

March 29, 2024

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Oakland General Plan Annual Progress Report 2023

The General Plan Annual Progress Report (APR) monitors progress in implementing and updating the Oakland General Plan each year. This report is in compliance with Government Code Section 65400, which requires that local jurisdictions submit an annual report to their legislative bodies, the Governor's Office of Planning and Research (OPR) and the Department of Housing and Community Development (HCD) by April 1 of each year.

The General Plan Annual Progress Report (APR) allows OPR to identify statewide trends in land use decision-making and how local planning and development activities relate to statewide planning goals and policies. In addition, the APR provides local legislative bodies and the public with information regarding the implementation of the General Plan for their city or county. Finally, the APR also informs the public of the progress in meeting the community's goals.

The City of Oakland is pleased to submit the 2023 General Plan APR to fulfill the requirements of Government Code Section 65400 and 65700.

This report covers the following topics:

- I. Date of Presentation / Acceptance by the Local Legislative Body
- II. Date of the Last Update to the General Plan
- III. Measures Associated with Implementation of the General Plan
- IV. Housing Element APR Reporting Requirements
- V. General Plan Compliance with OPR's General Plan Guidelines
- VI. Priorities for Land Use Decision-Making
- VII. Goals, Policies, Objectives, Standards, or Other Plan Proposals
- VIII. Implementation of the General Plan

I. Date of Presentation / Acceptance by the Local Legislative Body

The General Plan and Housing Element Annual Progress Reports (APR) are planned for presentation to the Oakland Planning Commission's Zoning Update Committee on May 8, 2024; Oakland Planning Commission on May 15, 2024; Oakland City Council's Community & Economic Development Committee on June 11, 2024; and Oakland City Council on June 18, 2024.

II. Date of the Last Update to the General Plan

California Government Code section 65302 mandates that all General Plans (with some exceptions highlighted below) address the following policy areas; however, the law does not require that each of the following "Elements" must be organized into individual chapters. Rather, it suggests that General Plan organization should consider local context.

- **Land Use.** The Land Use Element is intended to promote the community's vision for growth via equitable and accessible distribution of different land uses, including residential, commercial, industrial, agricultural, and open space.
 - In Oakland, the current Land Use Element is contained in the Land Use and Transportation Element (LUTE), adopted in 1998.
 - The LUTE will be updated during Phase 2 of Oakland's 2045 General Plan Update, which began in Spring 2024.
 - The Estuary Policy Plan (EPP) establishes the General Plan land use policies for lands between Interstate 880 and the Oakland waterfront. The EPP was adopted as part of the LUTE in 1999.
- **Circulation.** This is a strategy for addressing infrastructure needs for the circulation of people, goods, energy, water, sewage, storm drainage, and communications. By statute, the Circulation Element must correlate directly with the Land Use Element.
 - In Oakland, the current Circulation Element is also contained in the Land Use and Transportation Element (LUTE), adopted in 1998.
 - The LUTE will be updated during Phase 2 of Oakland's 2045 General Plan Update, which began in Spring 2024.
 - The 1999 Estuary Policy Plan (EPP) also establishes circulation policies for areas between Interstate 880 and the Oakland waterfront.
 - The 2019 Oakland Bike Plan and 2017 Pedestrian Plan were also adopted as components of the LUTE.
- **Housing.** This element implements the declaration of State law that the availability of housing is a matter of vital statewide importance. It is more specific and directive than other elements, with detailed guidance and reviews. The California Department of Housing and Community Development (HCD) must review and certify the Housing Element, while jurisdictions submit annual progress reports. In Oakland (and most major cities), the Housing Element must be revised and submitted to State HCD for review on an eight-year cycle.
 - Oakland's [2023-2031 Housing Element Update](#) was adopted by City Council on January 31, 2023 (Resolution No. 89565 C.M.S.), and certified by State HCD on February 17, 2023.
 - The Housing Element will be updated next for the 7th RHNA cycle (2031-2039).
- **Conservation.** This element establishes goals and policies for the retention, enhancement and development of natural resources. It is to be coordinated with the Land Use and Open Space Elements.
 - In Oakland, conservation is covered in the City's Open Space, Conservation and Recreation Element (OSCAR), adopted in 1996.

