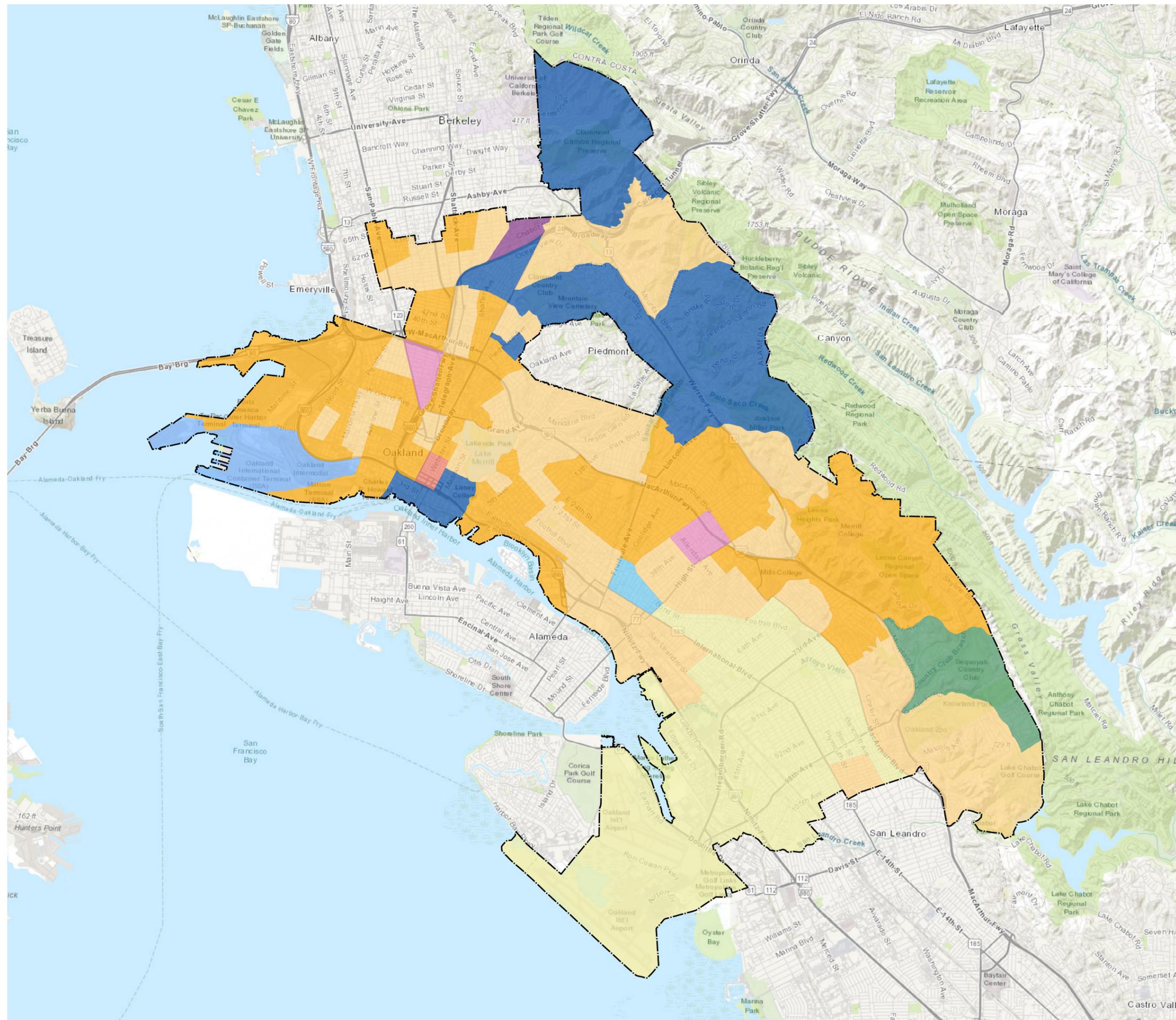
- Very High Fire Severity Zones
- Slopes greater than 30 percent
- Seismic hazards (Alquist Priolo Zones)
- 100-year floodplains
- Hazardous sites (Brownfields, former landfill sites)

With the exception of Major Projects, sites located in Very High Fire Severity Zones and 100-year floodplains were excluded from the initial sites mapping.

