CITY OF OAKLAND

HOUSING ELEMENT

Jan 1, 1999 – Jun 30, 2006

Adopted by City Council, June 15, 2004

ACKNOWLEDGEMENTS

Mayor and City Council
Mayor Jerry Brown
Jane Brunner, District 1
Danny Wan, District 2
Nancy Nadel, District 3
Jean Quan, District 4
Ignacio de la Fuente, District 5
Desley Brooks, District 6
Larry Reid, District 7
Henry Chang, At-Large

City Planning Commission
Clinton Killian, Chair
Michael Lighty, Vice Chair
Nicole Franklin
Colland Jang
Suzie W. Lee
Mark McClure
Anne Mudge

Consulting Project Team
Parsons Harland Bartholomew & Assoc.
Hausrath Economics Group
Vernazza Wolfe Associates, Inc.

City Staff
Robert C. Bobb, City Manager (former)
Deborah Edgerly, City Administrator

Claudia Cappio, Director of Development
Leslie Gould, Director of Planning and Zoning (former)
Roy L. Schweyer, Director of Housing and Community Development

Jeffrey P. Levin, Housing Policy and Programs Coordinator
Margaret Stanzione, Strategic Planning Coordinator

Farimah Faiz, Deputy City Attorney
Heather Lee, Deputy City Attorney
Dan Rossi, Deputy City Attorney

TABLE OF CONTENTS

EXECUTIVE SUMMARY 1

A. Evaluation of 1992 Programs 2
B. Existing Conditions/Opportunities 5
C. Land Inventory 13
D. Summary of Program Resources 15
E. Analysis of Constraints To Housing 16
F. Housing Element Goals and Policies 18
G. Quantified Objectives 24

1. INTRODUCTION 1-1

A. State Law Requirements 1-1
B. Regional Housing Needs Allocation 1-1
C. Oakland's Policy Context 1-2
D. Public Participation and Policy Development 1-4
E. Organization of the Housing Element 1-6
F. General Plan Consistency 1-8

2. EVALUATION OF 1992 PROGRAMS 2-1

A. Findings and Conclusions 2-1
B. Review of the Existing Housing Element 2-5

3. EXISTING CONDITIONS/OPPORTUNITIES 3-1

A. Population and Household Characteristics 3-2
B. Housing Characteristics 3-22
C. Age and Condition of Housing Stock 3-26
D. Housing Cost 3-30
E. Households Overpaying for Housing 3-40
F. Overcrowding 3-44
G. Special Housing Needs 3-45
H. Assisted Rental Housing 3-56
I. Analysis of Assisted, At-Risk Housing Projects 3-64
J. Population and Employment Trends 3-71

4. LAND INVENTORY 4-1

A. Summary of Available Land 4-8
B. Group 1: Sites with Housing Projects Completed or Under Construction 4-10
C. Group 2: Sites with Housing Projects in the Predevelopment Process 4-15
D. Group 3: Additional Housing Opportunity Sites 4-20

5. HOUSING PROGRAM RESOURCES 5-1

A. Low- and Moderate-Income Housing Fund 5-1
B. Other Financial Resources 5-2
C. Other Non-Financial Resources 5-3
D. Housing Programs 5-3
E. Energy Conservation 5-6

6. ANALYSIS OF CONSTRAINTS TO HOUSING 6-1

A. Governmental Constraints 6-1
B. Non-Governmental Constraints 6-12

7. GOALS, POLICIES, AND ACTIONS 7-1

A. Context For The City's Goals and Policies 7-1
B. Goals and Policies 7-7
C. Implementation Program 7-28

8. QUANTIFIED OBJECTIVES 8-1
APPENDIX A: HOUSING CONDITION SURVEY METHODOLOGY A-1
APPENDIX B: LIST OF PRIVATE ASSISTED HOUSING B-1
APPENDIX C: DETAILED SITE INVENTORY C-1
APPENDIX D: HOUSING PROGRAM DIRECTORY D-1
APPENDIX E: HOUSING CONSTRAINTS E-1
A. Land Use Controls E-1
B. Codes and Enforcement E-13
C. On and Off-Site Improvement Requirements E-14
D. Permit and Development Impact Fees E-15
E. Permit Procedures E-20
APPENDIX F: APPROVAL AND ADOPTION F-1
A. State Approval Letter F-2
B. Resolution Adopting Environmental Findings and the Housing Element F-5

LIST OF TABLES

Table 2-1 Comparison of Housing Needs and Housing Production, 1988-1998 2-2
Table 2-2 Assessment of 1992 Housing Element Implementation 2-1
Table 3-1 Population by Race, City, County, and State (1990 and 2000) 3-3
Table 3-2 Age Distribution (1990 and 2000) 3-9
Table 3-3 Number of Persons per Household (2000) 3-11
Table 3-4 Average Household Size by Race (2000) 3-11
Table 3-5 Changes in Household Type (1990 – 2000) 3-12
Table 3-6 Household and Family Income (2000) 3-13
Table 3-7 Definitions Used for Comparing Income Levels 3-14
Table 3-8 2002 Income Limits, Oakland PMSA[1] 3-14
Table 3-9 Percent of Oakland Households by Income (2000) 3-15
Table 3-10 Median Incomes in Oakland and Alameda County (1990 and 2000) 3-18
Table 3-11 Income by Tenure (1990 and 2000) 3-19
Table 3-12 Median Income by Race/Ethnicity (2000) 3-20
Table 3-13 Income Distribution by Race/Ethnicity (1990) 3-20
Table 3-14 Poverty Rates (2000) 3-21
Table 3-15 Federal Poverty Thresholds (2001) 3-22
Table 3-16 Housing Estimates, City of Oakland (1990 through 2002) 3-23
Table 3-17 Housing Occupancy (1990 and 2000) 3-24
Table 3-18 Tenure by Race and Hispanic Origin (1990 and 2000) 3-25
Table 3-19 Homeownership Rates by Age, Oakland (2000) 3-26
Table 3-20 Age of Housing Units (2000) 3-28
Table 3-21 Incidence of Lead-Based Paint (1990) 3-29
Table 3-22 Advertised Apartment Rents (January 2002) 3-31
Table 3-23 Oakland Rents, 1980 – 2001 3-33
Table 3-24 Gross Rents for Occupied Housing Units (2000) 3-34
Table 3-25 2002 Fair Market Rents and Affordable Rents in Alameda County 3-35
Table 3-26 Home Prices by Zip Code, Alameda County (March 2002) 3-37
Table 3-27 Households Paying Over 30 Percent for Housing Costs (1990 and 2000) 3-41
Table 3-28 Households Paying Over 50 Percent for Housing Costs (1990 and 2000) 3-41
Table 3-29 Households Paying 30 Percent or More of Income for Housing (2000) 3-42
Table 3-30 Summary of Oakland Housing Assistance Needs 3-43
Table 3-31 Persons per Room in All Occupied Housing Units (2000) 3-45
Table 3-32 Senior Population and Households in Oakland (1990 and 2000) 3-46
Table 3-33 Subsidized Senior Housing and Units and Vouchers 3-47
Table 3-34 Single Parent Households with Children under 18 3-49
Table 3-35 Homeless and Special Needs Population (Individuals) 3-51
Table 3-36 Homeless and Special Needs Population (Families) 3-52
Table 3-37 Emergency Shelters and Hotel/Motel Voucher Program Agencies 3-53
Table 3-38 Number of Large Households in Oakland (1990 and 2000) 3-55
Table 3-39 Housing Units by Tenure and Number of Bedrooms (2000) 3-55
Table 3-40 Privately-Owned Assisted Housing Units, City of Oakland (2002) 3-58
Table 3-41 Occupied Public Housing Units and Housing Vouchers, Oakland 3-59
Table 3-42 Federally-Subsidized Rental Units and Date of Expiration of Use Restrictions 3-66
Table 3-43 At-Risk Housing in Oakland 3-69
Table 3-44 Cost to Preserve and Replace At-Risk Housing in Oakland 3-70
Table 3-45 Non-Profit Housing Organizations Interested in Acquiring At-Risk Rental Housing 3-71
Table 3-46 Oakland Population Growth 3-72
Table 3-47 City and County Actual and Projected Population Growth 1990 - 2020 3-73
Table 3-48 Occupations and Industries of Oakland Residents (2000) 3-75
Table 3-49 Largest Oakland Employers (more than 1,000 employees) 3-76
Table 3-50 Non-Residential Projects Underway in Oakland (November/December 2002) 3-78
Table 4-1 Actual Housing Production, 1999 to mid-2002 and Balance of Sites to be Provided 4-3
Table 4-2 Site Groups in Narrative and Site Inventory Tables in Appendix C 4-6

Table 4-3 Housing Development Potential on Identified Sites..... 4-9
Table 4-4 Summary Totals of Housing Units Built or Under Construction (through July 1, 2002) .. 4-10
Table 4-5 Housing Projects Completed or Under Construction (Sites) 4-13
Table 4-6 Characteristics of Units in Projects Completed or Under Construction 4-14
Table 4-7 Summary Totals of Housing Units in Pre-Development Project Phase..... 4-15
Table 4-8 Housing Projects in Predevelopment (Sites) 4-18
Table 4-9 Characteristics of Units in Projects in Predevelopment..... 4-19
Table 4-10 Summary Totals of Housing Opportunity Sites..... 4-21
Table 4-11 Characteristics of Opportunity Sites 4-24
Table 5-1 Housing Funds and Expenditures..... 5-2
Table 6-1 Permitted Facility Types and Development Standards in Residential Zones..... 6-5
Table 6-2 Land Costs for Affordable Housing Sites in Oakland (2001)..... 6-13
Table 6-3 Affordable Housing Development Costs in Oakland (2001)..... 6-16
Table 6-4 Financing Costs for a Mortgage of $170,0000 6-18
Table 6-5 Effect of Interest Rates on Qualifying Loan Amount..... 6-19
Table 7-1 Implementation Program 7-29
Table 8-1 City of Oakland Quantified Objectives (1999 – 2006) 8-1

MAPS

Figure 3-1 Areas of Racial/Ethnic Majorities 3-4
Figure 3-2 Areas of High and Low Concentration of Black Population 3-5
Figure 3-3 Areas of High and Low Concentration of White Population 3-6
Figure 3-4 Areas of High and Low Concentration of Hispanic Population 3-7
Figure 3-5 Areas of High and Low Concentration of Asian Population 3-8
Figure 3-6 Areas With a Majority of Very-Low and Low Income Persons 3-16
Figure 3-7 Areas of High and Low Concentration of Very-Low and Low Income Persons 3-17
Figure 3-8 Assisted Housing in North, West and Downtown Oakland, 2003 3-60
Figure 3-9 Assisted Housing in East Oakland, 2003 3-61
Figure 3-10 Public Housing in North, West and Downtown Oakland, 2003 3-62
Figure 3-11 Public Housing in East Oakland, 2003 3-63
Figure C-1 District Locations – Planning Area Boundary Map C-34
Figure C-2 Oakland Central (OC) Sub-Area Map C-35
Figure C-3 Market-Rate Developments Completed, Underway and Planned as of mid-2002 ..... C-36
Figure C-4 Market-Rate Developments (Downtown Detail) C-37
Figure C-5 Affordable Housing Developments Completed, Underway or Planned as of mid-2002 . C-38
Figure C-6 Opportunity Sites for Residential Development C-39
Figure C-7 Opportunity Sites for Residential Development (Downtown Detail) C-40

EXECUTIVE SUMMARY

California law (Government Code Section 65583) requires that each city and county adopt a housing element that contains:

(a) an assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs;

(b) a statement of the community's goals, quantified objectives, and policies relative to the maintenance, preservation, improvement, and development of housing; and

(c) a program which sets forth a five-year schedule of actions to implement the policies and achieve the goals and objectives of the housing element.

