



City of Oakland

2023-2031 Housing Element

DRAFT-PUBLIC REVIEW

May 2022

This is a preliminary draft document that has not been adopted by the City of Oakland or approved by any City department. This draft has not gone through graphic design or formatting. The purpose of this draft is to solicit public input prior to transmission to the State Department of Housing and Community Development.

Prepared by:

DYETT & BHATIA

Urban and Regional Planners

Cover photos: Greg Linhares, City of Oakland, and Dyett & Bhatia

Table of Contents

1	Introduction	3
1.1	Purpose of the Housing Element	8
1.2	Oakland’s Housing Approach	11
1.3	Organization of the Housing Element	12
1.4	Relationship to Other General Plan Elements	14
1.5	Sources of Information	15
2	Public Participation	19
2.1	Summary of Community Outreach Activities	19
2.2	Public Participation Themes	27
3	Summary of the Housing Sites Inventory	32
3.1	Regional Housing Needs Allocation	32
3.2	Capacity to Accommodate the RHNA	32
3.3	Assessing Housing Sites Through a Fair Housing Lens	38
4	Housing Action Plan	43
4.1	Goals, Policies, and Actions	43
	Goal 1. Protect Oakland Residents from Displacement and Prevent Homelessness	43
	Goal 2. Preserve and Improve Existing Affordable Housing Stock	50
	Goal 3. Expand Affordable Housing Opportunities	59
	Goal 4. Address Homelessness and Expand Services for the Unhoused	89
	Goal 5. Promote Neighborhood Stability and Health	98
4.2	Quantified Objectives	108

Appendices

Appendix A: Evaluation of the 2015-2023 Oakland Housing Element

Appendix B: Housing Needs Assessment

Appendix C: Sites Inventory

Appendix D: Affirmatively Furthering Fair Housing draft

Appendix E: Housing Resources and Opportunities

Appendix F: Housing Constraints

Appendix G: Opportunities for Energy Conservation

Appendix H: Glossary

Appendix I: Reserved for Public outreach Materials

List of Figures

Figure 1-1: Regional Map	7
Figure 2-1: Deeply Rooted Collaborative	20
Figure 2-2: Interactive Map Survey Snapshot	26
Figure 3-1: City of Oakland 2023-2031 Housing Sites Inventory	35
Figure 3-2: Housing Sites Access to Opportunity, 2022	40

List of Charts and Tables

Charts:

Chart 2-1: Oakland 2045 Project Schedule	24
Chart 2-2: Housing Element Outreach Timeline	24
Chart 3-1: Housing Sites Inventory Development Process	38

Tables:

Table 1-1: Oakland Regional Housing Needs Assessment, 2023-2031	9
Table 2-1: Deeply Rooted Collaborative Community Partner Roles.....	21
Table 3-1: Oakland Regional Housing Needs Assessment, 2023-2031	32
Table 3-2: Summary of Residential Capacity to Accommodate the 2023-2031 RHNA.....	34
Table 4-1: City of Oakland 2023-2031 Quantified Objectives.....	109

1 Introduction

This Housing Element presents the City of Oakland’s strategy and commitment for how it will meet the housing needs of the community. In the face of a crushing regional housing crisis, the task is formidable, but essential: to make quality housing opportunities available to all Oakland residents through the Protection, Preservation, and Production of homes, and to address systemic housing inequity.

Preparation of this Housing Element comes at a time of challenge and uncertainty for many Oaklanders. It comes amid a global pandemic, a renewed call for racial justice after the murder of George Floyd, and economic and global security uncertainty. It comes while Oakland has imposed one of the strongest eviction moratoriums in the State, and it comes at a moment where the world moves closer to the tipping point of irreversible climate change. All of these large issues collide to shape how housing does and will look like for individuals and families who call Oakland home.

LEARNING FROM THE PAST

What does it mean to call Oakland “home”? Oakland’s current housing landscape tells the story of struggle, of systemic forces that have shaped the neighborhood geography of opportunity. To chart an equitable path forward, Oakland’s history must be examined and addressed.

The land that is now Oakland is the ancestral home of the Ohlone indigenous group who were stewards of the oak and redwood forests, grasslands, and marshlands that make up the coastal region of central and northern California for thousands of years. The arrival of Spanish missionaries in the 1760s and subsequent periods of Spanish colonization, Mexican settlement, and American urbanization of the Ohlone region greatly shifted the cultural and physical landscape. Nevertheless, this land continues to be of great importance to the Ohlone people.¹

Oakland has historically been a destination for working people and immigrants who sought out its abundant industrial jobs and relatively affordable neighborhoods. Many of these places were formed into cultural and ethnic enclaves as a result of segregationist and racially discriminatory policies and practices.² Government-sponsored “white flight” suburbanization during the early 1930s, followed by disinvestment and takings in

¹ Mitchell Schwarzer, *Hella Town: Oakland’s History of Development and Disruption*, (Oakland: University of California Press, 2021).

² City of Oakland, “Environmental Justice and Racial Equity Baseline.” March 2022. Access available at https://cao-94612.s3.amazonaws.com/documents/Equity-Baseline_revised4.15.22.pdf

neighborhoods of color, created socioeconomic and geographic lines that were further delineated by redlining (a federally sanctioned practice during the 1930s of denying mortgages in communities of color) and racially restrictive covenants.³ In the 1950s and 1960s, urban renewal cut through these disinvested areas to build new high-rises and transportation infrastructure that displaced many low-income residents and residents of color.

Since the late 1990s, Oakland has seen an increase in real estate investment, which has had both positive and negative effects. In the years leading up to the 2008 housing crash and Great Recession, banks engaged in a process referred to as “reverse redlining” where predatory lending practices and subprime loans were targeted in the same neighborhoods that were once marked as off-limits for borrowers in the 1950s.⁴ This activity resulted in waves of foreclosures in East and West Oakland. A significant number of these foreclosed properties were then acquired by investors, and once-affordable and stable homes flipped overnight into market-rate rentals. An influx of private capital and a 2016 municipal bond for development, in part due to efforts like the City’s 10K plan to revitalize the urban core, has reinvigorated downtown and uptown.⁵ At the same time, rising housing prices and a lack of new affordable options created waves of residential and commercial gentrification, especially in North and West Oakland and Chinatown, with growing trends in East Oakland. Massive regional job growth, particularly in the technology sector, coupled with the lack of supply of housing in other cities to keep up, sent waves of new residents to the East Bay in search of more affordable housing.⁶ New skyscrapers and midrise buildings sprung up largely targeted toward the upper end of the market in downtown, across North Oakland, along upper Broadway, and in West Oakland, in part driven by rising costs of land and construction. The impacts of lack of regional supply rippled through other residential areas of the city, where communities of color faced greater vulnerability to rising housing costs than white residents.⁷

The direct and indirect displacement of residents in these areas, driven by the heated and inequitable housing market, threatens not only households but the cultural identity and viability of these communities. From 2000 to 2019, Oakland lost nearly 30 percent of its Black population, and significant numbers of long-time Asian Americans residing in ethnic enclaves including Chinatown.⁸ Homelessness increased by 90 percent from 2013 to 2019.⁹ The COVID-19 pandemic has brought into stark relief and exacerbated racial and economic

³ Just Cities, East Oakland Displacement Status and Impacts from the BRT Project Summary: A Racial Equity Planning and Policy Justice Report for OakDOT’s East Oakland Mobility Action Plan, June 2021, https://drive.google.com/file/d/1sGCZt1uGPaFLroOm8BkGczV_vXOGsFTk/view, accessed March 16, 2022.

⁴ “East Oakland Displacement Status and Impacts from the BRT Project Summary.” n.d. Oakland: Just Cities. <https://cao-94612.s3.amazonaws.com/documents/EOMAP-Appendix-2.pdf>.

⁵ *Ibid.*

⁶ Mitchell Schwarzer, *Hella Town: Oakland’s History of Development and Disruption* (University of California Press, 2021).

⁷ “East Oakland Displacement Status and Impacts from the BRT Project Summary.” n.d. Oakland: Just Cities. <https://cao-94612.s3.amazonaws.com/documents/EOMAP-Appendix-2.pdf>.

⁸ American Community Survey (ACS) (2014-2018); U.S. Census 2000, 2010; Urban Displacement Project, 2021.

⁹ *Ibid.*

disparities in housing security and the public health consequences of these conditions.¹⁰ The consequence of this complex history has and continues to shape the city’s built environment, including the distribution, types, affordability, and quality of housing in Oakland.

Today, Oakland has grown to be the largest city in Alameda County with the busiest port in Northern California. Neighboring cities include Berkeley and Emeryville to the north, San Leandro to the south, Alameda across the Oakland Estuary, and Piedmont surrounded by Oakland. San Francisco is located just 12 miles west across the San Francisco Bay, connected by Interstate 80 (I-80). Oakland is known for its diverse geography, including 19 miles of bay and estuary coastline to the west, the Oakland/Berkeley Hills to the east, and Lake Merritt, a tidal lagoon lake located within the city’s borders.

CHARTING AN EQUITABLE, INCLUSIVE FUTURE

With the legacy of inequity top of mind, the City has begun planning for a more equitable future. In 2016, the City established the Department of Race and Equity with a mission “to advance the creation of a city where diversity has been maintained, racial disparities have been eliminated, and racial equity has been achieved.” The Department of Race and Equity is particularly concerned with making a difference in the determinants of equity that lead to creation of a fair and just society, including housing. In 2018, the department published the [Equity Indicators Report](#), which serves as a baseline quantitative framework that can be used by City staff and community members alike to better understand the impacts of policy on racial groups and measure inequities.

The work of the Department of Race and Equity informs the City of Oakland’s Department of Housing and Community Development’s (HCD) 2021-2023 Strategic Action Plan. This plan is informed by past analyses, planning, and accomplishments such as the 2016 “Oakland At Home: Recommendations for Implementing A Roadmap Toward Equity from the Oakland Housing Cabinet,” and applies a race and equity lens to the City’s housing investments and services in wake of the public health, fiscal, and social crises caused by COVID-19. In practice, this includes transparent and regular reporting on outcomes disaggregated by race; Americans with Disabilities Act-compliant, accessible information provided in multiple languages; anti-displacement and housing production programs, policies, and initiatives focused on the most impacted vulnerable populations; and access and opportunity pathways to and for Black, Indigenous, and People of Color (BIPOC) developers, service providers, and other contractors to the resources the City has to offer in the conduct of its housing work. The Strategic Action Plan also details a series of specific actions and policies HCD will pursue as part of a broader strategy to protect residents from displacement, preserve existing affordable housing - both subsidized and unsubsidized, and produce new affordable housing.

Community-based organizations, many of whom have been leading housing justice efforts for decades, are also shaping housing goals rooted in racial equity. Oakland residents,

¹⁰ “City of Oakland HCD 2021-2023 Strategic Action Plan City of Oakland Housing & Community Development Department 2021-2023 Strategic Action Plan.” n.d. Accessed May 9, 2022. <https://cao-94612.s3.amazonaws.com/documents/HCD.final.21-21Strategic-Plan.pdf>.

community organizations, developers, and government partners created the [Healthy Development Guidelines](#) (HDG) for Oakland’s Planning and Building Department, the first health and racial equity-focused guidelines in the country. Two of the HDG’s goals include enhancing access to affordable housing, particularly for vulnerable populations; and preserving existing affordable housing and protecting residents from involuntary displacement. These guidelines were incorporated into city development review process in 2018. The [East Oakland Neighborhoods Initiative](#), a community plan created out of partnership between the City of Oakland Planning Bureau and twelve community-based organizations focused on equity-based planning for Deep East Oakland, also highlight anti-displacement among their plan goals, noting that improvements recommended in the plan must not drive out existing residents by inadvertently increasing the cost of housing. This is achieved in part through local wealth creation, well-crafted policies, and mainstreaming of affordability vehicles.

The global climate crisis will also have profound impacts on—among other things—housing security and availability in Oakland. To address the climate crisis, the City released the [Oakland 2030 Equitable Climate Action Plan \(ECAP\)](#) in July 2020. The ECAP is the City’s strategy to create a future built on justice, equal opportunity, and environmental protection. Among the list of Transportation and Land Use (TLU) actions in the ECAP is TLU-3, “Take Action to Reduce and Prevent Displacement of Residents & Businesses.” TLU-3 explicitly links anti-displacement efforts to climate equity action, as the City can only achieve its ECAP goals if Oaklanders are able to participate fully in, and benefit from, climate action without fear of displacement and homelessness.

The City is also undertaking an update to its Land Use and Transportation Element, in tandem with this Housing Element, to promote a land use pattern and policies that will help accelerate and target housing production. Like many other Bay Area cities, nearly every property in Oakland has been developed, with few “greenfield” (not yet developed) sites within its limits or at its borders, meaning that housing development will primarily rely on development and redevelopment of “infill” sites. Within the city limit, there are approximately 29,700 acres (46.4 square miles) of land, including residential, commercial, and industrial developments, as well as public facilities, including parks, schools, and an international airport. The Housing Element applies to land within city limits, depicted in Figure 1-1.

Callout: Environmental Justice and Racial Equity Baseline

[The Environmental Justice and Racial Equity Baseline](#), published in March 2022, identifies and details disparities by race and by geography that can be influenced directly or indirectly by the General Plan. The findings in the Environmental Justice and Racial Equity Baseline identify environmental justice and racial equity existing conditions and inform conversations between City staff and members of the public. In parallel with the Housing Element, this baseline will be used as a starting place for policymaking related to environmental justice, safe and sanitary housing, and other community equity issues.

1.1 Purpose of the Housing Element

The 2023-2031 Oakland Housing Element is one component of a larger effort: an update to the City of Oakland General Plan. The General Plan Update will create Oakland’s 2045 General Plan and is a “once-in-a-generation” opportunity for all Oaklanders to work together to create a visionary blueprint for the city’s future over the next 20 years. The Oakland 2045 General Plan will be made up of several “elements” covering a wide range of topics important to the future of Oakland, including environmental justice, land use and transportation, open space, noise, conservation, and safety.

The 2023-2031 Housing Element sets forth the City’s housing priorities and goals—as well as its vision for both short- and long-term development—to create a fair and just city. State law mandates that the Housing Element be updated every eight years to reflect changing conditions, community objectives, and goals. This Housing Element also provides an evaluation of the 2015-2023 Housing Element, including an assessment of prior programs and strategies.

HOUSING ELEMENT: COMPONENTS

In California, all cities must adopt a General Plan composed of at least seven elements, including the Housing Element. All cities must also incorporate environmental justice into the General Plan. Oakland has chosen to adopt an Environmental Justice Element while also incorporating environmental justice goals into each element, including the Housing Element. While the Housing Element is influenced by State law, it is essentially a local document. The Oakland Housing Element, in tandem with the rest of the General Plan Update, is designed to assess and shape the community’s housing progress and needs.

Nonetheless, among all General Plan elements, the State of California has the most extensive set of requirements pertaining to housing elements. In accordance with State law, the Housing Element must include:

- A description of outreach conducted in preparation of the element
- An analysis of progress in implementing the previous Housing Element and effectiveness of its programs and actions
- An assessment of existing and projected housing needs
- An analysis of special housing needs, such as those of older adults and people with disabilities
- An analysis of existing assisted housing units at risk of conversion from affordable to market rate
- An analysis and inventory of resources and constraints relevant to meeting housing needs
- An affirmatively furthering fair housing (AFFH) analysis, which guides the analysis of each set of requirements

- An inventory of adequate sites suitable for construction of new housing sufficient to meet needs at all economic levels
- A program that sets forth specific actions to address housing needs, with identification of responsible agencies and timelines

REGIONAL HOUSING NEEDS ASSESSMENT (RHNA)

Oakland’s Housing Element was last updated in 2015 and covered the years 2015-2023. The current Housing Element update reflects the Regional Housing Needs Assessment (RHNA) as determined by the Association of Bay Area Governments (ABAG) for the Sixth Cycle Housing Element update, covering the years 2023-2031. The RHNA is a State-mandated process intended to ensure every city and county plans for enough housing production to accommodate future growth. The State of California Housing and Community Development Department (State HCD) assigns each region of the state an overall RHNA allocation. For the nine-county Bay Area region, ABAG then distributes a “fair share” portion of that allocation to each local jurisdiction. Each city and county must then identify adequate sites with a realistic capacity for development sufficient to meet this RHNA.

For the 2023-2031 period, Oakland must identify sites sufficient to accommodate 26,251 new housing units between 2023 and 2031, with a specific number of units designated as affordable to each income category, as shown in Table 1-1.

A total of 6,511 units must be affordable to households making less than 50 percent of area median income (AMI), 3,750 units must be affordable to households making between 50 and 80 percent of AMI, 4,457 units must be affordable to households making between 80 and 120 percent of AMI, and 11,533 units must be affordable to households making over 120 percent of AMI. The RHNA does not specifically break down the need for extremely-low-income households. As provided by State law, the housing needs of extremely-low-income households, or those making less than 30 percent of area median income (AMI), is estimated as 50 percent of the very-low-income housing need. More detail on the RHNA allocation process is described in Chapter 3 as well as in Appendix C.

Table 1-1: Oakland Regional Housing Needs Assessment, 2023-2031

<i>Income Level¹</i>	<i>Income Range</i>	<i>Needed Units</i>	<i>Percent of Needed Units</i>
Very-Low-Income (0-50% AMI)	<\$46,287	6,511	24.8%
Extremely-Low-Income (<30% AM part of Very-Low-Income in previous row) ²	<\$27,772	3,256	-
Low-Income (51-80% AMI)	\$27,773-\$74,059	3,750	14.3%
Moderate-Income (81-120% AMI)	\$74,059-111,089	4,457	17.0%
Above-Moderate-Income (>120% AMI)	>\$111,090	11,533	43.9%
Total		26,251	100.0%

1. Income levels were determined by county median household income based on 2014-2018 American Community Survey data (Table B19013). The median income in Alameda County during this period was \$92,574.

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

Source: ABAG, Final RHNA Plan, December 2021

HOUSING ELEMENT: STATE CHANGES

Various amendments have been made to Housing Element law since adoption of the City's current Housing Element, especially since 2017. Some of the key changes for 6th cycle 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 Affirmatively Furthering Fair Housing (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.

The contents of this Housing Element comply with these amendments and all other requirements of Housing Element law.

ENVIRONMENTAL REVIEW

The Housing Element update is being accompanied by an Environmental Impact Report (EIR), which analyzes the potential impacts attributable to the Housing Element update, as well as the Safety and Environmental Justice Elements and related Planning Code, General Plan, and Zoning Map amendments.

1.2 Oakland's Housing Approach

Two important components of the Housing Element include a plan to address Oaklanders' housing needs, and an inventory of sites suitable for housing development at all income levels, based on Oakland's 6th cycle RHNA.

HOUSING ACTION PLAN

This Housing Element identifies a foundational framework of five overarching goals in Chapter 4: Housing Action Plan to comprehensively address the housing crisis and needs of Oaklanders. The goals seek to significantly address disparities in housing needs and in access to opportunity, replace segregated living patterns with truly integrated and balanced living patterns, transform racially and ethnically concentrated areas of poverty into areas of opportunity, foster and maintain compliance with civil rights, and affirmatively further fair housing. The goals were developed through a careful review of community input from each of the outreach and engagement sessions listed in Chapter 2 of the Housing Element.

The goals include:

1. **Protect Oakland Residents from Displacement and Prevent Homelessness:** Protect Oakland tenants from displacement and create conditions that enable them to remain in their homes and communities.
2. **Preserve and Improve Existing Housing Stock:** Conserve and improve the affordability of existing housing stock in Oakland and address substandard conditions.
3. **Expand Affordable Housing Opportunities:** Facilitate the production of housing for extremely low, very low, low, and moderate-income households. In addition to increased production generally, provide a diversity of housing types, ownership opportunities, living arrangements, and features supportive of special needs. Locate

new housing to further access to opportunity (while simultaneously investing in and protecting tenants in disinvested communities) and remove constraints to affordable housing development.

4. **Address Homelessness and Expand Resources for the Unhoused:** Recognize housing as a human right. Reduce homelessness through Housing First approaches and support coordination across the spectrum, from homelessness prevention to transitional housing/shelter and services to permanent housing with resources for long-term support.
5. **Promote Neighborhood Stability and Health:** Promote resilient development in safe, healthy, and just communities. Increase resources in disinvested communities and create long-time stability through homeownership opportunities.

The goals, policies, and actions form the Housing Action Plan for the 2023-2031 planning period and transform this framework into impactful action.

HOUSING SITES INVENTORY

The Housing Element also presents an inventory of housing sites suitable for new homes in Oakland at all income levels. To do this, the inventory includes:

- Sites where development is underway or approved (known as “pipeline projects”) or otherwise can be credited to meet the RHNA (such as Accessory Dwelling Units and other types); and
- Opportunity sites where additional development could occur. Opportunity sites were selected in a manner consistent with the City’s mandate to affirmatively further fair housing. Housing sites, especially lower-income sites, were selected so as to reduce segregation and increase affordable development in high resource neighborhoods, where possible.

Chapter 3 provides a summary of the inventory approach and Appendix C includes the detailed site inventory.

The Housing Action Plan and Housing Site Inventory remain a work in progress with the intent of soliciting feedback from members of the community and refining the goals, policies, and actions to reflect both local priorities and State obligations.

1.3 Organization of the Housing Element

The Housing Element is divided into four chapters: an Introduction, a Summary of Public Participation, a Summary of the Housing Sites Inventory, and the Housing Action Plan. In addition, there are several technical appendices that provide extensive detail on a range of topics, including many of the checklist items mandated by state law. This includes an evaluation of the City’s 2015-2023 housing element, an assessment of housing needs,

resources, and constraints, and the comprehensive housing sites inventory. A summary of the findings from each technical appendix is provided in the main body of the Housing Element. It is organized as follows:

- **Chapter 1 – Introduction:** Provides an overview of State requirements, a summary of the organization of the Housing Element, and an explanation of the Housing Element’s relationship to the General Plan.
- **Chapter 2 – Public Participation:** Provides a description of the public participation process and a summary of community outreach activities.
- **Chapter 3 – Summary of the Housing Sites Inventory:** Summarizes the City’s ability to accommodate the RHNA on available land, and the selection of sites in light of AFFH requirements.
- **Chapter 4 – Housing Action Plan:** Institutes the goals, policies, and actions of the 2023-2031 Housing Element, and provides quantified objectives.
- **Appendix A – Evaluation of the 2015-2023 Oakland Housing Element:** Summarizes the City’s achievements in implementing goals, policies, and actions under the previous Housing Element.
- **Appendix B – Housing Needs Assessment:** Presents community demographic information, including both population and household data, to identify Oakland’s housing needs.
- **Appendix C – Sites Inventory:** Outlines the selection and capacity methodology used to identify sites to accommodate the RHNA.
- **Appendix D – Assessment of Fair Housing:** Identifies fair housing issues and solutions to meet Oakland’s AFFH mandate.
- **Appendix E – Housing Resources and Opportunities:** Assesses the City’s financial and administrative resources available for future housing development.
- **Appendix F – Housing Constraints:** Analyzes governmental and non-governmental constraints to the development of housing.
- **Appendix G – Opportunities for Energy Conservation:** Presents opportunities to develop housing in a sustainable manner.
- **Appendix H – Glossary**
- **Appendix I – Reserved for Public Outreach Materials**

1.4 Relationship to Other General Plan Elements

State law requires the Housing Element to contain a statement of “the means by which consistency will be achieved with other general plan elements and community goals” (California Government Code, Section 65583(c)(8)). There are two aspects of this analysis: 1) an identification of other General Plan goals, policies, and programs that could affect implementation of the Housing Element or that could be affected by the implementation of the Housing Element, and 2) an identification of actions to ensure consistency between the Housing Element and affected parts of other General Plan elements.

As described above, the City is undergoing a comprehensive update to the General Plan. The General Plan update is undertaken in two phases in order to meet deadlines mandated by State law. Phase 1 focuses on updates to the Housing and Safety Elements, which are due by the beginning of 2023, as well as preparation of a Racial Equity Impact Assessment, Zoning Code and Map update, and a new Environmental Justice Element. Subsequently, Phase 2 will include the update of the Land Use and Transportation (LUTE) Element; Open Space, Conservation and Recreation (OSCAR) Element; Noise Element, and the creation of a new Infrastructure and Facilities Element which are slated to be completed by 2025.

The Land Use and Transportation Element (LUTE) of the Oakland General Plan was last revised in 1998. The vision and specific policies contained in the LUTE seek to encourage and facilitate the types of infill, re-use, mixed-use, and central city/corridor-oriented residential development that are the focus of the Housing Element and the City’s ability to accommodate its regional housing allocation. Most of the housing to be provided in Oakland will result from the development or redevelopment of underutilized and infill parcels. In addition rezoning will occur in select areas to accommodate additional density such as parcels around BART stations, along transit corridors, and in existing residential neighborhoods to allow for “missing middle” housing.

The goals, policies, and programs contained within this Housing Element will also inform the strategies included in the updated LUTE. As the Housing Element will be adopted prior to the LUTE update, the general distribution, location and extent of land uses as well as population density and building intensity standards carried out by the current Planning Code are used to determine the City’s ability to accommodate residential development. Some initial amendments to the Land Use Element and Planning and Zoning Code along with initial zoning map changes will allow for upzoning of areas to accommodate additional density on areas near BART stations, along transit corridors, and in existing residential neighborhoods to allow for “missing middle” housing. Anticipated development on these sites is expected to be in compliance with updated policy standards for noise, safety, open space, recreation, and conservation contained in the other General Plan elements.

The policies in the other updated General Plan elements will advance the ability of the City to achieve the objectives contained in the 2023-2031 Housing Element. Likewise, the Housing Element policies will advance the implementation of policies and programs in the other updated General Plan elements. The City has therefore determined that the updated Housing Element is consistent with the General Plan.

