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Oakland General Plan Annual Progress Report 2024

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 and 65700, which requires that local jurisdictions submit an annual report to their legislative bodies, the Governor's Office of Land Use and Climate Innovation (LCI) and the Department of Housing and Community Development (HCD) by April 1st of each year.

The General Plan Annual Progress Report (APR) allows LCI to identify statewide trends in land use decision-making and assess 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 2024 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 LCI'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 14, 2025; Oakland Planning Commission on May 21, 2025; Oakland City Council's Community & Economic Development Committee on May 27, 2025; and Oakland City Council on June 3, 2025.

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 fall 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, and it will also be updated as part of the LUTE update in Phase 2 of Oakland's 2045 General Plan Update.
- **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 fall 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 and jurisdictions must 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 fall 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 fall 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 fall 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.).
- **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.).

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 2024, there were no current plans to update the Scenic Highways Element.

As part of the General Plan update process, the City of Oakland is also undertaking the development of a new Infrastructure and Capital Facilities element. This optional element will be developed as part of Phase 2 of Oakland’s General Plan Update.

- **Infrastructure and Capital Facilities.** Plans for well-maintained, resilient, and high-quality critical systems that serve the city and its people and supports an equitably distributed, and well-maintained network of public facilities that support Oaklanders’ health and well-being.
 - This will be the first time Oakland prepares an Infrastructure and Capital Facilities element.
 - The Infrastructure and Capital Facilities element will be created during Phase 2 of Oakland’s General Plan Update, which began in fall 2024.

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 2024 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. [Downtown Oakland Specific Plan](#) (adopted July 2024)
2. [Equitable Climate Action Plan](#) (adopted July 2020)
3. [Coliseum Area Specific Plan](#) (adopted April 2015)
4. [Broadway Valdez District Specific Plan](#) (adopted June 2014)
5. [West Oakland Specific Plan](#) (adopted June 2014)
6. [Lake Merritt Station Area Plan](#) (adopted December 2014)
7. [Central Estuary Area Plan](#) (adopted April 2013)

Safety Element

1. [Vegetation Management Plan](#) (adopted May 2024)
2. [Local Hazard Mitigation Plan](#) (adopted June 2021)

Open Space, Conservation, and Recreation (OSCAR) Element

1. [Urban Forest Master Plan](#) (adopted December 2024)

IV. Housing Element APR Reporting Requirements

The City of Oakland submitted its 2024 annual report in accordance with Government Code Sections 65400, 65583, 65584 on the Housing Element of the General Plan on April 1, 2025.

V. General Plan Compliance with LCI’s General Plan Guidelines

In 2024, the City continued the 2045 General Plan Update (GPU), which is being undertaken in two phases. Phase 1, 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, was completed in fall 2023. In conjunction with Phase 1 of Oakland’s General Plan Update, the City created a [Map Atlas](#) to facilitate community input on planning issues, priorities and vision for the future and developed the [Environmental Justice and Racial Equity Baseline to identify and delineate](#)

[disparities by race and geography](#). 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 2024, the City adopted the Downtown Oakland Specific Plan, which sets forth an action plan and policies that will guide future development and growth of Oakland's Downtown, in keeping with actions and policies established by the ongoing General Plan Update process. The Vegetation Management Plan and the Urban Forest Master Plan were also formally adopted in 2024, achieving a benchmark established by the Safety Element and setting the stage for the forthcoming Open Space, Recreation, and Conservation Element.

Also in 2024, the City launched Phase 2 of the General Plan Update process. This phase of work will involve updates to the Land Use and Transportation Element (LUTE); the Open Space, Recreation, and Conservation Element (OSCAR); the Noise Element; and a new Infrastructure and Capital Facilities Element. The City kicked off Phase 2 with a city-wide survey that gathered insights on planning priorities, neighborhood needs, and visions for Oakland's future that will inform the development of Phase 2 elements and goals. These insights were analyzed in the [Phase 2 Citywide Survey Report](#).

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. In 2024, the City worked to assess the success of community engagement activities in Phase 1 and to stand up a robust process for community co-creation and engagement for Phase 2.

VI. Priorities for Land Use Decision-Making

In 2024, no moratoria or emergency ordinances were adopted in conjunction with the General Plan.

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

In 2024, the City adopted the Downtown Oakland Specific Plan (DOSP), the Vegetation Management Plan, and the Urban Forest Master Plan. Each of these plans were accompanied by an Environmental Impact Report (EIR). In the case of the DOSP, the zoning code and map were also updated.

The City formally began Phase 2 of the General Plan Update process in fall 2024 with a month-long city-wide survey designed to collect resident feedback and land use, amenities, and transportation priorities. Insights from this survey and community engagement and public input gathered during 2023 from GPU Phase 1 will inform the development of Phase 2 alternatives and the Phase 2 elements. 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 2024 and amended the General Plan and/or General Plan land use maps:

1. Brooklyn Basin – Ongoing Construction in 2024

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. Brooklyn Basin Parcel N – Application Submitted in 2024

80 Fallon St, Oakland, CA 94607

Under the existing entitlements, Parcel N is anticipated to become part of an expanded Estuary Park and is not zoned for housing. The proposed Project consists of amendments to the Brooklyn Basin Project entitlements to now allow for development of medium density residential uses on Parcel N, with no increase in the total number of residential units currently permitted within the Brooklyn Basin Project as a whole (i.e., 3,700 units).

3. Downtown Oakland Specific Plan (DOSP) – Approved in 2024

In July 2024, the City of Oakland adopted a specific plan for downtown Oakland to ensure continued growth and revitalization to benefit both downtown residents and the larger community. The plan provides 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 July 2024, the Zoning Amendments were adopted by Oakland City Council. 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.

4. Former California College of the Arts Campus – Approved in 2024

5212 Broadway, Oakland, CA 94618

Conversion of the former arts college campus into an historic, mixed-use development including 462 homes, 14,391 square feet of commercial space, preservation of historic resources, and recreational assembly space open to the public.

5. Lake Merritt BART Transit-Oriented Development (TOD) – Ongoing Construction in 2024

51 9th St, Oakland, CA 94607

This proposed project is a two-block transit-oriented development project. The project proposes 557 residential units (including 233 affordable units), up to 500,000 sf of office space, up to 16,500 sf of ground floor retail and food service, ~2,000 sf for a commercial kitchen, 6,200 sf for day care, and a total of 408 parking spaces. The project includes a public paseo and BART plaza.

6. Oak Knoll Mixed Use Community – Ongoing Construction in 2024

8750 Mountain Blvd, Oakland, CA 94605

The Project site consists of 165 acres of the former Oak Knoll Naval Medical Center property, approximately 15 acres of an adjacent property (known as the Hardenstine parcel), and approximately 8 acres of City-owned property for a total of 188 acres.

The development is a mixed-use residential community of approximately a) 918 residential units; b) 72,000 sq. ft. of neighborhood serving commercial; c) relocation of the historic Club Knoll to the center of the Project site with 4,000 sq. ft. of community space and 10,000 sq. ft. of commercial space; d) approximately 67.6 acres of open space and recreation areas; e) restoration and enhancement of the Rifle Range Creek, Powerhouse Creek and Hospital Creek corridors (16.7 acres); and f) a new street network.