The contents of this document reflect a combination of local issues, priorities, and state law requirements. Housing has long been a major priority for the City. The City's housing policies and strategies have been developed within a broader context that includes four major initiatives.

1. An Updated General Plan Land Use and Transportation Element.

2. Development of 6,000 units of housing in downtown Oakland in order to attract 10,000 new residents (the "10K Initiative").

3. A Sustainable Community Development Initiative.

4. Strategies and programs to maintain and expand the supply of housing affordable to very-low, low and moderate income households, as described in the City's Consolidated Plan for Housing and Community Development.

An important part of the Housing Element is the determination of the City's new housing construction need. Under California law (California Government Code Section 65584), new housing construction need is determined, at a minimum, through a regional housing allocation process. Oakland (along with all other cities and counties in the state) must plan to accommodate its share of the housing need of persons at all income levels.

The City's share of regional housing need is based on a plan prepared by the Association of Bay Area Governments (ABAG), the *Regional Housing Needs Determination* that was adopted in 2000. Under the ABAG plan, Oakland must accommodate 7,733 new housing units between 1999 and 2006. In addition, the *Regional Housing Needs Determination* allocates housing needs by income level, as indicated in the following table.

Oakland's "Fair Share" Housing Goals for 1999-2006

	Very Low Income	Low Income	Moderate Income	Above Moderate Income	Total
Number of Units	2,238	969	1,959	2,567	7,733

Cities are required to accommodate these needs by providing sufficient sites, with adequate zoning and infrastructure, to make possible the development of these units, including providing sites with sufficient density to make possible the development of housing for all income levels.

As demonstrated in Chapter 4, based solely on housing units constructed since 1999, under construction, or in predevelopment, the City has already provided sufficient sites to meet the target for total units, including substantial progress toward meeting needs for very-low and low income.

In addition, the City has identified "housing opportunity sites" capable of accommodating approximately 8,420 to 10,490 additional units. Most of these sites are zoned for multi-family development along major corridors, in the downtown, and in transit village areas, and thus could accommodate a range of income types depending only on the availability of adequate financial subsidies to make possible the development of units for very low and low income households. These projections are based on conservative estimates of the capacity of these sites, far below the maximum densities permitted by the City's General Plan and Zoning Ordinance. **In sum, the City has identified sites that can accommodate more than twice its housing needs allocation.**

A. EVALUATION OF 1992 PROGRAMS

Chapter 2 of the Housing Element includes an assessment of the City's success in achieving the goals set out in its previous Housing Element, and an evaluation of the effectiveness of the programs that were included at that time.

The City's last Housing Element was completed in 1992, and originally covered the period form 1988 through 1995. Because the State did not provide funding for several years for calculating Regional Housing Needs, a new Housing Element was not required until after the period of the previous element had elapsed. As a result, the discussion below evaluates accomplishments through 1998 rather than 1995.

In 1996, the City has consolidated housing activities and created a multi-purpose agency, the Community Economic Development Agency, to handle all activities related to housing, including planning and permitting, inspections, redevelopment, and housing assistance programs. This new agency can better coordinate housing assistance programs, regulatory incentives, and other actions to achieve the City's housing goals.

Housing Production

The City of Oakland has exceeded the housing unit production goals established by the 1992 Housing Element. The 1992 Housing Element projected a need for 4,349 housing units, and it is estimated that at least 5,000 new housing units were built between 1988 and 1998. Nearly 1,000 very-low and

low-income units were constructed, which is less than the estimated need of 2,044. However, an additional 2,058 units (most of them previously vacant and substandard) were substantially rehabilitated and placed under long term affordability controls. Based on the standard restrictions associated with the funding sources that were used for the affordable units, the majority were likely affordable to very low-income households. Over 4,000 new market-rate units were developed between 1988 and 1998, more than 1,700 in excess of the estimated need for moderate- and above-moderate income units.

Comparison of Housing Needs and Housing Production, 1988-1998

Year	Total	Affordability Target Groups	
		Very Low- and Low-Income[1]	Moderate- and Above-Moderate Income[3]
Total Allocation from Previous Housing Element (1990-1995)	4,349	2,044	2,305
New Construction, 1988 - 1998[2]	5,000	987	4,013
Substantial Rehabilitation, 1988 – 1998		2,058	N/A
Surplus		1,001	1,708

[1]The total number of very low- and low-income units produced is from the City's data base of assisted housing units. It includes both newly constructed units, and units that were substantially rehabilitated and placed under long term restrictions as affordable housing.

[2]Census data shows that the City's housing supply grew by 2,800 units between 1990 and 2000. Because over 3,000 units were destroyed in 1991 as a result of the Oakland Hills Firestorm, this means that at least 5,800 units were constructed during this period, and perhaps more depending on how many older units were removed from the supply and replaced by newly constructed units. The City estimates that approximately 1,600 units were completed in 1999 and 2000, leaving 4,200 units added between 1990 and 2000. With a conservative estimate of only 400 units per year in 1998 and 1999, this yields at least 5,000 units between 1988 and 1998.

[3]The figure for new moderate- and above-moderate income units is the estimated total less the actual number of very-low and low-income units constructed.

Housing Rehabilitation

Within the sub-category of multifamily rental housing rehabilitation, the City did not achieve its goals due to changes in state and federal funding for rental rehabilitation and the changing nature of the rental market since the mid-1990s. Rental property owners have little incentive to participate in rehabilitation loan programs that include long-term rent restrictions. Even at low or no interest, most rental property owners are reluctant to borrow money that deed restricts their properties for 30 years or more. The City is in the process of addressing this lack of incentive and hopes to create a new rental rehabilitation program that will provide sufficient incentives for participation by rental property owners.

To improve housing and neighborhood conditions, the City has combined code enforcement, financial assistance, and public investment to address neighborhood conditions in addition to the condition of individual residential properties. The City's focus has been on owner-occupied housing and single-family neighborhoods, including minor home repair, accessibility improvements, and lead paint hazard abatement. To effectively reduce the number of substandard vacant housing units, the City will modify its vacant housing program to target acquisition and rehabilitation. Guidelines for the new program were developed in 2002.

Other Accomplishments

- During the last Housing Element period, the City increased housing services to low- and moderate-income households. For example, the City supports many non-profit organizations that provide services, such as landlord tenant counseling, fair housing counseling, and rental assistance provided to people who fall behind in rent payments or who need money for security deposits.

- The City continued to implement a rent adjustment ordinance administered by the Rent Adjustment Board to oversee rent adjustments. The objective of this program is to moderate the market pressures that have caused rents to increase faster than local incomes and to reduce the financial burden of rent increases on low-income renters.

- Oakland supports greater accessibility to housing by persons with disabilities through the tenant access program, which provides funds to low-income renters for handicapped accessibility improvements. The City also supports nonprofit organizations that provide supportive services to persons with disabilities and seniors.

- The City has expanded its programs in additional policy areas, including emergency shelters, services for the homeless population, assistance to first-time homebuyers, and preservation of at-risk subsidized rental housing projects. The City has adopted a continuum of care strategy to address short-term homeless needs and provide permanent solutions to homelessness. The purpose of the strategy is to combine shelter with supportive services and training to prepare for independent living and financial self-sufficiency.

Although combined housing production goals for very low- and low-income housing units were exceeded, the City anticipates greater difficulty in achieving very low-income housing production goals in the current planning period. The increasing gap between housing costs that very low-income households can afford, the cost of producing very low-income housing units, and the supply of subsidies to produce such housing, will challenge the City's ability to meet ABAG's regional housing allocation for the City for very low-income households. The City has included several new strategies that combine regulatory incentives and financial assistance to address as much of the very low-income housing need as possible.

Quantified Accomplishments

The following is a quantified summary of several of the City's achievements under the 1992 Housing Element.

- The City assisted in the rehabilitation of 540 low-income rental housing units under the Rental Rehabilitation Program.

- The City's single-family Home Maintenance and Improvement Program (HMIP) rehabilitated 623 units or 85 percent of the target goal, while the single-family Self-Help Paint Program rehabilitated 1,839 self-help units or 91 percent of the target goal.

- The City, acting alone and through its Redevelopment Agency, increased its financial assistance for the development of affordable housing through the use of Federal HOME funds and the Redevelopment Agency's Low and Moderate Income Housing Fund, which together provided over $70 million to assist in the construction or substantial rehabilitation of approximately 2,000 affordable low-income housing units (about twice the City's target).

- The City's Residential Hotel Rehabilitation Loan Program principally funded the rehabilitation of the San Pablo Hotel in the amount of approximately $2 million.

- The City's code enforcement implemented a Graffiti Abatement Program and eliminated approximately 15,000 properties with blighting conditions.

- The City's Predevelopment Loan Program committed $653,586 between 1990 and 1998 to nonprofit housing developers for the construction of 21 affordable housing projects.

B. EXISTING CONDITIONS/OPPORTUNITIES

Chapter 3 contains a detailed analysis of existing conditions, including a profile of the demographic and economic characteristics of Oakland's population, and an overview of the physical and financial characteristics of the housing stock. Most of this data is taken from the 2000 Census.