1.5 Sources of Information

In preparing the Housing Element, various sources of information were utilized. As a starting point, the Element used ABAG-prepared local data and AFFH package pre-certified by State HCD for use in sixth cycle housing elements, which provides the basis for population and household characteristics and affirmatively furthering fair housing resources. Where necessary, several additional and more current sources are used to provide reliable updates of the ABAG data package. The sources used in the ABAG data package and many additional sources are listed below. Public input from members of the public, community-based organizations (CBOs), and community leaders, was also a key source of information for this Housing Element. More details on what information was collected from these partners can be found in Chapter 2.

1. ABAG Pre-Certified Housing Needs Data Package, 2021
 - a. Federal Financial Institutions Examination Council's (FFIEC) Home Mortgage Disclosure Act loan/application register (LAR) files
 - b. U.S. Census Bureau, Census 2000; Census 2010; American Community Survey 5-Year Data (2005-2009 through 2015-2019)
 - c. U.S. Census Bureau, Longitudinal Employer-Household Dynamics, Workplace Area Characteristics (WAC) files, 2002-2018; Residence Area Characteristics (RAC) files, 2002-2018
 - d. U.S. Department of Agriculture, Census of Farmworkers (2002, 2007, 2012, 2017), Table 7: Hired Farm Labor
 - e. U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release
 - f. U.S. Department of Housing and Urban Development (HUD), Continuum of Care (CoC) Homeless Populations and Subpopulations Reports (2019)
 - g. California Department of Developmental Services, Consumer Count by California ZIP Code and Age Group (2020); Consumer Count by California ZIP Code and Residence Type (2020)
 - h. California Department of Education, California Longitudinal Pupil Achievement Data System (CALPADS), Cumulative Enrollment Data (Academic Years 2016-2017, 2017-2018, 2018-2019, 2019-2020)
 - i. California Department of Finance, E-5 series
 - j. California Department of Housing and Community Development (HCD), 5th Cycle Annual Progress Report Permit Summary (2020)
 - k. California Employment Development Department, Local Area Unemployment Statistics (LAUS), Sub-county areas monthly updates, 2010-2021
 - l. California Tax Credit Allocation Committee (TCAC)/California Housing and Community Development (HCD), Opportunity Maps (2020)
 - m. California Housing Partnership, Preservation Database (2020)
 - n. Zillow, Zillow Home Value Index (ZHVI)
2. Freddie Mac, Historical Weekly Mortgage Rates Data, 2015-2021
3. Home Mortgage Disclosure Act Data, 2012-2020
4. HUD, CHAS ACS tabulation, 2013-2017 release
5. HUD, Fair Market Rent, 2019

6. HUD, AFFHT0006 Table 12, July 2020
7. U.S. Census Bureau, Census 2000; Census 2010; American Community Survey 5-Year Data (2005-2009 through 2015-2019)
8. California Department of Finance, P-2 series
9. California Department of Food and Agriculture, Certified Farmers' Markets by County, January 2022
10. California Department of Education, CAASPP, Smarter Balanced Summative Assessments, 2018-2019
11. California Department of Public Health, Licensed and Certified Healthcare Facility Listing, 2022
12. HCD, AFFH Data and Mapping Resources, 2021
13. HCD, State Income Limits, 2021
14. HCD, Qualified Entities, May 2021
15. TCAC, Nine Percent Application, 2022
16. TCAC, Project Staff Reports 2017-2020
17. ABAG-MTC, Existing and Planned Transit Stops, 2021
18. ABAG-MTC, Final RHNA Plan, December 2021
19. Alameda County, Assessor Parcel Data, 2021
20. Alameda County, Historic Assessor Parcel Data, 2014-2015
21. Alameda County, Regional Analysis of Impediments to Fair Housing Choice (AI) for FY 2020/21-2024/25
22. Alameda Housing Authority, Utility Allowance Schedule, 2021
23. EBMUD, Water and Wastewater System Schedules of Rates and Charges, Capacity Charges and Other Fees, July 2021
24. EBMUD, Water Shortage Contingency Plan, 2020
25. City of Oakland, Planning Code, 2022
26. City of Oakland, Staff Reports, 2019-2021
27. City of Oakland, Accela Building and Planning Permits, March 2022
28. City of Oakland, Building Bureau Code Enforcement Division, FY 2020-2021
29. City of Oakland, Building & Planning Department, 2022
30. City of Oakland, Equitable Climate Action Plan, 2020
31. City of Oakland, Housing & Community Development Strategic Action Plan, 2021-2023
32. City of Oakland, Master Fee Schedule and Fee Estimator with Impact Fees, July 2021;
33. City of Oakland, Oakland ADU Initiative, Existing Conditions and Barriers Report, January 2020 (Revised June 2020)
34. City of Oakland, Oakland Equity Indicators Report, 2018
35. City of Oakland, Department of Housing and Community Development, Five Year Strategic Consolidated Plan: Annual Action Plan, 2018-2019
36. City of Oakland, Impact Fee Annual Report, December 24, 2021
37. City of Oakland, Resilient Oakland Playbook, October 10, 2016
38. City of Oakland, 2016-2021 Local Hazard Mitigation Plan (LHMP)
39. Oakland Housing Authority, Draft Making Transitions Work Annual Plan, FY 2023
40. Oakland Department of Transportation, Geographic Equity Toolbox Planning Areas, 2020
41. Oakland Housing Authority, August 2021

42. City of Berkeley, Building Permit Fee Estimator, 2022 and Affordable Housing Mitigation Fee Ordinance, October 2020
43. City of Emeryville, Master Fee Schedule, July 2021 and Development Impact Fees, FY 2020-2021
44. City of Richmond, Master Fee Schedule, July 2020
45. City of San Francisco, Development Impact Fee Register, December 2021 and Planning Department Fee Schedule, August 2021
46. City of San Jose, Planning Application Filing Fee Schedule, August 2021, Building and Structure Permits Fee Schedule, August 2021, and Inclusionary Housing Ordinance Schedule of Fees, April 2021
47. Economic & Planning Systems, Inc., Downtown Oakland Specific Plan: Incentive Program Feasibility Study, July 10, 2020
48. Hausrath Economics Group, Oakland Affordable Housing Impact Fee Five-Year Review, December 23, 2021
49. California Housing Partnership, Preservation Database, February 2022
50. Urban Displacement Project, 2018 and 2019
51. National Association of Realtors Research Group, Downpayment Expectations & Hurdles to Homeownership, April 2020
52. Yelp, 2022
53. Zillow, Mortgage Rates, October 2021
54. Zillow, ZHVI, December 31, 2010, and December 31, 2020

This page intentionally left blank.

2 Public Participation

Inclusive engagement and public participation have been key to the preparation of Oakland’s Housing Element. Public participation is an ongoing process that will continue to occur as the General Plan is updated. Outreach completed as part of phase 1 of the update process will continue to inform phase 2 of the General Plan update. All community outreach is conducted through a racial equity lens to identify actions to affirmatively further fair housing, increase community assets, decrease pollution exposure, and improve overall health.

The community engagement effort is composed of an extensive outreach process that seeks to engage stakeholders throughout the community, with additional resources dedicated to engaging communities historically underrepresented and excluded from traditional planning processes and often most 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. Outreach that informed the development of this Housing Element is summarized in the following chapter, and materials used in the outreach process are included in Appendix I.

2.1 Summary of Community Outreach Activities

GENERAL PLAN UPDATE OUTREACH

The City, based on feedback received from community members, implemented an innovative approach to collaborating with consultants on the General Plan Update. The City partnered with both a Community Consultant Team – Deeply Rooted Collaborative and a Technical Consultant Team – Dyett and Bhatia, to ensure a planning process that 1) meets state deadlines and requirements for the GPU and 2) dedicates significant resources to deep and meaningful community engagement. The Community and Technical Consultants coordinated closely. The team leads meet weekly, and the entire project team meets biweekly to share key findings and provide feedback. Both Community Consultant and Technical Consultant outreach and feedback is incorporated into all components of the Housing Element. This approach aligns with advancing the City’s critical mission of creating a just and fair City for all (Oakland Municipal Code Section 2.29.170.1).

Community engagement efforts for the General Plan Update include an extensive and inclusive outreach process, engaging stakeholders throughout the community with additional resources dedicated to engaging communities historically underrepresented and excluded from traditional planning processes and most negatively impacted by City policies.

The Deeply Rooted Collaborative focuses on engagement with the following key communities and geographic areas:

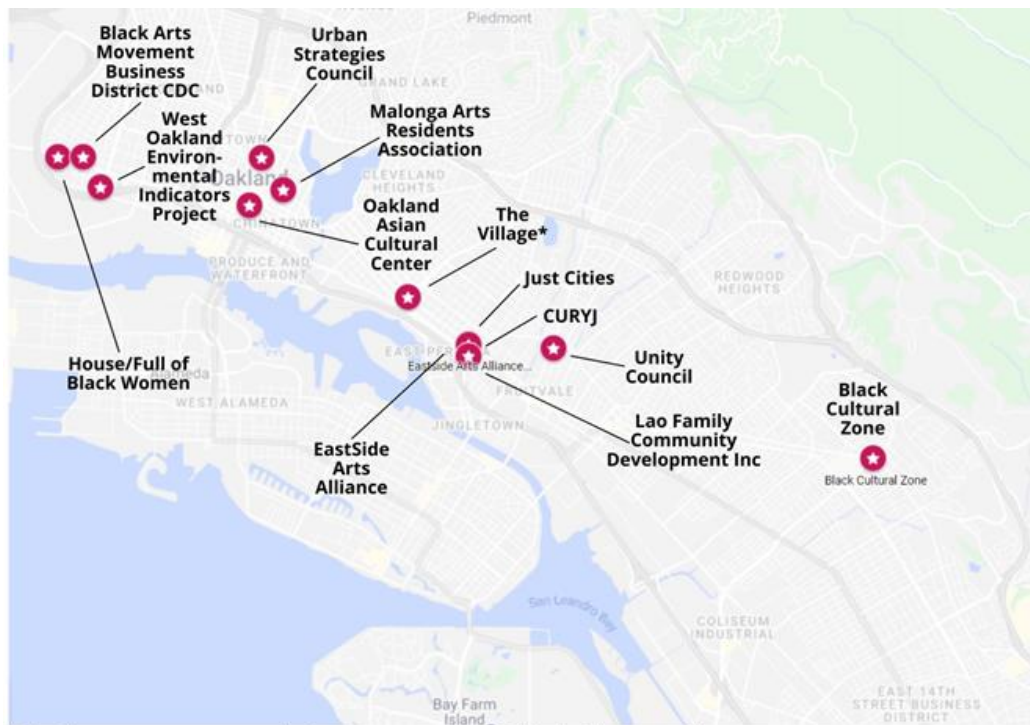
- Communities: Unhoused; formerly incarcerated; low-income Asian, Pacific Islander, Black, Latinx, multiracial communities including those experiencing environmental injustices
- Outreach Geographies: Fruitvale, West Oakland, East Oakland, Chinatown, Eastlake, San Antonio

Deeply Rooted has three organizations providing central support through the design and coordination of the overall structure for community engagement, providing technical assistance and community education in planning, and administrative support.

- EastSide Arts Alliance | Cultural Programming Partner
- Just Cities | Technical Assistance/Community Education Partner
- Urban Strategies Council | Administrative Partner

The Deeply Rooted Collaborative in partnership with community partners as shown in Figure 2-1. Deeply Rooted’s community partner roles are listed in Table 2-1.

Figure 2-1: Deeply Rooted Collaborative



*The Village operates as a network of encampments across Oakland without one address.

Table 2-1: Deeply Rooted Collaborative Community Partner Roles

<i>Community Partner</i>	<i>Community/ Outreach Geography</i>
The Black Cultural Zone Community Development Corporation	Black Community East Oakland
CURYJ House/Full of Black Women/ Deep Waters Dance Theater	Formerly incarcerated, Black and Latinx Fruitvale
Lao Family Community Development, Inc	Southeast Asian American community
Malonga Arts Residents Association (MARA)	Black and Brown communities, and partnership with members in Chinatown
Oakland Asian Cultural Center (OACC)/ API Cultural Center	Asian American community Chinatown
Unity Council	Latinx community Fruitvale
The Village in Oakland	Unhoused curbside communities in North Oakland, West Oakland, Downtown, and East Oakland
West Oakland Environmental Indicators Project.	Environmental Justice West Oakland
Black Arts Movement Business District, CDC (BAMBD, CDC)	West Oakland (Lower Bottoms), Artists, flatland communities of color, those invested in the animation of BAMBD, CDC and its stakeholders

COMMUNITY ENGAGEMENT AND OUTREACH SUMMARY

A variety of outreach activities such as workshops, focused discussions, pop-ups, open houses, porch chats, and community hub events are planned throughout the entire process. All community input shared will be used to ground truth data based on peoples' lived experience, inform areas of focus for the update of General Plan elements, and guide development of General Plan policies.

Input related to housing overlaps with many General Plan topic areas and will be incorporated into both the eight-year Housing Element Update as well as into elements with a longer planning horizon, such as the Land Use and Transportation, Environmental Justice, and Safety Elements. A summary of the General Plan update project schedule is provided in Chart 2-1. Information on all community engagement events, including engagement summaries; workshop and townhall presentations, recordings, meeting summaries; and discussion group summaries, are provided via the General Plan Update website at <https://www.oaklandca.gov/topics/meetings-and-events>. A summary of these engagement activities is described below:

- Pop-up and Community Hub Events:** Since November 2021 to March 2022, the GPU Deeply Rooted Collaborative has conducted pop-up events in Eastmont, Fruitvale, San Antonio, Chinatown, West Oakland, and Downtown. For example, in West Oakland these events have been porcheside chats and a pop-up at Hoover Elementary. Engagement has also been integrated into larger community events like the Oakland Asian Cultural Center's (OACC) Asian Pacific New Year Celebration and the Black Joy parade. At these community-embedded events, the team has engaged with over 1006 people, with a majority being individuals from communities of color. These events sought to hear community concerns, ideas and solutions through interviews and

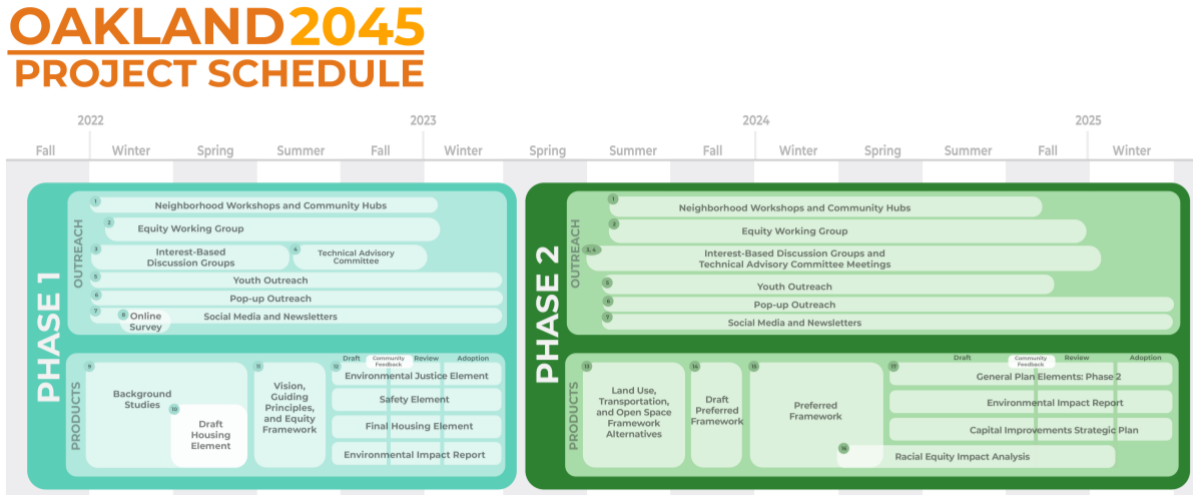
focus group conversations. Community concerns that rose to the top included affordability, displacement, disinvestment, housing quality, pollution (industry and cars), lack of parks, collisions, and illegal dumping.

- **Townhalls:** Two townhalls were held on March 26, 2022, and April 7, 2022. The townhall on March 26, 2022, introduced the General Plan Update process and gathered community input on a vision for the City in 2045, as well as local issues and opportunities that should be addressed in the General Plan. The townhall on April 7, 2022, focused on equity across all issues, with a special focus on EJ and safety priorities in the City.
- **Community Education Workshops:** Two community education workshops were hosted on April 8, 2022, and April 9, 2022, and organized by the Deeply Rooted Collaborative Community Engagement partner to review the past and present policies that led to today's conditions in housing and environmental justice. Over 100 people attended the workshops. Speakers included Oakland unhoused leader Needa Bee (The Village in Oakland), EJ leader Ms. Margaret Gordon (West Oakland Environmental Indicators Project), Margaretta Lin (Just Cities) and Diana Benitez (Just Cities). Attendees shared their frustration regarding ongoing displacement and disinvestment and various community-centered solutions that would bring much needed resources to communities of color in Oakland without displacement.
- **Youth Engagement:** Youth engagement for the GPU will take the form of a Deeply Rooted Fellowship with 15 – 20 fellows. The Fellowship will be a 2-to-3-year commitment and fellows will be provided with a monthly stipend. Planning, design, and training of the fellowship program will be done in coordination with Y-Plan. Fellows will coordinate with the Oakland Youth Advisory Commission (OYAC) and will be engaged in outreach activities such as community-based events, presentations to the community and schools, and social media outreach. Recruitment began in April 2022 with tentative commencement of the Fellowship in May 2022.
- **Neighborhood Group Meetings:** Staff are working with Neighborhood Service Coordinators to present at Neighborhood Crime Prevention Councils (NCPCs) on topics including housing, environmental justice, industrial lands and safety and natural hazards and receive feedback. Staff have presented at several NCPCs and will continue to engage and obtain feedback. Staff are presenting to other Neighborhood – Community groups, faith-based organizations, and at other community congregation events as well.
- **Equity Working Group:** Convened by the Deeply Rooted Collaborative, the Equity Working Group (EWG) is comprised of 20 diverse community members who will 1) Identify the major challenges and impacts of the General Plan (housing, safety, environmental justice, land use, transportation, and parks) and 2) Advocate for solutions that advance equitable and healthy communities for Oakland residents. Each member will receive a stipend. 20 EWG members who met the following criteria were selected through an interview process from a total of 66 applicants:
 - Hard to reach communities: People from communities that the City traditionally has trouble engaging with including Indigenous, unhoused, formerly

incarcerated, low-income, Asian, Black, Latinx, multiracial, people with disabilities, undocumented, and people experiencing environmental injustices.

- In target geographic areas of: West Oakland, East Oakland, Chinatown, and Fruitvale.
 - Age diversity: People at different stages of their lives to ensure varied knowledge and experiences.
 - Diversity of gender and sexual orientation: To ensure women's and LGBTQ+ perspectives are included in this process.
 - People who own small businesses in Oakland.
- **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 second TAC meeting was held on March 7, 2022 and TAC members provided recommendations for housing strategies/actions for housing production, preservation, and protections.
 - **Study Sessions with Official Decision-Making Bodies:** The Planning Commission, City Council, and various boards and commissions are active participants in the GPU and will have opportunities to provide direction at each Stage in the process. The project team will continue to 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. The Planning Commission and Special Community & Economic Development Committee met on February 2nd and February 22nd to discuss potential housing site locations and recommended housing strategies and actions.

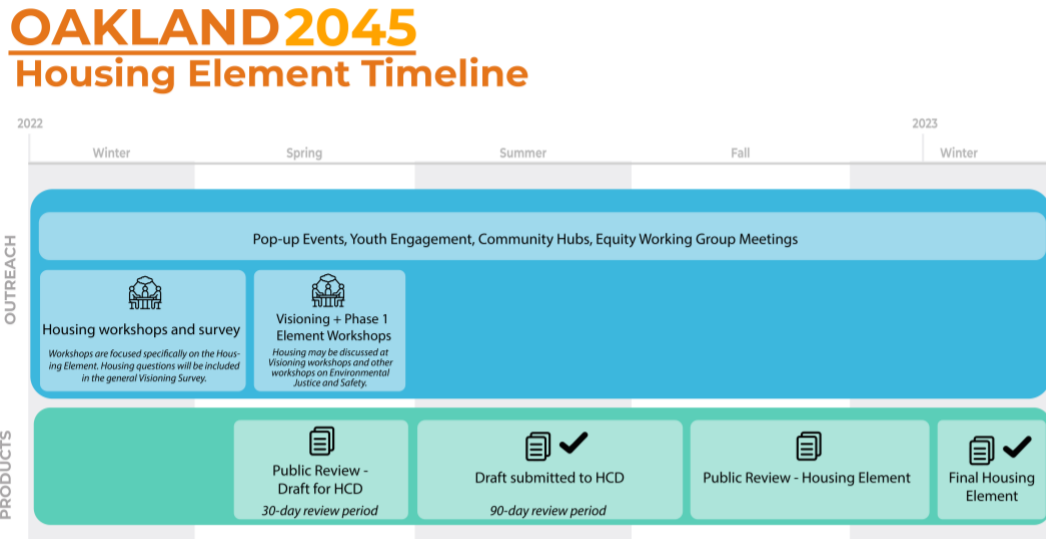
Chart 2-1: Oakland 2045 Project Schedule



HOUSING ELEMENT OUTREACH

To supplement efforts that were part of the General Plan update, a series of targeted activities related to housing were held prior to the release of the public Draft Housing Element. Additional opportunities for feedback will occur after plan release as well. These efforts are summarized in Chart 2-2 and described below:

Chart 2-2: Housing Element Outreach Timeline



Housing Workshops: The team hosted three virtual housing workshops on February 10, 2022, February 17, 2022, and March 12, 2022, with one additional workshop planned to allow for the opportunity to give feedback on the Draft Housing Element. Approximately 200 people participated in these three virtual workshops. The first workshop provided background information on the General Plan, the Housing Element, and housing sites

inventory requirements. Workshop 2 sought to gather input on potential housing programs. Workshop 3 focused on community input on strategies to preserve existing affordable housing, protect tenants, and prevent displacement. Workshop 4 was held on May 12, 2022, and sought Oaklanders’ input on housing sites and proposed strategies included in a public review Housing Element draft before sending it to the California Department of Housing and Community Development (HCD). Summaries of these workshops are included in Appendix I.

Discussion Groups: A series of focus group discussions were held on the housing-related topics to solicit targeted feedback from organizations and individuals with direct experience with housing provisions and housing-related services. Discussion participants included organizations that may not have traditionally participated in the past including housing justice advocates, tenant rights organizations, faith-based organizations, and other community organizations.

Summaries of these meetings, including the names of participating groups, are provided in Appendix I; see below for the themes of the discussion groups:

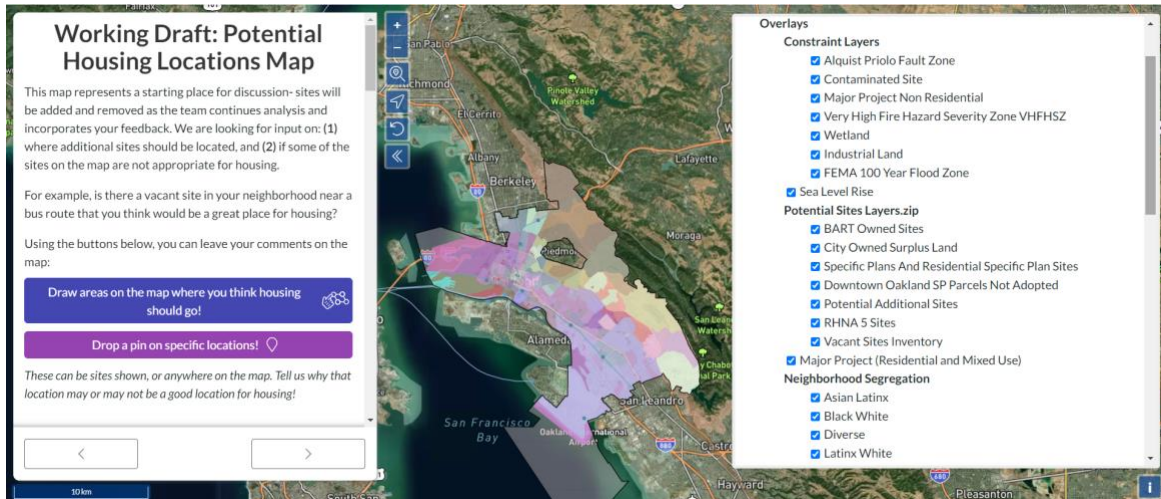
- Focus Group Discussion 1 (February 2, 2022): Housing Sites
- Focus Group Discussion 2 (March 10, 2022): Production, Preservation, and Protections
- Focus Group Discussion 3 (*Forthcoming – placeholder*)

Housing Element Update Survey

The Oakland Housing Element Update Survey accompanied the first housing workshop on planning where housing should go. The survey was open from February 11, 2022 through March 7, 2022, received 480 individual responses, and generated a total of 1,976 unique map responses. It included two interactive mapping questions regarding potential locations for future housing in the city of Oakland.

The interactive map in the survey displayed the initial sites under consideration for the Housing Element and focused on identifying community priorities and recommendations for additional locations. See Figure 2-2 below for a snapshot of the interactive map. As an optional component of the survey, respondents were asked to describe their zip code, and race or ethnicity. The results of this survey guided the selection of sites identified in Chapter 3 and Appendix C, and a summary of the survey’s findings is provided in Appendix I.

Figure 2-2: Interactive Map Survey Snapshot



ANALYSIS OF IMPEDIMENTS TO FAIR HOUSING CHOICE

The assessment of fair housing contained in Appendix D relies in part on outreach done in preparation of Alameda County’s 2020 to 2024 Regional Analysis of Impediments to Fair Housing Choice (AI).¹¹ Historically, Oakland has prepared its own AI every five years as a U.S. Department of Housing and Urban Development (HUD) requirement. However, in 2020, the City joined various Alameda County cities and Housing Authority agencies to complete a regional AI.

