OAKLAND 2045 GENERAL PLAN UPDATE: HOUSING ELEMENT
PRESENTATION TO THE PLANNING COMMISSION
AGENDA

- Overview
  - General Plan Update
- Community Engagement
- Housing Element Update
  - Overview
- Initial Findings:
  - Accomplishments

- Needs
- AFFH
- Housing Sites
- Discussion/Brainstorming
  - Policies and Programs
  - Housing Sites
OVERVIEW
The City of Oakland is required to adopt (and update) a General Plan pursuant to Section 65300 of the California Government Code.

Many portions of Oakland’s General Plan were adopted over 23 years ago.

State law requires specific topics (elements) to be covered in a general plan.
What is a General Plan?

"Constitution" for development and conservation.
Establishes citywide vision and supporting goals, policies, and implementation measures.

Opportunity to look back to identify past challenges and accomplishments.
Provides consistent direction for future development.

Opportunity to Reduce Racial Inequities & Promote Inclusive Engagement
Engage our community in the planning and decision-making process.
TO BE UPDATED BY EARLY 2023

HOUSING
Adopted 2014
Required by State Law

SAFETY
Adopted 2004
(Last amended 2021)
Required by State Law

ENVIRONMENTAL JUSTICE
*New Requirement*
May be stand-alone or integrated
Required by State Law

INDUSTRIAL LANDS POLICY
*New*
NOT required by State Law
OTHER REQUIRED ELEMENTS

OPEN SPACE, CONSERVATION & RECREATION (OSCAR) 
Adopted 1996

NOISE 
Adopted 2005

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

INFRASTRUCTURE AND FACILITIES ELEMENT

*New Element*
Overarching goals and policies for city infrastructure over the long term. Reflects capital improvements identified in the LUTE, OSCAR, Safety, and other General Plan elements.

HISTORIC PRESERVATION ELEMENT
Adopted 1994
Amended 1998

SCENIC HIGHWAYS ELEMENT
Adopted 1974
The General Plan Update serves as an opportunity to advance the City’s critically important mission to “intentionally integrate, on a citywide basis, the principle of 'fair and just' in all the city does in order to achieve equitable opportunities for all people and communities.”

(Oakland Municipal Code 2.29.170.1)
General Plan Update Phase 2

PHASE 2

OUTREACH

1. Neighborhood Workshops and Community Hubs
2. Equity Working Group
3, 4. Interest-Based Stakeholder Meetings and Technical Advisory Committee Meetings
5. Youth Outreach
6. Pop-up Outreach
7. Social Media and Newsletters

PRODUCTS

13. Land Use, Transportation, and Open Space Framework Alternatives
14. Draft Preferred Framework
15. Preferred Framework
16. Racial Equity Impact Analysis
17. Draft General Plan Elements: Phase 2

Draft
Community Feedback
Review
Adoption

Environmental Impact Report
Capital Improvements Strategic Plan
COMMUNITY ENGAGEMENT UPDATE

OAKLAND 2045
GENERAL PLAN
NOVEMBER 2021 – JANUARY 2022

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

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

<table>
<thead>
<tr>
<th>Race/Ethnicity</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Latinx</td>
<td>31%</td>
</tr>
<tr>
<td>Black</td>
<td>16.5%</td>
</tr>
<tr>
<td>Asian</td>
<td>8%</td>
</tr>
<tr>
<td>White</td>
<td>0.6%</td>
</tr>
<tr>
<td>Decline to comment</td>
<td>44%</td>
</tr>
</tbody>
</table>
Feedback
- Neighborhoods are like villages
- Culture and village are disappearing with ongoing displacement
- Listen to the most impacted communities

Housing: Affordability, Homelessness, and Displacement

Environmental: Pollution, Wildfire, and Streets

Economic: Income, Investment, Jobs, and Small Businesses
CALENDAR OF EVENTS – FEBRUARY 2022

5–6 Feb.
Cultural Hub #1: Oakland Asian Cultural Center (OACC) Asian Pacific New Year Celebration

6 Feb.
Pop-up Event in Akoma Market

9 Feb.
Parks and Recreation Advisory Commission (PRAC)

10 Feb.
Cultural Affairs Commission

14 Feb.
Housing Element Workshop #1

17 Feb.
Youth Advisory Commission

18 Feb.
Housing Element Workshop #2

20 Feb.
Pop-up Event in Akoma Market

22 Feb.
Community and Economic Development Committee (CED) Study Session

28 Feb.
Mayor’s Commission on Persons with Disabilities

FOR EVENT DETAILS VISIT OUR WEBSITE: BIT.LY/OAKLANDGPU
HOUSING ELEMENT UPDATE
WHAT IS A HOUSING ELEMENT?