Changes in Population

The last two decades have brought significant changes to Oakland. Reversing the trend in the early post-World War II years, Oakland experienced significant and sustained population growth, increasing from about 339,000 in 1980 to nearly 400,000 in 2000. Before 1980, Oakland had experienced three decades of population decline due to changes in the local economy, migration to suburban communities, and other factors.

Race and Ethnicity

Since at least the 1940s, Oakland has had a significantly higher percentage of non-White and Hispanic residents than other cities of similar size. The most significant change in Oakland's population since 1990 has been a decrease in the number and the proportion of residents who identified themselves as White or as Black/African-American, and an increase in the number and proportion of residents who identified themselves as Asian/Pacific Islander or Hispanic/Latino. The White population decreased by 11 percent, and the Black population by 13 percent, while the Asian population increased by 16 percent and the Hispanic population increased by 78 percent.

The decline in the African American population since 1990 may be the result of the availability of cheaper homes in the suburbs and/or rapidly rising housing costs in Oakland during the late 1990s. Also notable is the continued decline of the White, Non-Hispanic population in Oakland.

Oakland's population mix over the past 50 years has been influenced by economic and suburban development trends. The loss of many relatively well-paying "blue collar" and military jobs, combined with rapid suburbanization in the Bay Area between 1950 and 1980, left Oakland with a higher percentage of lower-income and minority residents. Since the 1980s, increasing numbers of immigrants from Asian, Pacific Island, and Latin American/Hispanic countries have found homes in Oakland. According to the 2000 Census, nearly 12 percent of Oakland residents were foreign born and came to the United States between 1990 and 2000. Nearly 90 percent of these new residents came from either Asia or Latin America.

Age Distribution

During the last decade, there has been a significant increase in the school-age population (age 5-17) and in the number people between age 40 and age 60. The number and percentage of seniors (older than 65) declined, as did the number of children under age 5.

Despite the decline in the number of seniors, because of the growth of the population between 40 and 60, there could be an increase in demand for senior housing if these households remain in Oakland.

Household Size and Composition

Oakland has a high percentage of single adults and other non-family households (unrelated individuals living together).

- Nearly one-third of all households consist of single persons
- Approximately 30 percent of households contain two people
- Average household size increased from 2.52 to 2.60, primarily as a result of increases in the size of family households

The relatively high percentage of small households is explained in part by the lack of larger housing units – nearly 70 percent of Oakland's housing units have two bedrooms or fewer, compared to 54 percent for Alameda County as a whole. Larger households with sufficient income may be moving out of Oakland to secure larger housing units.

- 57 percent of households are family households (two or more persons related by blood, marriage or adoption)
- The number and percentage of families with 5 or more persons increased between 1990 and 2000
- Average family size increased from 3.28 to 3.38
- There are substantial differences in household size by race. Non-Hispanic White households have an average size of just 1.96, while the average size of Black households is 2.47, and for Asians the figure is 3.03. For households of "other race" (primarily Hispanic), average household size is 4.30, while for Pacific Islanders the figure is 4.56.
- More than one-third of families with children are headed by a single parent.
- The number of female-headed single parent families has declined slightly, while the number of male-headed single parent families has increased.

These figures suggest a significant need for housing for large families, and for the integration of services such as childcare into housing developments.

Income

- Between 1990 and 2000, median household income increased from $27,095 to $40,055 (48%).

- Median family income increased from $31,755 to $44,384 (40 percent).
- Median income for non-family households (single persons and unrelated adults living together) increased from $20,713 to $34,075 (70 percent).
- Incomes of non-family households have moved much closer to the median for Alameda County, but median family income has moved farther from the county-wide median.
- 52 percent of the City's households are considered to be very low or low income, substantially higher than the countywide average of approximately 38 percent.
- 36 percent of Oakland households had income from Social Security or public assistance, indicating a high proportion of very low income households.
- Median renter incomes are approximately half that of homeowners – $30,000 compared to $62,000.
- 18 percent of renters have annual incomes less than $10,000.
- Median income for White households is over $57,000, compared to $39,000 for Hispanics, $34,000 for Asians, and $31,000 for Blacks.
- 19.4 percent of the population is below the poverty line; 28 percent of all children and 37 percent of female-headed families with children are in poverty. The lowest rates of poverty are among seniors, at 13 percent.

Housing Characteristics

- The number of housing units in Oakland increased by nearly 2,800 between 1990 and 2000. The actual number of new housing units was substantially higher, since these figures mask the loss of over 3,000 units in the 1991 Oakland Hills Firestorm.
- Most of the new units were in single-family homes, reflecting the extensive rebuilding activity in the fire area.
- Most of the multifamily housing that has been constructed since 1990 has been publicly assisted rental housing for lower-income households, although there has been significant market rate development since 1999.
- Nearly half of Oakland's housing units are in single-family detached or attached structures.
- Nearly one-third of all units are in buildings of 5 or more units.
- The number of households increased at twice the rate of gain in the housing stock during the 1990s, so that by 2000 the estimated vacancy rate was about half that in 1990.

- According to the 2000 Census, the effective vacancy rate[1] was just two percent for owner-occupied housing and three percent for renter housing.

- Low vacancy rates pose particular hardship for renters, making it both difficult and costly to move.

Tenure

- 58.6 percent of Oakland households are renters, indicating a slight decline in the homeownership rate.

- The only racial/ethnic group with a majority of homeowners is Non-Hispanic Whites (52 percent). Ownership rates for other groups range from 33 percent to almost 50 percent.

- Homeownership rates are closely related to incomes. In 2000, White households had the highest median income and the highest ownership rates. However, even though Black households had the second highest median income, their homeownership rates lag behind those of Hispanic and Asian/Pacific Islander households.

Age and Condition of Housing

- Some indicators of substandard housing, such as aging housing stock and the number of dwelling units lacking complete facilities, indicate that the City's housing stock may have deteriorated since 1990.

- Other indicators, such as the rehabilitation of earthquake-damaged residential hotels and the increase in private investment in many residential neighborhoods, suggest that housing conditions in Oakland may be improving.

- Long-term trends from the 1960s indicate that housing conditions may have improved, as substandard dwelling units were removed during the 1960s and 1970s due to code enforcement and to make way for public works and redevelopment projects.

- As much as 30 percent of dwelling units in Oakland, nearly 47,000 units, may need repairs ranging from deferred maintenance to substantial rehabilitation.

- Less than ten percent of the dwelling units in the sample needed moderate to substantial rehabilitation.

- The maximum replacement need is estimated at two percent.

- Rehabilitation need in Oakland varies by geography, age of the housing stock, and incomes of residents. Neighborhoods below the MacArthur freeway, which have higher percentages of older housing and lower-income residents, are estimated to have a higher rehabilitation need. Areas of the City north of Interstate 580, particularly in the Oakland hills, and around Lake Merritt are estimated to have a significantly lower rehabilitation need because incomes are higher and the housing stock is relatively newer.

[1] The percent of dwelling units available for occupancy excluding homes that are boarded up, used only part of the year, or sold or rented and awaiting occupancy.

Housing Cost and Overpayment

- Oakland rents and housing prices rose slowly during much of the 1990s, but price increases have accelerated since the late 1990s. Between 1997 and 2001, the median price for an existing home in Oakland increased approximately 74 percent.

- Median rents for advertised vacant units increased between 70 and 80 percent from 1995 through 2002. North Oakland, Montclair, areas above MacArthur Boulevard, and Lake Merritt experienced the largest increases in median rents. Areas below MacArthur have the lowest rents.

- Median rents in 2001 ranged from $800 to $900 for a studio rental unit, $900 to $1,200 for a one-bedroom unit, and $1,200 to $1,500 for a two-bedroom rental unit.

- Since 1997, the median housing price in Oakland has increased by 74 percent, which means that homeownership is becoming increasingly difficult for moderate-income households and all but impossible for lower-income households.

- The median sales price for a home in Oakland was between $180,000 and $210,00 at the end of 1999. As of June 2002, median sales prices by zip code area ranged from $220,000 to $601,000 with a median price of $330,000.[2]

- Housing prices for single-family homes in new residential developments ranged from the high $200,000s to over $800,000s, in mid-2002, with most model homes advertised homes priced at $600,000 or more.

- Even with housing cost increases experienced in Oakland during the latter half of the 1990s, Oakland remains relatively affordable compared to other centrally located Bay Area communities. One possible implication is that moderate-income households attracted to Oakland by its lower housing could create demand pressures that increase housing costs, particularly rents, which decreases housing affordability for lower-income households.

- The long-term trend of housing costs rising more rapidly than household incomes is likely to continue despite a recent dip in rents.

- 42 percent of renters and 33 percent of owners pay more than 30 percent of income for housing.

- Among renters with incomes less than $35,000, approximately 70 percent pay more than 30 percent of income for rent.

- Waiting lists for assisted housing have increased significantly, as has the average wait time to get into assisted housing. Wait times for public housing and privately-owned assisted developments range between six months and two years. Wait times for rental housing vouchers (Section 8) range between three and five years.

Overcrowding

- Overcrowding in 2000 was greater than in 1990. Nearly 12 percent of the City's households lived in overcrowded conditions in 1990, increasing to 16 percent in 2000.

[2] The median price is based on 346 sales for the month of June and may not reflect the median price of all homes sold during the first six months of 2002.

- Ten percent of Oakland households lived in severely overcrowded conditions in 2000.

- Renter households typically have a higher rate of overcrowding than homeowners. Nearly 16 percent of renters lived in overcrowded conditions in 1990, while more than nine percent lived in extremely overcrowded conditions. By 2000, 20 percent of renters lived in overcrowded conditions. Large renter families had the highest rate of overcrowding, nearly 73 percent.

- For homeowners, overcrowding increased from six percent to ten percent between 1990 and 2000. Approximately half are severely overcrowded.

Special Housing Needs

Seniors

- Between 1990 and 2000, the number of seniors declined by 7.6 percent, and the number of senior households declined by 14.9 percent.

- Nearly 40 percent of senior-headed households consist of a single elderly person living alone. Approximately 13 percent of seniors have poverty-level incomes. Although the poverty rate among seniors is below that of the general population, over half (53 percent) of seniors have very low-incomes, according to the 1990 Census. Nearly 40 percent of these seniors paid half of their incomes or more for housing in 1990 (figures for 2000 are not yet available).

- Oakland contains a large number of assisted senior housing units. This level of assistance helps about one-quarter of senior households in Oakland (7,124 senior households), and represents over one-third of all housing assistance.