The realistic development capacity on these sites is likely less than the maximum allowable number of housing units in the Zoning Ordinance. As a next step, the Planning Team will need to identify a realistic capacity based on average densities of recently constructed projects in specific geographic areas.

Additionally, the Planning Team will also be compiling information on Accessory Dwelling Units (ADUs) allowable to be counted toward meeting housing need, as well as potential housing units that could result from lot splits and additional units permitted on single-family sites (as a result of SB 9 (2021)).

OAKLAND GENERAL PLAN Neighborhood Segregation



- 3 Group Mixed
- 4 Group Mixed
- Asian-Latinx
- Asian-White
- Black-Latinx
- Black-White
- Diverse
- Latinx-White
- Mostly Asian
- Mostly White

- City Limits
- Sphere of Influence

Figure 1:Oakland Neighborhood Segregation



SOURCE:HCD AFFH Data and Mapping Resources - Urban Displacement Project, 2019; City of Oakland, 2021; ALAMEDA County GIS, 2021; Dyett & Bhatia, 2021

OAKLAND GENERAL PLAN

Low to Moderate Income Population, Block Group

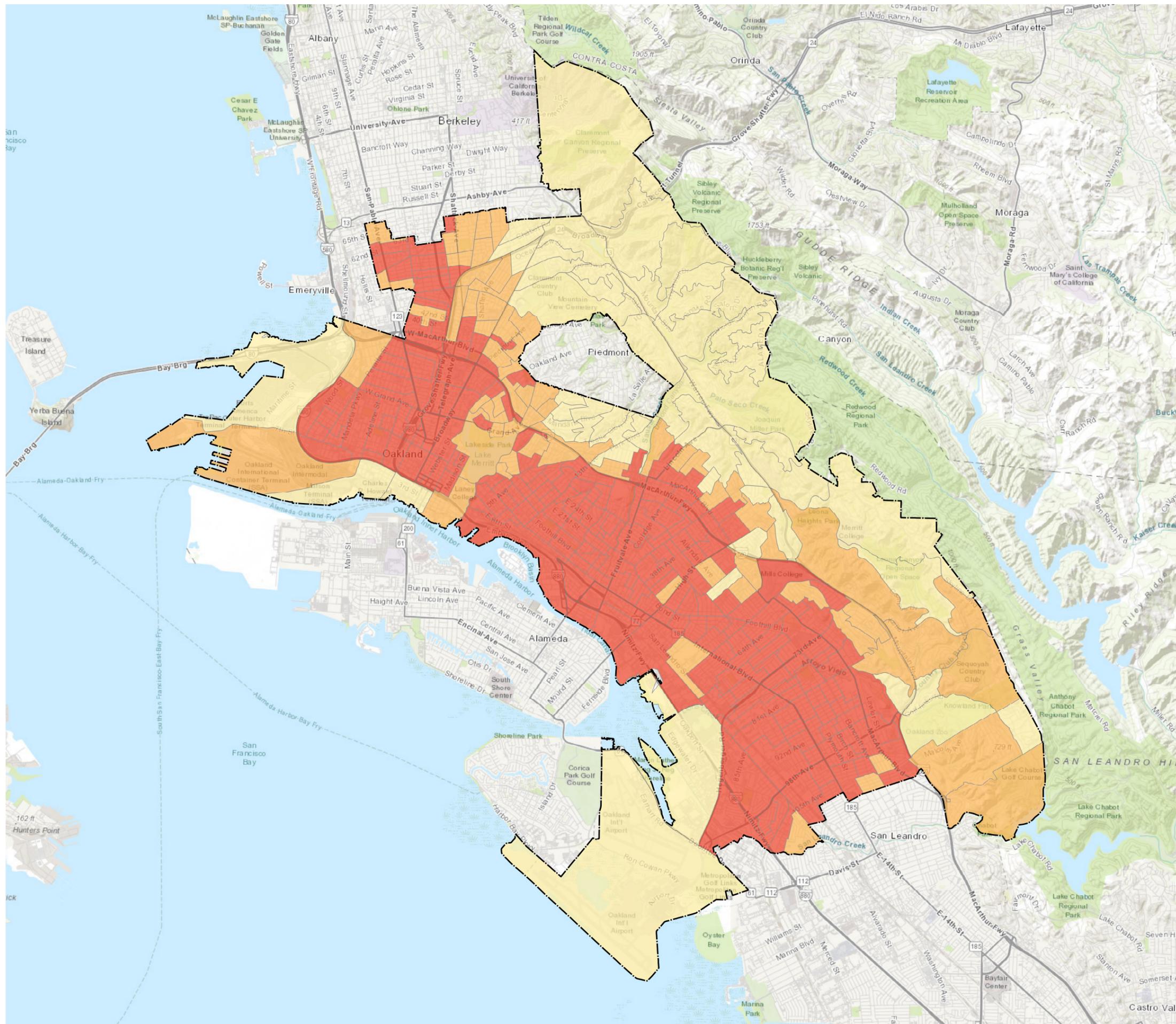
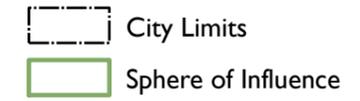