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

<table>
<thead>
<tr>
<th>Income Group</th>
<th>5th Cycle RHNA (2015-2023)</th>
<th>6th Cycle RHNA (2023-2031)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
</tr>
<tr>
<td>Extremely-Low-Income (&gt;30% AMI)</td>
<td>1,030</td>
<td>7.0%</td>
</tr>
<tr>
<td>Very-Low-Income (30%-50% AMI)</td>
<td>1,029</td>
<td>7.0%</td>
</tr>
<tr>
<td>Low-Income (50%-80% AMI)</td>
<td>2,075</td>
<td>14.0%</td>
</tr>
<tr>
<td>Moderate-Income (80%-120% AMI)</td>
<td>2,815</td>
<td>19.1%</td>
</tr>
<tr>
<td>Above-Moderate-Income (&gt;120% AMI)</td>
<td>7,816</td>
<td>52.9%</td>
</tr>
<tr>
<td>Total</td>
<td>14,765</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

1. Extremely-low-income housing need is assumed to be 50 percent of total very-low-income housing need.
2. AMI – Area Median Income. Per HCD, the 2021 AMI for Alameda County was $125,600.

Source: ABAG, Final RHNA Plan, December 2021
HOUSING ELEMENT CONTENT

- Background Analysis
  - Evaluation of the 2015-2023 Housing Element (Accomplishments)
- Housing Needs Assessment
- Assessment of Fair Housing
- Housing Resources and Opportunities
- Housing Constraints
- Opportunities for Energy Conservation
- Housing Sites Inventory
- Housing Action Plan
OAKLAND 2045
Housing Element Timeline

2022
Winter

2023
Fall

2023
Winter

OUTREACH

Pop-up Events, Youth Engagement, Community Hubs, Equity Working Group Meetings

Housing workshops and survey
Workshops are focused specifically on the Housing Element. Housing questions will be included in the general Visioning Survey.

Visioning + Phase 1 Element Workshops
Housing may be discussed at Visioning workshops and other workshops on Environmental Justice and Safety.

PRODUCTS

Public Review - Draft for HCD
30-day review period

Draft submitted to HCD
90-day review period

Public Review - Housing Element

Final Housing Element
HOUSING ELEMENT: NEW REQUIREMENTS

- More equitable distribution of housing within Oakland
- Assembly Bill 686 adds a fair and equitable housing requirement
- Plan for affordable housing in high resource areas
INITIAL FINDINGS
REQUIREMENTS: HOUSING ACCOMPLISHMENTS

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

- Success in implementing special needs housing, emergency shelters, transitional housing, senior housing, and housing for extremely-low-income households, though affordability challenges have increased significantly

- Existing fair housing actions and affordable housing development actions are effective
Preliminary Findings: Housing Accomplishments

- Future Policy Considerations
  - The City has fallen short of meeting its 5th Cycle RHNA, for all categories except the above-moderate-income housing group
  - Need for consolidation of the existing 131 actions across seven goals and 46 policies
  - New or revised programs related to identified needs and constraints
The housing needs analysis provides a comprehensive assessment of the various factors that influence and affect the City’s housing needs which include:

- Population Characteristics
- Household Characteristics
- Employment Characteristics
- Special Needs Groups
- Housing Stock Characteristics
- Housing Costs and Affordability
- Assisted Housing at Risk of Conversion
## REQUIREMENTS: HOUSING NEEDS

### HCD Income Levels by Household Size in Alameda County, 2021

<table>
<thead>
<tr>
<th>Household Size</th>
<th>Extremely Low</th>
<th>Very Low</th>
<th>Low</th>
<th>Median</th>
<th>Moderate</th>
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</thead>
<tbody>
<tr>
<td>1 Person</td>
<td>$28,800</td>
<td>$47,950</td>
<td>$76,750</td>
<td>$87,900</td>
<td>$105,500</td>
</tr>
<tr>
<td>2 Persons</td>
<td>$32,900</td>
<td>$54,800</td>
<td>$87,700</td>
<td>$100,500</td>
<td>$120,550</td>
</tr>
<tr>
<td>3 Persons</td>
<td>$37,000</td>
<td>$61,650</td>
<td>$98,650</td>
<td>$113,050</td>
<td>$135,650</td>
</tr>
<tr>
<td>4 Persons</td>
<td>$41,100</td>
<td>$68,500</td>
<td>$109,600</td>
<td>$125,600</td>
<td>$150,700</td>
</tr>
<tr>
<td>5 Persons</td>
<td>$44,400</td>
<td>$74,000</td>
<td>$118,400</td>
<td>$135,650</td>
<td>$162,750</td>
</tr>
<tr>
<td>6 Persons</td>
<td>$47,700</td>
<td>$79,500</td>
<td>$127,150</td>
<td>$145,700</td>
<td>$174,800</td>
</tr>
<tr>
<td>7 Persons</td>
<td>$51,000</td>
<td>$84,950</td>
<td>$135,950</td>
<td>$155,750</td>
<td>$186,850</td>
</tr>
<tr>
<td>8 Persons</td>
<td>$54,300</td>
<td>$90,450</td>
<td>$144,700</td>
<td>$165,800</td>
<td>$198,900</td>
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Source: HUD Income Limits 2021
PRELIMINARY FINDINGS: HOUSING NEEDS