- The OSCAR will be updated during Phase 2 of Oakland’s 2045 General Plan Update, which began in spring 2024.
- **Open Space.** This element identifies valuable undeveloped areas and creates a long-term plan to preserve them.
 - In Oakland, open space is covered in the City’s Open Space, Conservation and Recreation Element (OSCAR), adopted in 1996.
 - The OSCAR will be updated during Phase 2 of Oakland’s 2045 General Plan Update, which began in Spring 2024.
- **Noise.** The Noise Element describes the local noise environment and analyzes current and projected noise levels. It outlines policies and implementation measures to address existing and foreseeable noise problems.
 - Oakland’s Noise Element was adopted in 2005.
 - The Noise Element will be updated during Phase 2 of Oakland’s General Plan Update, which began in Spring 2024.
- **Safety.** A successful Safety Element reduces potential short and long-term risks of death, injuries, property damage, and economic dislocation resulting from fires, floods, droughts, earthquakes, landslides, climate change; as well as local hazards.
 - Oakland’s updated [Safety Element](#) was adopted by City Council on September 26, 2023 (Resolution No. 89907 C.M.S.). The Draft Safety Element Update was released for public comment in 2023 during Phase 1 of Oakland’s 2045 General Plan Update. The Draft Safety Element was accompanied by a Racial Equity Impact Analysis that analyzed the Element to support the development of equitable policies that are concrete, data-driven, outcome-oriented, and problem-solving.
- **Environmental Justice.** Senate Bill 1000, passed in 2016, requires that cities and towns with disadvantaged communities adopt environmental justice policies or an Environmental Justice Element. These must include objectives and policies to reduce health risks in disadvantaged communities, promote civic engagement in the public decision-making process, and prioritize programs that address the needs of disadvantaged communities. Under SB 1000, Oakland is required to adopt an Environmental Justice Element, either standalone or interwoven with other Elements, concurrent with updates to the Housing and Safety Elements.
 - Oakland’s [Environmental Justice Element](#) was adopted by City Council on September 26, 2023 (Resolution No. 89907 C.M.S.). The Draft Environmental Justice Element was released for public comment in 2023 during Phase 1 of Oakland’s 2045 General Plan Update. The Draft Environmental Justice Element was accompanied by a Racial Equity Impact Analysis that analyzed the Element to support the development of equitable policies that are concrete, data-driven, outcome-oriented, and problem-solving.

State law allows a jurisdiction to include within its General Plan any other elements as it sees fit. The current Oakland General Plan includes two optional elements that are not required by State law.

- **Historic Preservation.** Provides policies and actions to encourage the preservation of older buildings, districts, and other physical features of historic value.
 - The Oakland Historic Preservation Element was adopted in 1994.
 - Updates to the Historic Preservation Element are contingent upon funding and resources.
- **Scenic Highways.** Establishes policies to preserve and enhance attractive roadways traversing the City. It was previously a required element under State law, but that requirement was rescinded in 1984.
 - The Oakland Scenic Highways Element was adopted in 1974.

- In 2023, there were no current plans to update the Scenic Highways Element.

III. Measures Associated with Implementation of the General Plan

Below are select major long range planning initiatives undertaken by various city departments to implement the Oakland General Plan during the 2023 calendar year. The City's long range planning efforts are consistent with the General Plan. While not exhaustive, this list offers a highlight of major implementation milestones, organized by Element. While many of these efforts implement multiple Elements, they have been placed under a single heading.

Land Use and Transportation Element

1. [Equitable Climate Action Plan](#) (adopted July 2020)
2. [Coliseum Area Specific Plan](#) (adopted April 2015)
3. [Broadway Valdez District Specific Plan](#) (adopted June 2014)
4. [West Oakland Specific Plan](#) (adopted June 2014)
5. [Lake Merritt Station Area Plan](#) (adopted December 2014)
6. [Central Estuary Area Plan](#) (adopted April 2013)

Safety Element

1. [Vegetation Management Plan](#) (ongoing in 2023)
2. [Local Hazard Mitigation Plan](#) (adopted June 2021)

Open Space, Conservation, and Recreation (OSCAR) Element

1. [Urban Forest Master Plan](#) (ongoing in 2023)

IV. Housing Element APR Reporting Requirements

The City of Oakland submitted its 2023 annual report in accordance with Government Code Sections 65400, 65583, 65584 on the Housing Element of the General Plan on March 29, 2024.

V. General Plan Compliance with OPR's General Plan Guidelines

In 2023, the City continued the 2045 General Plan Update (GPU), which is being undertaken in two phases. Phase 1 includes updates to the Housing Element and Safety Element, the creation of a new Environmental Justice Element, an Industrial Lands Study, an Environmental Impact Report (EIR), and updates to the zoning code and map. The City engaged with Native American tribes in identifying ways to mitigate potential impacts to tribal cultural places. In addition, each element is supported by a Racial Equity Impact Analysis (REIA) that analyzes the goals, policies, and actions proposed in the Element to ensure they prioritize historically marginalized communities and maximize equitable outcomes. Phase 1 was completed in Fall 2023.

With this GPU, the City can advance its commitment to creating a "fair and just" city and undo past harms and inequities through the creation of more robust and equitable General Plan goals, policies, and actions. This

means working to identify and understand the barriers to achieving greater equity and strengths of communities and working with communities to develop solutions for long-term and systemic changes that eliminate the root causes of inequity.

In conjunction with the GPU, the City created a [Map Atlas](#) to facilitate community input on planning issues, priorities and vision for the future by providing baseline spatial data on existing conditions and mappable, resources, trends, and critical concerns that will frame choices for the long-term physical development of Oakland. In addition, the [Environmental Justice and Racial Equity Baseline](#) was developed as another tool to identify and delineate disparities by race and geography, which may be present in the social, economic and environmental factors that can be influenced directly or indirectly by the General Plan.