Figure 2: Low-Moderate Income Population



SOURCE: HCD AFFH Data and Mapping Resources - ESRI, 2018;
City of Oakland, 2021; ALAMEDA County GIS, 2021; Dyett & Bhatia, 2021

OAKLAND GENERAL PLAN TCAC Opportunity Areas – Composite Score

- Highest Resource
- High Resource
- Moderate Resource
- Moderate Resource (Rapidly Changing)
- Low Resource
- High Segregation & Poverty

- City Limits
- Sphere of Influence

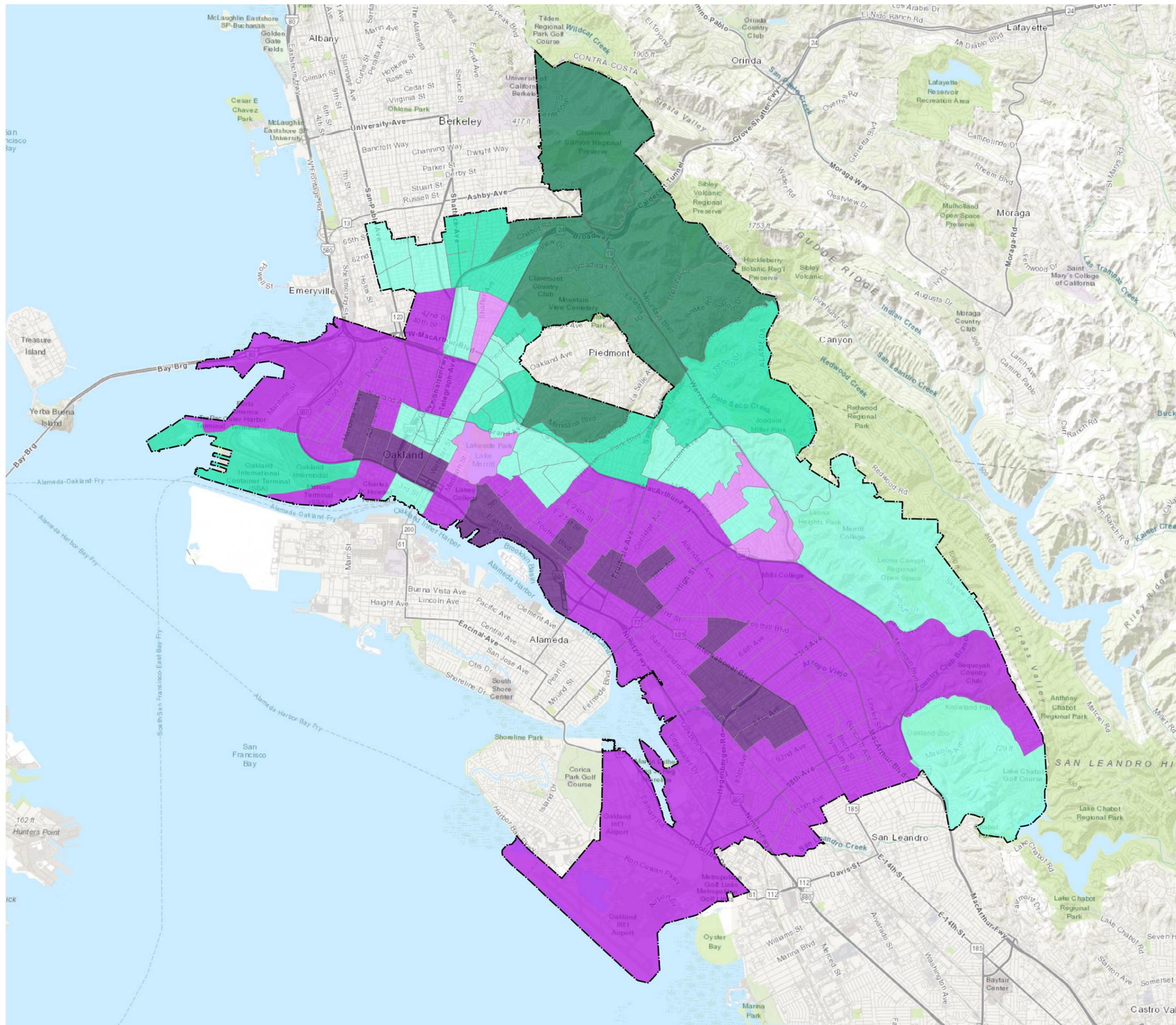
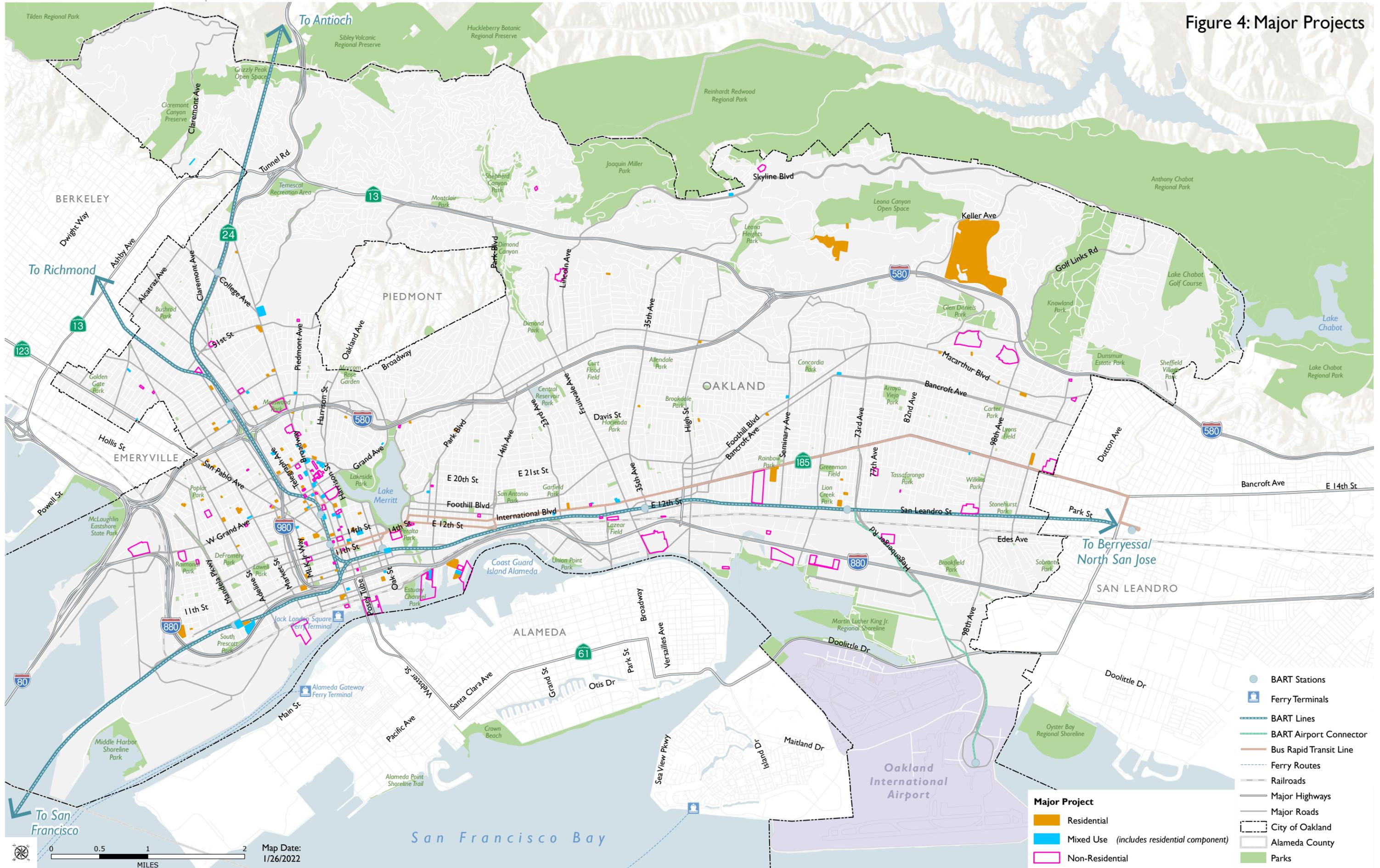