A year-long community engagement process for the 2020 to 2024 AI consisted of three meetings and a seven-page survey between June 2019 – November 2019. The survey was translated into multiple languages and distributed to priority populations (those most impacted by fair housing issues) via local organizations. Priority populations include racial and ethnic minorities, people experiencing homelessness, people with limited English proficiency, people with disabilities, and people residing in Racially or Ethnically Concentrated Areas of Poverty (R/ECAPs). The survey received 3,296 responses. Key data from the 2020 to 2024 AI is used in the Assessment of Fair Housing in Appendix D: Affirmatively Furthering Fair Housing.

¹¹ Alameda County, “Regional Analysis of Impediments to Fair Housing Choice.” February 2020. Accessible at https://cao-94612.s3.amazonaws.com/documents/ALAMEDA-COUNTY-REGIONAL-ANALYSIS-OF-IMPEDIMENTS-TO-FAIR-HOUSING-Final-AI_Combined_2-24-20.pdf

2.2 Public Participation Themes

Across discussion groups, workshops, and other community engagement events, several key themes emerged that informed development of this Housing Element Update’s goals, policies, and actions. This list is not comprehensive, but the key themes listed below are reflected in the overarching goals identified in Chapter 4: Housing Action Plan. The goals, policies, and actions seek to significantly address disparities in housing needs and in access to opportunity, replace segregated living patterns with truly integrated and balanced living patterns, transform racially and ethnically concentrated areas of poverty into areas of opportunity, foster and maintain compliance with civil rights, and affirmatively further fair housing.

- **Address Homelessness: “Housing is a Human Right.”** A common refrain from participants was that Oakland should recognize housing as a human right and focus on addressing the homelessness crisis. As experts from the National Law Center on Homelessness and Poverty note, “a right to adequate housing is not a requirement that states build free housing for the entire population, rather, it devotes resources and protective measures to prevent homelessness, discrimination, and promote permanent stable housing.”¹² Participants expressed distrust with the City and frustration with the current unaffordability of housing and ongoing displacement. They suggested a wide variety of strategies to house the unhoused community, including treating unhoused populations with dignity, stopping the current encampment management policy, more flexible building types, temporary units, permanent supportive housing, RVs/safe parking zones, tiny homes, manufactured housing, and working with the unhoused community to understand their needs and priorities. Participants discussed methods for addressing the homelessness crisis, including a moratorium on market rate housing to balance the speed at which housing is built with the need to ensure that new housing is high-quality, affordable, and habitable, partnering with community groups that work with unhoused communities, and creating housing options that include wrap-around services. The Housing Element incorporates this input in the following ways:
 - **Goals:** 1, 2, 3, 4
 - **Policies:** 1.1, 2.2, 3.1, 3.3, 3.5, 3.6, 3.7, 4.1, 4.2, 4.3
 - **Actions:** 1.1.1 through 1.1.13, 2.2.1 through 2.2.8, 3.1.1, 3.1.2, 3.3.1 through 3.3.7, 3.3.9, 3.3.11 through 3.3.15, 3.3.17, 3.3.18, 3.5.1 through 3.5.3, 3.6.1, 3.6.2, 3.6.5, 3.7.1, 3.7.2, 3.7.4, 3.7.6, 4.1.1 through 4.1.5, 4.2.1 through 4.2.5, 4.3.1 through 4.3.4
- **Protect Oakland Residents from Displacement and Preserve Existing Affordable Housing.** Over the last two decades, housing costs in Oakland have risen dramatically – meaning many Oakland residents cannot afford to buy or rent a home within their own neighborhood. Participants expressed frustration with increasing displacement pressures while the stock of affordable housing throughout the city decreases, including both subsidized housing and “naturally occurring affordable housing” – or unsubsidized housing that is affordable at market prices. Participants

¹² <https://www.kqed.org/news/11801176/what-would-housing-as-a-human-right-look-like-in-california>

also discussed how Oakland’s cultural institutions and history are at risk of loss due to continuing gentrification. To mitigate the pressures of displacement and gentrification, Oakland residents suggested a number of potential anti-displacement strategies, including enhanced rent stabilization measures, stronger just cause for eviction protections, increased enforcement of anti-harassment tenant protections, and historic preservation programs to preserve cultural institutions. Participants also discussed ways to preserve the city’s existing affordable housing stock, including the implementation of a Community/Tenant Opportunity to Purchase Act, innovative solutions to maintain permanent affordability like community land trusts, additional acquisition and conversion to affordable housing efforts, live/work preferences for Oakland residents, and programs to physically rehabilitate homes to allow long-time residents to enjoy new community amenities. Participants also pointed to a need for better data collection to ensure accountability and to better understand and target anti-displacement resources. The Housing Element incorporates this input as through the following goals, policies, and actions:

- **Goals:** 1, 2
- **Policies:** 1.1, 2.1, 2.2, 3.5
- **Actions:** 1.1.1 through 1.1.13, 2.1.1 through 2.1.6, 2.2.1 through 2.2.8, 3.3.12, 3.3.18, 3.5.1, 3.5.2, 3.5.4
- **Focus on Building more Housing Affordable to Extremely Low, Very Low, Low, and Moderate Incomes.** Producing new affordable and deeply affordable housing options was identified as a key strategy to prevent displacement. There were varying opinions about new market rate housing; some participants expressed that the City is currently facing a housing supply shortage, and must add new units of all types, while other participants felt that the City most sorely needs affordable housing and as such should focus explicitly on this type of construction. Groups discussed a wide range of strategies to build more inclusive neighborhoods add more affordable housing units in Oakland, including: legalizing existing nonconforming housing units, inclusionary zoning, changing the zoning to increase density in primarily single-family areas like Rockridge, supporting homeowners in the construction of additional dwelling units (ADUs), City land acquisitions to build new permanently affordable housing and create community land trusts, and reducing the amount of discretionary review required for new housing projects. Other recommendations included creating housing commission and neighborhood planning councils for ongoing resident leadership to decide the kind of housing development. The City of Oakland recognizes the need to increase housing supply generally, and, with priority given to increasing housing affordable to very-low-, low-, and moderate-income households in the following ways:
 - **Goals:** 3
 - **Policies:** 3.1 through 3.8
 - **Actions:** 3.1.1, 3.1.2, 3.2.1 through 3.2.5, 3.3.1 through 3.3.18, 3.4.1 through 3.4.10, 3.5.1 through 3.5.4, 3.6.1 through 3.6.5, 3.7.4 through 3.7.6
- **Address Housing Quality Issues.** Housing quality issues can have detrimental impacts on people’s physical and mental health. Through neighborhood outreach

processes, many Oaklanders described housing quality issues they were living with, such as overcrowding, unsafe building conditions, and lack of maintenance, caused by landlord neglect, lack of funds for upkeep or housing burden, or fear of reporting these issues. Community-recommended strategies to address these issues included programs/grants to landlords and homeowners to make repairs; universal design to allow all Oaklanders to remain in their homes as they age, or to help mobility-impaired residents; and tax credits or programs to address other housing habitability concerns, like indoor air quality. The Housing Element addresses housing quality issues in the following ways:

- **Goals:** 2, 5
- **Policies:** 2.1, 5.2
- **Actions:** 2.1.1 through 2.1.6, 3.3.12, 5.2.1, 5.2.5
- **Keep Oakland Communities Together.** All Oakland neighborhoods are deserving of high-quality amenities, more affordable housing, and other public investments, especially in areas that have suffered from disinvestment of the past. However, concerns about gentrification and displacement associated with new investment were top of mind for many Oaklanders. Scores of people expressed how difficult it was to pay the rent in light of rising costs. People who have long generational roots in Oakland have been displaced but continue to come to Oakland to be with community and work. This includes a significant loss (30 percent) of Oakland’s Black population from 2000 to 2019. As some community members noted, Oakland neighborhoods are like villages where people care for and nurture each other, and displacement means these villages are fragmented, and culture is lost. Oaklanders recommended creative ways to bring back displaced people as homeowners, such as support for co-ops, land trusts, and shared multi-unit buildings. Other creative ways to prevent displacement include creation of cultural district/anti-displacement zones, a human health/socioeconomic impacts analysis to analyze displacement and homeless impacts of market rate projects before the City provides permits or zoning changes. Another way they saw keeping Oakland communities together was through investment to the most impacted communities via municipal reparation to redress Oakland’s history of eminent domain and urban renewal and for Black Americans who are descendants of chattel slavery. The Housing Element addresses displacement and cultural preservation in the following ways:
 - **Goals:** 1, 2, 5
 - **Policies:** 1.1, 2.2, 3.5, 5.1, 5.3
 - **Actions:** 1.1.1 through 1.1.13, 2.1.4, 2.2.1 through 2.2.8, 3.2.2, 3.3.8, 3.3.12, 3.3.18, 3.5.1 through 3.5.4, 5.1.1 through 5.1.3, 5.3.1 through 5.3.3
- **Building in Accountability and Success Metrics.** Oaklanders desire more transparency around housing issues and actions in the City, and to be heard by elected officials and City departments stressing the importance of setting transparent and data-driven metrics to measure the success of various housing programs, and building in accountability measures to ensure that the City can meet its goals. The

Housing Elements aims to increase transparency and accountability in the following ways:

- **Goals:** 1 through 5
- **Policies:** 1.1, 2.1, 3.2, 3.3, 3.7, 4.1, 4.2, 4.3, 5.1, 5.2
- **Actions:** 1.1.7, 1.1.8, 2.1.3, 3.2.5, 3.3.17, 3.3.13, 3.7.1, 4.1.2, 4.2.4, 4.3.1, 5.1.1, 5.1.2, 5.1.3 5.2.9

This page intentionally left blank.

3 Summary of the Housing Sites Inventory

The housing element of the general plan must include an inventory of land suitable and available for residential development to meet the city’s regional housing need allocation by income level. This inventory is known as the Housing Sites Inventory (“Inventory”). This chapter provides a summary of the full Sites Inventory, available in Appendix C.

3.1 Regional Housing Needs Allocation

As required by State housing law, all California cities, towns and counties must plan for the housing needs of all their residents, at various income levels. This number is called the Regional Housing Needs Allocation (RHNA). For the planning period 2023 to 2031 (also known as the 6th housing cycle), Oakland must plan for 26,251 new units, a nearly 77.8 percent increase from the prior cycle’s allocation of 14,765 new units. Table 3-1 shows the income breakdown of the RHNA with an additional buffer, as recommended by the State, to account for any loss due to reductions in density.

Table 3-1: Oakland Regional Housing Needs Assessment, 2023-2031

<i>Income Level¹</i>	<i>Needed Units</i>	<i>Needed Units with 15% Buffer</i>	<i>Percent of Needed Units</i>
Very-Low-Income (0-50% AMI)	6,511	7,488	24.8%
<i>Extremely-Low-Income (<30% AMI; part of Very-Low-Income in previous row)²</i>	3,256	3,745	-
Low-Income (51-80% AMI)	3,750	4,313	14.3%
Moderate-Income (81-120% AMI)	4,457	5,126	17.0%
Above-Moderate-Income (>120% AMI)	11,533	13,263	43.9%
Total	26,251	30,189	100.0%

1. Income levels were determined by county median household income based on 2014-2018 American Community Survey data (Table B19013). The median income in Alameda County during this period was \$92,574.

2. Extremely-low-income housing need is assumed to be 50 percent of very-low-income housing need, pursuant to Government Code Section 65583(a). Although extremely-low-income housing need is not explicitly projected in the RHNA, this group often requires the most subsidy and assistance to generate a sufficient number of housing units.

Source: ABAG, *Final RHNA Plan, December 2021*

3.2 Capacity to Accommodate the RHNA

Government Code Section 65583.2(c) requires that local jurisdictions determine their realistic capacity for new housing growth by means of a parcel-level analysis of land resources with the potential to accommodate residential uses. The analysis of potential to accommodate new housing growth considered physical and regulatory constraints, including: lot area and configuration, environmental factors (e.g. slope, sensitive habitat, flood risk), allowable density, and other development standards such as parking requirements and building height limits.

Based on the City's current General Plan and zoning regulations, there is sufficient capacity to accommodate its RHNA allocation with a buffer. In addition, rezoning will also occur in select areas to accommodate additional density such as parcels around BART stations, along transit corridors, and in existing residential neighborhoods to allow for "missing middle" housing. Sites included in the inventory reflect those that are most likely to develop during the planning period and meet the RHNA; as the development potential of sites newly made available by one of these rezoning efforts is difficult to project, these new sites are not considered as part of this inventory.

The Inventory identifies sufficiently zoned land to accommodate the RHNA at all income levels. The inventory is divided into two major groups:

- Sites where development is underway or approved (known as "pipeline projects") or otherwise can be credited to meet the RHNA (such as Accessory Dwelling Units, or ADUs); and
- Opportunity sites where additional development could occur. This includes 1) potential development projects, where projects may be in pre-approval; sites from the previous RHNA cycle that remain available for development; and new opportunity sites, which includes both vacant and non-vacant sites and consists of City-owned sites, sites owned by Bay Area Rapid Transit (BART), sites located within a specific plan area, and other sites with expressed or potential development interest.

The analysis of nonvacant properties included only those properties with realistic potential for additional development or "recycling", in light of 1) existing uses on the site; 2) prevailing market conditions; 3) recent development trends; 4) expressed interests in housing development from property owners or developers; and 5) regulatory and/or other incentives to encourage recycling or intensification of existing development.

A summary of capacity by housing units to meet the RHNA is provided in Table 3-2, below. The complete 2023-2031 Inventory is provided in Table C25 of Appendix C, and can be seen in Figure 3-1 below.

Table 3-2: Summary of Residential Capacity to Accommodate the 2023-2031 RHNA

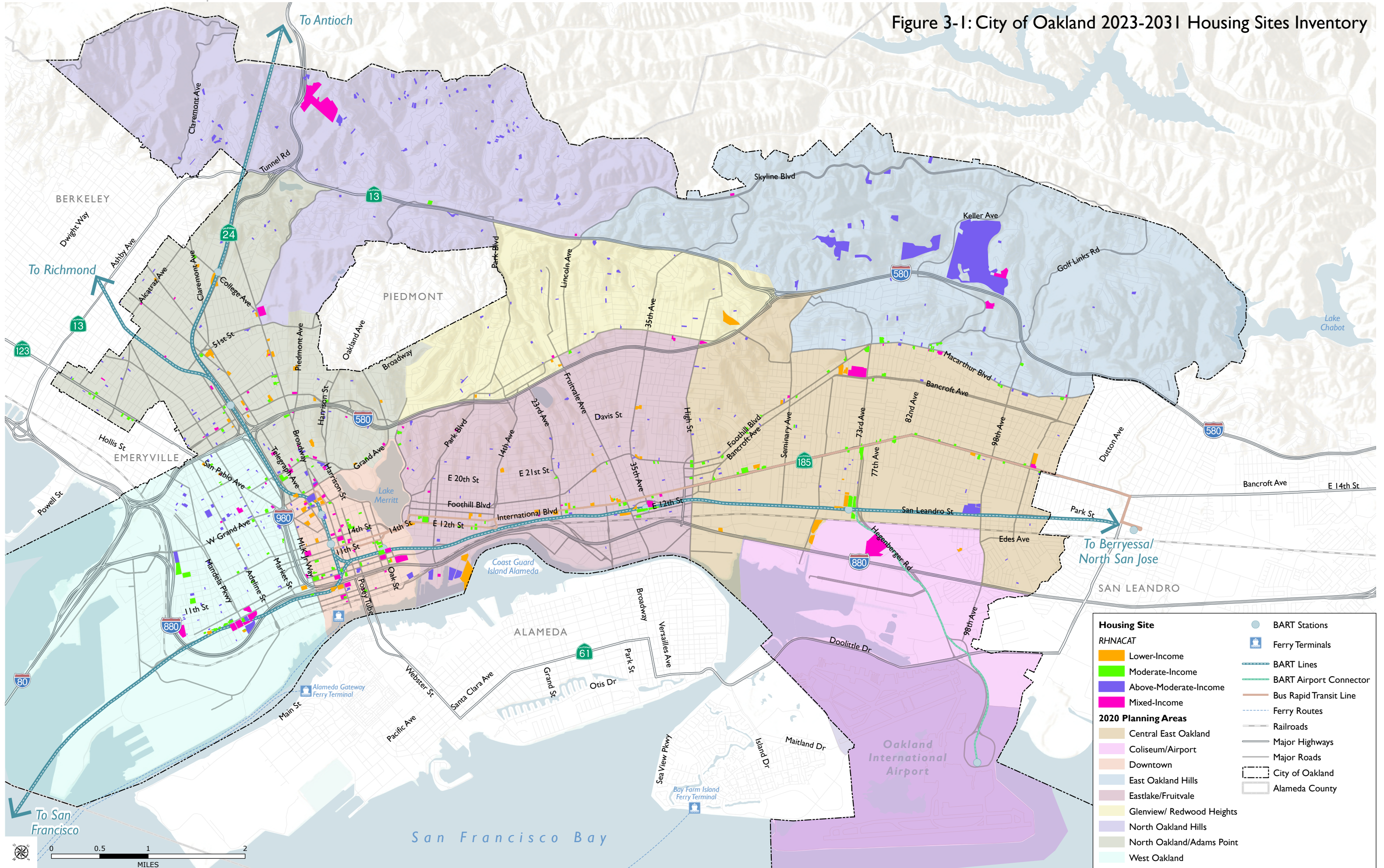
	Residential Units				Total
	Very-Low-Income ^{1,2}	Low-Income ¹	Moderate-Income	Above-Moderate-Income	
Total Credits	2,183	2,388	364	9,718	14,653
<i>Pipeline Projects</i>	1,213	1,498	166	9,716	12,593
<i>Projected ADUs</i>	890	890	198	0	1,978
<i>Adequate Sites Alternative</i>	80	0	0	2	82
Potential Development Projects	386	1,354	211	6,525	8,476
<i>Vacant</i>	225	846	27	1,832	2,930
<i>Non-Vacant</i>	161	508	184	4,693	5,546
Available 5th Cycle RHNA		714	4,029	688	688
<i>Vacant</i>		23	566	3	592
<i>Non-Vacant</i>		691	3,463	685	4,839
New Opportunity Sites		5,425	1,134	2,120	8,679
<i>Vacant</i>		142	200	0	342
<i>Non-Vacant</i>		5,283	934	2,120	8,337
Total Capacity		12,450	5,738	19,051	37,239
6th Cycle RHNA		10,261	4,457	11,533	26,251
<i>RHNA + 15% Buffer</i>		11,801	5,126	13,263	30,189
Surplus Over RHNA		2,189	1,281	7,518	10,988
		(121.3%)	(128.7%)	(165.2%)	(141.9%)

1. Low- and very-low-income capacity on opportunity sites is consolidated per default density assumptions as described in Government Code Section 65583.2(c)(3).

2. Extremely-low-income housing need is assumed to be 50% of the total very-low-income housing need, or about 3,256 units.

Source: ABAG, Final RHNA Plan, December 2021; City of Oakland, 2022

Figure 3-1: City of Oakland 2023-2031 Housing Sites Inventory



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

CREDITS TOWARDS THE RHNA

HCD Guidance provides that the RHNA can be accommodated by looking at 1) projects that are currently in the development pipeline; and 2) by considering alternative means of meeting the RHNA, such as projected accessory dwelling units (ADUs) and a limited number of rehabilitated, converted, or preserved units affordable to lower-income households.

Pipeline Projects

Pipeline projects are projects that have been approved, permitted, or will receive a Certificate of Occupancy during the projection period (June 30, 2022, to December 15, 2030) and can be credited toward the 6th cycle RHNA. Using data from the City's Accela permitting system, 336 pipeline projects with 12,593 units are spread across the city, with the majority in the Downtown, West Oakland, Eastlake/Fruitvale, and North Oakland/Adams Point areas. Based on the affordability levels or projected rents specified on the project proposal, approximately 21.5 percent of pipeline capacity is affordable for lower-income households, while 1.3 percent is affordable for moderate-income households. The remainder is assumed to be affordable for above-moderate-income households. All pipeline projects are shown in Table C-4, Table C-5, and Table C-6, and shown in Figure C-2 in Appendix C.

Projected ADUs

Cities may consider the development potential of ADUs or junior ADUs (JADUs) to meet the RHNA using past building permit approval patterns since 2018. From 2018 to 2021, approximately 247 permits were issued annually. Using a conservative estimate, the City anticipates approximately 1,978 ADUs, or approximately 247 average permits per year times eight years.) Annual ADU approvals are shown in Table C-7 in Appendix C. To estimate affordability during the projection period, the City used the results of its recent online survey of ADU owners.¹³ Projected ADU capacity by affordability level is shown in Appendix, Table C-8.

Adequate Alternative Sites

According to HCD, under "limited circumstances" a local government may credit up to 25 percent of their adequate sites requirement per income category through existing units.¹⁴ Limited circumstances refer to sites that are substantially rehabilitated; located on a foreclosed property or in a multifamily complex of three or more units converted from non-affordable to affordable rental; preserved at levels affordable to low- or very-low-income households with committed assistance; or preservation of mobile home parks through acquired spaces.

According to Oakland HCD's 2021-2023 Strategic Action Plan, the City has acquired and converted and/or preserved 600 affordable units between 2018 and 2020. As an ongoing City strategy, there are a number of units that the City will convert and/or preserve during the 2023-2031 planning period. The affordability of these projects reflects the actual affordability levels pursuant to the

¹³ This survey was conducted in preparation of the "Oakland ADU Initiative: Existing Conditions and Barriers Report," which was published January 2020 and revised June 2020. There were 56 responses to the question "How much does the current ADU occupant pay in rent per month? If the occupant is staying in the ADU for free, then mark \$0."

¹⁴ More specific conditions that sites included under this option must meet are provided by HCD on their website:

<https://www.hcd.ca.gov/community-development/building-blocks/site-inventory-analysis/adequate-sites-alternative.shtml>

regulatory agreements that will maintain such income-restricted units. These sites and their capacity are shown in Appendix C, Table C-9.

OPPORTUNITY SITES

Opportunity sites included in the Inventory are those likely to redevelop with housing considering recent development patterns as well as a variety of factors that indicate incentives to redevelop. These include both vacant and underutilized land in potential development projects, available 5th Cycle RHNA sites, and new opportunity sites identified as part of this cycle.

Potential Development Projects

While pipeline projects are those that have received planning approval or are in the building permit process, there are also a number of other potential projects at various stages in the planning process, including those in the pre-application stage and those with filed and under review planning permits. Such projects are considered likely to develop. These sites are shown in Appendix C, Table C-14.

Available 5th Cycle RHNA Sites

There are a number of opportunity sites selected as part of the 5th cycle RHNA that did not develop over the 2015-2023 period and are still available for housing. Pursuant to Government Code Section 65583.2(c), sites identified to accommodate a portion of Oakland's lower-income RHNA that were also contained in previous housing element cycles must be zoned at residential densities of at least 30 dwelling units per acre (du/ac) and must also be rezoned to allow for residential use by right for housing developments in which at least 20 percent of the units are affordable to lower income households. The proposed Inventory contains sites identified to accommodate a portion of Oakland's housing need for lower-income households that were included during the previous housing element cycles. Specific sites carried over from prior housing cycles are described in more detail in Appendix C, Table C-15.

New Opportunity Sites

New opportunity sites not included in previous housing element cycles were identified to meet the remaining RHNA. These sites include both vacant and non-vacant sites and consist of City-owned sites, sites owned by BART, sites located within a specific plan area, and other sites with expressed or potential development interest, including interest determined as part of a community mapping exercise. These sites can be found in Appendix C, Table C-16.

Site Selection and Capacity

As part of site analysis, a Housing Element also must demonstrate the projected residential development capacity of sites identified that can realistically be achieved. Creation of realistic assumptions involved survey of recently constructed and approved projects by base zone, density, and height; likelihood of residential conversion and infill development rates; and development capacity modifiers such as existing use on a site, and potential development incentives like low assessed value (AV) ratio (when the value of the land is greater than the existing structure) and low floor area ratio (when a building only takes up a small part of a lot.)

To identify adequate sites and determine realistic capacity, a parcel-based analysis was conducted in accordance with the State site requirements for very-low and low-income sites. Sites that were

excluded include non-residential projects already in development; sites without much incentive to redevelop; sites that were environmentally constrained by high fire risk, near fault lines, or within a 100-year flood plain; and sites with known contamination. In addition to these considerations, sites that are sought to be designated as capable of accommodating lower-income housing must meet the State-defined standard of 30 du/ac, known as the “default density”, and they must be between 0.5 and 10 acres. A robust description of the methodology and full table of realistic capacity is provided in Appendix C.

3.3 Assessing Housing Sites Through a Fair Housing Lens

The City of Oakland is committed to ensuring that all of its actions are “fair and just” and further racial equity in Oakland. At the same time, the Environmental Justice Element of the General Plan seeks to address equity issues—including adequate provision and support of affordable, healthy homes—in environmental justice communities. As explored in the [Environmental Justice and Racial Equity Baseline](#) (March 2022), there are many factors that contribute to the livability of a healthy community, ranging from physical aspects of the natural and built environment to less tangible aspects like historic, socioeconomic, and cultural settings and conditions. By assessing the housing sites inventory against Affirmatively Furthering Fair Housing (AFFH) criteria, the Housing Element is an important step in achieving an equitable future in Oakland.

As described in Appendix D, the site identification requirement in the context of affirmatively furthering fair housing involves not only an analysis of site capacity to accommodate the RHNA, but also whether the identified sites serve the purpose of replacing segregated living patterns with truly integrated and balanced living patterns, transforming racially and ethnically concentrated areas of poverty into areas of opportunity.¹⁵ Furthermore, this analysis will determine whether programs must be adopted to “make sites available” with appropriate zoning, development standards, and infrastructure capacity to accommodate the new development need.