- Waiting lists for assisted rental units reserved for seniors stood at 3,500 in the year 2000. The average wait time is two years and four months.

Persons with Disabilities

- Nearly 21 percent of the population age five and older who live in Oakland reported a disability in 2000.

- Nearly half of the population 65 and older reported having a disability.

- The proportion of the population in Oakland with disabilities is much greater than countywide due to the availability of social services, alternative housing, income support, and relatively lower housing costs than in other central Bay Area locations. These factors create a high demand for housing and services to meet the needs of persons with disabilities.

- Among the most urgent needs reported by organizations serving persons with disabilities are independent living units with supportive services; treatment for persons with chemical dependency, mental illness, and chronic illness; and life and job skills training to increase the ability of these individuals to live independently.

Single Parent Households

- Oakland has 18,314 single parent households, about the same number as in 1990. Over three-quarters of these households are female-headed. The number of male single-parent households increased by nearly one-third, while the number of female single-parent households decreased by six percent.

- Single-parent householders face constraints in housing due to their lower incomes and the need to access childcare and other support services. It is important that single parent households live close to schools, local services, child-care, and health care facilities because many lack private vehicles. Although the total number of single parent households has remained steady, the extremely high poverty rate among female-headed, single-parent households, suggests that the City will continue to face a need for additional, affordable family housing with access to support services.

The Homeless

- Approximately 5,000 to 6,400 individuals are homeless in Oakland at any point in time.

- Approximately 14,000 to 19,000 persons experience homelessness at some point during the year.

- Minorities make up a disproportionate share of this total.

- The City estimates that the greatest unmet need among homeless individuals is for permanent housing, followed by transitional housing. For families, transitional housing is the greatest unmet need. Half of the 4,198 beds and housing units needed by homeless individuals are available in Oakland. Of the 2,544 homeless families with children, approximately 60 percent still need assistance.

- Extremely low-income individuals and households (incomes less than 30 percent of area median income) are at risk of becoming homeless. Unforeseen events, such as major illness or accidents, can result in the inability of a household to pay rent, due to unexpected expenses. When this happens, households may be forced out of their units and either move in with friends, or family members, or become homeless.

- To break the cycle of homelessness will require a comprehensive approach that combines housing assistance with support services. According to homeless service providers, treatment of mental illness and substance abuse, life skills training, and intensive case management are among the highest priorities for reducing homelessness. Mentally and physically disabled homeless individuals and others with alcohol, drug or chronic health problems may also require permanent supportive housing and care.

Large Families

- Oakland has 11,365 renter and 8,526 owner households with five or more persons.

- In comparison to 1990, there has been an increase in the number of large households among both renters and owner-occupants.

Assisted Rental Housing

- There are 7,009 privately owned, publicly subsidized rental housing units in over 110 developments in Oakland. Of these, 150 are designated for persons with disabilities and/or HIV/AIDS, 2,274 for families, and 3,747 for seniors. Another 742 privately owned subsidized rental units are in residential hotels and 96 are transitional housing units for homeless individuals and families.[3]

- The Oakland Housing Authority (OHA) owns and operates public housing units and administers the Section 8 Certificate and Voucher Programs As of February 2002, OHA owned and operated 3,307 units of public housing at 267 sites throughout the City. There were 2,894 occupied public housing units. Approximately 10,000 households received rental assistance through the Section 8 program.

- Assisted rental housing is a limited resource in Oakland, and the loss of such housing can adversely affect the ability of low-income renters, particularly those earning less than 30 percent of median income, to find affordable housing. The City of Oakland has already lost 120 affordable rental units in three projects: Garden Manor Square (71 units), Park Villa (44 units), and the Smith Apartments (five units).

- There are 4,319 privately owned, federally-subsidized affordable housing units (in 45 properties) in the City of Oakland. Of these 45 properties, 34 (approximately 75 percent) are owned by non-profit organizations, with the remaining 11 owned by for-profit companies or limited partnerships.

- Of the 4,319 units, 3,668 units (in 38 projects) have Section 8 contracts that expire between 2002 and 2011. The majority of owners of these projects stated that they had already renewed their subsidy contract or intended to renew in the future.

- However, there are seven projects, consisting of 753 units, which are at immediate risk of conversion by 2006, and two additional projects (166 units) that are at-risk by 2011. Six of the seven at-risk projects are senior rentals.

Population and Employment Trends

- Oakland's population growth of seven percent during the past decade was about half the countywide rate of 14 percent and the statewide 13 percent rates during the prior decade.

- Population growth and the resulting occupancy changes in Oakland over the past decade have occurred and have been affected by:

    - The loss of nearly three thousand dwelling units in the Oakland hills that were destroyed by wildfire in 1991.

    - A decline in the percentage of vacant housing units, from about six percent in 1990 to less than three percent in 2002.

    - An increase in the pace of new housing construction since the late 1990s.

[3] Appendix A provides a detailed list of these subsidized projects.

  - An increase in employment opportunities (at least through 2001).
  - An increase in the average household size.

- Trends have combined to reduce employment and economic opportunities for Oakland's residents. As in many other cities, Oakland has undergone a post-industrial transformation from a manufacturing to a service-oriented economy and now must adjust again to take advantage of the new industrial/technical-based economy (software/multimedia, telecommunications, bioscience and biotechnology, etc).

- While Alameda and Contra Costa Counties (the East Bay) have seen dramatic growth in housing, businesses, and employment over the past twenty-five years, Oakland has not enjoyed the same level of growth until recently.

- The large decline in manufacturing jobs in Oakland, more than 37,000 in the decade of the 1980s, has not been offset by increases in other employment sectors. Oakland residents have shifted out of highly capitalized blue-collar manufacturing into low wage jobs, or into unemployment. The decline in Oakland-based employment has been compounded by the changing characteristics of blue-collar jobs and increased distance to the newer work centers of the Bay Area, and by the emerging communities in the Sacramento Valley. This has been a particular problem in the poorest areas of the City for those workers with the most limited skills and limited access to transportation.

- According to the 2000 Census, 39 percent of Oakland residents held management, professional, and related jobs. Over half of City residents worked in service-related public and private industries.

- Most of the largest employers are governmental agencies, health care service firms, and other corporate service firms. One measure of the change in Oakland's economy since the 1950s is that few of the top 50 employers are manufacturing firms.

- Despite a temporary set back in the City's employment outlook, ABAG projects significant job growth over the 20-year period 2000 and 2020. According to ABAG, employment in Oakland should increase by 26 percent, or about 1.2 percent per year.

C. LAND INVENTORY

Chapter 4 contains an inventory of sites suitable for development of housing for all economic groups. The inventory is summarized in the chapter itself, and the detailed inventory may be found in Appendix C.

According to the ABAG regional housing allocation, the City should plan to accommodate 7,733 housing units between January 1999 and June 2006, of which 2,238 should be affordable to very low-income households, 969 to low-income households, 1,959 to moderate-income households, and 2,567 to above-moderate-income households. Sites on which such housing might be constructed should permit adequate densities and contain infrastructure and services to increase the financial feasibility of producing housing affordable to low-income residents.

State law requires that cities complete an inventory of developable sites and identify those sites that are adequately zoned and have appropriate infrastructure to support the development of housing units

to meet the regional housing allocation, including providing sufficient housing units for all income levels.

The City's analysis divides sites into three groups. The first group consists of sites on which projects have been constructed since 1999, or on which units were under construction as of mid-2000. For these sites, the number and affordability is clearly identifiable since an actual project exists. This group does not include most scattered site single family developments that have been completed recently, which would add several hundred units each year to the total.

The second group consists of sites that have received entitlements (planning approvals) and therefore have been certified by the City for a specific number of units. Also included in this group are sites on which identified projects are in predevelopment and for which there are specific proposals for units and affordability levels that the City is working to implement.

The third group consists of "opportunity sites" identified by the City as a result of several studies or planning analyses associated with the downtown "10K" initiative, redevelopment planning efforts, and transit village studies. This is not an exhaustive inventory and focused only on strategic areas in which the City is actively promoting development or assessing development capacity. These studies have focused almost entirely on sites with the capacity for medium and high-density multi-family developments, and therefore again do not include scattered site single-family sites. The calculation of the number of units that could be accommodated on these sites is far below the maximum number of units allowed under the General Plan and Zoning Ordinance, and is based on the typical densities that have been developed on similarly zoned sites in recent years, which has generally been well below the maximum allowable density.

The results of this analysis show that housing potential on land suitable for residential development in Oakland is large and is more than adequate to meet Oakland's allocation of regional housing needs (RHND).

Between 1999 and mid-2002, a total of 2,097 new housing units had been constructed, and as of mid-2002 an additional 1,071 were under construction. Nearly 1,200 units had received planning approval, and over 4,100 units were in predevelopment on sites where a specific number of units was already projected. **Based on these developments alone, the City has already provided sufficient sites to meet the target for total units.**

In addition, the City has identified "housing opportunity sites" capable of accommodating approximately 8,420 to 10,490 additional units. Most of these sites are zoned for multi-family development along major corridors, in the downtown, and in transit village areas, and thus could accommodate a range of income types depending only on the availability of adequate financial subsidies to make possible the development of units for very low and low income households. These projections are based on conservative estimates of the capacity of these sites, far below the maximum densities permitted by the City's General Plan and Zoning Ordinance. **In sum, the City has identified sites capable of providing nearly three times the number of units specified in the Regional Housing Needs Analysis.**

The following table provides is a summary of the housing potential on land suitable for residential development in Oakland in each of the three categories described above. A detailed inventory listing the potential sites and additional background information on assumptions and sources of data is presented in Appendix C.

Housing Development Potential on Identified Sites

	Total	Units By Affordability Category			
		Very Low	Low	Moderate	Above Moderate
Group 1: Units Built or Under Construction (as of mid-2002)					
Subtotal, Group 1	3,168	374	625	631	1,538
Group 2: Units in Predevelopment, (as of mid-2002)					
Subtotal, Group 2	5,146	at least 1,342, specific mix depends on subsidies		up to 3,804; may include some very low and low income units	
Group 3: Potential Units on Additional Housing Opportunity Sites					
Subtotal, Group 3	8,420 – 10,490	Affordability depends on available subsidies; sites are zoned with sufficient density to provide multi-family housing for very low and low income			
Total Unit Potential of Identified Sites	**16,734 - 18,804**				

D. SUMMARY OF PROGRAM RESOURCES

Chapter 5 provides a description of the program resources available to address the City's housing needs. These include local funds, federal grant funds received by the City, and funds available from other sources.