Figure 3: TCAC Opportunity Areas - Composite Score



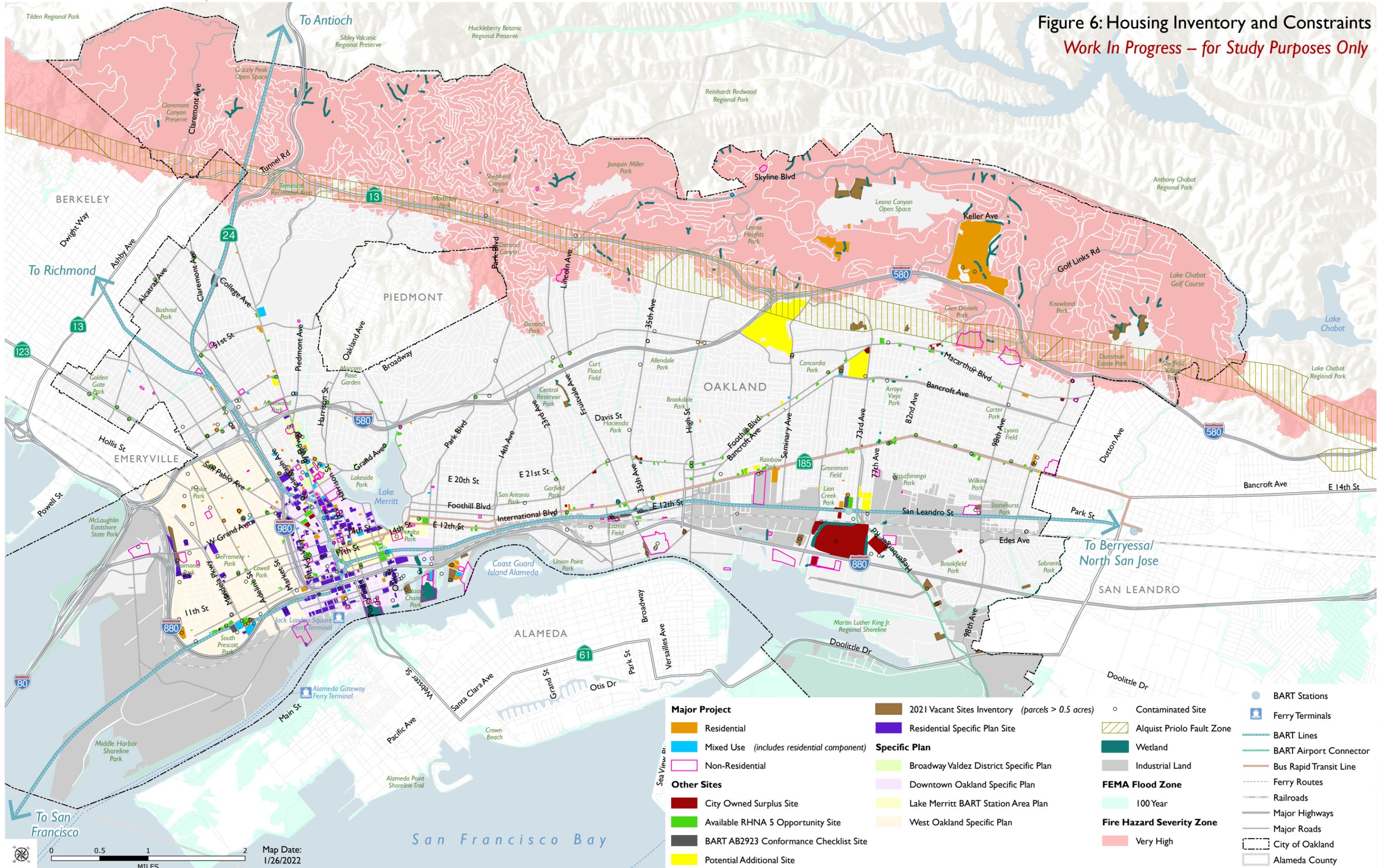
SOURCE: HCD AFFH Data and Mapping Resources - HCD & TCAC Opportunity Areas Mapping Analysis, 2021; City of Oakland, 2021; ALAMEDA County GIS, 2021; Dyett & Bhatia, 2021