Chart 3-1 summarizes the development process of the housing sites inventory and demonstrates how the inventory meets the criteria for AFFH. Sites were selected in a manner to further and prioritize investment in historically disadvantaged communities, to decrease displacement pressures, and to increase access to existing higher resourced neighborhoods.¹⁶ More information on each of the steps to identify additional sites for lower-income housing is available in Appendix C.

Chart 3-1: Housing Sites Inventory Development Process



¹⁵ Gov. Code, § 8890.50. subd. (b).

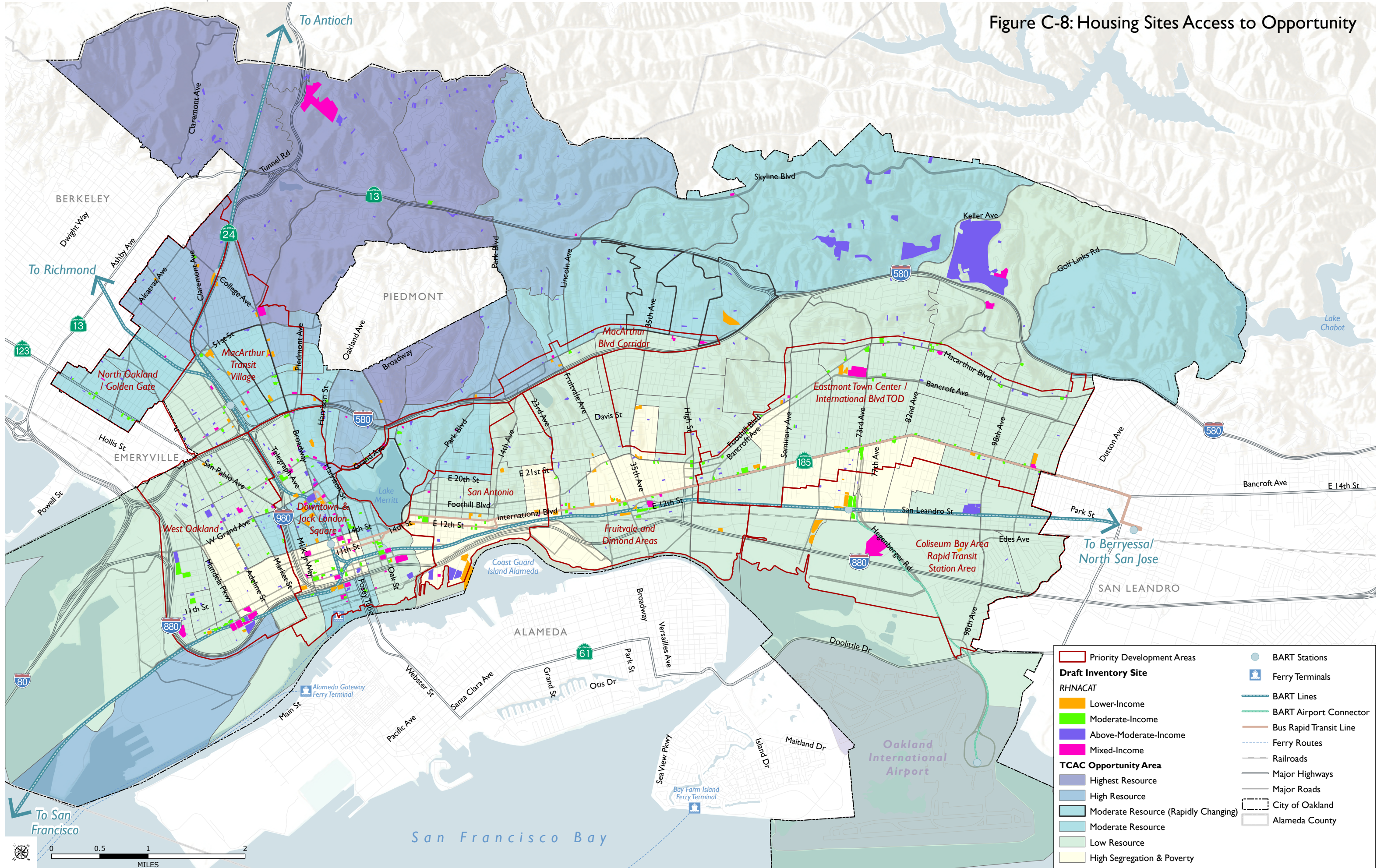
¹⁶ To quantify access to opportunity at the neighborhood level, State HCD and the California Tax Credit Allocation Committee (TCAC) convened to form the California Fair Housing Task Force to develop Opportunity Maps that visualize accessibility of low-income adults and children to resources within a jurisdiction. High Resource areas are those that offer low-income adults and children the best access to a high-quality education, economic advancement, and good physical and mental health.

The Inventory was developed in a manner consistent with the City’s mandate to affirmatively further fair housing (AFFH), pursuant to State law. Given the City’s inability to meet the 5th cycle RHNA for lower- and moderate-income households (see Appendix A), an emphasis was placed on locating sites appropriate for these income groups – particularly in higher resource areas. However, increasing access to existing high resource neighborhoods represents just one strategy to increase access to opportunity for lower-income households – the City is also committed to investing in “lower resource” neighborhoods to increase opportunity for the existing residents of those neighborhoods – described further in Appendix D and the Housing Action Plan. Many Oakland residents want to remain in the neighborhoods that they call home, and may not want to move to “higher-resource” areas which tend to be predominantly white and higher-income. Many existing ethnic enclaves offer resources like culturally-specific grocery stores, churches, language services, or other key access points that could be difficult to find elsewhere. Thus, efforts to increase access to exclusive neighborhoods must also be coupled with investment, cultural preservation, and anti-displacement efforts in lower-income neighborhoods and Racially or Ethnically Concentrated Areas of Poverty (R/ECAPs). In parallel with housing development, the City must invest in lower resource neighborhoods with a focus on improving opportunity and outcomes for existing residents—especially historically marginalized BIPOC communities—including investments in equitable access to transit, public facilities, food access, and other amenities.

The State and California Fair Housing Task Force use a series of Opportunity maps developed by the Tax Credit Allocation Committee (TCAC) and HCD to define areas of low to high opportunity using a set methodology. These maps, described more fully in Appendix D, indicate that a significant portion of Oakland is considered low resource or high segregation and poverty. As a result, while the RHNA is met for each income category based on pre-established housing sites in the Inventory, lower-income capacity in “moderate” to “highest” resource neighborhoods remained relatively low. Many of these areas are, in fact, in close proximity to Bay Area Rapid Transit (BART) and Alameda-Contra Costa Transit District (AC Transit) lines and are suitable to develop at the densities typically required for lower-income projects. For example, much of the Downtown area—which permits some of the highest densities in the city—is considered low to moderate resource.

Most residential capacity at all income levels is located in the low resource and high segregation and poverty areas, largely due to the fact that over 60.0 percent of land in Oakland is considered lower resource or high segregation and poverty per TCAC’s Opportunity Scores. The high and highest resource neighborhoods carry a relatively small portion of the total unit allocation – influenced by environmental constraints present in the Oakland Hills including fault zone hazards and fire risks, limited densities reflected in recent development patterns, and active pipeline projects. About 70.1 percent of Oakland’s highest resource areas are within a very high fire hazard severity zone, as are about 25.7 percent of the city’s high resource areas. Flooding also represents a risk in these areas (.6 percent in highest resource; 6.8 percent in high resource), as do earthquake fault zones (5.0 percent in highest resource; 2.2 percent in high resource) – see Appendix C for additional information. It should also be noted that ADU projections, which estimate significant numbers of units affordable to lower- and moderate-income households, are not included in these estimates. As these units are typically provided in lower-density and higher resource neighborhoods, they will further increase the proportion of lower-income housing available in these neighborhoods. The location of all sites contained in the Inventory compared to TCAC opportunity areas are provided in Figure 3-2 below.

Figure C-8: Housing Sites Access to Opportunity



Priority Development Areas	BART Stations
Draft Inventory Site	Ferry Terminals
RHNACAT	BART Lines
Lower-Income	BART Airport Connector
Moderate-Income	Bus Rapid Transit Line
Above-Moderate-Income	Ferry Routes
Mixed-Income	Railroads
TCAC Opportunity Area	Major Highways
Highest Resource	Major Roads
High Resource	City of Oakland
Moderate Resource (Rapidly Changing)	Alameda County
Moderate Resource	
Low Resource	
High Segregation & Poverty	

SOURCE: HCD AFFH Data and Mapping Resources - HCD & TCAC Opportunity Areas Mapping Analysis, 2021; ABAG, 2020; City of Oakland, 2021; ALAMEDA County GIS, 2021; Dyett & Bhatia, 2021

Increased provision of affordable housing in existing higher resource neighborhoods is a State priority to ensure that the City meets its requirements to affirmatively further fair housing. Therefore, the City undertook the additional effort to locate suitable supplemental sites appropriate for lower-income development in higher resource neighborhoods beyond the preliminary sites inventory – which already met the RHNA in each income category. As discussed in Appendix C, the preliminary sites inventory consisted of active pipeline projects, projects with expressed developer interest, and other City- and community-identified underutilized sites without known environmental constraints and near amenities like transit. To identify supplemental sites, the City started with the entire universe of parcels in Oakland, and filtered out sites based on objective physical constraints and opportunity metrics. More information on these constraints and metrics can be found in Appendix C.

From this list of sites filtered by physical suitability characteristics, other important decision factors were applied, including: sites within moderate to highest resource TCAC Opportunity Areas, within Priority Development Areas (PDAs), within a half-mile of a BART station, and within a “transit-rich” area as defined by the Metropolitan Transportation Commission (MTC).¹⁷ After completing this exercise, an additional 70 potential sites were identified – generally in the North Oakland/Adams Point, Eastlake/Fruitvale, Glenview/Redwood Heights, North Oakland Hills, and Downtown areas. Among these, 15 parcels sites were identified as supplemental sites that would further AFFH objectives. Feasibility of future residential development on these additional sites were “ground-truthed” by City staff based on underutilization, local knowledge of the sites, and aerial images of the current state of the property. Figure C-7 in Appendix C maps the locations of these supplemental “AFFH sites.”

An affirmative effort was made to locate affordable housing in higher resource neighborhoods to reduce patterns of exclusion and segregation, and the City remains committed to increasing opportunity in neighborhoods that have experienced historic disinvestment. Providing opportunity for lower-income households must be a multipronged approach – the provision of affordable housing in areas that are already higher resourced must be coupled with continued investments in place-based strategies for historically marginalized neighborhoods. As outlined in Appendix D, the production of affordable housing and other strategies that enhance opportunity and housing security where lower-income residents already live—including gentrifying neighborhoods that face significant displacement pressures—must complement strategies to locate additional affordable housing in existing high-opportunity areas.

These actions, as outlined in the Housing Action Plan (Chapter 4) will ensure that lower-income housing does not become concentrated in neighborhoods without active efforts to provide the needed place-based strategies to let historic Oakland neighborhoods thrive. Further, rezoning actions included in the Housing Action Plan will increase the number of sites viable for lower-income housing in high resource neighborhoods; however, since the City is able to meet the RHNA under existing zoning and due to the difficulty associated with projecting the affordability and capacity of sites newly made available for housing during the planning period, sites resulting from these actions are not considered in the sites inventory. Further, the City remains committed to enacting strong tenant protections and anti-displacement strategies to ensure that the same market forces that

¹⁷ A transit-rich area is defined by MTC as one in which 50 percent of the area is within one half-mile of the following: an existing rail station or ferry terminal (with bus or rail service); a bus stop with peak service frequency of 15 minutes or less; and a planned rail station or planned ferry terminal (with bus or rail service) in the most recently adopted fiscally-constrained Regional Transportation Plan.

promote market rate development in gentrifying neighborhoods do not lead to the displacement of residents who call that neighborhood home.

4 Housing Action Plan

4.1 Goals, Policies, and Actions

This chapter includes the City of Oakland’s goals, policies, and actions critical to respond to increasing housing pressures in Oakland. First, this Housing Element identifies a foundational framework of five overarching goals to comprehensively address the housing crisis and needs of Oaklanders. The goals seek to significantly address disparities in housing needs and access to opportunity, replace segregated living patterns with truly integrated and balanced living patterns, transform racially and ethnically concentrated areas of poverty into areas of opportunity, foster and maintain compliance with civil rights, and affirmatively further fair housing. The five goals are:

1. Protect Oakland Residents from Displacement and Prevent Homelessness
2. Preserve and Improve Existing Housing Stock
3. Expand Affordable Housing Opportunities
4. Address Homelessness and Expand Resources for the Unhoused
5. Promote Neighborhood Stability and Health

While these five goals provide an overall framework for addressing the multifaceted housing crisis, the policies and actions specify the means for implementing those goals. Actions include both programs currently in operation as well as new actions needed to address the city’s housing needs.

Goal 1. Protect Oakland Residents from Displacement and Prevent Homelessness

The San Francisco Bay Area is decades into an extreme housing crisis, and Oakland is at the center of that crisis. Housing production, and particularly affordable housing production, has not kept pace with the region’s economic growth. Because Oakland’s rental and housing market has traditionally been less expensive than other Bay Area cities, Oakland residents experience disproportionately high displacement pressure. As a result, many Oakland

residents cannot afford to buy or rent a home within their own neighborhood.¹⁸ As households displaced from more expensive Bay Area communities search for more affordable housing options in Oakland and higher-income households continue to move into the city, Oakland’s existing residents continue to bear the brunt of the Bay Area’s housing crisis.¹⁹ Community investment, including building new housing, is crucial for all Oakland neighborhoods to prevent displacement.²⁰ With demand outpacing the limited housing supply, competition for finite units and the resulting rising rents may create displacement pressure on low-income residents. Research by the Changing Cities Research Lab at Stanford University and the Federal Reserve Bank of San Francisco on credit score data shows that lower income residents who move from historically Black neighborhoods tend to move to neighborhoods with lower housing values and health scores, suggesting movement under constrained circumstances; over time, fewer of these low-income movers stayed within Oakland or moved into Oakland as affordable options declined.²¹ Rising rents are a factor in increasing rates of homelessness. According to a 2019 survey, 11 percent of unsheltered Oakland residents report that rent increases were a primary cause of homelessness, in addition to job loss (13 percent) and other money issues (10 percent).²²

Oakland is committed to enabling renters and owners to stay in their homes and communities, eliminating all involuntary moves out of the city. Goals and policies that are part of a comprehensive protection strategy are designed to prevent displacement and homelessness, and to ensure that low-income renters and homeowners have supports they need to stay in their homes and communities as increased neighborhood investment occurs.

HOW THIS GOAL AFFIRMATIVELY FURTHERS FAIR HOUSING

To meet the City’s equity goals and mandate to affirmatively further fair housing, this goal—including the policies and actions contained within—will advance the City’s commitment to reducing racial and economic disparities across Oakland. This goal seeks to protect from displacement pressures and prevent homelessness, both of which disproportionately impact Black, Indigenous, and People of Color (BIPOC) communities throughout Oakland. For instance, enhanced tenant protections will crack down on tenant-based racial discrimination in the housing market. This will be particularly important as the eviction moratorium established during the COVID-19 pandemic eventually comes to an end, and further pressure is exerted on the residential rental market.

¹⁸ Policy Link, “A Roadmap Toward Equity: Housing Solutions for Oakland, California.” 2015.

¹⁹ Urban Displacement Project, “Mapping Displacement, Gentrification, and Exclusion in the San Francisco Bay Area.” 2018. Available at <https://www.urbandisplacement.org/maps/sf-bay-area-gentrification-and-displacement/>.

²⁰ Office of Policy Development and Research, U.S. Department of Housing and Urban Development, “Displacement of Lower-Income Families in Urban Areas Report.” May 2018. Available at <https://www.huduser.gov/portal/sites/default/files/pdf/DisplacementReport.pdf>.

²¹ Hwang, Jackelyn, and Vineet Gupta. “Residential and Neighborhood Instability in Oakland.” 2021. Available at <https://crl.stanford.edu/publications/residential-and-neighborhood-instability-in-oakland>.

²² City of Oakland, “Homelessness County & Survey: Comprehensive Report.” 2019. Available at https://everyonehome.org/wp-content/uploads/2019/12/2019HIRDReport_Oakland_2019-Final.pdf.

Rent stabilization and just cause protections also ensure that as more amenities are added to a neighborhood (and it becomes higher resource), the existing diverse residents are able to stay. Residents of historically disinvested neighborhoods should be able to remain in their homes and enjoy the results of improved amenities and increased services. In the long-term, this will enhance access to opportunity for historically marginalized and disadvantaged communities. Further, by pursuing live/work preferences for Oakland residents and taking actions to assist tenants at risk of eviction, Oakland helps tenants avoid displacement or concentration in disadvantaged neighborhoods.

Through more robust data collection efforts, the City will also be able to better identify and correct barriers to opportunity. These efforts include the creation of a rental registry and other displacement measure tracking. More accurate data will also ensure that the City is able to better target its existing and future housing resources to generate the maximum impact.

POLICY 1.1. TENANT PROTECTIONS AND ANTI-DISPLACEMENT

Action 1.1.1: Continue to Implement the Rent Adjustment Program (RAP).

The RAP limits rent increases on units covered by the Rent Adjustment Ordinance (Chapter 8.22 of the Oakland Municipal Code) based on a formula tied to increases in the Consumer Price Index. These provisions were further strengthened in 2017. The City will continue to implement the RAP and enforce the Rent Adjustment Ordinance. The City also enforces AB 1482 rent increase caps and just provisions for certain units not covered by the City's ordinances.

Responsible Party: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Annual Rent Adjustment Fee*

Timeframe: *Ongoing, 2023-2031*

Objective: *All tenant rights and protections under applicable City and State law will be enforced.*

Action 1.1.2: Enforce Just Cause for Eviction measures.

Just Cause for Evictions protections are enforced as part of the RAP, and are contained within Chapter 8.22, Article II of the Oakland Municipal Code. The City will continue to enforce just cause measures and will expand tenant protections as feasible—including clarifying and limiting the definition of nuisance or other just cause evictions.

Responsible Party: *Oakland Planning & Building Department; Oakland Public Works Department; Oakland Department of Housing and Community Development; Oakland Department of Transportation*

Potential Funding Source: *Annual Rent Adjustment Fee*

Timeframe: *Ongoing, 2023-2031*

Objective: *All tenant rights and protections under applicable City and State law will be enforced.*

Action 1.1.3: Strengthen Ellis Act Ordinance protections.

The Ellis Act is statewide law that permits property owners to terminate tenancy when withdrawing residential units from the rental market. Although the City cannot prohibit Ellis Act evictions, it has adopted the Ellis Act Ordinance (Chapter 8.22, Article III of the Oakland Municipal Code) to set specific requirements that must be followed when removing a property to discourage violations of the Act and prevent the displacement of renters. The City will continue to enforce the Ordinance and strengthen renter protections—including proactive enforcement of eviction protections—in case of an Ellis Act eviction where feasible. The City will also join neighboring Bay Area cities to advocate for statewide reform to the Ellis Act to stabilize rental housing.

Responsible Party: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Annual Rent Adjustment Fee*

Timeframe: *Ongoing, 2023-2031*

Objective: *All tenant rights and protections under applicable City and State law will be enforced.*

Action 1.1.4: Implement and expand tenant relocation measures.

On January 16, 2018, the City of Oakland passed the Uniform Residential Tenant Relocation Ordinance (Ord. No. 13468) to establish a uniform schedule of relocation payments which are now extended to tenants evicted when the owner or qualifying relative moves in and for other “no tenant fault” evictions. The Uniform Relocation Ordinance (Ordinance) requires owners to provide relocation payments to tenants displaced by code compliance activities, owner or relative move-ins, Ellis Act activity, and condominium conversions. The City will continue to implement and enforce the Ordinance, adjusting base payments for inflation annually on July 1st. Additional relocation payments shall be required for tenant households in rental units that include lower-income, elderly or disabled tenants, and/or minor children.

Responsible Party: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Annual Rent Adjustment Fee*

Timeframe: *Ongoing, 2023-2031*

Objective: *All tenant rights and protections under applicable City and State law will be enforced.*

Action 1.1.5: Provide eviction defense and implement a right to counseling.

The City will explore the feasibility of implementing a tenant right to counsel, where all tenants who receive an eviction notice or have been served with an unlawful detainer lawsuit have right to free legal representation. This may include partnering with nonprofit organizations to provide those services.

Responsible Party: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Private donations or other local, State or federal sources as available*

Timeframe: *Ongoing, 2023- 2031*

Objective: *As funding permits, all tenants facing eviction will be provided with counsel to represent them during eviction proceedings.*

Action 1.1.6: Expand rent control in a limited manner to maintain affordability.

Rent control measures are outlined in Oakland’s Rent Adjustment Ordinance and enforced through the RAP. Units are covered by the Rent Adjustment Ordinance if they are within a building built prior to 1983 and there are two or more units in the building. The City will consider a limited expansion of the number of units subject to rent control to maintain affordability.

Responsible Party: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Annual Rent Adjustment Fee*

Timeframe: *Ongoing, 2023-2031*

Objective: *To the extent permitted by State law, Oakland will expand renter protections.*

Action 1.1.7: Monitor neighborhood displacement risk factors.

As the effects of the COVID-19 pandemic continue to unfold and eviction moratoriums lift, there is an urgent need to monitor displacement pressures. The City will regularly monitor displacement risk factors—including rising housing costs, rapid demographic changes, neighborhood instability, and trends in out- and in-migration across neighborhoods in Oakland—to understand local displacement risk. This data will be used to better target anti-displacement programs and prioritize neighborhoods with a high risk of displacement. This data will also be used to better understand the causes of displacement and help tailor City programs to meet existing housing needs. The City will carry out the bi-annual Resident Mini Pulse Survey on the state of housing security as part of these monitoring efforts.

Responsible Party: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Annual Rent Adjustment fee*

Timeframe: *Ongoing, 2023-2031*

Objective: *The City of Oakland will include displacement-related statistics in a broader housing or community dashboard available on the City website.*

Action 1.1.8: Create and maintain a rental housing registry.

A rental housing registry is a database of all rental units within Oakland and would be used to track properties subject to rent control provisions, Just Cause for Eviction measures, and other property-specific policies and requirements. RAP staff have been studying the effectiveness of a rental housing registry in Oakland and plan to present initial findings to City Council during the summer of 2022. The City could use data collected in the rental housing registry to monitor and understand neighborhood change at a more granular level, to better target anti-displacement policies, and ensure that rent increases are compatible with tenant protection law.

Responsible Party: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Annual Rent Adjustment Fee*

Timeframe: *Ongoing, 2023-2031*

Objective: *By 2023, the City will design and implement a rental housing registry.*

Action 1.1.9: Continue and expand the Tenant Protection Ordinance (TPO).

The TPO (Chapter 8.22, Article V of the Oakland Municipal Code) is meant to deter harassment by property owners and provide tenants legal recourse if they are harassed by the property owner. The TPO provides civil remedies for violations and implements tenant anti-harassment actions. The City will continue to enforce the TPO and expand anti-harassment protections, including tenant protections in ADUs.

Responsible Party: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Annual Rent Adjustment Fee*

Timeframe: *Ongoing, 2023-2031*

Objective: *All tenant rights and protections under applicable City and State law will be enforced.*

Action 1.1.10: Enforce the tenant right to return.

Currently, through the Tenant Move Out Agreement Ordinance, Oakland renters have the right to return to their rental unit after certain no-fault evictions, such as code compliance evictions after the repairs are completed or Ellis Act evictions if the units are re-rented. Further, State law (SB 330) requires that property developers provide the right to return for

low-income renters when a property is demolished and redeveloped, and that the charged rent must be affordable. The City will increase awareness of State and local requirements and will enforce affordability requirements in new development projects. Further, pursuant to Action 2.2.5 the City will extend this right beyond the sunset date of SB 330.

Responsible Party: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Annual Rent Adjustment Fee*

Timeframe: *Ongoing, 2023-2031*

Objective: *All tenant rights and protections under applicable City and State law will be enforced.*

Action 1.1.11: Provide a local preference in affordable housing projects.

The City will continue to implement a preference for Oaklanders who have been displaced, neighborhood residents, Oakland residents and Oakland workers in the selection of tenants or homebuyers for affordable housing projects and programs assisted by City housing Notice of Funding Availability (NOFA) funds.

Responsible Party: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Annual Rent Adjustment Fee*

Timeframe: *Ongoing, 2023-2031*

Objective: *The City will continue to provide Oakland residents and workers a preference for City-funded affordable housing to the extent allowed by law and the constraints of other involved funding sources.*

Action 1.1.12: Negotiate for appropriate community benefits during development agreement approvals for major entitlements and use of City land.

While negotiating development agreements with developers for large scale market-rate and non-residential projects on City land or development agreements requiring complex, multi-phase entitlements, the City will advocate for appropriate community benefits to mitigate any displacement pressures that result from the development. This may include increased levels of required affordable housing units. The City will consult with community-based organizations and residents impacted by developments to evaluate the extent of community benefits required to properly mitigate displacement impacts.

Responsible Party: *Oakland Planning & Building Department, Oakland Department of Housing and Community Development*

Potential Funding Source: *Permit fees*

Timeframe: *Ongoing, 2023-2031*

Objective: *Significantly reduce displacement pressures through negotiating appropriate community benefits during the development agreements process.*

Action 1.1.13: Prevent Oakland residents from becoming homeless/Fewer people become homeless.

Keep Oakland Housed (a public-private partnership), the federally funded Emergency Rental Assistance Program (ERAP), and Lifelong Medical Care Services that help renters from becoming homeless through rental assistance, legal advice, housing counseling, and case management.