The Oakland Redevelopment Agency's low- and moderate-income housing fund is the primary source of housing funds utilized to support the City's housing programs. The City has eight redevelopment project areas from which tax increment revenues are collected. In 2000, approximately $39.5 million was raised through a bond issuance by the Redevelopment Agency that was backed by a portion of the low- and moderate-income housing fund.

In FY 2001-02, $15,127,300 from the housing set-aside and redevelopment bond funds was allocated for housing programs and projects. This high level of housing expenditures funded by redevelopment in FY 2001-02 is not typical. In FY 2002-03, funds available from the Low- to Moderate-Income Housing Fund drop to $7,823,647. Low- and Moderate-Income Housing Fund projections for the remaining fiscal years (FY 2003-04 to FY 2005-06) are estimated to average $10.1 million annually.

The City also receives federal HOME, CDBG, and other program funds that are allocated for housing. HOME funds are used primarily for housing development projects. In FY 2001-02, the City was able to allocate approximately $6.6 million from HOME funds for new projects, which included advance allocations of funds from FY 2002-03. On an ongoing basis, the City anticipates having approximately $4 million in HOME funds annually for housing development activities.

The City generally allocates approximately $5.5 million of its annual CDBG funds for housing. These funds are used for the City's housing rehabilitation programs and housing services, such as housing for the homeless, fair housing, and housing counseling activities. The City receives approximately $362,000 in federal Emergency Shelter Grant funds for support of shelter and services for the homeless.

Affordable housing developers in Oakland routinely apply for additional funds provided by the state and federal governments, and private sources, including:

- low-income housing tax credits
- HUD's Section 202 and Section 811 programs for seniors and persons with disabilities
- State of California Housing programs administered by both the Department of Housing and Community Development and the California Housing Finance Agency
- private lending programs
- foundation grants

The City's willingness to make early commitments of local funds for housing development projects makes Oakland-based projects more competitive for outside funding.

The City of Oakland's Community & Economic Development Agency (CEDA) operates the City's housing programs, through the Redevelopment and Housing and Community Development Divisions. CEDA staff frequently assists affordable housing developers. Thus, one of the crucial non-financial resources that the City provides is its housing staff.

Also, as part of the Mayor's 10K Program, the City has provided four downtown redevelopment sites for market rate residential development and is working to assist developers with site assembly.

E. ANALYSIS OF CONSTRAINTS TO HOUSING

Chapter 6 contains a detailed discussion of potential constraints to the City's ability to provide or accommodate the provision of housing to meet its identified housing needs. The discussion of constraints examines those aspects of the City's policies and procedures that might constitute constraints. Appendix E contains a broader and more detailed description of all of the City's land use planning and development review standards and procedures that provides background for the analysis contained in Chapter 6.

Governmental

The term "governmental constraints" refers to the policies and regulations of the City that impact housing.

The City has undertaken an analysis of its General Plan, Zoning Ordinance, development standards and permit processes to determine what constraints may exist. A detailed summary of these provisions is contained in Appendix E.

The City has few constraints to housing relative to those in other jurisdictions, and in recent years it has undertaken a number of initiatives to encourage private development and expand the production of affordable housing.

To encourage housing production and reduce regulatory barriers, the City updated its General Plan in 1998. The Plan designated land within the central city area, along transportation corridors, and within targeted redevelopment areas for higher-density residential and mixed-use development as part of the 1998 General Plan update. These changes to the General Plan seek to implement the City's 10K Initiative, the Sustainable Oakland Development Initiative, and other strategies intended to encourage more housing in the City near job centers with access to transportation and other services.

The City has also taken other steps to simplify the residential development process, including:

- initiated a study to revise its second unit standards,
- reduced open space requirements in high density residential zones,
- streamlined the environmental review process for downtown projects,
- created new fast-track and streamlined permit processes, and
- revised zoning standards for special needs housing to provide for greater certainty regarding permitted locations and conditional use permit criteria.

An update of the Planning Code (zoning), currently underway, will reflect these changes in the City's approach to regulating residential land use and development.

Among provisions in the City's current development regulations that encourage and facilitate housing are allowances for relatively high residential densities and land coverage in most areas of the City, low parking requirements, allowances for residential and residential/commercial mixed-use projects in commercial zones, and allowances for a wide range of alternative housing types, group homes, and shelter facilities to meet the special population groups. Because most residential development will occur on infill and underutilized, infrastructure, public services, and utilities are readily available, which reduces costs for housing production.

Permit fees charged by the City, a cost and potential barrier to affordable housing, are competitive with other jurisdictions in the region, and the City charges no impact fees on residential development. The cost of fees charged by the Oakland Unified School District, East Bay MUD, and other agencies can add considerably to the cost of housing, however—more than $8,000 per dwelling unit for a multifamily dwelling and nearly $18,000 for a single-family home in conjunction with City fees. These fees represent 11 percent of more of the cost of producing a housing unit.

The time required to obtain development approvals can also add to the cost of housing. Oakland has attempted to reduce the impact of its permit approval process by focusing on staff reviews and approvals that limit the number of issues to review at public hearings and the time required for discretionary permits. This is especially true for design review, for which the City uses a staff review process for minor projects and a pre-application process to expedite other projects.

Non-Governmental

Non-governmental constraints are those factors that limit and impact the production, availability, and cost of affordable housing. These non-governmental constraints include land costs, environmental hazards, land availability, construction costs, financing, and neighborhood sentiment.

Among the market factors most affecting housing cost in Oakland is the cost of land, which can range from as low as $13 or $14 per square foot to as much as $60 to $70 per square foot for multifamily housing. Land costs per housing unit can range from $13,000 to $20,000 and are largely a function of project density. The cost of land for a typical single-family detached home is about $70,000 per unit.

The cost of land and land preparation is further increased in Oakland by the fact that most sites with housing development potential are relatively small parcels that can be difficult to develop (including those that might be irregularly shaped). Many sites have existing structures and infrastructure that must be removed, replaced, and/or reconfigured. The redevelopment of underutilized sites also adds to the cost of development when contaminated soils or hazardous materials in existing buildings/structures must be mitigated.

Another significant contributing factor to housing costs in Oakland is the cost of construction (materials and labor), which typically represents 50 to 60 percent of the total cost of construction. These tend to be higher in the San Francisco Bay area than in the interior of the California—between $90 to $140 per square foot for a single-family home and between $100 and $150 for a multifamily dwelling.

F. HOUSING ELEMENT GOALS AND POLICIES

Chapter 7 lays out the City's goals, policies and planned actions to address its housing needs.

The City has adopted eight goals to address adequate sites, the development of affordable housing, the removal of constraints to housing, the conservation of existing housing and neighborhoods, the preservation of affordable rental housing, equal housing opportunity, sustainable development and smart growth, and public access to information through technology. This Executive Summary lists the City's goals and policies. Chapter 7 contains these goals and policies with implementing actions.

Goal 1: Provide Adequate Sites Suitable for Housing for All Income Groups

Policy 1.1 **DOWNTOWN HOUSING PROGRAM ("10K")**
In an effort to revitalize Downtown Oakland, the City will actively work to attract 10,000 new residents to the downtown through the development of at least 6,000 new housing units.

Policy 1.2 **AVAILABILITY OF LAND**
Maintain an adequate supply of land to meet its regional housing share under the ABAG Regional Housing Needs Determination.

Policy 1.3 **APPROPRIATE LOCATIONS AND DENSITIES FOR HOUSING**
Consistent with the *General Plan Land Use and Transportation Element* adopted in 1998, review and revise its residential development regulations with the intent of encouraging and sustaining a diverse mix of housing types and densities throughout the City for all income levels.

Policy 1.4 **SECONDARY UNITS**
Support the construction of secondary units in single-family zones and recognize these units as a source of affordable housing.

Policy 1.5 **MANUFACTURED HOUSING**
Provide for the inclusion of mobile homes and manufactured housing in appropriate locations.

Policy 1.6 **ADAPTIVE REUSE**
Encourage the re-use of industrial and commercial buildings for joint living quarters and working spaces.

Policy 1.7 **REGIONAL HOUSING NEEDS**
The City of Oakland will strive to meet its fair share of housing needed in the region.

Goal 2: Promote the Development of Adequate Housing for Low- and Moderate-Income Households

Policy 2.1 **AFFORDABLE HOUSING DEVELOPMENT PROGRAMS**
Provide financing for the development of affordable housing for low- and moderate-income households. The City's financing programs will promote a mix of housing types, including homeownership, multifamily rental housing, and housing for seniors and persons with special needs.

Policy 2.2 **AFFORDABLE HOMEOWNERSHIP OPPORTUNITIES**
Develop and promote programs and mechanisms to expand opportunities for lower-income households to become homeowners.

Policy 2.3 **DENSITY BONUS PROGRAM**
Develop and implement a program to permit projects to exceed the maximum allowable density if they include units set aside for occupancy by very low-, low-, and moderate-income households and/or seniors.

Policy 2.4 **INCLUSION OF AFFORDABLE UNITS IN MARKET RATE PROJECTS**
Seek voluntary agreements with private developers of market rate housing to include units affordable to lower-income households, especially those projects involving Redevelopment Agency support or requiring major planning approvals.

Policy 2.5 **PERMANENTLY AFFORDABLE HOMEOWNERSHIP**
Develop mechanisms for ensuring that assisted homeownership developments remain permanently affordable to lower-income households to promote a mix of incomes.

Policy 2.6 **SENIORS AND OTHER SPECIAL NEEDS**
Assist and promote the development of housing with appropriate supportive services for seniors and other persons with special needs.

Policy 2.7 **LARGE FAMILIES**
Encourage the development of affordable rental and ownership housing units that can accommodate large families.

Policy 2.8 **EXPAND LOCAL FUNDING SOURCES**
Increase local funding to support affordable housing development and develop new sources of funding.

Policy 2.9 **RENTAL ASSISTANCE**
Increase the availability of rental assistance for very low-income households.

Policy 2.10 **CONTINUUM OF CARE FOR THE HOMELESS**
Continue to implement the City's Continuum of Care Plan to prevent homelessness and to provide shelter, transitional housing, and permanent housing for homeless individuals and families.

Policy 2.11 **PROMOTE AN EQUITABLE DISTRIBUTION OF AFFORDABLE HOUSING THROUGHOUT THE COMMUNITY**
The City will undertake a number of efforts to distribute assisted housing widely throughout the community and avoid the over-concentration of assisted housing in any particular neighborhood, in order to provide a more equitable distribution of households by income and by race and ethnicity.