- **Household Income**: In the city, nearly a quarter of households make less than 30 percent of AMI. This is compared to 15.5 percent of households in Alameda County and 14.7 percent in the Bay Area overall.

- **Cost Burden** (*monthly shelter costs > 30 percent of a household’s income*): Nearly half of all residents experience some level of cost burden, although lower-income households and renters see higher than average rates.

- **Housing Tenure**: Households considered to be American Indian or Alaskan native, other race or multiple races, Hispanic or Latinx, and Black or African American are largely renter-occupied, as are lower-income households.
### Household Tenure by Region, 2019

<table>
<thead>
<tr>
<th>Region</th>
<th>Owner-Occupied</th>
<th>Renter-Occupied</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
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<tr>
<td>Oakland</td>
<td>66,177</td>
<td>40.7%</td>
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<tr>
<td>Alameda County</td>
<td>308,891</td>
<td>53.5%</td>
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<td>San Francisco</td>
<td>136,239</td>
<td>37.6%</td>
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<td>San Jose</td>
<td>184,600</td>
<td>56.8%</td>
</tr>
<tr>
<td>Fremont</td>
<td>45,912</td>
<td>60.1%</td>
</tr>
<tr>
<td>Bay Area</td>
<td>1,531,955</td>
<td>56.1%</td>
</tr>
</tbody>
</table>

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

- **Housing Conditions**: About 0.3 percent of owners lack complete kitchen facilities; 1.9 percent of renters do. About 0.2 percent of owners lack complete plumbing facilities while 1.02 percent of renters do.

- **Overcrowding**: The city experiences slightly higher rates of overcrowding (8.41 percent) than does the county (7.87 percent) or the region (6.9 percent).

![Overcrowding by Race/Ethnicity, 2019](source)

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25014)
Ownership Affordability Gap for the Typical Household, 2020

Rental Affordability Gap for the Typical Household, 2020

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

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

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

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

  - **Persons with Disabilities.** Slightly higher proportion of persons with a disability in Oakland compared to the county and region
PRELIMINARY FINDINGS: HOUSING NEEDS

- **Large Families.** A greater proportion of large families have incomes that are less than 100% of AMI compared to all other household types in Oakland.

- **Female-Headed Households.** Oakland has a greater share of female-headed households (13.4 percent) than either Alameda County (11.1 percent) or the Bay Area (10.4 percent).

- **Persons Experiencing Homelessness.** Point-in-time counts of unhoused individuals increased 27% from 2017 to 2019.

- **Farmworkers.** While there are a number of students considered migrant workers in the county and Bay Area, there are none in the city.
Affirmatively furthering fair housing means “taking meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity” for persons of color, persons with disabilities, and other protected classes.

AFFH analysis must cover:

- Fair housing enforcement and capacity
- Segregation and integration
- Racially and ethnically concentrated areas of poverty and affluence
- Disparities in access to opportunity
- Disproportionate housing needs and displacement risk
PRELIMINARY FINDINGS: AFFIRMATIVELY FURTHERING FAIR HOUSING

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

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

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

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

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

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

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

Highest Resource areas clustered in north corner near hills
GENTRIFICATION AND DISPLACEMENT TYPOLOGY

- Nearly half of all households in Oakland live in tracts at risk of or experiencing gentrification
- Almost a quarter live in tracts susceptible to or experiencing displacement
PRELIMINARY FINDINGS: AFFIRMATIVELY FURTHERING FAIR HOUSING

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

Cost Burden by Race in Oakland

REQUIREMENTS : HOUSING CONSTRAINTS

- Identify and analyze potential and actual governmental and non-governmental constraints to the maintenance, improvement, or development of housing

- Governmental constraints
  - codes and enforcement
  - on-site/off-site improvement standards
  - land-use controls
  - fees and exactions
  - processing and permitting procedures