The City will continue to support and align City, Alameda County, and private partners (such as community-based and faith-based organizations that have roots in communities whose members are disproportionately at risk of homelessness) to strengthen their capacity to prevent displacement and respond effectively when people are experiencing a housing crisis, as well as expanding these types of programs and designing new ones that identify, assist, and prioritize funding for those who are most at risk of becoming homeless. In addition, the City will continue to make information about tenant protection, anti-displacement, rental assistance, and homelessness services available on the City's website and at City facilities and strive to improve public awareness of these programs. These efforts are especially key in the wake of the COVID-19 crisis and the eventual end of the eviction moratorium. Additional tenant protection actions are included in Actions 1.1.1-1.1.10.

Responsible Party: *Oakland Human Services Department; Oakland Housing and Community Development Department*

Potential Funding Source: *Federal ERAP funds, private contributions, other local, State, and federal resources as available*

Timeframe: *Ongoing, 2023-2031*

Objective: *100% of available rent relief and eviction prevention funds are spent according to funder guidelines.*

Goal 2. Preserve and Improve Existing Affordable Housing Stock

Oakland's existing affordable housing stock is an important resource for the city's lower- and moderate-income population. Housing preservation means retaining existing built affordable housing and extending its affordability for current and future tenants. Preventing the loss of valuable existing affordable units is a cost-effective way of maintaining this resource as well as keeping existing residents who may be more vulnerable to increasing cost pressures in their homes.

Preservation, improvement, and maintenance also have health and equity co-benefits—addressing housing habitability issues can help to narrow inequitable racial and ethnic gaps in substandard housing conditions and reduce the burden of maintenance challenges for lower-income homeowners. This goal includes policies and actions that conserve and improve existing housing stock.

HOW THIS GOAL AFFIRMATIVELY FURTHERS FAIR HOUSING

This goal sets forth several policies and actions that will advance fair housing in Oakland. Actions that physically rehabilitate housing units and make other safety improvements to the existing housing stock reduce displacement and ensure longtime residents are able to enjoy new community amenities. This physical rehabilitation also improves the environmental determinants of health, thereby advancing the City’s Environmental Justice goals. Further, as discussed in Appendices B and D, BIPOC residents of Oakland are disproportionately impacted by substandard housing issues. Actions contained within this goal will reduce the prevalence of these substandard housing issues citywide. Universal design strategies will also increase housing access for seniors and people with disabilities.

Further, actions that preserve the affordability of existing homes also play a key role in preventing displacement and allowing lower-income and BIPOC tenants to remain in place despite the gentrification of their neighborhoods. These actions include range from resale controls to demolition and conversion protections. A Community Opportunity to Purchase/Tenant Opportunity to Purchase Act, if adopted, would allow for tenants to access the wealth building and stability of benefits of homeownership. Historic preservation actions also preserve cultural institutions and history that would otherwise be at risk of loss due to gentrification.

POLICY 2.1 EXISTING HOUSING STOCK IMPROVEMENT

Action 2.1.1: Support home rehabilitation programs.

The City will continue to provide housing rehabilitation assistance to very low- and low-income homeowners and homeowners with special housing needs to address code violations, repair to major building systems in danger of failure, abatement of lead-based paint hazards, minor home repairs for seniors, and emergency repairs:

- Home Maintenance & Improvement Program (HMIP) Deferred Loan Program
- Emergency Home Repair Program Loan Program
- Weatherization and Energy Retrofit Loan Program
- Alameda County Minor Home Repair Grant Program
- Lead Hazard Control and Paint Program
- Neighborhood Housing Rehabilitation Program
- Access Improvement Program

The City will engage local partners and fair housing experts to help promote awareness of, and broad participation in these programs. The City will continue to implement, annually review, and revise, as needed, program guidelines for housing rehabilitation assistance. The City will target resources, as possible, to expand opportunities throughout the community, including in lower-income and lower resource areas, and will strive to build community capacity and technical know-how by connecting homeowners with local labor to carry out home rehabilitation projects. This assistance will be particularly targeted to neighborhoods experiencing or at severe risk of displacement and gentrification. The City will also commit to explore additional funding sources for rehabilitation work beyond limited CDBG funds, which provides funding for many of Oakland HCD's programs.

Responsible Party: *Oakland Department of Housing and Community Development, Residential Lending Division*

Potential Funding Source: *Community Development Block Grants and potentially other funding sources as available*

Timeline: *Ongoing throughout the 2023-2031 period and beyond*

Objective: *As funding is available, the City of Oakland will continue to fund and operate home rehabilitation programs. At current funding trends, this will allow for approximately 80 rehabilitation projects each year.*

Action 2.1.2: Promote healthy homes and lead-safe housing.

The City will continue implementation of the Lead-Safe Homes Program to assist low- and moderate-income homeowners with lead paint identification and remediation, prioritizing resources for disadvantaged communities with high rates of asthma. The City will also continue to partner with the Alameda County Community Development Agency's Healthy Homes Department to provide education, lead-safety skills training, and on-site consultations for Oakland property owners and conduct lead poisoning prevention and asthma trigger interventions for Oakland residents. In accordance with Oakland's Equitable Climate Action Plan 2030, transition away from natural gas appliances, which has been proven to increase development of asthma in children by 24 percent.

Responsible Party: *Oakland Department of Housing and Community Development, Residential Lending Division*

Potential Funding Source: *Community Development Block Grants and potentially other funding sources as available*

Timeline: *Ongoing throughout the 2023-2031 period and beyond*

Objective: *As funding becomes available, the City of Oakland will implement programs to reduce health hazards from lead and natural gas appliances.*

Action 2.1.3: Conduct proactive rental inspections.

The City will develop a proactive, data-driven housing inspection program to track code compliance, with focus on safety, and housing quality among the City's rental stock. The City will work with community partners to develop appropriate enforcement mechanisms, including tenant protection and anti-displacement mechanisms to ensure tenants are not displaced as a result of proactive inspections turning up housing habitability issues and/or raising rents due to the cost of fixing habitability issues. Further, the City will prioritize inspections in areas with older housing stock and health disparities and seek funding to streamline the inspection/rehabilitation process by connecting property-owners to technical and financial assistance for safety and accessibility improvements at the time of inspection.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge, permit fees*

Timeline: *2023-2025*

Objective: *The City will develop a proactive rental inspections program to significantly improve housing safety and quality and address housing needs, particularly in areas with older housing stock and communities experiencing health disparities.*

Action 2.1.4: Support historic preservation and rehabilitation.

The City will support the preservation and rehabilitation of both the existing historic housing stock and adaptively reused non-residential structures through a variety of strategies, including continued implementation of Mills Act Contracts and the Oakland Community Buying Program. The City will support the preservation of historic, archaeological, and tribal cultural resources and their incorporation into project site planning where feasible. As described in Action 3.2.4, the City will also promote adaptive reuse to promote historic preservation.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge, permit fees*

Timeline: *Ongoing, 2023-2031*

Objective: *The City will continue to implement the Mills Act and the Oakland Community Buying Program to support to help support historic preservation.*

Action 2.1.5: Implement universal design strategies.

The City will initiate community engagement to understand the need for universal design strategies, including with seniors, people experiencing disabilities, and community-based

organizations with insight and experience with accessibility issues. The City will consider the adoption of a Universal Design Ordinance, which would help close loopholes, ensure good faith compliance of ADA provisions, ensure that accommodations are built into new developments, and allow Oaklanders to age in place.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge, permit fees*

Timeline: *2025-2027*

Objective: *The City will consider adopting a Universal Design Ordinance to address housing needs and improve housing conditions for seniors, people experiencing disabilities, and other communities with accessibility issues.*

Action 2.1.6: Explore funding for improved indoor air quality.

The City will explore State and federal funding sources to provide financial assistance to property owners and very low- and low-income homeowners to offset some of the cost of investing in better ventilation and air filtration systems (e.g., MERV filter systems) to improve indoor air quality in existing single- and multifamily residential units, with a priority for homes in high air pollution areas such as near freeways.

Responsible Party: *Oakland Public Works Department, Environmental Services Division*

Potential Funding Source: *State and Federal Environmental Health Agencies*

Timeline: *Ongoing, 2023-2031*

Objective: *Significantly improve indoor air quality and address housing need in existing single- and multifamily residential buildings.*

POLICY 2.2 PRESERVE THE AFFORDABILITY OF EXISTING HOMES

Action 2.2.1: Continue to implement resale controls on assisted housing.

The City will continue to use financing agreements for both City-assisted ownership and rental development projects to ensure that units remain permanently affordable through covenants running with the land.

Responsible Party: *Oakland Department of Housing and Community Development*

Potential Funding Source: *HOME, HUD, CALHFA, County, misc. State/Federal housing programs, AHP private funds*

Timeframe: *Ongoing, 2023-2031*

Objectives: *100% of City-assisted homeownership and rental units will have their affordability covenants effectively enforced.*

Action 2.2.2: Enforce, monitor, and preserve affordable housing covenants with an emphasis on “at-risk” units.

The City will proactively monitor and enforce affordable housing covenants, and will conduct outreach to the owners of assisted units that are at risk of conversion to market-rate housing. The City will prioritize the preservation of units at some level of risk of converting in the next 10 years by actively working with and encouraging the owners of those properties to extend their covenants.

Responsible Party: *Oakland Department of Housing and Community Development*

Potential Funding Source: *HOME, HUD, CALHFA, County, misc. State/Federal housing programs, AHP private funds*

Timeframe: *Ongoing, 2023-2031*

Objectives: *As funding becomes available, deed-restricted affordable housing units at risk of losing their affordability will be protected from a loss of affordability protections.*

Action 2.2.3: Enforce residential demolition and conversion restrictions for residential hotels.

Residential hotels, also referred to as single-room occupancy (SRO) units, provide an important source of deeply affordable housing in City. As such, Oakland has enacted regulations to limit the demolition, conversion, and rehabilitation to charge higher rents of existing residential hotel units. The City has recently amended these regulations (Chapter 17.153 of the Oakland Planning Code) to strengthen protections for residential hotels and will continue to enforce these protections to preserve their affordability.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeframe: *Ongoing, 2023-2031*

Objectives: *Continue to enforce Single-Room Occupancy (SRO) regulations to preserve affordability and meet housing need.*

Action 2.2.4: Limit condominium conversions.

The conversion of rental housing to condominiums provides a risk to the affordability of Oakland’s housing stock. The City recently amended its condominium conversion regulations

to require replacement rental housing for the conversion of two or more housing units, to remove the provision allowing the generation of conversion rights when the units are offered as rental units for seven or more years, to acknowledge the applicability of the Oakland Just Cause for Eviction Ordinance and the Oakland Rent Adjustment Ordinance, and to afford greater rights and protections to existing tenants. The City will strictly enforce these recently adopted regulations to preserve Oakland’s rental housing supply.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeframe: *Ongoing, 2023-2031*

Objectives: *Continue to enforce condominium conversion regulations to preserve rental housing supply and prevent displacement.*

Action 2.2.5: Extend local replacement unit provisions.

State law (SB 330) mandates that “protected units” are replaced with comparably affordable units when a residential building is demolished and redeveloped. The City will codify and extend replacement provisions pursuant to State law beyond the established sunset date. Further, the City will engage in strict monitoring and enforcement of the law to ensure replacement units are provided. This will include active outreach to developers to ensure they are aware of and comply with replacement unit provisions. The City will require that any demolition proposals include sufficient relocation assistance and right to return to the new replacement units.

Responsible Party: *Oakland Planning & Building Department; Oakland Department of Housing and Community Development*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeframe: *Ongoing, 2023-2031*

Objectives: *Codify and extend local replacement unit provisions to ensure compliance and prevent displacement.*

Action 2.2.6: Reduce housing speculation.

Housing speculation can cause housing costs to increase, leading to higher rates of displacement and increased exclusivity in higher resource neighborhoods. To curb the negative effects of speculation, the City will consider implementing an anti-speculation tax, which would apply a fee when a property is sold shortly after purchase. The City will conduct a market study to understand the potential impacts of such a tax and its appropriateness within Oakland. As discussed in Action 2.2.8, the City will also explore a possible Tenant Opportunity to Purchase/Community Opportunity to Purchase Act.

Responsible Party: *Oakland Department of Finance*

Potential Funding Source: *General Plan Fund for the study; self-funding, if implemented*

Timeframe: *2026*

Objectives: *Study and consider implementing an anti-speculation tax to prevent displacement.*

Action 2.2.7: Provide additional subsidy for residential hotels.

The City will consider allowing owners of residential hotels that agree to restrict occupancy to lower-income residents to transfer development rights to create an endowed source of funding for an internal subsidy for such residents, or for maintenance/facility upgrades that do not increase rents.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeframe: *2025-2027*

Objectives: *Preserve SROs and meet housing need.*

Action 2.2.8: Investigate a Tenant/Community Opportunity to Purchase Act.

A Tenant/Community Opportunity to Purchase Act, referred to as TOPA/COPA, gives tenants and nonprofit organizations the opportunity to purchase their home when it goes up for sale, thereby preserving that housing unit as affordable. TOPA/COPA policies are under development in multiple Bay Area cities, including Oakland and the neighboring City of Berkeley. The City will study the effectiveness of a TOPA/COPA model suited to local conditions, which may include targeted TOPA/COPA in certain neighborhoods, equity-building mechanisms, racial equity impact considerations, or other approaches that may be appropriate to Oakland.

Responsible Agency: *City Council; Oakland Department of Housing and Community Development*

Potential Funding Source: *Impact fees, General Fund, infrastructure bond funds, HOME, CDBG, and other local, State, and federal funding as available*

Timeline: *Investigate and, if applicable, implement a TOPA/COPA policy (if appropriate) by 2024-2025*

Objective: *Oakland will study, and if appropriate implement, a TOPA/COPA policy by 2025.*

Goal 3. Expand Affordable Housing Opportunities

General production of housing is one of the most important strategies in addressing Oakland's housing crisis. Thoughtfully adding housing at every level can help reduce market competition for existing homes, a primary driver in displacement and homelessness. What the community needs most, however, is a concerted effort to increase production of homes that are affordable to very-low-, low-, and moderate-income households. In particular, Oakland needs more deeply affordable housing, particularly housing affordable to extremely-low-income residents, and housing that remains permanently affordable. One of the key objectives in producing more housing is overcoming patterns of discrimination and opening up neighborhoods that have historically been exclusionary to communities of color and low-income residents, while simultaneously refocusing resources and protections in historically disinvested neighborhoods (see Policy 2.2).

During the previous RHNA cycle, the City permitted more above-moderate-income housing than required by the RHNA. However, it fell short of meeting its lower- and moderate-income need, which has nearly doubled during the current 6th cycle RHNA. The shortfall is largely due to market constraints such as the cost of land, building materials and construction labor, as well as a lack of funding for affordable housing development. Other constraints are discussed in Appendix C. To meet the increased need for affordable housing, the City will identify new funding sources, expand existing programs and introduce new strategies to further incentivize high quality and abundant affordable housing development.

Like other Bay Area cities, one of the major challenges to developing permanent affordable housing in Oakland is the extremely high cost of development, especially the cost of land, labor, and materials. As California's housing crisis continues into another decade, new and innovative models for the development and maintenance of permanently affordable housing are needed to overcome these obstacles and meet Oakland's increased housing needs. Recognizing the limited resources that staff already operate with, the City will welcome models that are community-based and are eligible for external funding. For the next eight years and beyond, the City will cultivate an atmosphere that encourages new approaches to meet Oakland's affordable housing needs. The City will also encourage models that emphasize community ownership of land and housing to promote permanent affordability.

Oakland also has very little vacant land available for development and is reliant primarily on reuse of existing sites for development. The vacant parcels that do exist, however, can often provide significant opportunities for residential development. Further, vacant residential and commercial buildings and units could provide potential sources of additional housing supply that are not currently available. As part of this goal, the City will enact a variety of strategies to incentivize active residential uses on vacant land and units.

Although housing is largely provided by the private and nonprofit sectors, the City has one major tool to influence development patterns and increase housing development of affordable housing and allow for other housing types: the Planning Code. To ensure that the Planning Code is responsive to housing policies and programs, the City will need specific zoning amendments that meet Oakland's changing needs and remove identified constraints

to residential development. The suite of amendments the City will undertake range from short- to long-term solutions, some of which will be carried out alongside the update of the Housing Element and others as part of the comprehensive update to the City's General Plan that includes the Land Use and Transportation Element and will continue through 2025 after the Housing Element adoption.

The length and cost of the permitting process—which are ultimately reflected in a unit's selling price—are also generally within the City's control. An onerous and lengthy review process can be one of the most significant barriers to housing construction because some developers may decide that the cost of project review and its potential delays simply overcomes the revenue of new housing, particularly in the case of projects that may be only marginally financially feasible and/or profitable. Recognizing that long permitting processes are a statewide issue, a slate of new legislation, including SB 35, SB 330, AB 2162, and SB 1483, has introduced new requirements that are intended to facilitate the production of affordable housing through a streamlined residential permitting process.

The City of Oakland currently operates both an online permit center and an in-person “one-stop” permit center with counter services staffed by the Departments of Planning and Building, Fire, and Transportation. However, there are opportunities to better steward small nonprofit and BIPOC developers, homeowners looking to add additional units, affordable housing developers, and other community partners through the residential development process.

This goal will encourage the production of affordable housing and guide development of a more diverse range of housing choices for households of all types, incomes, and special needs; and promote changes to City tools like permitting processes and the zoning code to make it easier and faster to build affordable housing.

HOW THIS GOAL AFFIRMATIVELY FURTHERS FAIR HOUSING

Though Oakland is one of California's most diverse cities overall, there is significant racial segregation between the city's neighborhoods. As a result of past practices such as mortgage redlining, disinvestment in neighborhoods of color, racially restrictive covenants on housing development, exclusionary zoning, destructive urban renewal, highway development and predatory lending in neighborhoods of color, many of Oakland's BIPOC residents live in neighborhoods that lack access to quality amenities or upward mobility. As higher income people move to Oakland, low-income neighborhoods of color are also more susceptible to gentrification and continue to bear the burden of the city's increased housing supply. In contrast, some high-resource areas remain disproportionately white in their racial composition because they are zoned primarily for single-family homes, and the exclusion of lower cost housing types prevents BIPOC and lower-income families from moving to these neighborhoods. See Appendices B and D for additional detail on these patterns of segregation. The City must work towards breaking down barriers towards accessing high-opportunity neighborhoods for those who choose to live there, while simultaneously investing in “lower resource” neighborhoods. Increasing affordability and expanding the housing types permitted in high-opportunity neighborhoods will be key to ensuring that currently exclusive neighborhoods become inclusive.

During the outreach process, many community members expressed desire to see Oakland be more inclusive and retain and strengthen its diversity with a wider array of housing choices, such as duplexes, fourplexes, cottage courts, and garden apartments throughout the city. These smaller, “missing middle” housing types²³ tend to be more affordable by design—compared to single-family homes—and thus provide additional options for first-time homebuyers, single people, and moderate-income households. These housing types can also increase the housing stock in previously built-out neighborhoods, and as such are an important factor for Oakland to meet its moderate-income RHNA target. Accessory dwelling units – also known as ADUs, granny flats, secondary units, in-law units, and backyard cottages – are another important strategy to increase the supply of affordable housing. ADUs offer an alternative for people who want to rent but do not want to live in larger apartment complexes, and tend to be located in lower-density and higher resource neighborhoods that often contain few other smaller affordable rental options. As described in Appendix C, the majority of ADUs in Oakland are estimated to have rents affordable to lower-income households. The community also expressed a desire to see increased housing typologies and affordable housing throughout the city, including existing working-class neighborhoods that are currently low-resource due to systemic racism and disinvestment. Efforts specifically aimed at increasing affordable housing production are included in Policy 3.3.

In March 2021, the City Council directed the Planning Bureau to explore criteria for allowing four units on all residential parcels citywide, including in areas that are zoned to only allow single-family homes—prior to the passage of SB 9.²⁴ Zoning reform actions under this goal will expand on this direction and help to open up exclusionary neighborhoods. Further, other housing development reforms—like permit streamlining and ADU promotion—will also help expand housing options in traditionally exclusionary neighborhoods.

Further, certain segments of the population face greater challenges when finding decent, affordable housing due to special characteristics. Such characteristics may include one’s employment and income, family characteristics, disability, or other conditions. Thus, some residents face greater housing cost burden, overcrowding, or other housing problems.

State Housing Element law defines “special needs” groups to include persons with disabilities (including developmental disabilities), the elderly, large households, female-headed households, homeless people, and farmworkers. Many households within these special needs groups also fall within the extremely-low-income category. The special needs of individuals within these groups are wide ranging; in addition to affordable and accessible housing opportunities in proximity to transportation and other services, individuals with disabilities or who are experiencing homelessness may need on-site support and services. Meanwhile, female-headed households benefit from on-site childcare, and universal design elements

²³ Missing Middle Housing is a range of house-scale buildings with multiple units (e.g., duplexes, triplexes, fourplexes, cottage courts, and multiplexes) that are compatible in scale and form with detached single-family homes and are located in a walkable neighborhood. More information is available at missingmiddlehousing.com.

²⁴ SB 9, in effect as of January 1, 2022, permits increased density on single-family lots through duplexes and lot splits.

such as zero-step entrances and single floor living are important considerations for senior housing.

Special needs housing is an important component of Oakland’s commitment to just and fair treatment of all individuals. It is critical that housing conditions foster an environment where everyone can participate, prosper, and reach their full potential. Actions contained within this goal will expand funding sources for affordable housing, including bonus points for serving special needs populations, will together allow for the expansion of affordable opportunities for special needs populations in high-opportunity neighborhoods. Actions related to expanding affordable housing options that are accessible to extremely-low-income households are also contained under Policy 3.1.

POLICY 3.1 FACILITATE PRODUCTION OF DEEPLY AFFORDABLE HOUSING²⁵

Action 3.1.1. Develop a project-based rental or operating subsidy program for extremely-low-income residents.

Create either a capitalized operating subsidy or a rental housing subsidy for extremely-low-income households. This will help promote the financial viability of extremely-low-income housing.

Responsible Agency: *Oakland Department of Housing and Community Development*

Timeline: *Program will be launched by December 2023*

Potential Funding Source: *State of California Permanent Local Housing Allocation*

Objective: *This program will fund project-based rental or operating subsidy for at least 16 units of extremely-low-income housing per year, for a total of at least 56 extremely-low-income units by 2031.*

Action 3.1.2. Align and target Oakland Housing Authority Section 8 Vouchers for permanent supportive housing and extremely-low-income units.

The Oakland Housing Authority will continue targeting vouchers to support the development of extremely-low-income Housing through the award of project-based vouchers.

Responsible Agency: *Oakland Housing Authority*

Timeline: *Ongoing, 2023-2031*

Potential Funding Source: *Federal Section 8 and/or VASH vouchers.*

²⁵ Deeply Affordable housing for persons at 30% area median income or below.

Objective: *As vouchers are available, at least 20% of units in assisted developments will be deed restricted as extremely-low-income.*

POLICY 3.2 CREATE A MORE DIVERSE MIX OF HOMES TO MEET COMMUNITY NEEDS

Action 3.2.1: Develop zoning standards to encourage missing middle and multi-unit housing types in currently single-family-dominated neighborhoods, including flats, duplexes, triplexes, fourplexes, townhomes/rowhouses, and ADUs.

The City will review and amend the Planning Code and implement objective design standards to encourage missing middle-density housing typologies, including flats, duplexes, multiplexes (triplexes, and fourplexes), bungalow courts, rowhouses/townhomes, and ADUs. The City will work to reduce pre-development costs and expedite the planning approval process for missing middle housing types resulting from both new construction and the conversion of existing structures.

The City will develop zoning standards that allow for two, three, and four units on parcels in Detached Unit Residential (RD) and Mixed Housing Type Residential (RM) zones. The City will also reduce the minimum lot size in Detached Unit Residential and Mixed Housing Type Residential generally to 3,000 square feet to remove constraints on lot splitting. The City will permit a variety of building types (attached, detached, bungalow courts) to maximize flexibility, neighborhood scale and potential opportunities for homeownership (split lots and condominiums) in parallel with Policy 5.1. The City will develop objective design standards at the neighborhood level to ensure that multi-unit neighborhood scale housing types designed in a manner that is compatible with the scale of existing residential housing forms in these zoning districts is permitted ministerially.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees, 2415 fund of the City, SB2 Grant for Objective Design Standards*

Timeframe: *2023*

Objective: *Significantly increase production of multi-unit housing types (including duplexes, triplexes and fourplexes) in current single-family-dominated neighborhoods to match housing need.*

Action 3.2.2: Promote live/work housing and housing for artists.

The City will update development standards and land use regulations to promote artist and live/work units in areas where appropriate under the General Plan. The City will encourage employers, trade groups, and arts and cultural districts to provide housing opportunities that are affordable to artists and similar professionals. The City will continue to allow the

conversion of existing commercial nonresidential buildings to joint live/work units in specific commercial/industrial locations while considering the impacts on nearby viable businesses.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees, 2415 fund of the City, SB2 Grant for Objective Design Standards*

Timeframe: *2025*

Objective: *Significantly increase production of live/work housing and housing for artists to match housing need.*

Action 3.2.3: Promote flexibility in adaptive reuse to increase the housing stock.

The City will encourage the reuse and rehabilitation of Oakland’s historic building stock to provide additional housing units and housing Oakland residents, keep the neighborhood character, and to preserve the energy embodied in the building’s original construction. The City will amend land use regulations and development standards in the Planning Code to reduce constraints on adaptive reuse of commercial buildings for residential use. Reuse in environmentally sensitive areas—including in warehouses adjacent to industrial uses—will consider health and safety impacts prior to approval.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees, 2415 fund of the City, SB2 Grant for Objective Design Standards*

Timeframe: *2025*

Objective: *Significantly increase reuse and rehabilitation of historic commercial buildings for residential use to match housing need.*

Action 3.2.4: Provide financial incentives for older or lower-income homeowners who want ADUs.