Goal 3: Remove Constraints to the Availability and Affordability of Housing for All Income Groups

Governmental Constraints

Policy 3.1 **EXPEDITE AND SIMPLIFY PERMIT PROCESSES**
Continue to implement permit processes that facilitate the provision of housing and annually review and revise permit approval processes.

Policy 3.2 **FLEXIBLE ZONING STANDARDS**
Allow flexibility in the application of zoning, building, and other regulations.

Policy 3.3 **DEVELOPMENT FEES AND SITE IMPROVEMENT REQUIREMENTS**
Reduce the cost of development through reasonable fees and improvement standards.

Policy 3.4 **INTERGOVERNMENTAL COORDINATION**
Promote intergovernmental coordination in review and approval of residential development proposals when more than one governmental agency has jurisdiction.

Non-Governmental Constraints

Policy 3.5 **REDUCE LAND COSTS**
Reduce land costs for housing by providing funding for land-banking by developers.

Policy 3.6 **FINANCING COSTS**
Reduce financing costs for affordable housing development.

Policy 3.7 **ENVIRONMENTAL CONSTRAINTS**
Explore programs and funding sources to assist with the remediation of soil contamination on sites that maybe redeveloped for housing.

Policy 3.8 **COMMUNITY OUTREACH AND EDUCATION**
Increase public acceptance and understanding of affordable development and issues through community outreach.

Goal 4: Conserve and Improve Older Housing and Neighborhoods

Policy 4.1 **HOUSING REHABILITATION LOAN PROGRAMS**
Provide a variety of loan programs to assist with the rehabilitation of owner-occupied and rental housing for very low and low-income households.

Policy 4.2 **BLIGHT ABATEMENT**
To improve housing and neighborhood conditions, the City will abate blighting conditions through a combination of code enforcement, financial assistance, and public investment.

Policy 4.3 **COMMERCIAL DISTRICT REVITALIZATION**
Continue to implement programs to revitalize commercial districts in low-income neighborhoods. Commercial revitalization will serve as a catalyst for investment in conserving and improving the housing stock in surrounding areas.

Policy 4.4 **HOUSING PRESERVATION**
Encourage the relocation of structurally sound housing units scheduled for demolition to compatible neighborhoods when appropriate land can be found.

Goal 5: Preserve Affordable Rental Housing

Policy 5.1 **PRESERVATION OF AT-RISK HOUSING**
Seek to preserve the affordability of subsidized rental housing for lower-income households that may be at-risk of converting to market rate housing.

Policy 5.2 **SUPPORT FOR ASSISTED PROJECTS WITH CAPITAL NEEDS**
Work with owners of assisted projects that have substantial needs for capital improvements to maintain the use of the properties as decent affordable housing.

Policy 5.3 **RENT ADJUSTMENT PROGRAM**
Continue to administer programs to protect existing tenants from unreasonable rent increases.

Policy 5.4 **PRESERVATION OF SINGLE ROOM OCCUPANCY HOTELS**
Seek mechanisms for protecting and improving the existing stock of residential hotels, which provide housing of last resort for extremely low-income households.

Policy 5.5 **LIMITATIONS ON CONVERSION OF RESIDENTIAL PROPERTY TO NON-RESIDENTIAL USE**
Continue to use regulatory controls to limit the loss of housing units due to their conversion to non-residential use.

Goal 6: Promote Equal Housing Opportunity

Policy 6.1 **FAIR HOUSING ACTIONS**
Actively support efforts to provide education and counseling regarding housing discrimination, to investigate discrimination complaints, and to pursue enforcement when necessary.

Policy 6.2 **REASONABLE ACCOMMODATIONS**
Provide reasonable accommodations to persons with disabilities in access to public facilities, programs, and services

Policy 6.3 **PROMOTE REGIONAL EFFORTS TO EXPAND HOUSING CHOICE**
Encourage future regional housing allocations by ABAG to avoid over-concentration of low-income housing in communities with high percentages of such housing

Policy 6.4 FAIR LENDING
Work to promote fair lending practices throughout the City to ensure that low-income and minority residents have fair access to capital resources needed to acquire and maintain housing.

Goal 7: Promote Sustainable Development and Smart Growth

Policy 7.1 SUSTAINABLE RESIDENTIAL DEVELOPMENT PROGRAMS
Develop and promote programs to foster the incorporation of sustainable design principles, energy efficiency and Smart Growth principles into residential developments. Offer education and technical assistance regarding sustainable development to project applicants.

Policy 7.2 ENERGY CONSERVATION
Encourage the incorporation of energy conservation design features in existing and future residential development.

Policy 7.3 INFILL DEVELOPMENT
Continue to direct development toward existing communities and encourage infill development at densities consistent with the surrounding communities.

Policy 7.4 COMPACT BUILDING DESIGN
Work with developers to construct new housing that reduces the footprint of new construction, preserves green spaces, and supports the use of public transit.

Policy 7.5 MIXED USE DEVELOPMENT
Encourage a mix of land uses in the same zoning district or on the same site in certain zoning districts.

Goal 8: Increase Public Access to Information through Technology

Policy 8.1 IMPLEMENT AN ELECTRONIC DOCUMENT MANAGEMENT SYSTEM
As part of a comprehensive update to the City's Permit Tracking System, the City will increase public access to information on City policies, programs, regulations, permit processes, and the status of specific parcels through electronic means.

Policy 8.2 ON-LINE ACCESS TO INFORMATION
Expand the availability of information regarding meetings, hearings, programs, policies and housing-related issues through development and improvement of its web site.

Policy 8.3 GEOGRAPHIC INFORMATION SYSTEM
Update the City's Geographic Information System (GIS) to provide more accurate and user-friendly access to information about parcels and neighborhoods.

G. QUANTIFIED OBJECTIVES

As required by State law governing housing elements, Chapter 8 lays out the City's quantified objectives for the development, improvement, maintenance and preservation of housing for the period 1999-2006.

The Association of Bay Area Government's (ABAG) Regional Housing Needs Determination covers a seven-and-one-half-year period. The objectives contained in the following table cover the period January 1, 1999 to June 30, 2006.

City of Oakland Quantified Objectives (1999 – 2006)

Activity Type	Number of Units by Affordability Level				
	Very Low	Low	Moderate	Above Moderate	Total
New Housing Construction[1]	950	650	2,300	3,873	7,773
Housing Rehabilitation					
Substantial[1]	400	300	N/A	N/A	700
Moderate[2]	200	140	N/A	N/A	340
Minor/Paint[2]	1,500	700	N/A	N/A	2,200
Housing Conservation					
Preservation of At-Risk Housing[3]	990	125	N/A	N/A	1,115
HOPE VI Revitalization of Public Housing	307				307

N/A: Not applicable.

[1]Includes units constructed, under construction, approved, and funded. For very- and low-income, estimate includes units that can be assisted with present level of local financial resources. For moderate- and above-moderate, the objective is to facilitate the construction of units sufficient to meet the City's regional housing allocation for those two income groups.

[2]Based on units completed to date and estimate of units that can be assisted with existing levels of financial resources.

[3]Based on assessment in Chapter 3 regarding subsidized rental housing units at risk

1. INTRODUCTION

A. STATE LAW REQUIREMENTS

The contents of this document reflect a combination of local issues, priorities, and state law requirements. California law (Government Code Section 65583) requires that each city and county adopt a housing element that contains:

(a) an assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs;

(b) a statement of the community's goals, quantified objectives, and policies relative to the maintenance, preservation, improvement, and development of housing;

(c) an inventory of developable sites capable of accommodating development of housing for a range of income types to meet the City's share of the regional housing need; and

(d) a program which sets forth a five-year schedule of actions to implement the policies and achieve the goals and objectives of the housing element.

B. REGIONAL HOUSING NEEDS ALLOCATION

An important part of the Housing Element is the determination of the City's new housing construction need. Under California law (California Government Code Section 65584), new housing construction need is determined, at a minimum, through a regional housing allocation process. Oakland (along with all other cities and counties in the state) must plan to accommodate its share of the housing need of persons at all income levels.

The fair share process began in the late 1990s, as the State Department of Housing and Community Development (HCD) determined that the nine-county Bay Area needed to produce 310,761 new housing units between 1999 and 2006 to satisfy regional demand. The Association of Bay Area Governments (ABAG) negotiated with HCD to reduce this figure to 230,743 units, based on projected economic and population growth in the region. The City's share of regional housing need is based on a plan prepared by the Association of Bay Area Governments, the *Regional Housing Needs Determination* that was adopted in 2000. Under the ABAG plan, Oakland must accommodate 7,733 new housing units between 1999 and 2006. Of these housing units, 2,238 should be affordable to households earning no more than 50 percent of median income, 969 to households earning between 50 percent and 80 percent of median income, 1,959 to households earning between 80 percent and 120 percent of median income, and 2,567 to households earning more than 120 percent of median income.

The City's responsibility under state law in accommodating its regional housing allocation is to identify adequate sites that will be made available through appropriate zoning and development standards and with services and facilities to encourage the development of a variety of types of housing for all income levels.

Actual Housing Production to Date Compared to Housing Needs

Housing production has increased significantly in Oakland in recent years. As a result, the City has not only provided suitable sites to accommodate its housing needs, it has made substantial progress toward meeting those needs by developing new housing. As of mid-2002, over 3,000 units had been constructed or were under construction, representing 40 percent of the total housing need. One third of these units were affordable to very-low or low income households, with long-term affordability controls. In addition, over 5,000 units were in some stage of predevelopment, including almost 1,200 market-rate units with planning approvals and nearly 1,400 units with public financing that will require long-term affordability to very-low and low income households. Based on these developments alone, Oakland has provided sufficient sites to meet its total housing needs.

Chapter 4 provides a full analysis of these projects as well as an inventory of "opportunity sites" capable of accommodating at least 18,000 housing units, using conservative assumptions about density (based on current building trends and economic constraints) that are well below the current allowable densities.