Figure 4: Major Projects



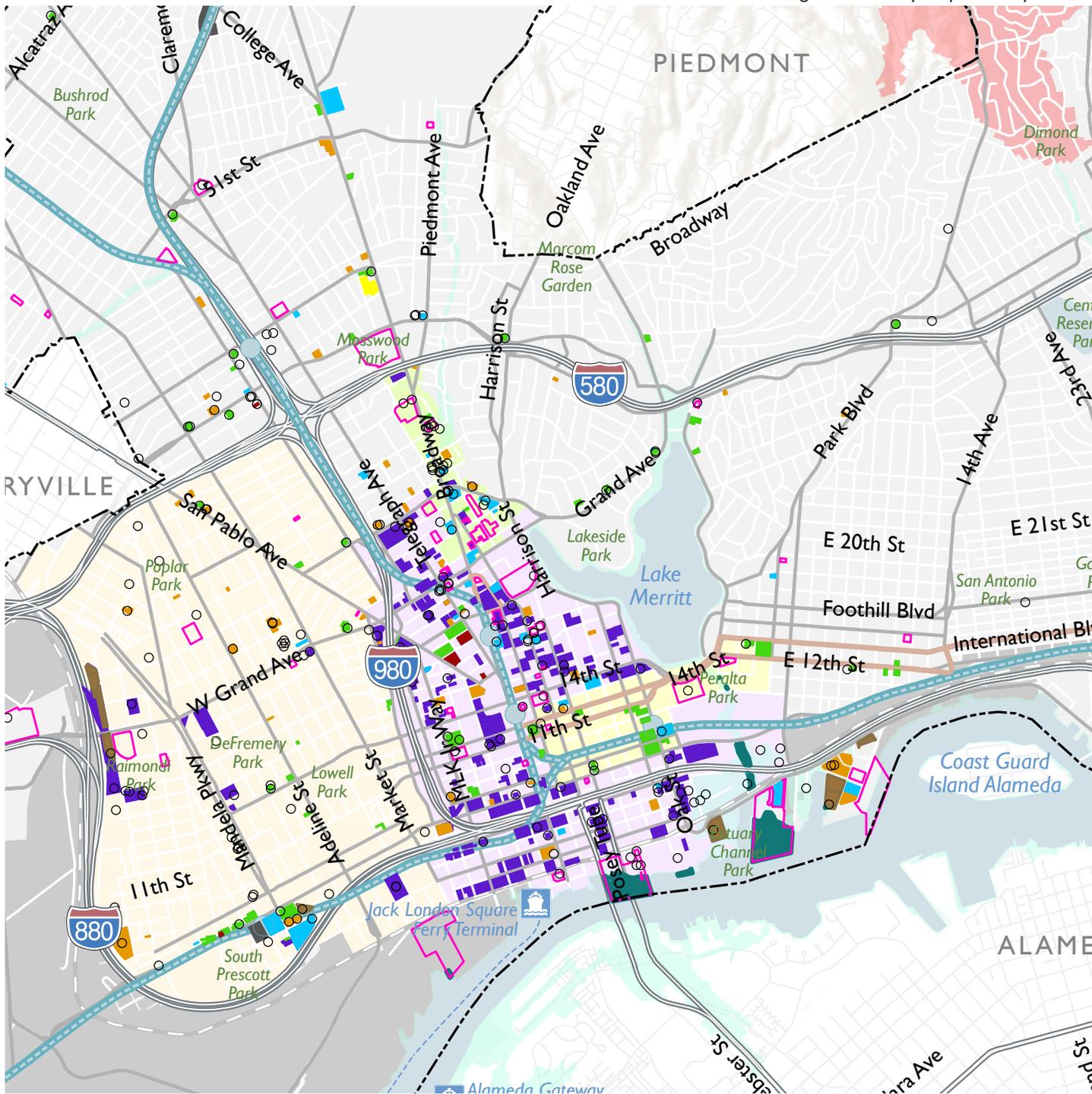
SOURCE: City of Oakland, 2021; ALAMEDA County GIS, 2021; Dyett & Bhatia, 2021

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



<p>Major Project</p> <ul style="list-style-type: none"> Residential Mixed Use (includes residential component) Non-Residential <p>Other Sites</p> <ul style="list-style-type: none"> City Owned Surplus Site Available RHNA 5 Opportunity Site BART AB2923 Conformance Checklist Site Potential Additional Site 	<p>2021 Vacant Sites Inventory (parcels > 0.5 acres)</p> <ul style="list-style-type: none"> Residential Specific Plan Site <p>Specific Plan</p> <ul style="list-style-type: none"> Broadway Valdez District Specific Plan Downtown Oakland Specific Plan Lake Merritt BART Station Area Plan West Oakland Specific Plan 	<ul style="list-style-type: none"> Contaminated Site Alquist Priolo Fault Zone Wetland Industrial Land FEMA Flood Zone 100 Year Fire Hazard Severity Zone Very High 	<ul style="list-style-type: none"> BART Stations Ferry Terminals BART Lines BART Airport Connector Bus Rapid Transit Line Ferry Routes Railroads Major Highways Major Roads City of Oakland Alameda County
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Figure 6 Inset- Sites 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
- Specific Plan**
- Broadway Valdez District Specific Plan
- Downtown Oakland Specific Plan
- Lake Merritt BART Station Area Plan
- West Oakland Specific Plan

Contaminated Site

- Alquist Priolo Fault Zone
- Wetland
- Industrial Land

FEMA Flood Zone

100 Year

Fire Hazard Severity Zone

Very High

Ferry Terminals

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