The City will identify potential funding sources and community partners to develop and implement a financial assistance program that would provide loans and/or grants to support low-income and older homeowners who want to construct an ADU. The City may prioritize funding for homeowners who agree to charge rents affordable for lower-income households or rent the ADU to Housing Choice Voucher participants.

Responsible Party: *Oakland Planning & Building Department; Oakland Department of Housing and Community Development*

Potential Funding Source: *Potential funding for an ADU incentive program could include funding from the State of California’s CalHome program, potential future State funding for ADU development, or local sources*

Timeframe: *Ongoing as funding becomes available, 2023-2031*

Objective: *If funded, the City anticipates supporting at least 30 low-income and/or senior households with the cost of constructing on Accessory Dwelling Unit. This is based on the 30 loans projected for the existing CalHome grant the City has received to help low-income homeowners build ADUs.*

Action 3.2.5: Reduce constraints to the development of ADUs.

On January 18, 2022, the City updated its zoning standards related to ADUs to be consistent with State law. The adopted local ordinance clarified and simplified existing requirements and offered additional allowances to encourage creation of ADUs that go beyond the minimum requirements of State law. These additional allowances include higher maximum heights allowing for two-story ADUs, reduced setbacks in some zones, larger maximum sizes for detached ADUs, and an introduced ADU amnesty from Planning Code requirements allowing homeowners with existing un-permitted ADUs to legalize them. Also, this zoning update removed setback requirements and allowed additional envelope expansion of existing structures to create livable-size ADUs on “small lots” where ADUs would not be feasible under previous requirements.

The City will continue to host pre-approved ADU plans on its website to facilitate reduced applicant cost and expedited review for ADUs. The City will also provide increased staffing capacity to create a “one-stop shop” for information to property owners, contractors, and tenants. The City will invest in community outreach and education to teach property owners about ADU construction, financing, and landlord responsibilities. The City will also consider developing a database through which property owners can find and hire local workers to build ADUs. The City will also study how its implementation of the building code may constrain the legalization of unpermitted ADUs.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees, SB2 Grant for Objective Design Standards*

Timeframe: *Ongoing, 2023-2031*

Objective: *Significantly increase production of ADUs to match housing need.*

POLICY 3.3 EXPAND RESOURCES FOR THE CONSTRUCTION OF AFFORDABLE HOMES

Action 3.3.1: Sale or ground-lease of City-owned property for affordable housing.

The City will solicit proposals from interested developers to construct housing on City-owned sites with first consideration given for affordable housing projects, pursuant to the California Surplus Lands Act. If the City does not agree to price and terms with an affordable housing developer and disposes of the surplus land to an entity that develops 10 or more residential units on the property, the City will require the entity to provide at least 15 percent of the developed units at an affordable housing cost or affordable rent to specified income groups,

as required by Government Code Section 54233. The City will consider depositing up to 100 percent of net proceeds from such sales or leases to the Affordable Housing Trust Fund. Requests for proposals will be posted on the City's website and distributed directly to developers, including nonprofit housing providers.

Responsible Agency: *Oakland Economic & Workforce Development Department; Oakland Department of Housing and Community Development*

Potential Funding Source: *Donation of land value*

Timeline: *Ongoing, 2023-2031*

Objective: *City will issue Notices of Availability and/or Requests for Proposals on at least two City-owned surplus sites each year.*

Action 3.3.2: Expansion of Section 8 vouchers.

The City will continue to participate in the HUD-operated Section 8 Housing Choice Vouchers program, and will continue to work with the Oakland Housing Authority to obtain additional funding from the federal government for more Section 8 rental assistance for very-low-income renters by documenting the need for additional housing vouchers and contacting decision-makers at HUD as appropriate. The City will also advocate for additional funding as opportunities such as the American Recovery Act become available. Further, the City will work with nonprofit and community-based partners to educate property owners throughout the city about housing choice vouchers to encourage greater participation and to increase locational choices for voucher holders (see Action 5.2.7).

Responsible Agency: *Oakland Housing Authority, Oakland Department of Housing and Community Development*

Potential Funding Source: *HUD Section 8 vouchers*

Timeline: *Ongoing, 2023-2031*

Objective: *The City of Oakland Housing Authority will increase the number of vouchers being used in proportion with any future federal expansion of Section 8 or similar programs.*

Action 3.3.3: City of Oakland Rental Assistance Program.

As funding allows, the City will build on the success of the Keep Oakland Housed program, a public-private partnership, and the Federal Emergency Rental Assistance program (ERAP) to offer rental assistance grants to distressed tenants, free legal consultation, eviction defense, case management, and employment and financial counseling. The City will work with community partners to expand public awareness of the rental assistance program and tenant rights to ensure access to timely access information.

Responsible Agency: *Oakland Department of Housing and Community Development*

Potential Funding Source: *State and federal emergency rental assistance funding, private donations, and other local funds as available*

Timeline: *Ongoing, 2023-2031*

Objective: *100% of tenants facing eviction will have access to counsel by the end of the Housing Element cycle. At least 250 households will be provided financial assistance to stay in their housing each year, or more if additional funding becomes available.*

Action 3.3.4: Develop permanent housing affordable to extremely-low-income (ELI) households on public land.

Determine the feasibility of developing permanently affordable housing in partnerships with community land trusts mentioned in Action 3.5.1 and other community partners on publicly owned sites that may be designated as surplus property. Assist nonprofit and local developer partners to access public funding and financing to construct and increase the supply of permanently affordable rental units that are designated for extremely-low-income households. Seek public funding resources to advance the development of permanently affordable rental and ownership housing for extremely-low-income households. Ensure that permanently affordable housing for extremely-low-income households is prioritized where services and needs are accessible by transit or walking. For projects seeking City funding, continue to incorporate preference for new construction projects to set-aside at least 20 percent of housing for ELI or below with a homeless household preference.

Responsible Agency: *Oakland Department of Housing and Community Development; Oakland Economic & Workforce Development Department; Oakland Human Services Department*

Potential Funding Source: *Donation of land value, City subsidy*

Timeline: *Ongoing, 2023-2031*

Objective: *City will issue Notices of Availability and/or Requests for Proposals on at least two City-owned surplus sites each year.*

Action 3.3.5: Implement an affordable housing overlay.

The City will create an affordable housing overlay to streamline the approval of affordable housing by right. Potential features of this overlay could include ministerial approval of 100 percent affordable housing projects, increased height and density allowances, waiver of parking requirements, and reduction of zoning barriers. The City will study the feasibility of broadly applying this overlay, except for areas in the very high fire severity zone and protected historical sites/districts. The City will also study the possibility of extending the streamlined approval provisions of the affordable housing overlay to mixed income projects that qualify for the super density bonus and/or other strategies to augment the City's density bonus program.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023 - 2024*

Objective: *Study and consider adopting an affordable and/or moderate-income housing overlay to meet housing need.*

Action 3.3.6: Access to low-cost financing for development.

The City currently awards local funding that affordable housing developers leverage to obtain financing for their projects. As funding allows, the City will continue to award funds to affordable housing developers on favorable terms—including simple low interest rate, payment of principal and interest due from excess cash flow from operations after payment of operating costs, senior debt, reserves and developer fee, and a 55-year loan term. The City will also continue to work with affordable developers to set loan terms in a way that will help maximize their ability to leverage funding from banks and other lending agencies. Further, the City will also continue to coordinate with developers to help ensure that they qualify for additional funding from county, State, and federal sources.

Responsible Agency: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Development impact fees, local infrastructure bond funds, HOME funds, and other local, State, and federal funds as available*

Timeline: *Ongoing, 2023-2031*

Objective: *Allocate all budgeted local funding sources (approximately \$12 million annually starting in 2023) to support the construction, acquisition, and/or preservation of deed restricted affordable housing units each year. With \$12 million in local funding forecasted in 2023, approximately 80 units could be created or preserved; of these, approximately 16 would be extremely-low-income. This will result in a total of 640 low-income units over the Housing Element period, including 128 extremely-low-income units, which would increase if more local funds are identified or secured such as a new local bond measure dedicated to funding affordable housing.*

Action 3.3.7: Study the targeted implementation of an inclusionary housing requirement.

While the City generally relies on development impact fees to provide local funding for affordable housing developers, targeted inclusionary housing requirements may increase the provision of affordable housing units in higher resource neighborhoods. A study is underway as part of the five-year update to assess the benefits of impact fees versus inclusionary affordable housing requirements. The study will consider the number of units likely to be produced and likely affordability levels, and implement such requirements, if appropriate.

Responsible Agency: *Oakland Planning & Building Department; Oakland Department of Housing and Community Development*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023 – 2025*

Objective: *Study and consider adopting targeted inclusionary housing requirements to meet housing need.*

Action 3.3.8: Right-sized development fees on market-rate developments.

The City levies a number of development impact fees, including affordable housing impact fees, on market-rate projects to ensure that new development pays its fair share toward funding affordable housing, transportation improvements, and capital facilities. The City will regularly monitor its impact fees and ensure that appropriate amounts are set on an annual basis. Pursuant to the Mitigation Fee Act, the City will conduct a comprehensive analysis and make findings every five years for each impact fee along with review of whether to increase fees and if the option of building affordable housing units on-site percentage is set appropriately. The City will explore allowing developments to pay an in-lieu fee equivalent to the public art requirement to build art at affordable housing developments and promote neighborhood cultural preservation/stabilization.

Responsible Agency: *Oakland Planning & Building Department; Oakland Department of Housing and Community Development; Oakland Public Works Department; Department of Transportation (DOT)*

Potential Funding Source: *General Plan Surcharge, permit fees, and Impact Fees*

Timeline: *Ongoing, 2023-2031; initiate next five-year update in 2027*

Objective: *Continue to monitor and adjust impact fees.*

Action 3.3.9: Adjusting or waiving City fees and payment timing for affordable housing developments.

Affordable housing developers have pointed to the impact of City fees and the timing of fee payment, including both impact fees and building permits, as a constraint to development. The City will explore ways to increase flexibility in payment timing and expand direct financial support to reduce the burden imposed by the collection of City fees.

Responsible Agency: *Oakland Planning & Building Department; City Administrator's Office; Oakland Department of Finance*

Potential Funding Source: *General Plan Surcharge, permit fees, and General Fund for any reduction of fees*

Timeline: *Ongoing, 2023-2031*

Objective: *Explore methods to reduce cost burden of City fees and payment timing to significantly increase affordable housing development.*

Action 3.3.10: Consider a citywide Enhanced Infrastructure Financing District (EIFD).

On December 16, 2021, the Rules and Legislation Committee of the Oakland City Council recommended that the City Administrator study the implementation of a citywide EIFD to fund affordable housing and infrastructure improvements. Upon completion of this study, the City will consider implementing the EIFD to increase available local funding for affordable housing. An EIFD is a special taxing district that directs a portion of future property tax growth towards infrastructure expenses, including affordable housing.

Responsible Agency: *City Administrator's Office; Oakland Department of Finance*

Potential Funding Source: *An EIFD would be a cost-recovering program for any implementation costs.*

Timeline: *By 2028, complete studying the possible implementation of an EIFD.*

Objective: *Study and consider implementing an EIFD to significantly increase affordable housing development and fund infrastructure improvements to match need.*

Action 3.3.11: Support innovations by design.

The City will support and encourage innovations in construction technology to build more housing in less time, more affordably, and with fewer resources by supporting non-traditional construction methods (such as modular and other offsite construction methods).

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023*

Objective: *Significantly increase production of housing using construction innovations to match housing need.*

Action 3.3.12: Continue the Acquisition and Conversion to Affordable Housing (ACAH) Program.

The ACAH program provides loans to eligible borrowers for acquisition- and rehabilitation-related costs associated with protecting and preserving long term affordable housing. The City will continue to issue NOFAs as funding is available and work with borrowers—including local community land trusts—to create new affordable housing units and preserve existing ones. The City will also continue to explore additional funding sources for the ACAH program.

Responsible Agency: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Development impact fees, local infrastructure bond funds, HOME funds, and other local, State, and federal funds as available*

Timeline: *Ongoing, 2023-2031*

Objective: *Allocate approximately 25% of available local funding towards continuing the ACAH program.*

Action 3.3.13: Expand availability of predevelopment funding and low cost debt products for affordable housing development.

The City will continue to allocate funding to support predevelopment funding for affordable housing projects using its existing local sources, to help relieve the costs associated with the entitlement process especially for emerging and BIPOC affordable developers. The City will also identify and secure low-cost debt products for affordable housing development. To this end, the City has applied to HUD for Section 108 authority to leverage its CDBG allocation to provide low interest debt for affordable housing. Because Section 108 are hard loans that require repayment, the repayments could be revolved to support ongoing pipeline. The City will use a data-informed approach to target its resources towards historically marginalized and redlined areas as well as to support the growth of emerging and BIPOC affordable developers.

Responsible Agency: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Development impact fees, local infrastructure bond funds, HOME and Section 108 funds, and other local, State, and federal funds as available*

Timeline: *Ongoing, 2023-2031*

Objective: *As suitable funding and projects become available, predevelopment funding and low cost debt products will be made available for affordable housing development.*

Action 3.3.14: Evaluate the creation of a leveraged acquisition fund or debt/equity funds for small sites to support site acquisitions for affordable housing.

Affordable housing developers indicated during outreach that competing with market rate developers for sites posed a barrier on their ability to acquire sites for development. The City typically provides gap financing commitments during predevelopment, with funds provided at construction finance closing; acquisition is an eligible cost for reimbursement by the City's funding. While directly funding acquisition presents an earlier, riskier, and less efficient investment of the City's limited funds, the City will consider the implementation of a leveraged acquisition fund to allow for faster and more efficient acquisition transactions. The City will also study the creation of debt and/or equity funds to support small site housing projects. If feasible and funding is available, this new fund may be similar in nature to the City and County of San Francisco's Small Sites Program.

Responsible Agency: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Development impact fees, local infrastructure bond funds, HOME funds, and other local, State, and federal funds as available to leverage philanthropic and other outside resources.*

Timeline: *Ongoing, 2023-2031*

Objective: *By the end of the Housing Element Cycle, the City will be able to report on the practicality of a leveraged acquisition fund, as well as the feasibility and appropriateness of a small sites fund.*

Action 3.3.15: Continue and expand density bonus incentives.

Continue to implement the City’s density bonus ordinance and seek opportunities to expand the program, which offers developers density bonuses in exchange for the provision of affordable housing. Added provisions could include mixing and matching of low-income category percentages to get an additional bonus. Consider evaluating the density bonus ordinance and deed restrictions needed for the program to make the language more accessible and identify any unnecessary barriers that make it difficult for grassroots organizations and nonprofit developers to navigate this program.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023-2025, Ongoing*

Objective: *Significantly expand the City’s density bonus program and increase production of density bonus projects to match housing need.*

Action 3.3.16: Consider revising the Real Estate Transfer Tax.

The real estate transfer tax, also called a Real Property Transfer Tax (RPTT), is due when a home is sold or gifted. The City will consider the following revisions to the RPTT:

- Make the tax more progressive at higher rates; and
- Use of a portion of the revised tax rate as a dedicated funding stream for affordable housing. This could provide annual revenues at levels significantly higher than current Impact Fee revenue.

Responsible Party: *Oakland Department of Housing and Community Development; Oakland Department of Finance*

Potential Funding Source: *General Fund for any applicable studies*

Timeline: *Conduct the analysis by 2026*

Objective: *Complete an analysis by 2026.*

Action 3.3.17: Support low-income, grassroots, and BIPOC affordable housing developers.

The City will work with low-income, grassroots, and BIPOC affordable housing developers to identify barriers that prevent BIPOC and small nonprofit developers from accessing City funding and navigating the permitting process, and develop solutions to ensure that the process is transparent, affordable, and accessible for these Emerging Developers, defined by Oakland HCD as “a developer who has less than five (5) years of experience as a developer and/or less than five completed projects.” The City has secured a Breakthrough Grant from the San Francisco Foundation that will dedicate a full time fellow to facilitate this work of identifying and breaking down barriers for BIPOC and emerging developers to develop affordable housing in Oakland.

Responsible Agency: *City Administration Oakland Department of Housing and Community Development; Oakland Planning & Building Department*

Potential Funding Source: *San Francisco Foundation, General Plan Surcharge, and permit fees*

Timeline: *Ongoing, 2023-2031*

Objective: *The proportion of City funding distributed for affordable housing development to low-income, grassroots and BIPOC affordable housing developers will significantly increase by 2031.*

Action 3.3.18: Reauthorize Measure KK and release remaining funds.

Measure KK, a bond measure passed in 2016, has provided a significant source of funding for anti-displacement and affordable housing preservation projects. The City has released remaining Measure KK bond funds for resident-led and community land trust-supported preservation projects and homeless acquisition projects and will seek to reauthorize bond authority to increase the funding available for affordable housing.

Responsible Party: *Oakland City Council and Oakland Department of Housing and Community Development*

Potential Funding Source: *General Fund and Local Infrastructure Bond Funds post-Measure KK*

Timeframe: *Authorize local infrastructure bond by 2025, spend funds as available on an ongoing basis*

Objectives: *The size of the new infrastructure bond and the amount set-aside for Affordable Housing is still being determined. For reference, the Measure KK infrastructure bond of \$100 million for affordable housing supported the new construction of over 700 units, the preservation of 420 units, and the acquisition and conversion of over 400 units. New construction projects will be prioritized for setting aside at least 20% of units for extremely-low-income populations.*

POLICY 3.4. REFORM ZONING AND LAND USE TO ADDRESS COMMUNITY PRIORITIES

Action 3.4.1: Revise development standards, including allowable building heights, densities, open space and setbacks requirement.

The City will allow additional building heights and/or housing densities in certain corridors and districts. These changes include:

- **Zoning Districts** such as the Detached Unit and Mixed Housing Type Residential Zones. As discussed in Action 3.2.1, the City will develop zoning standards for a diversity of housing types in single-family neighborhoods, including duplexes, triplexes, and fourplexes. The City will also reduce minimum lot sizes to facilitate the subdivision of existing lots. The City will permit a variety of building types (attached, detached, bungalow courts) to maximize flexibility and potential opportunities for home ownership (split lots and condominiums). The City will also develop objective design standards at the neighborhood level to ensure that such missing-middle housing is designed in a manner that is compatible with existing residential housing forms in these zoning districts.
- **Corridors** such as International, Foothill, and MacArthur Boulevards. The current building height map and permitted densities along key corridors does not always allow residential projects to meet their full potential. Consistent with the housing sites map, the City will undertake revisions to allow increased heights and densities.
- **Transit-proximate areas.** Alongside efforts to increase missing-middle housing (see Action 3.2.1), the City will increase allowed height and density in areas in close proximity to high-capacity transit, including areas near BART and BRT Stations.
- **Resource-rich areas.** Oakland's high resource neighborhoods are typically lower-density and have historically been exclusive – both economically and racially. Allowing higher density multi-unit buildings in these areas that are rich in services will help increase the competitiveness of affordable housing projects for State funding, as well as the feasibility of developing significant numbers of housing units within these neighborhoods. Zoning changes may include permitting residential densities above 30 dwelling units per acre by right in designated areas for affordable housing projects. This will help further fair housing objectives by increasing the availability of housing, and particularly more affordable units by design, in high resource areas.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023 – 2025*

Objective: *Reduce constraints to development to significantly increase production of housing to match housing need.*

Action 3.4.2: Revise Conditional Use Permit (CUP) requirements.

Conditional Use Permits are currently required for multifamily buildings in the RD-2 and RM Zones, which can act as a constraint on development – especially for affordable housing. The City will revise regulations to permit multi-unit building according to objective criteria such as building type and development size, without subjecting multi-unit residential projects to CUPs. Under Action 3.4.7, the City will create objective design standards and amend the Planning Code design review procedures to allow for streamlined review and, where appropriate, ministerial approval. The City will also actively promote and support use of SB 35 to streamline 100 percent affordable housing developments. These revised standards will be implemented alongside changes to Oakland’s RD, RM, and RU zones as described in Action 3.2.1.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023*

Objective: *Reduce constraints to development to significantly increase production of housing to match housing need.*

Action 3.4.3: Revise citywide parking standards.

Parking requirements are a major cost driver in residential development, and often conflict with sustainable development goals that seek to reduce dependence on automobile use. As such, the City recently eliminated residential parking minimums in the downtown area. Continued revisions of Oakland’s parking standards will be undertaken through a comprehensive review of existing residential parking standards and the identification of appropriate new standards to match long-term development and environmental goals. Additionally, for mixed-use development projects (commercial on ground floor and residential uses above), the City will explore flexibility in parking requirements so that additional residential development on these sites is not constrained by any lack of conformance with commercial parking regulations.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023-2026*

Objective: *Reduce constraints to development to significantly increase production of housing to match housing.*

Action 3.4.4: Revise open space requirements.

Both affordable and market-rate developers have pointed to the relatively high open space standards in Oakland as a constraint to development, especially for higher-density projects.

The City will revise common and private open space standards for multi-family developments to increase the feasibility of residential projects.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023-2025*

Objective: *Reduce constraints to development to significantly increase production of housing to match housing need.*

Action 3.4.5: Correct zoning district boundaries that cut through parcels.

Oakland's Zoning Map includes many zoning district boundaries that cut through individual parcels – meaning that the same parcel is subject to multiple development standards, which can act as a development constraint. In updating the Zoning Map, the City will correct instances of this occurrence and ensure that zoning district boundaries that affect allowed height and density follow parcel boundaries to the maximum extent feasible to remove inconsistencies and ambiguities.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023 – 2025*

Objective: *Reduce constraints to development to significantly increase production of housing to match housing need.*

Action 3.4.6: Capture the diversity of existing built fabric in zoning.

Oakland has a diverse historic urban fabric, some of which no longer conforms to the current Planning Code. To capture and continue this diversity and remove ambiguities, the City will reduce minimum lot sizes and setbacks to allow the creation of small-lot developments, as well as legitimize the many existing small-lot neighborhood patterns in West Oakland and other neighborhoods. The City will conduct a comprehensive review of the Planning Code to identify where current development standards have created non-conformities for older built facilities and amend development standards to reduce or eliminate them where appropriate. The City will also provide flexibility in the objective standards to retain and promote the City's vernacular built environment.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023 – 2026*

Objective: *Reduce constraints to development to significantly increase production of housing to match housing need.*

Action 3.4.7: Implement objective design standards.

The City currently requires design review for nearly all residential development, which can significantly lengthen the time required for project approval. To reduce the permitting timeline, the City has initiated a process to develop objective design standards to streamline the approval of residential, mixed-use, and commercial building types, with a particular focus on much-needed affordable housing projects in transit-rich areas. As opposed to "design guidelines," objective design standards will not be subject to interpretation, and result in faster, more predictable approvals of high-quality development that respects Oakland's history and benefits the local community.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge, permit fees, and SB2 Grant for Objective Design Standards*

Timeline: *2023 – 2024*

Objective: *Reduce constraints to development to significantly increase production of housing to match housing need.*

Action 3.4.8: Implement new ADU standards that streamline approvals and address unpermitted units.

In January 2022, the City updated its ADU regulations to comply with changes in State law. To address unpermitted units, the new ADU regulations go beyond minimum compliance with State law and establish an expansive legalization process for unpermitted ADUs addressing not only any existing non-compliance issues with the Building Code but the Planning Code as well. The City has also initiated a program to allow pre-approved construction documents for ADUs that creates a more streamlined approval pathway for many homeowners. The City will continue to implement this legalization and streamlining of ADU permitting processes. The City will study options to alleviate the burden of the building code on the legalization of unpermitted ADUs.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023 and Ongoing*

Objective: *Reduce constraints to development to significantly increase production of housing to match housing need.*

Action 3.4.10: Permit sites included in prior RHNA cycles to develop with affordable housing by right.

Pursuant to State law, the City will permit vacant sites included in two consecutive prior RHNA cycles and non-vacant sites included in at least one prior RHNA to develop with owner-occupied and rental multifamily uses by right for developments in which 20 percent or more of the units are affordable to lower-income households. This means that the City cannot require any form of discretionary review or approval for such projects. These sites are identified in Appendix C, Table C-25.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *Ongoing, 2023-2031*

Objective: *Reduce constraints to development to significantly increase production of housing to match housing need.*

POLICY 3.5. EXPLORE INNOVATIVE AND ALTERNATIVE HOUSING MODELS

Action 3.5.1: Support community land trusts and other shared equity models.

The City has worked with a variety of community land trusts, including East Bay Permanent Real Estate Cooperative, Sogorea Te', Oakland Community Land Trust, Bay Area Community Land Trust and the Northern California Land Trust to provide affordable housing (including ownership housing). Most significantly, the City created the Acquisition and Conversion to Affordable Housing Program, which provides funds through Bond Measure KK to community land trusts to acquire and preserve affordable housing units. The City will continue to offer this program and support community land trusts. The City is also working with a technical assistance provider to determine best practices for land trust ownership units and cooperative units and will implement these practices going forward. Financial or technical assistance may become available from the Bay Area Housing Finance Agency (BAHFA) or possible State programs. The City will prioritize lower-income residents and residents at risk of displacement while supporting shared equity models.

Responsible Agency: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Impact fees, General Fund, infrastructure bond funds, HOME, CDBG, and other local, State, and federal funding as available*

Timeline: *Funds will be made available to equity affordability models through the City's annual affordable housing NOFA's on an annual basis (2023-2031)*

Objective: *Oakland Department of Housing and Community Development will continue to make funds available to shared equity affordability models as per current practice.*

Action 3.5.2: Support housing cooperatives, co-living, and cohousing models.