C. OAKLAND'S POLICY CONTEXT

While the Oakland Housing Element addresses the State requirements described above, it also incorporates a number of important local strategies that have been adopted by the City in recent years. Among these are:

Updated General Plan Land Use and Transportation Element

In March 1998, the City adopted a new *Land Use and Transportation Element* for its General Plan. The updated element establishes land use classifications and density designations to promote higher density development in key areas while protecting existing single-family neighborhoods. Development is focused in particular in several key areas:

- Major Transportation Corridors
- Downtown Oakland
- Transit-oriented Districts (especially around BART stations)
- The Waterfront Area

Oakland's 10K Initiative

In January 1999, the City embarked on a program to build new housing in the downtown area. The "10K Initiative," as it is known, is a key part of broad efforts to revitalize downtown Oakland by developing 6,000 new residential units to house 10,000 new residents. The 10K Initiative includes the following strategies:

- Identification of suitable sites for residential development.
- Assistance in the permit and entitlement process for downtown housing projects.

- Streamlining of environmental review requirements for residential projects in parts of the downtown area.

- Assistance with site acquisition and assembly for future residential development.

Sustainable Community Development Initiative

In December 1998, the City Council adopted Oakland's Sustainable Community Development Initiative. The Initiative seeks to integrate planning, social, health, and economic policies and programs; to reduce the consumption of non-renewal resources; to increase economic opportunities for disadvantaged residents; and to increase the quality of life for all city residents. Key elements include:

- Encouragement of mixed-use development, in-fill housing, and sustainable building practices through planning, regulatory, and financial incentives.

- Negotiation of sustainable design standards and green building principles as part of Disposition and Development Agreement on Redevelopment Agency-owned sites.

- Green building guidelines for City projects.

- Opening of the Green Building Resource Center for public use adjacent to the City's planning and zoning permit counters.

- Receipt of a state grant for a green building trades curriculum at Laney College and for a Green Builders Attraction Forum.

- Adoption of the Construction Debris and Demolition ordinance to promote the use of reused and recycled materials.

Affordable Housing Strategy

The City's affordable housing strategy is outlined in the Consolidated Plan for Housing and Community Development prepared in May 2000. The Consolidated Plan – which is required as part of the City's federally-funded housing and community development programs – sets forth the City's needs, market conditions, strategies, and actions for addressing the housing needs of very low and low income households. Key components of this strategy are:

- Preservation and expansion of the supply of affordable housing.

- Creation of new opportunities for homeownership.

- Conservation and rehabilitation of the existing housing stock.

- Expansion of rental assistance for very low income households.

- A Continuum of Care strategy for addressing the needs of homeless families and individuals.

- Development of housing with supportive services for seniors and people with disabilities.

- Affirmative actions to promote fair housing and expanded housing choices.

D. PUBLIC PARTICIPATION AND POLICY DEVELOPMENT

Public Participation as an Ongoing Process

State law (California Government Code section 65583[c] [6]) requires the City to "make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element."

Public participation in Oakland has been an ongoing process since the adoption of the previous Housing Element. The identification of housing issues, needs, and strategies has been part of the City's planning processes and ongoing public dialogue on housing issues. Through this ongoing public input, the City has identified issues, concerns, and recommendations for housing policies and programs that are reflected in the updated Housing Element. The Housing Element is in large part a synthesis of these efforts, bringing into one document the analyses, priorities and policies that have developed over time with extensive public involvement.

Some of the planning and strategy documents that were used by the City in preparing this Housing Element are:

- 1997 Continuum of Care Plan for addressing homelessness,
- 1997 Fair Housing Plan (Analysis of Impediments to Fair Housing),
- 1998 update to the *Land Use and Transportation Element* of the General Plan, and
- 2000 Consolidated Plan for Housing and Community Development.

All of these were developed with extensive public participation and public review and comment.

Over the years, the City has used a number of means and venues to encourage public participation in its planning and policy-making processes. Methods of notifying the public depend on the nature of an event and whether public participation is part of an ongoing process. Among the techniques the City uses to notify the public and encourage participation are printed notices in local newspapers, public service announcements on radio and television, web site listings, direct notification of community organizations and service providers, written notice to residents and property owners, notices posted in public locations, and utility bill inserts.

Public information and documents are provided in a variety of convenient formats, printed and electronic (many of which are posted on the City's web site). Depending on the nature of the public outreach and the target audience, information will be posted in multiple languages and media (for persons with sensory disabilities), and the City will provide translators. The City uses community liaisons to encourage participation by individuals who might not otherwise participate in civic affairs due to language or cultural barriers. For those with sensory disabilities, the City provides sign language interpreters, real-time captioning, agendas in alternative formats such as large print, and other media that allow full participation by persons with disabilities.

To ensure that all segments of the population can participate in public meetings, the City selects locations that are accessible to persons with disabilities and attempts to hold public forums in locations that are accessible to those without private vehicles. Among the past and current opportunities for public input into housing policy development are:

- **Public workshops and hearings on housing policy development and adoptions of plans.** Each of the plans listed above was prepared and adopted after extensive consultation with the public, including neighborhood organizations, service providers, and affordable housing developers.

- **Annual Applications, Action Plans, and Performance Reporting for the City's Consolidated Plan for Housing and Community Development.** Federal funding sources used by the City require public participation in the development of funding applications and programs, annual performance evaluations open to public comment, and annual action plan updates that set priorities for the coming year with participation by the public. These events require extensive public notification, and the funding sources strongly encourage community outreach and participation.

- **CDBG District Meetings.** The City has established Community Development District Councils comprised of residents, property owners, and business owners in each of the City's seven Community Development Block Grant project areas to discuss housing and community development issues, project status, future needs, and recommendations for future projects and services to be funded through CDBG. Meeting are open to the public, who are encouraged to attend through updates on the City's web site, notices in community newsletters, notices at community centers and other public locations, and periodic mailings to residents and property owners.

- **The Mayor's Commission on Persons with Disabilities.** The Commission meets monthly, and its proceedings are open to the public for comments and questions. Among its other responsibilities, the Commission advises the Mayor and City Council on matters affecting the disability community, acts as the City's official advisory body for implementation of the Americans with Disabilities Act (ADA), and reviews and comments on City policies, programs, and actions that affect persons with disabilities. The Commission serves as a venue through which persons with disabilities can comment and provide recommendations on City policy and planning documents.

- **Housing Development Task Force.** The City convened a Housing Development Task Force in November 1999 to examine a range of housing issues and to consider alternative policies for the development of housing. The Task Force met six times over a five month period (February 2000 to June 2000) and developed a set of policy recommendations, which included the following housing issues: preservation and improvement of existing housing, leveraging opportunities created by new development activities to produce affordable housing, creating regulatory and procedural incentives for developers, and expanding financial resources for housing. The Task Force committee was directed by a professional facilitator and included representatives of neighborhood associations, housing advocacy organizations, seniors, persons with disabilities, developers, realtors, bankers, labor councils, and City of Oakland Community and Economic Development Agency staff.

Efforts to Achieve Public Participation in the Housing Element Update

To achieve public participation in the update of the Housing Element, the City undertook the following actions:

Methods of Distribution. The draft Housing Element was published on May 30, 2003 and was made available in both hard copy and on the City's web site. Notices were published in local papers and mailed to interested parties.

Stakeholder Meetings. In June 2003, City staff met with key stakeholder groups to do in depth presentations of the draft Housing Element, to solicit comment, and to discuss major issues. Stakeholders included housing advocates, for-profit developers, and nonprofit housing providers.

Public Meetings. The City conducted public meetings before the Planning Commission, Community and Economic Development Committee, and City Council before submitting the draft Housing Element for review by the California Department of Housing and Community Development. These meetings were held on June 4, 2003, June 24, 2003 and July 18, 2003 respectively. At its meeting of October 21, 2003, the City Council heard a response to public comments and authorized staff to submit the draft to the State.

Public Hearings. Following the review and approval of the Housing Element by the California Department of Housing and Community Development, the City held public hearings before the City Planning Commission on April 21, 2004 and before the City Council on June 15, 2004. The Housing Element was adopted by the City Council on June 15, 2004.

E. ORGANIZATION OF THE HOUSING ELEMENT

The Oakland Housing Element, a part of the General Plan, is a comprehensive statement of the City's housing needs and strategies. The City has adopted other housing policies and plans that focus on specific topics (such as fair housing, continuum of care for the homeless, and the use of federal funds for low-income housing). The Housing Element addresses a broader range of issues than these other planning documents, including economic, social, planning, and regulatory issues.

The Housing Element provides the guiding principles and over-arching policies that define the City's housing strategy although much of the implementation for the Element is defined through the following other planning documents:

- General Plan Land Use and Transportation Element,
- Consolidated Plan,
- Continuum of Care Plan for the homeless,
- Fair Housing Plan (Analysis of Impediments to Fair Housing), and
- redevelopment project area plans.

The Housing Element incorporates strategies and implementing actions from these other plans and has been reviewed for consistency with these plans.

This Housing Element is divided into the following chapters:

Executive Summary. The executive summary provides an overview and road map of the City's findings and conclusions on housing issues and needs; land, funding, and other resources to meet those needs; and goals, policies, actions, and quantified objectives.

1. Introduction provides an overview of State requirements, a description of the public participation process, and a summary of the organization of the Housing Element.

2. Evaluation of 1992 Programs summarizes the City's achievements in implementing programs under the previous Housing Element, which was adopted in 1992. Lessons learned from an evaluation of achievements have been considered in the development of new goals, policies, and implementing actions in this Housing Element.

3. Existing Conditions/Opportunities describes current conditions and trends related to population, housing, and employment. Topics covered in this chapter include population and household characteristics, income and poverty, housing cost and condition, publicly assisted housing and housing programs, the status of subsidized rental housing that could convert to market-rate rental housing, and employment characteristics. Appendix A describes the methodology used for the housing condition survey. Appendix B contains a list of privately-owned subsidized rental housing to support the analysis of subsidized housing at risk of being converted to market-rate housing.

4. Land Inventory describes the availability and characteristics of land on which to develop housing to meet the City's future needs. Among the issues covered in this chapter are the number, types, and affordability of housing units constructed since the beginning of the period covered by the Housing Element; the City's ability to accommodate its remaining share of the region's housing needs under the Association of Bay Area Governments (ABAG) *Regional Housing Needs Determination* (RHND); and potential constraints that could affect development potential on housing opportunity sites. Appendix C contains a detailed inventory of sites discussed in this chapter.

5. Housing Program Resources summarizes programs and funding resources available in the City of Oakland to assist in the development, rehabilitation, and conservation of housing affordable to low- and moderate-income households. Appendix D contains a directory with details on City housing programs.

6. Analysis of Constraints to Housing describes potential governmental and non-governmental factors that could affect the availability and cost of housing, particularly for low- and moderate-income households and population groups with special needs. Appendix E provides additional detail on specific requirements and provisions of the City's zoning regulations, development standards, and approval processes.