The GPU process includes a robust and multi-pronged strategy for community engagement, including workshops, discussion groups, pop-up outreach, cultural events, youth engagement, online engagement methods, decision-maker meetings, and more. The GPU process places particular emphasis on engaging communities historically underrepresented and excluded from traditional planning processes and often most negatively impacted by City policies.

VI. Priorities for Land Use Decision-Making

In 2023, no moratoria or emergency ordinances were adopted in conjunction with the General Plan.

VII. Goals, Policies, Objectives, Standards or Other Plan Proposals

In 2023, the City completed Phase 1 of the 2045 GPU, which included updates to the Housing Element and Safety Element, the creation of a new Environmental Justice Element, an Industrial Lands Study, an Environmental Impact Report (EIR), and updates to the zoning code and map.

Community engagement and public input gathered during 2023 from GPU Phase 1 will also inform Phase 2 of the 2045 GPU, which began in spring 2024. The GPU Phase 2 will include updates to the Land Use and Transportation Element; the Open Space, Conservation, and Recreation Element; and the Noise Element. It will also include the creation of a new Infrastructure and Facilities Element.

VIII. Implementation of the General Plan

The following plans and projects were approved, adopted, or ongoing in 2023 and amended the General Plan and/or General Plan land use maps:

1. Brooklyn Basin – Approved, Ongoing Construction in 2023

288 9th Ave, Oakland, CA 94606

The Brooklyn Basin project site is approximately 64 acres of waterfront property with 3,100 residential units, 200,00 square feet of ground-floor commercial space, and approximately 32 acres of parks and public open space.

2. Downtown Oakland Specific Plan (DOSP) – Ongoing in 2023

The City of Oakland is preparing a specific plan for downtown Oakland to ensure continued growth and revitalization to benefit both downtown residents and the larger community. The plan will provide sound policy guidance on development, linking land use, transportation, economic development, housing, public spaces, cultural arts, and social equity.

The DOSP Zoning Amendments are the first step toward implementing the Plan’s goals and policies using land use regulations. They include changes to both the Oakland Zoning Map and Planning Code. In April 2022, the Draft Zoning Amendments were released for public feedback. Key elements of the Amendments include: new zoning overlays and area-specific regulations; minimum heights and an office priority regulation; new regulations that would allow mixed-use, dense development in the Victory Court area; an expanded Transfer of Development Rights program; and a Zoning Incentive Program.

The DOSP and associated Zoning Amendments are planned for adoption in 2024.

3. Former California College of the Arts Campus – Ongoing in 2023

5212 Broadway, Oakland, CA 94618

Conversion of the former arts college campus into an historic, mixed-use development including 448 homes, 14,391 square feet of commercial space, preservation of historic resources, and recreational assembly space open to the public.

4. Housing Element Update – Adopted in 2023

This element implements the declaration of State law that the availability of housing is a matter of vital statewide importance. It is more specific and directive than other elements, with detailed guidance and reviews. The California Department of Housing and Community Development (HCD) must review and certify the Housing Element, while jurisdictions submit annual progress reports. In Oakland (and most major cities), the Housing Element must be revised and submitted to State HCD for review on an eight-year cycle. Code amendments to implement the Housing Element were adopted on October 3, 2023 (Ordinance No. 13763).

5. Safety Element Update – Adopted in 2023

The Safety Element reduces potential short and long-term risks of death, injuries, property damage, and economic dislocation resulting from fires, floods, droughts, earthquakes, landslides, and climate change; as well as local hazards. Code amendments to implement the Safety Element were adopted on September 26, 2023 (Resolution No. 89907 C.M.S.).

6. Environmental Justice Element – Adopted in 2023

Senate Bill 1000, passed in 2016, requires that cities and towns with disadvantaged communities adopt environmental justice policies or an Environmental Justice Element. These must include objectives and policies to reduce health risks in disadvantaged communities, promote civic engagement in the public decision-making process, and prioritize programs that address the needs of disadvantaged communities. Code amendments to implement the Environmental Justice Element were adopted on September 26, 2023 (Resolution No. 89907 C.M.S.).

7. 2045 GPU Phase 1 Code Amendments – Adopted in 2023

Code amendments to implement the Safety Element, Environmental Justice Element, Industrial Lands Policy, and Housing Element were adopted on October 3, 2023 (Ordinance No. 13763 C.M.S.). These code amendments are intended to implement actions in the 2023-2031 Housing Element Housing Action Plan, further fair housing, advance environmental justice, remove constraints to staff ability to process entitlements for housing development, and streamline the approval process. More specifically, proposed revisions to the Planning Code include changes to development standards, such as increased heights; increased housing density; shifts in where additional density is allowed; reduced parking and open space requirements; eliminating Conditional Use Permits for grocery stores in food deserts; creation of a new Artisan Production Commercial Activity; creation of an Affordable Housing Overlay Zone and a Housing Sites Overlay Zone; amendments to address special housing needs; other amendments that would seek to avoid impacts to residential activities from truck-intensive industrial uses and facilitate the production of unique special housing types; and amendments to remove constraints to staff ability to process entitlements for housing development and to streamlining the approval process.