Formal and informal housing cooperatives, co-living and cohousing models in Oakland have traditionally provided an alternative form of affordable housing, including ownership

housing. To further support these initiatives, the City will conduct outreach with community-based organizations and other community partners to identify ways the City can support these models, especially for lower-income residents. The City will prioritize lower-income residents and residents at risk of displacement when supporting these alternative housing models.

Responsible Agency: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Impact fees, General Fund, infrastructure bond funds, HOME, CDBG, and other local, State, and federal funding as available*

Timeline: *2031; Oakland Department of Housing and Community Development will be prepared to report back on the status of its cooperative-related engagement by the end of the Housing Element cycle*

Objective: *Oakland Department of Housing and Community Development will be prepared to report back on the status of its cooperative-related engagement by the end of the Housing Element cycle.*

Action 3.5.3: Advocate for statewide legislation on social housing.

The City of Oakland recognizes that the statewide housing crisis requires statewide solutions. As such, the City will advocate for social housing legislation under consideration in the State legislature, known as the California Social Housing Act or AB 2053. The Act would establish a California Housing Authority (CHA) to produce and preserve social housing – publicly-owned and mixed-income developments that maintain homes as permanently affordable.

Responsible Agency: *Oakland Department of Housing and Community Development*

Potential Funding Source: *City legislative advocacy will be funded through the existing general fund-supported contract for State legislative representation services.*

Timeline: *Ongoing, 2023-2031; the City will continue advocacy for social housing legislation until it is adopted*

Objective: *The State of California will successfully adopt social housing legislation.*

Action: 3.5.4: Evaluate acquisition and development opportunities for moderate- and middle-income households.

The City will evaluate the merits of acquisition and development models to assist in the construction or preservation of middle-income housing, potentially in partnership with other regional agencies.

Responsible Agency: *Oakland Department of Housing and Community Development*

Potential Funding Source: *The model could be financed by bond financing underwritten by rental revenue, with relatively shallow subsidies in the form of property tax abatements*

Timeline: *Evaluation will be ongoing as opportunities evolve*

Objective: *If a suitable opportunity exists to efficiently produce or preserve middle income housing, the City will design a program or participate in a program developed by other public agencies.*

POLICY 3.6. STREAMLINE THE APPROVAL OF NEW HOUSING

Action 3.6.1: Streamline the City permitting process, especially for low-income and nonprofit builders.

The City will work with developers and housing stakeholders, particularly low-income and nonprofit builders, to review current processes and fees to identify actions to reduce costs and streamline the planning approval and building permit processes for small infill development. These actions could involve developing simplified CEQA compliance through qualified exemptions, implementing objective design standards as described in Action 3.4.7, and/or increasing staffing at the Planning and/or Building Bureau to reduce permit processing time. The City will regularly review and update its website to improve navigation and make information such as fee schedules, application forms, zoning ordinances, and other information available on the City's website, along with other educational information to facilitate the permit process.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023 – 2025 and ongoing*

Objective: *Significantly increase production of housing projects, specifically by low-income and nonprofit builders, to match housing need.*

Action 3.6.2: Provide increased flexibility in development standards.

The City will provide increased flexibility in development standards, with a focus on smaller infill residential projects, to ensure that these projects can qualify for streamlined permitting without need for variances. The City will also consider increasing staff-level authority, with clear guidelines, to grant minor exceptions, which can also reduce project timelines and costs. Alongside efforts described in Actions 3.2.1, this flexibility will increase the capacity of the Planning Bureau to permit a variety of units, more expediently, creating more residential units in traditionally lower-density neighborhoods.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023 – 2025 and ongoing*

Objective: *Significantly increase production of housing projects, specifically by low-income and nonprofit builders, to match housing need.*

Action 3.6.3: Expand by-right approvals and implement entitlement reform for affordable housing.

Through the implementation of objective design standards as described in Action 3.4.7, the City will create a ministerial review pathway for qualifying developments based on project size, type, affordability level, and location. Discretionary design review will still be required for some types of projects and where certain adjustments are requested. As part of the entitlement reform process, the City will consider fee subsidies and/or payment deferrals to better accommodate affordable housing projects and increase the financial feasibility of affordable projects. The City will work with community partners and affordable housing developers to identify and implement appropriate entitlement reform actions.

Responsible Agency: *Oakland Planning & Building Department; Oakland Department of Finance*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023 – 2025 and ongoing*

Objective: *Significantly increase production of housing projects, specifically by low-income and nonprofit builders, to match housing need.*

Action 3.6.4: Continue SB 35 streamlining.

SB 35 created a streamlined and ministerial approval process for housing projects that meet siting and construction criteria including being located in communities that have failed to meet their RHNA. The City of Oakland was among the 225 jurisdictions that made insufficient progress towards meeting the RHNA for low- and very-low-income housing at the time of the State's most recent determination in 2021 and is therefore subject to the streamlining provisions for proposed development in which 50 percent or more of the units will be affordable. The City provides an SB 35 streamlining checklist to facilitate the development of affordable housing, and will actively promote use of SB 35 streamlining for 100 percent affordable projects.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023 and ongoing*

Objective: *Significantly increase production of housing projects, specifically by low-income and nonprofit builders, to match housing need.*

Action 3.6.5: Continue one-stop and online permitting services.

Through the Online Permit Center (Accela Citizen Access), property owners are able to apply for and follow the status of their permits online. The City also operates an in-person One-Stop Permit Center, where the counter services of the Planning & Building Department, Oakland Fire Department, and Department of Transportation have been combined in one location to expedite the permitting process. The City will continue to offer both online and in-person permitting services to reduce permitting timelines. The City will also coordinate with low-income and affordable housing developers to understand and correct the gaps in these services.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023 – 2031*

Objective: *Significantly increase production of housing projects, specifically by low-income and nonprofit builders, to match housing need.*

POLICY 3.7. EXPAND OPTIONS FOR SPECIAL NEEDS HOUSING

Action 3.7.1: Incentivize the development of senior housing and provide financial assistance to developers of housing for seniors and persons with special needs.

The City will continue to encourage a wide variety of senior housing opportunities, particularly for lower-income seniors with special needs, through the provision of financial assistance and regulatory incentives as specified in Planning Code. The City will continue to award points in its consideration of housing funding to projects that serve special needs populations, including seniors and homeless individuals. The City will explore options to expand the amount of financial assistance available to developers of housing for seniors and persons with special needs and will commit to transparent reporting of how special needs units are assisted.

Responsible Agency: *Oakland Department of Housing and Community Development; Oakland Economic & Workforce Development Department; Oakland Planning & Building Department*

Potential Funding Source: *Development impact fees, HOME, local infrastructure bond funds, and other local, State, and federal funding as available*

Timeline: *Ongoing, 2023-2031*

Objective: *The City will continue to provide bonus scoring points for special needs populations as found in current practices.*

Action 3.7.2: Provide housing for persons with HIV/AIDS.

The City will continue to provide housing and associated supportive services for persons with HIV/AIDS through a combination of development of new housing, project-based assistance in existing affordable housing developments; and tenant-based assistance to allow households to find their own housing in the private market. The City will enhance outcomes via housing first model under the Alameda County EveryOne Home Plan.

Responsible Agency: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Development impact fees, HOME, HOPWA, local infrastructure bond funds, and other local, State, and federal funding as available*

Timeline: *Ongoing, 2023-2031*

Objective: *The City will continue to provide bonus scoring points for special needs populations as found in current practices.*

Action 3.7.3: Accessible units in new housing developments.

The City of Oakland's Housing Development Services unit will promote the inclusion of accessible units for projects receiving City funding and will award extra points to projects that exceed federal minimum requirements for accessible housing for all projects receiving federal funding assistance.

Responsible Agency: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Development impact fees, HOME, local infrastructure bond funds, and other local, State, and federal funding as available*

Timeline: *Ongoing, 2023-2031*

Objective: *The City will continue to provide bonus scoring points for special needs populations as found in current practices.*

Action 3.7.4: Implement the sponsor-based Housing Assistance Program.

The City will continue to work with the Oakland Housing Authority to assist households that otherwise might not qualify for or be successful in the traditional Public Housing and/or Section 8 programs by partnering with agencies to provide service-enriched housing options that increase housing choice for special needs populations. The City will explore options to find more landlords willing to participate in the program.

Responsible Agency: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Development impact fees, HOME, local infrastructure bond funds, and other local, State, and federal funding as available*

Timeline: *Ongoing, 2023-2031*

Objective: *The City will continue to provide bonus scoring points for special needs populations as found in current practices.*

Action 3.7.5: Encourage different sizes of housing for larger families – including affordable housing with courtyards, multigenerational housing.

The City will continue to reward and incentivize projects that include multi-bedroom units suitable for families in its awards of City funding for housing development and will expand the program to grant points to affordable housing projects that provide different sizes of houses for multigenerational and larger families, such as housing with courtyards or cottages.

Responsible Agency: *Oakland Department of Housing and Community Development*

Potential Funding Source: *Development impact fees, HOME, local infrastructure bond funds, and other local, State, and federal funding as available*

Timeline: *Ongoing, 2023-2031*

Objective: *The City will continue to provide bonus scoring points for special needs populations as found in current practices.*

Action 3.7.6: Expand areas where residential hotels are permitted by right.

The City will consider expanding zoning districts where residential hotels and rooming houses are permitted by right. These housing typologies provide an important source of housing for extremely-low-income residents.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023 – 2026*

Objective: *Significantly increase production of residential hotels to match housing need.*

POLICY 3.8. CONVERT VACANT LAND AND UNITS TO HOUSING

Action 3.8.1: Continue to implement the Vacant Property Tax (VPT).

On November 6, 2018, Oakland voters approved Measure W, the Oakland VPT. The VPT Act establishes an annual tax of \$3,000 to \$6,000 on vacant property. A property is considered “vacant” if it is “in use less than fifty days in a calendar year,” and not subject to any of 10 exemptions. The City will continue to implement the VPT to encourage active uses on vacant land and regularly monitor the effectiveness of the program. The City will also consider expanding exemptions to the VPT to reduce the impacts of unintended hardships on nonprofit and affordable housing developers.

Responsible Agency: *Oakland Department of Finance; Oakland Department of Housing and Community Development*

Potential Funding Source: *Self-funding through the vacant property tax*

Timeline: *Ongoing, 2023-2031*

Objective: *Through the vacant parcel tax, seek a 10% reduction in vacant parcels by the end of the Housing Element period.*

Action 3.8.2: Encourage the conversion of vacant ground floor commercial space to residential uses in appropriate locations.

Traditional brick-and-mortar commercial and retail businesses have continued to transition to an Internet-based model, which has been further accelerated by the COVID-19 pandemic. As a result, a significant number of ground-floor commercial and retail spaces in Oakland remain vacant. The City will explore opportunities to promote the conversion of vacant ground floor spaces in certain areas to live-work and other residential use, as may be appropriate in the local context. The City will also explore other opportunities to promote the conversion of vacant office or commercial space to housing.

Responsible Agency: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeline: *2023 - 2026*

Objective: *Significantly increase conversion of vacant ground floor commercial space to residential uses, where appropriate, to match housing need.*

Action 3.8.3: Consider a tax on all vacant residential rental units.

Although housing demand in Oakland remains extremely high, the City experiences a higher vacancy rate than both Alameda County and the Bay Area overall. This results from a variety of factors but may ultimately lead to higher housing costs. Oakland currently has in place vacancy tax on parcels and several types of housing units – including condos, duplexes, and townhome units under separate ownership. The City will consider extending the current vacancy tax to all residential units to encourage active use of residential units and expand the available housing supply.

Responsible Agency: *Oakland Department of Finance; Oakland Department of Housing and Community Development*

Potential Funding Source: *General Fund*

Timeline: *Consider by the end of 2026 whether the vacant parcel tax ought to be revised or expanded*

Objective: *By the end of 2026, consider and if appropriate adopt a revision to the vacant parcel tax.*

Action 3.8.4: Continue the Oakland Community Buying Program and support scattered site acquisition efforts.

The City currently provides the Community Buying Program, which assists Oakland residents in purchasing vacant or abandoned properties from the Scattered-Site Single Family Acquisition and Rehabilitation Program. These properties have been made available through programs like the Oaktown Roots Affordable Homes pilot program and local community land trusts, like the Oakland Community Land Trust and the Bay Area Community Land Trust. These programs will also help promote long-term affordable homeownership, which will also promote the objectives of Policy 5.1.

Responsible Agency: *Oakland Department of Finance; Oakland Department of Housing and Community Development*

Potential Funding Source: *Development impact fees, HOME, local infrastructure bond, and other local, State, and federal funding as available*

Timeline: *Ongoing, 2023-2031*

Objective: *As additional funding is available, continue to convert vacant parcels to affordable housing.*

Action 3.8.5. Partner with Alameda County Tax Collector to redevelop tax defaulted properties.

Partner with the Alameda County Tax Collector to identify tax-defaulted property suitable for development or preservation as affordable housing. Through use of the Chapter 8 tax sale program, make this property available to affordable housing providers, community land trusts, and related organizations.

Responsible Party: *Oakland Department of Housing and Community Development*

Funding: *Contributory value of the land, impact fees, HOME, other local, State, and federal funds as available*

Timeline: *Ongoing, 2023-2031*

Objective: *By the end of the Housing Element period, at least 40 parcels will be acquired by the City of Oakland or partner organizations that were previously tax defaulted.*

Goal 4. Address Homelessness and Expand Services for the Unhoused

The City of Oakland is facing an unprecedented humanitarian crisis of residents who are experiencing homelessness. As the United Nations notes in its mandate on the right to

adequate housing, the right to adequate housing is more than having a roof over one's head, it is the right to live in safety and dignity in a decent home; HUD Secretary Fudge has declared that "housing is a human right." Ultimately, permanent housing is the solution to homelessness (see Goal 3). Goals, policies, and actions in this Housing Action Plan recognize housing as a human right and support coordination across the spectrum, from homelessness prevention to transitional housing/shelter and services to permanent housing with resources for long-term support.

HOW THIS GOAL AFFIRMATIVELY FURTHERS FAIR HOUSING

Homelessness disproportionately impacts Oakland's BIPOC residents, particularly the city's Black residents. Further, special needs households—including extremely-low-income households—tend to be at greater risk of experiencing homelessness. Addressing homelessness and providing high quality services to the unhoused is also a racial equity issue, and must be part of the City's efforts to affirmatively further fair housing. By expanding access to quality homelessness services across Oakland, and seeking to expand transitional housing options in a citywide manner, the City will work to avoid an overconcentration in homelessness and homelessness-related services in disadvantaged neighborhoods. Further, by expanding economic opportunities for the unhoused, Oakland will help those currently unhoused access housing opportunities in a variety of Oakland neighborhoods. This goal, and the policies and actions that implement it, will address fair housing issues as they relate to homelessness in Oakland.

POLICY 4.1 EXPANSION OF HOMELESS SERVICES

Action 4.1.1: Expand, improve, and maintain crisis response beds.

Since 2018, the City has expanded its supply of emergency interim housing (community cabins, shelter beds, Safe RV parking) by over 1,000 beds/spaces. This increase is almost entirely funded with one-time funds. The City will use local, county, State, and federal funding to maintain these new resources and to improve the effectiveness of these beds in moving people to permanent housing (for example, by adding rapid rehousing exit resources). In addition, the City will continue to expand the interim housing sites and other forms of housing for people experiencing homelessness in the City. The City will ensure that such housing options include supportive services such as including rapid rehousing assistance, housing navigation, and access to resources via Coordinated Entry. The City will seek to partner with Alameda County to provide mental health and substance use services in interim sites and will partner with mainstream workforce programs to support on site job training programs. The City will coordinate efficient provision of services and resources from private, nonprofit, local, Alameda County, and State organizations

Responsible Party: *Oakland Human Services Department*

Potential Funding Source: *Measure Q, ESG, State Homeless Housing Assistance and Prevention Funding, various HUD funding sources, CalAIM (through County)*

Timeframe: *FY 2022-2023 – FY 2024-2025*

Objectives: *1. Increase the number of people who are experiencing homelessness in Oakland who are sheltered; and 2. Invest in and improve the quality of interim housing programs so that more people exit to permanent housing and more people exit to permanent housing more quickly.*

Action 4.1.2: Expand, improve, and maintain crisis response beds for unsheltered communities of color.

Increasing the number of crisis response beds helps to address the disproportionate rates of unsheltered homelessness among communities of color, especially among African American households. Creating additional facilities in many parts of the city will assist households experiencing homelessness to remain in their communities will reduce the number of African American households who are displaced from Oakland. Track data to ensure that African American households are using emergency crisis response beds and exiting to permanent housing at rates that are proportional to their representation in the homeless population.

Responsible Party: *Homelessness Division, Office of the City Administrator; Oakland Human Services Department*

Potential Funding Source: *Local, State, and federal funding, as available*

Timeframe: *Ongoing, 2023-2031*

Objectives: *Increase and stabilize people while providing opportunities to improve income they need to avoid entering or returning to homelessness.*

Action 4.1.3: Expand health and hygiene facilities and services, and improve access to bathrooms and showers.

Starting in FY 20-21, this intervention has greatly expanded to serve a minimum of 60 curbside sites with porta-potties, handwashing stations, and garbage pick-up. HSD has created two new outreach staff positions whose primary role is to support the encampments which have these interventions with maintaining the services as well as maintaining a level of cleanliness and compliance with the Encampment Management Policy. These City staff also support designated site leadership at each encampment site. The site leaders ensure that the porta-potties are used appropriately, and keep the units clean in between the official servicing. City staff provide the site leaders with cleaning supplies and stipends for their work. Per Council directive, the goal is to increase to 100 sites and four City outreach staff.

Responsible Party: *Homeless Division, Office of the City Administrator; Oakland Human Services Department*

Potential Funding Source: *State Homeless Housing Assistance and Prevention Funding, City General Fund*

Timeframe: *FY 2022-2023 – FY 2024-2025*

Objectives: *More people experiencing unsheltered homelessness have access to services which promote health and dignity.*

Action 4.1.4: Provide needed support and income to people who have been homeless so they can avoid returning to homelessness.

Recognizing that a lack of access to living wage jobs is a significant driver of homelessness in Oakland, the City will work with the Oakland Unified School District, higher educational institutions, related nonprofit agencies, business and other partners to create low barrier work opportunities for people who are currently unsheltered. These programs will offer support for development of work-related skills, provide services to address employment barriers specifically targeted to the needs of unhoused residents and increase the co-location and collaboration between providers of homeless assistance and employment programs and services. In addition, the City will work to match small business owners who want to address homelessness with job seekers who are homeless or formerly homeless.

Strategies to include:

- Low barrier work opportunities, for people re-entering the workforce
- Add employment specialist positions in core homeless services/prevention services programs
- Flexible funding pool to support career track training and employment programs
- Benefits advocacy to obtain SSI or other income for which they are eligible

Responsible Party: *Oakland Human Services Department; Homelessness Division, Office of the City Administrator*

Potential Funding Source: *Local, State, and federal funding, as available*

Timeframe: *Ongoing, 2023-2031*

Objectives: *Reduction in the number of households which return to homelessness in the two years after obtaining housing.*

Action 4.1.5: Provide support for domestic violence shelters.

Recognizing that domestic violence is one of the leading causes of homelessness for women and children, the City will coordinate provision of counseling, case management, healthcare, rapid rehousing assistance, and other wraparound services for survivors of domestic violence within transitional housing programs, emergency shelters, and navigation centers. The City will work with housing and service providers to seek additional grant funding to support survivors of domestic violence. The City will continue to publicize health and wellness resources on its website and will ensure that this information remains up-to-date.

Responsible Agency: *Oakland Human Services Department; Homelessness Division, Office of the City Administrator, Department of Violence Prevention*

Potential Funding Source: *To be determined*

Timeline: *Ongoing, 2023-2031*

Objective: *The City will significantly increase supportive services (and their publicization) for domestic violence survivors to match need.*

POLICY 4.2 ENCAMPMENT MANAGEMENT**Action 4.2.1: Enhance operations of the City's 2020 Encampment Management Policy.**

The City of Oakland adopted the 2020 Encampment Management Policy. The purpose of this policy is to protect and serve all Oaklanders, sheltered and unsheltered, and to manage the adverse impacts of homeless encampments by balancing the interests of all residents, focusing encampments actions on mitigating negative outcomes as they pertain to public safety, public health, and equity outcomes.

Responsible Party: *Homelessness Division, Office of the City Administrator*

Potential Funding Source: *Local, State, and federal funding, as available*

Timeframe: *2023-2031*

Objectives: *The Encampment Management Policy is essential to connecting unsheltered individuals to human services, emergency shelter and long term permanent supportive housing, while executing comprehensive operations focused on managing health and safety conditions of public spaces. The goal is to close areas where encampments are not permitted, provide regular and adequate trash collection from encampments, to ensure that porta-potties and hand-washing stations are services regularly as needed, and that encampments receive regular deep cleanings that ensure that our unhoused residents are not living in conditions that threaten health and/or safety until fully abated.*

The policy sets forth the following objectives:

1. *Designate high-sensitivity areas, where unmanaged encampments are presumed to cause unreasonably high levels of health and safety impacts due to the nature of the location;*
2. *Designate low-sensitivity areas, where enforcement will not be prioritized;*
3. *Make findings that will prompt Encampment Management Team intervention; and*
4. *Provide guidance on addressing unreasonable health and safety risks, promoting voluntary compliance, and strategies to address non-compliance.*

Action 4.2.2: Lead strategic homelessness response operations and homeless services from the Homelessness Division, Office of the City Administrator.

Homelessness intersects with multiple departments and agencies, all of which fall under the City Administrator’s purview. Leading from the Office of the City Administrator, the Homelessness Division serves as the primary liaison between the City Administrator’s Office and internal and external agencies, along with other City departments, regarding the City’s homelessness response and provides inter- and intra-agency coordination focusing on the City’s management of its unsheltered population. This division directs the program and operational decision-making in division activities; encampment management response teams and task forces; organizes, manages, and directs the review and implementation of the City’s major projects.

Responsible Party: *Homelessness Division, Office of the City Administrator*

Potential Funding Source: *Local, State, and federal funding, as available*

Timeframe: *2023—2031*

Objectives: *Lead the implementation, expansion, and strategic coordination of Homeless Response Operations and Service Delivery across City of Oakland departments, and external public and private partners, organizations, and agencies.*

Action 4.2.3: Strengthen interdepartmental Encampment Management Team.

The Encampment Management Team (EMT) is an interdepartmental working group tasked with implementing and administering this policy, consisting of representatives from Oakland’s Public Works Department, Human Services Department, Oakland Policy Department, Oakland Fire Department, the City Administrator’s Office (CAO), and other consulted departments as necessary (e.g., the Mayor’s Office, the City Attorney’s Office, Parks and Recreation). The EMT is facilitated by the CAO via the Homelessness Administrator.

Responsible Party: *Homelessness Division, Office of the City Administrator*

Potential Funding Source: *Local, State, and federal funding, as available*

Timeframe: *Ongoing, 2023-2031*

Objectives: *1. The EMT aims to execute duties assigned to their respective departments for the completion of interventions (Health and Safety) prescribed in the 2020 Encampment Management Policy (Health and Hygiene, Deep Cleanings, Partial Closure, and Closure); 2. To channel unsheltered individuals in every encampment to human services, emergency shelter and long term permanent supportive housing; 3. To effectuate the completion of the Encampment Management Policy interventions, each department may promulgate additional specific procedures necessary to effectuate the roles described in this policy under development specific Standard Operating Procedures.*

Action 4.2.4: Increase the oversight of homelessness strategies, investments, outcomes, and encampment operations with the Homelessness Advisory Commission.

The City will increase opportunities for leadership and input from people experiencing homelessness in the design, implementation, and evaluation of encampment management and services that respond to unsheltered homelessness. The City will also seek to build trust between law enforcement, social workers, and homeless individuals/families and promote mentorship opportunities for formerly homeless individuals and people recovering from addiction. Further, the City will refine encampment management policies and strategies using qualitative and quantitative data to assess the experience of encampment for BIPOC residents and will implement culturally-specific and anti-racist strategies to better meet the short-term needs of BIPOC unsheltered residents.

Responsible Party: *Homelessness Division, Office of the City Administrator*

Potential Funding Source: *Local, State, and federal funding, as available*

Timeframe: *Ongoing, 2023-2031*

Objectives: *Review and make recommendations of existing and new proposals funding homelessness services funded by City of Oakland Measures Q and W.*

Action 4.2.5: Expand co-governance and partnerships with unsheltered residents in the design and delivery of homelessness services.

In FY 21-22 the City opened its first co-governed program site. Co-governance is an intervention model where unsheltered residents come to an agreement about how they will live together in a community setting of an encampment. This includes, but is not limited to, selecting site leadership, determining eligibility for participation, developing community expectations for behaviors and for staffing/running the site, holding each other accountable for the agreed upon expectations, and maintaining the health and safety of the community residents. A backbone agency (nonprofit/community-based agency) works alongside residents to support the residents in the design, leadership and operations of the site. The backbone agency is the contracting entity with the City/funder and holds ultimate

accountability for ensuring the safety and security of the site. The City, in partnership with unsheltered residents will continue to refine this model and to expand this model as new sites open.

Responsible Party: *Oakland Human Services Department; Homelessness Division, Office of the City Administrator*

Potential Funding Source: *Homeless Housing Assistance and Prevention funds, City General Fund*

Timeframe: *FY 2022-2023 – FY 2024-2025*

Objectives: *Increase the number of interim housing sites which have people experiencing homelessness as partners in site design and operations.*

POLICY 4.3 PROMOTE TRANSITIONAL AND PERMANENT SUPPORTIVE, DEEPLY AFFORDABLE HOUSING FOR UNHOUSED COMMUNITIES

Action 4.3.1: Finance the construction and maintenance of permanent supportive and deeply affordable housing for homeless households to expand the supply of deeply affordable and supportive housing for Oakland’s most vulnerable residents.