- Non-governmental constraints
  - Environmental constraints
  - infrastructural and market constraints
  - Neighborhood sentiment
PRELIMINARY FINDINGS: CONSTRAINTS (GOVERNMENTAL)

- Rate of building permit approvals comparable to neighboring communities, although lower- and moderate-income housing approval falls short of the RHNA.
- Limited staffing capacity.
- Lack of funding sufficient to meet the full need for affordable housing.
- Permit processing timelines are increased by a lack of objective design guidelines.
- Requirement of conditional use permit in some zones may pose a constraint (i.e., RM-1, RM-2, RM-3)
- Other zoning regulation standards, such as parking minimums, open space requirements, and height restrictions, may pose constraints on constructing housing up to the maximum allowable density.
- Development impact fees and infrastructure improvement requirements add costs to the development of housing.
- Consider additional stakeholder and community input
BUILDING PERMIT APPROVAL BY PERCENTAGE OF THE RHNA, 2015-2020

Source: HCD, 5th Cycle Annual Progress Report Permit Summary, 2021
PRELIMINARY FINDINGS: CONSTRAINTS (NON-GOVERNMENTAL)

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

- Prepare an inventory of land suitable for residential development by RHNA income category
- Ensure that selected sites meet State requirements
  - Considerations for low-income sites include existing use, site size, environmental constraints, permitted maximum densities, use in a previous planning cycle, and access to opportunity
Projects that have been approved, permitted, or received a certificate of occupancy since the beginning of the RHNA projection period may be credited toward meeting the RHNA allocation based on the affordability and unit count of the development.

- Projection period: June 30, 2022 to December 31, 2030

- Projected accessory dwelling unit (ADU) development and anticipated SB9 lot splits may also be credited towards the RHNA
Preliminary Findings: Housing Sites

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


PRELIMINARY FINDINGS: HOUSING SITES

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

### Major Projects Preliminary Capacity Estimates

<table>
<thead>
<tr>
<th>RHNA Cycle 6</th>
<th>Low-and Very-Low-Income&lt;sup&gt;1&lt;/sup&gt;</th>
<th>Moderate-Income</th>
<th>Above-Moderate-Income</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>10,261</td>
<td>4,457</td>
<td>11,533</td>
<td>26,251</td>
</tr>
<tr>
<td>Approved Permits Capacity&lt;sup&gt;2&lt;/sup&gt;</td>
<td>2,608</td>
<td>184</td>
<td>16,122</td>
<td>18,914</td>
</tr>
<tr>
<td>Shortfall (-)/Surplus (+)</td>
<td>-7,653</td>
<td>-4,273</td>
<td>+4,589</td>
<td>-7,337</td>
</tr>
<tr>
<td>Other Likely Permits Capacity&lt;sup&gt;3&lt;/sup&gt;</td>
<td>267</td>
<td>97</td>
<td>1,218</td>
<td>1,582</td>
</tr>
</tbody>
</table>

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

• Based on past housing accomplishments, what new policies, actions, or programs would you like the Housing Element to pursue?
  • Inclusionary housing vs. in-lieu fees
  • Addressing homelessness
  • Workforce housing
  • Preservation and rehabilitation of existing housing
  • Protections and anti-displacement measures
  • SB 9/Fourplexes in single family zones (Resolution 88554)
  • Changes to parking requirements/other development regulations
  • SB10/up to 10 units per parcel near transit rich or urban infill site
  • Others?
Specific Plan sites represent opportunity sites, as identified by City staff

- Opportunity sites along key transportation corridors; 14th and 19th ST BART stops
- Several sites left over from RHNA cycle 5 along International Boulevard
- Major residential and mixed use projects at Brooklyn Basin, around West Oakland BART, along Broadway
- Other sites near BART stations: Lake Merritt, Rockridge, Fruitvale, Coliseum
• Does this general pattern of sites make sense for housing site locations, particularly keeping in mind different housing need tiers (very-low; low; moderate; above moderate)? These are sites already mostly zoned for housing:
  • Within specific plan areas
  • On transit corridors
  • Key other sites that are City-owned/identified as suitable for housing

• Are there other opportunities for housing elsewhere in the City (beyond sites identified on the map)? Note: There will be opportunities for additional housing sites (beyond eight years) identified as part of the Land Use Element Update.
  • Tradeoffs: housing sites vs. commercial land vs. industrial land
  • Proximity to hazards
VISIT THE GENERAL PLAN UPDATE WEBSITE FOR MORE INFORMATION AND TO SIGN-UP FOR REGULAR UPDATES:

WWW.OAKLANDCA.GOV/TOPICS/GENERAL-PLAN-UPDATE