The City will secure and advocate for additional funding for building and operation of permanent supportive and deeply affordable housing for homeless households using a combination of State and federal sources, such as the State Homekey program, the federal HOME-ARP program, and funding from the local Oakland Housing Authority. The City will continue incorporating a preference for City-assisted affordable housing projects that include at least 20 percent of units for vulnerable populations, including but not limited to homeless individuals and families living at or below 20 percent of AMI; as well, the City will increase this homeless set-aside in future NOFAs should operating funding resource availability support the increase. The City will work with residents, service providers, and property owners to ensure adequate and transparent long-term plans for maintenance and service provision within new and existing permanent supportive housing. The City will also pursue the strategic acquisition of hotel, motel, and dorm facilities by and with nonprofit partners to house unsheltered residents. The City will further work to coordinate Oakland Housing Authority’s award process with the City’s Affordable Housing NOFA process and Homekey opportunities. The City will also work with the State and other partners to explore opportunities to expand the supply of extremely-low-income housing for residents that do not require supportive services.

Responsible Party: *Oakland Human Services Department; Oakland Department of Housing and Community Development; Homelessness Division, Office of the City Administrator*

Potential Funding Source: *State Homeless Housing Assistance and Prevention Funds*

Timeframe: *Ongoing, 2023-2031, as funding is available*

Objectives: *Secure funding to significantly increase construction and maintenance of permanent supportive and deeply affordable housing to match need for unhoused*

communities.

Action 4.3.2: Streamline approval for modular developments to provide quality shelter quickly to address the scale of the crisis.

The City will utilize statewide streamlining opportunities, such as categorical CEQA exemptions and Program EIRs, and revise the Planning Code to minimize the need for discretionary review with a ministerial option for projects that utilize objective design standards for approval. The City will also identify and eliminate roadblocks in the review of building permit applications to expedite and increase the production of modular developments and other quick-build shelter solutions on private land in Oakland. The City will also work with other public agencies, including Caltrans, to facilitate and streamline more flexible shelter solutions on public land. The City will ensure that smaller units used as permanent housing units are in compliance with the Building Code to mitigate fire and other public safety hazards.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees, SB2 Grant for Objective Design Standards*

Timeframe: *Planning Code changes in 2023; ongoing, 2023-2031*

Objectives: *Significantly increase production of modular developments and other quick-build shelter solutions to match need for unhoused communities.*

Action 4.3.3: Remove regulatory constraints to the development of transitional housing and supportive housing.

The City will amend the Planning Code to ensure that transitional housing and supportive housing projects are permitted equivalently to similar permanent residential uses in the appropriate zone.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan*

Timeframe: *Planning Code changes in 2023*

Objectives: *Reduce barriers to the development of transitional and supportive housing.*

Action 4.3.4: Provide development standards for Low Barrier Navigation Centers.

Low Barrier Navigation Centers, pursuant to AB 101, are required to be permitted by right and without any discretionary approval. A Low Barrier Navigation Center is a "Housing First,"

low barrier, temporary, service-enriched shelter that helps homeless individuals and families to quickly obtain permanent housing. The City will amend the Planning Code to include a definition for “low barrier navigation centers” and ensure that such centers are permitted by right, pursuant to State law.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan*

Timeframe: *Planning Code changes in 2023*

Objectives: *Reduce barriers to the development of housing for persons experiencing homelessness.*

Goal 5. Promote Neighborhood Stability and Health

All Oakland residents deserve to live, work, play, and thrive in safe, affordable, healthy, and welcoming communities. In Oakland, this geography of opportunity and health-supporting neighborhoods has been inequitable, with low-income communities and communities of color more likely to live in neighborhoods overburdened by pollution, disinvestment, and other social and environmental injustices. Goals, policies, and actions in the Housing Action Plan can address environmental justice by protecting residential areas from harmful pollution impacts. Additionally, as the City prioritizes investments, infrastructure, building upon existing community assets, and resources to achieve environmental justice in disinvested areas, the Housing Action Plan seeks to ensure that existing residents can stay in their communities and benefit from these increased resources through opportunities for homeownership (see also Goals 1 and 3).

1. Reduce greenhouse gas emissions in the building sector through the promotion of sustainable design principles, energy efficiency, and smart growth principles into residential developments.
2. Encourage higher-density, infill, and mixed-use development near transit to reduce reliance on automobiles.
3. Promote adaptation strategies to improve neighborhood and community resilience to climate change in collaboration with local and regional partners.
4. Leverage State and federal resources to assist with the remediation of environmental constraints on potential housing sites.
5. Limit greater intensification of neighborhoods at very high risk of wildfires. Maintain parking and other regulations to facilitate evacuation when needed.

6. Promote an equitable distribution of housing, including affordable housing, throughout the community, while providing opportunities to those that want to remain in existing neighborhood to maintain local ties.
7. Ensure that programs support development of both rental and ownership opportunities for affordable and middle-income housing.

Homeownership confers a range of benefits – including greater certainty over housing costs, opportunity to stay in one’s chosen neighborhood, ability to make changes to the living environment, privacy, and ability to build financial equity. In addition to tangible economic and other individual benefits, homeownership also brings substantial social benefits such as a stronger sense of place and belonging, improved community health and safety, and civic participation.

HOW THIS GOAL AFFIRMATIVELY FURTHERS FAIR HOUSING

Oakland has historically experienced patterns of significant inequities – between the hills and the flatlands, west and east, and across race and income. Rising housing costs and displacement pressures continue to disproportionately burden the city’s Black population and other people of color, even as historically Black neighborhoods continue to see disinvestment and relatively high rates of poverty – see Appendix D for further context. The City has made great strides to correct these patterns of discrimination—including through the establishment of the Department of Race and Equity to advance racial equity in 2016—but needs to expand its efforts to eliminate racial disparities and discriminatory housing practices. The City will take steps to correct historic and ongoing patterns of discrimination to create a fair and just city through the simultaneous actions of opening up exclusionary neighborhoods (see Policy 3.4) and focusing resources, funds, tenant protections, and support of existing community assets in disinvested neighborhoods and ethnic enclaves (see Goals 1, 2, and 3).

Further, Oakland has some of the lowest rates of homeownership among major Bay Area cities, rivaled only by San Francisco. About 60 percent of Oaklanders are renters, and with continuously rising housing costs, affordable homeownership remains out of reach for most Oaklanders. This is especially true for the city’s working and middle classes, as traditionally blue-collar neighborhoods have become increasingly expensive in recent years. Homeownership is distributed unevenly by race and ethnicity – while most white households own their homes, the majority of BIPOC households are renters. American Indian or Alaska Native (70.8 percent), Hispanic or Latinx (69.4 percent), and Black or African American (67.8 percent) households are especially likely to be renters. See Appendices B and D for more information.

This goal aims to expand opportunities for homeownership, particularly for low-income communities and communities of color. Along with efforts in Goal 1 and Goal 2, increased affordable and middle-income homeownership opportunities will reduce displacement pressures, and keep Oaklanders in their homes, thereby protecting both individual families and the social fabric of Oakland’s neighborhoods. First-time homebuyer programs can also expand access to historically exclusionary neighborhoods by giving prospective homeowners

the resources and tools they need to secure a home wherever they choose to live. Community land trusts and other models of maintaining permanently affordable housing, as outlined in Policy 3.5, also provide opportunities to increase rates of affordable homeownership.

As defined in the Oakland Municipal Code, in addition to safe, affordable, high-quality housing for all people, another determinant of equity is a healthy built and natural environment for all people that includes a mix of land uses that support jobs, housing, amenities and services, trees and forest canopy, and clean air, water, soil, and sediment. In Oakland, low-income communities and communities of color are more likely to suffer from environmental injustices such as disproportionate exposure to air pollution, toxics and hazardous facilities and substances, contaminated water, and other environmental hazards that have an impact on human health due to a history of systemic racism and social injustices that influence where these communities live. As the impacts of climate change become more severe, these communities are most likely to be impacted first and hardest. As the City adds more housing stock over the course of this Housing Element period, it is imperative that new development sustains a healthy environment by working to “reduce the unique or compounded health risks in disadvantaged communities” and is prepared for the heightened impacts of climate change, especially protecting those who are most at risk. As part of this goal, efforts to align affordable housing development with transit—such as through the State’s Affordable Housing and Sustainable Communities program—and expand access to high opportunity neighborhoods and good jobs are integral to furthering environmental justice through housing.

POLICY 5.1 SUSTAIN AFFORDABLE FIRST-TIME HOMEOWNERSHIP INCENTIVES

Action 5.1.1: Provide first-time homebuyer programs.

When funding is available, the City has historically provided a number of first-time homebuyer programs – including the First Time Homebuyer Mortgage Assistance Program (MAP), the CalHome Program, and Oaktown Roots Affordable Homes. As funding becomes available—either through State or program-related income—the City will resume these programs. The City also provides first-time homebuyer workshops and promotes workshops hosted by a HUD-approved counseling agency. Although City-sponsored classes are currently suspended due to the COVID-19 pandemic and the absence of funding, the City continues to provide information for other local classes. When the public health emergency subsides, the City will continue to directly offer workshops. Finally, the City maintains a list of deed-restricted below market rate (BMR) homes for sale to assist potential buyer and will continue to maintain this list throughout the planning period. The City will collect data through the first-time homebuyer programs to understand the extent of homeownership need and to identify gaps in the programs. Over time the City has increased the income limits for its first-time homebuyer programs because of the increasing gap between housing prices and incomes. The City will assess the impacts of this approach and the extent to which it may reinforce rather than reverse racial disparities in ownership. Further, as part of Action 5.3.3, the City will engage in targeted outreach in partnership with community-based organizations and fair housing services providers to reach the most impacted communities – including Black and Latinx households.

Responsible Party: *Oakland Department of Housing and Community Development – Housing Development Services*

Potential Funding Source: *State Housing Funds (CalHFA, HCD), Private Lenders, CFPB, GSFA, FHLB WISH Program, Alameda County AC Boost, and Alameda County Mortgage Credit Certificate*

Timeframe: *Ongoing as funding is available, 2023-2031; Annual reporting on first time homebuyer program data as available*

Objectives: *If the City of Oakland receives CalHome and other homeownership funding at historic rates, the City expects to support a total of 160 low- and moderate-income households with home purchases over the next Housing Element cycle.*

Action 5.1.2: Expand access to low-cost financing for home purchase.

Through the first-time homebuyer programs described in Action 5.1.1, the City was able to issue 121 loans totaling approximately \$6.8 million during the previous planning period. With appropriate funding, these low-cost financing options have been very effective in promoting affordable homeownership. The City will continue to seek funding for these programs and provide access to homebuyer resources related to other county, State, or federal level funding – including through the Consumer Financial Protection Bureau (CFPB), California Housing Finance Agency (CalHFA), Golden State Finance Authority (GSFA), Federal Home Loan Bank's (FHLB) WISH Program, Alameda County AC Boost, and Alameda County Mortgage Credit Certificate.

Responsible Party: *Oakland Department of Housing and Community Development – Housing Development Services*

Potential Funding Source: *State Housing Funds (CalHFA, HCD), Private Lenders, CFPB, GSFA, FHLB WISH Program, Alameda County AC Boost, and Alameda County Mortgage Credit Certificate*

Timeframe: *Ongoing as funding is available, 2023-2031; Annual reporting on first time homebuyer program data as available*

Objectives: *If the City of Oakland receives CalHome and other homeownership funding at historic rates, the City expects to support a total of 160 low- and moderate-income households with home purchases over the next Housing Element cycle.*

Action 5.1.3: Provide paths to homeownership for Section 8 voucher holders.

Oakland HCD has traditionally worked with Section 8 voucher holders as part of the first-time homebuyer programs. Further, the Oakland Housing Authority (OHA) offers the Homeownership Program to eligible residents – which permits participants to apply their housing subsidy towards a monthly mortgage payment. As funding and capacity permits, the OHA will continue to offer this program and expand eligibility criteria as feasible. Oakland

HCD will also continue to work with voucher holders through first time homebuyer programs. OHA will collect data on residents who make use of the Homeownership Program to understand program participants and existing gaps.

Responsible Party: *OHA; Oakland Department of Housing and Community Development*

Potential Funding Source: *HUD, State Housing Funds (CalHFA, HCD)*

Timeframe: *Ongoing as funding is available, 2023-2031; Annual reporting on OHA's Homeownership Program*

Objectives: *If funded at historic levels, the City expects to provide 30 low-income Section 8 voucher holders with down payment assistance.*

POLICY 5.2. PROMOTE RESILIENT AND SUSTAINABLE DEVELOPMENT

Action 5.2.1: Protect against smoke and wildfire.

As wildfires become more frequent, it is increasingly important to ensure safe and healthy indoor air quality. The City will require new development follow requirements for indoor air filtration, including the installation of MERV filters, as specified in the California Building Code, and will support property owners in retrofitting their homes to protect inhabitants from wildfire smoke, prioritizing retrofits in communities with disproportionate exposure to air pollution and substandard housing. To reduce the impacts of secondhand smoke, the City will explore amendments to the smoking pollution control ordinance to create smoke-free environments within multifamily housing properties. Further, the City will encourage the addition of clean air centers and resilience spaces within residential areas that can provide emergency services in the event of a wildfire.

Responsible Party: *Oakland Public Works Department; Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeframe: *Ongoing, 2023 - 2031*

Objectives: *Significantly improve access to better indoor air quality to protect against smoke and wildfire through methods such as requiring installation of MERV filters in new developments and identifying additional clean air centers and resilience spaces within residential areas.*

Action 5.2.2: Promote infill, transit-oriented development (TOD), and mixed-use development.

Expand and allow community-serving uses such as retail, restaurants, and personal services within areas that are primarily residential, and increase opportunities to add multi-family

housing in commercial areas that are well-served by transit. Encourage sustainable transportation choices and improve pedestrian activity with new housing development, potentially by reducing vehicular parking requirements in new development and/or requiring transit, cyclist, and pedestrian access design features. Work with Bay Area Rapid Transit (BART) to rezone and facilitate development of high-density multifamily and mixed-use housing on BART-owned sites within the City, per AB 2923. Ensure that new transit-oriented development is accompanied by tenant protection policies described in Policy 1.1.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeframe: *2023 – 2025 and Ongoing*

Objectives: *Significantly increase infill, transit-oriented development and mixed-use development to meet housing need.*

Action 5.2.3: Study options to provide financing for the remediation of environmentally contaminated sites, with priority for affordable projects.

The City will study options to provide financial assistance to property owners for the remediation of environmentally contaminated sites, such as former gas stations or auto mechanic shops, which are being developed for housing. Funding priority will go to sites with proposed affordable housing projects.

Responsible Party: *Oakland Department of Housing and Community Development*

Potential Funding Source: *State of California's Equitable Community Revitalization Grant Program, United States Environmental Protection Agency Brownfields Grants program*

Timeframe: *Ongoing, 2023-2031 as funding is available*

Objectives: *As suitable funding is available, Oakland will study and/or remediate contaminated sites to the maximum feasible extent.*

Action 5.2.4: Secure funding from the State's Affordable Housing and Sustainable Communities (AHSC) Program.

The AHSC program, administered by the Strategic Growth Council and implemented by HCD, distributes Statewide Cap-and-Trade funding for affordable housing developments (new construction or renovation) and sustainable transportation infrastructure projects. Successfully implemented, the AHSC program transforms California cities into places where residents can get everywhere they want to go without having to drive. The City of Oakland will apply directly or support partners such as nonprofit and for-profit housing developers, transportation and transit agencies, and joint powers authorities to apply for AHSC grant funding.

Responsible Party: *Oakland Department of Housing and Community Development; DOT; Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeframe: *Ongoing, 2023 - 2031*

Objectives: *Significantly increase affordable housing development through application for AHSC funding to meet housing need.*

Action 5.2.5: Encourage climate-resilient housing.

Consistent with the City's Equitable Climate Action Plan (ECAP) and Ordinance 13632 CMS, all newly constructed buildings in Oakland are prohibited from utilizing natural gas or connecting to natural gas infrastructure. The City will continue to support property owners in building electrification and seismic safety retrofits, prioritizing funding in frontline and disadvantaged communities. The City will work with organizations such as the U.S. Green Building Council to recognize net-zero energy projects with sustainable and resilient design, including passive design and energy- and water-efficient systems. The City will continue to require all projects that meet the Green Building Ordinance for Private Development thresholds comply with green building standards, exceeding CALGreen Standards, and will encourage and promote green features such as durable low-embodied carbon materials, green and cool roofs, electric vehicle charging stations, and others such features during the permitting and entitlements process. The City will continue to require green building certification under BuildItGreen.org's GreenPoint Rated or LEED Certification systems and give preference to projects scoring higher in the Green Point Checklist, or which meet or exceed LEED Gold level, in the NOFA scoring process. The City can promote and expand existing programs to provide education and incentives to property owners and residents who implement water conservation, energy conservation, waste reduction, and resilient landscaping measures. The City will ensure that new housing development within areas subject to flooding associated with sea level rise encourage placement of life safety, mechanical, and electrical systems above flood elevations (i.e., second story or higher). The City will also encourage the addition of community spaces within residential areas that can provide emergency services in the event of a natural disaster or power outage.

Responsible Party: *Oakland Public Works Department; Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeframe: *Ongoing, 2023 - 2031*

Objectives: *Significantly increase construction of climate-resilient housing to meet housing need.*

Action 5.2.6: Consider adoption of a disaster reconstruction overlay zone.

The City will consider the adoption of a disaster reconstruction overlay zone to streamline reconstruction following a natural disaster. Such a zone would establish ministerial approvals and streamlined permitting for the reconstruction of homes after a natural disaster, similar to reconstruction zoning created in Santa Rosa following the Santa Rosa Wildfire. This could accelerate reconstruction, require rebuilt homes to adhere to the latest earthquake and fire safety standards, and reduce the impacts of disasters on housing affordability in Oakland.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *State and federal grants, as available*

Timeframe: *2023 - 2027*

Objectives: *Consider adopting a disaster reconstruction overlay zone to meet housing need in response to potential disasters.*

Action 5.2.7. Encourage new affordable housing in higher resource neighborhoods.

Affordable housing units, including both publicly-assisted housing and housing choice vouchers, tend to be concentrated in low resource and high segregation and poverty areas., while higher resource neighborhoods have avoided providing their share of affordable units through low-density zoning that has largely prevented development at the scale necessary for affordability. To expand where affordable housing units are located, including both publicly assisted housing and housing choice vouchers, the City will encourage further affordable development in higher resource neighborhoods through allowing for higher densities and streamlined approval for affordable projects. In its annual competitions for the award of housing development funds, the City will continue to give preference to projects in areas which help advance desegregation and are located in neighborhoods with strong educational quality. Further efforts may include working with affordable developers to identify appropriate sites in high resource neighborhoods and providing direct outreach and resources to Section 8 voucher holders and landlords to find appropriate housing in higher resource areas (see also Action 3.3.2). Actions 3.2.1 and 3.4.1 will also help increase the availability of housing within higher resource neighborhoods.

However, while increasing affordable development in higher-resource neighborhoods is a State priority, it only represents one strategy towards increasing opportunity for historically disadvantaged residents. Many Oakland residents want to remain in the neighborhoods that they call home, and may not want to move to “higher-resource” areas which tend to be predominantly white and higher-income. Many existing ethnic enclaves offer resources like culturally-specific grocery stores, churches, language services, or other key access points that could be difficult to find elsewhere. These neighborhoods are also often rich in transit and service resources tailored to community needs. Thus, efforts to increase access to exclusive neighborhoods must also be coupled with investment, cultural preservation, and anti-

displacement efforts in Racially or Ethnically Concentrated Areas of Poverty (R/ECAPs). These efforts are also described in Goal 1 and Goal 2. Oakland HCD's New Construction Notice of Funding Availability has recently been modified to balance scoring to between being in higher-resource and high performing schools (for family housing) with the goal of seeking to increase investment in areas of the City that have suffered from economic and infrastructural disinvestment, as well as prioritizing affordable housing in areas where low income residents are especially vulnerable to displacement pressures.

Responsible Party: *Oakland Department of Housing and Community Development; Oakland Planning & Building Department*

Potential Funding Source: *General fund, permit fees, other local, State, and federal funding sources as available*

Timeframe: *Ongoing, 2023-2031*

Objectives: *Oakland's residential dissimilarity index (which compares racial segregation across neighborhoods) will decrease by at least 10% by 2031.*

Action 5.2.8: Promote the development of mixed-income housing to reduce income-based concentration.

As noted previously, lower-income housing tends to be concentrated in lower resourced neighborhoods. The City will work to promote mixed-income developments to further reduce the geographic isolation of lower-income units and promote increase neighborhood investment in distressed areas. The City will encourage use of the State Density Bonus program, promote mixed-income development in specific plan areas, and access CalHFA bond recycling facility for mixed-income projects.

Responsible Party: *Oakland Planning & Building Department*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeframe: *Ongoing, 2023-2031*

Objectives: *Significantly increase production of mixed-income housing and reduce income-based concentration to match housing need.*

Action 5.2.9: Provide accountability measures for housing programs, including annual monitoring.

The Housing Element is a living document that provides a roadmap for the next eight years. As such, the City will actively monitor activities undertaken to meet program objectives pursuant to Annual Progress Report requirements. To ensure accountability, the City will solicit annual feedback from the community to understand the effectiveness of individual programs.

Responsible Party: *Oakland Planning & Building Department; Oakland Department of Housing and Community Development; Oakland Human Services Department; Oakland Economic & Workforce Development Department; Oakland Public Works Department; DOT*

Potential Funding Source: *General Plan Surcharge and permit fees*

Timeframe: *Ongoing, 2023-2031*

Objectives: *Monitor and enforce Housing Element implementation to understand whether individual programs significantly improve Oakland housing conditions and address housing need.*

POLICY 5.3. PROTECT HOMEOWNERS AND TENANTS FROM DISCRIMINATION

Action 5.3.1: Provide fair housing services and outreach.

The City will continue to partner with fair housing service providers operating within Oakland. As most housing discrimination complaints are related to a disability bias, the City will work with fair housing providers to provide additional educational resources in a variety of languages to both tenants and landlords related to disability rights in housing. The City will publicize fair housing services on its website, in City Hall, and in all housing-related programming. The City will also seek additional State and federal funding to assist fair housing providers.

Responsible Party: *Oakland Department of Housing and Community Development*

Potential Funding Source: *CDBG, general fund, other local, State, and federal funding sources as available*

Timeframe: *Ongoing, 2023-2031*

Objectives: *All stated outreach materials will be created and found online no later than the end of 2023.*

Action 5.3.2: Enact predatory lending protections.

Predatory lending practices are a major contributor to racially discriminatory housing patterns and were one of the major factors in the previous decade's foreclosure crisis. To curb these practices, the City will work with fair housing service providers to provide educational materials and workshops in a variety of languages to inform Oakland residents of best practices. The City will promote fair lending practices to ensure that low-income residents and residents of color have fair access to capital resources needed to acquire and maintain housing.

Responsible Party: *Oakland Department of Housing and Community Development*

Potential Funding Source: *CDBG, general fund, other local, State, and federal funding sources as available*

Timeframe: *Ongoing, 2023-2031*

Objectives: *All stated outreach materials will be created and found online no later than the end of 2023.*

Action 5.3.3: Provide targeted outreach and support to disproportionately burdened groups and areas.

Oakland's Black and Latinx populations experience disproportionately high rates of cost burden and tend to live in neighborhoods with higher rates of overcrowding and other housing issues. The City will work with fair housing service providers to target outreach and programming to Black and Latinx Oaklanders, as well as neighborhoods experiencing high levels of housing issues. The City will regularly monitor housing issues like cost burden, overcrowding, code enforcement complaints, and substandard housing to understand where the highest need for services exists.

Responsible Party: *Oakland Department of Housing and Community Development; Oakland Planning & Building Department*

Potential Funding Source: *General Fund, permit fees, other local, State, and federal funding sources as available*

Timeframe: *Ongoing, 2023-2031*

Objectives: *Oakland's residential dissimilarity index (which compares racial segregation across neighborhoods) will decrease by at least 10% by 2031.*

4.2 Quantified Objectives

State law requires that quantified objectives be established for new construction, rehabilitation, conservation, and preservation activities that will occur during the Housing Element cycle. Table 4-1 provides Oakland's quantified objectives by income category for the 2023-2031 planning period. New construction estimates include units in pipeline projects, projected accessory dwelling units (ADUs), and the minimum remaining RHNA capacity.

Table 4-1: City of Oakland 2023-2031 Quantified Objectives

<i>Income Category</i>	<i>New Construction¹</i>			<i>Rehabilitatio n²</i>	<i>Conservatio n/Preservati on³</i>
	<i>Pipeline Project</i>	<i>Projected ADUs</i>	<i>Remaining RHNA</i>		
Very-Low-Income ⁴	2,176	890	4,422	-	-
<i>Extremely-Low- Income⁴</i>	1,088	445	2,211	-	-
Low-Income	2,388	890	1,035	751	258
Moderate-Income	364	198	4,564	-	-
Above-Moderate-Income	9,152	-	4,111	-	-
Total	14,080	12,020	4,089	-	-

1. New construction objectives represent the City's RHNA for the Sixth Cycle Housing Element update. Estimates include units from pipeline projects and projected accessory dwelling units (ADUs).
2. Estimates are derived from the City's 2020/2021 Consolidated Annual Performance and Evaluation Report.
3. Conservation/preservation estimates are based on the estimated number of assisted units that are at risk of conversion to market rate, as discussed in Appendix B.
4. The extremely-low-income housing need is assumed to be 50% of very-low-income housing need. Quantified objectives for very-low-income housing includes extremely-low-housing objectives.

Source: City of Oakland, 2022; Dyett & Bhatia, 2022



OAKLAND 2045
GENERAL PLAN