7. Goals, Policies, and Programs contains the City's housing goals, policies, and implementation actions—the heart of the City's strategy for addressing its housing needs. The goals adopted in this Element address the provision of adequate sites for the development of housing (especially for low- and moderate-income households), constraints to the availability and affordability of housing, conservation and improvement of older housing and neighborhoods, preservation of affordable rental housing, equal housing opportunity, sustainable development, and public access to information through technology. Also

included in this chapter is an implementation schedule that specifies responsible agencies, timeframes, potential funding sources, and objectives for each implementing action.

8. Quantified Objectives contains a summary of the City's quantified objectives for housing development, rehabilitation, and conservation (preservation of affordable rental housing).

F. GENERAL PLAN CONSISTENCY

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] [6] [B]). 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. The two other General Plan elements with the closest relationship to the Housing Element are the Land Use and Transportation elements. These have been combined into a single element that contains both the policies that direct the location, density, and types of residential uses throughout the City, and the circulation system to support that development.

The City revised the *Land Use and Transportation Element* of the Oakland General Plan in 1998. This element outlines the vision for Oakland for the next 20 years, establishing an agenda to encourage sustainable economic development, ensure and build on the transportation network, increase residential and commercial development in downtown, reclaim the waterfront for open space and mixed uses, and protect existing neighborhoods while concentrating new development in key areas. The Policy Framework and Strategy Diagram contained in that document shows areas that will be maintained and enhanced and those that are targeted for growth and change. In particular, higher density development is encouraged in the Downtown, along major corridors, at the waterfront, and near BART stations.

Fifteen broad classifications are depicted on the Land Use Diagram, grouped into five major categories, to graphically depict the type and intensity of allowable future development in various parts of the City. These classifications are the key to understanding the diagram and the City's land use pattern. They are intended to take into account the existing and historical patterns of development in Oakland. The Land Use Diagram graphically represents the intentions of the Policy Framework and Strategy Diagram reflecting areas of growth, enhancement, and conservation; it provides a basis for evaluating future development and future demand for services. The two diagrams satisfy State requirements that the General Plan designate the general distribution, location and extent of land uses and establish standards for population density and building intensity.

The vision and specific policies contained in the updated *Land Use and Transportation Element* 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 from ABAG. The City has therefore determined that the updated Housing Element is consistent with the General Plan.

None of the polices in the other General Plan elements will significantly affect the ability of the City to achieve the objectives contained in the updated Housing Element or implement specific housing policies and programs. Conversely, none of the Housing Element policies is anticipated to significantly affect the implementation of policies or programs in the other General Plan elements. Most of the housing to be provided in Oakland will result from the development or redevelopment of under-used and infill parcels. Anticipated development on these sites are anticipated to be in

compliance with policy standards for noise, safety, open space, recreation, and conservation contained in the other General Plan elements.

2. EVALUATION OF 1992 PROGRAMS

A. FINDINGS AND CONCLUSIONS

State law (California Government Code Section 65588) requires cities and counties to review their housing elements to evaluate:

- the appropriateness of housing goals, objectives, and policies;
- the effectiveness of the housing element in the attainment of the community's housing goals and objectives; and
- the progress in implementation of the housing element.

The housing element review is required to be conducted every five years, when the document is updated. The City's Housing Element was last updated in 1992 and covered the period 1988 to 1995. The Legislature suspended the state mandate to update housing elements between 1994 and 1998, however. For this reason, the evaluation in this Housing Element is through 1998 rather than through 1995.

Part of the challenge of evaluating the City's achievements under the current Housing Element is that "programs" were broadly structured. The 1992 Housing Element listed as programs both actions with specific goals and individual funding programs. In addition, housing production could have been tied to multiple goals, which might lead to double counting. Within the broad categories of housing production, rehabilitation, and the preservation of affordable housing, Oakland was able to exceed its goals, producing more housing units (including more affordable housing units) and rehabilitating more housing units than identified in the quantified objectives contained in the 1992 Housing Element. The City assisted in the development of nearly 2,200 very low- and low-income housing units (slightly above its target) and the rehabilitation of approximately 2,000 low-income housing units (about twice the City's target).

As a consequence of its achievements in the broad program categories, most of the specific programs specified in the 1992 Housing Element will continue into the next planning period, some with modifications, others with new funding sources. Other housing assistance programs and implementation measures have been replaced with new programs/actions that seek to achieve the same purpose with greater effectiveness. Finally, several programs or actions have been discontinued because they do not appear to be effective or address current needs.

Although combined housing production goals for very low- and low-income housing units were exceeded, the City anticipates greater difficulty in achieving very low-income housing production goals in the current planning period. The increasing gap between housing costs that very low-income households can afford and the cost of producing very low-income housing units, combined with the limited amount of subsidies to produce such housing, will challenge the City's ability to meet ABAG's regional housing allocation for the City for very low-income households. The City has included several new strategies that combine regulatory incentives and financial assistance to address as much of the very low-income housing need as possible.

Within the sub-category of multifamily rental housing rehabilitation, the City did not achieve its goals due to changes in state and federal funding for rental rehabilitation and the changing nature of the rental market since the mid-1990s. Rental property owners have little incentive to participate in rehabilitation loan programs that include long-term rent restrictions. Even at low- or no interest, most rental property owners are reluctant to borrow money that deed restricts their properties for 30 years or more. The City is in the process of addressing this lack of incentive and hopes to create a new rental rehabilitation program that will provide sufficient incentives for participation by rental property owners.

In 1996, the City has consolidated housing activities and created a multi-purpose agency, the Community Economic Development Agency, to handle all activities related to housing, including planning and permitting, inspections, redevelopment, and housing assistance programs. The City actively encourages affordable housing development by issuing its own Notice of Funding Availability and selects housing projects from a pool of applicants that submit proposals. The new agency provides better coordination of housing assistance programs, regulatory incentives, and other actions to achieve the City's housing goals.

Housing Production Targets

The City of Oakland has exceeded the housing unit production goals established by the 1992 Housing Element. It is estimated that at least 5,000 new housing units were built between 1988 and 1998. Nearly 1,000 very-low and low-income units were constructed, less than the estimated need of 2,044. However, an additional 2,058 units (most of them previously vacant and substandard) were substantially rehabilitated and placed under long term affordability controls. Based on the standard restrictions for the funding sources that were used for the affordable units, the majority were likely affordable to very low-income households. Over 4,000 new market-rate units were developed between 1988 and 1998. Table 2-1 summarizes the City's estimate of production by affordability.

Table 2-1
Comparison of Housing Needs and Housing Production, 1988-1998

Year	Total	Affordability Target Groups	
		Very Low- and Low-Income[1]	Moderate- and Above-Moderate Income[3]
Total Allocation from Previous Housing Element (1990-1995)	4,349	2,044	2,305
New Construction, 1988 - 1998[2]	5,000	987	4,013
Substantial Rehabilitation, 1988 – 1998		2,058	N/A
Surplus		1,001	1,708

[1]The total number of very low- and low-income units produced is from the City's data base of assisted housing units. It includes both newly constructed units, and units that were substantially rehabilitated and placed under long term restrictions as affordable housing.

[2]Census data shows that the City's housing supply grew by 2,800 units between 1990 and 2000. Because over 3,000 units were destroyed in 1991 as a result of the Oakland Hills Firestorm, this means that at least 5,800 units were constructed during this period, and perhaps more depending on how many older units were removed from the supply and replaced by newly constructed units. The City estimates that approximately 1,600 units were completed in 1999 and 2000, leaving 4,200 units added between 1990 and 2000. With a conservative estimate of only 400 units per year in 1998 and 1999, this yields at least 5,000 units between 1988 and 1998.

[3]The figure for new moderate- and above-moderate income units is the estimated total less the actual number of very-low and low-income units constructed.

Appropriateness and Effectiveness of 1992 Programs

The 1992 Housing Element established policies and programs to address the following housing issues:

- substandard housing,
- multifamily rehabilitation,
- housing production, and
- addressing problems of low- and moderate-income households.

These remain important areas for the City's housing strategy, and many of the same programs that operated during the last housing element period will be continued. A summary of policies and programs to be continued is presented below.

Single-Family Housing Rehabilitation

To improve housing and neighborhood conditions, the City has combined code enforcement, financial assistance, and public investment to address neighborhood conditions in addition to the condition of individual residential properties. The City's focus has been on owner- occupied housing and single-family neighborhoods, including minor home repair, accessibility improvements, and lead paint hazard abatement. To effectively reduce the number of substandard vacant housing units, the City will create a new vacant housing program to target acquisition and rehabilitation. Guidelines for the new program were developed in 2002.

Multifamily Housing Rehabilitation

The City has assisted in the rehabilitation of low-income rental housing owned and operated by nonprofit organizations, while the Housing Authority has focused on the maintenance and improvement of public housing.

A gap in the City's strategy related to substandard housing conditions has been the development of adequate incentives and funding in support of rental housing rehabilitation for profit-motivated property owners. The traditional sources of state and federal funding are no longer available: the Federal Rental Rehabilitation Program has been eliminated, and HOME and Redevelopment Agency financing require long-term rent and income restrictions. Profit-motivated property owners are reluctant to restrict the rents they may charge in exchange for low-interest loans making these funding sources difficult to use. The City is developing a new approach to rental rehabilitation that it hopes will attract rental property owners.

The City no longer operates a separate program for conversion and rehabilitation of residential hotels to permanent housing, such as single room occupancy (SRO) units. Funds for SRO conversion/rehabilitation will be provided under the City's Affordable Housing Programs.

Code enforcement is an important aspect of multifamily property rehabilitation. The City continues to implement several code enforcement strategies, including complaint-based inspections, graffiti

abatement, emergency inspections, and certificate of occupancy inspections for vacated units that have been rehabilitated. During the current planning period, the City intends to target funding and code enforcement activities in designated neighborhoods to concentrate and increase the effectiveness these actions.

Housing Production

The City has employed a combination of regulatory incentives, regulatory restrictions, and financial assistance to stimulate the production of housing and preserve affordable housing opportunities, particularly for renters.

The City increased its financial assistance and regulatory incentives for the development of affordable housing during the last Housing Element period. Using a combination of a combination of redevelopment low-income housing set-aside funds and federal entitlement funds, Oakland provided over $70 million to assist in the construction or substantial rehabilitation of nearly 2,000 affordable housing units. The City also provided pre-development assistance to nonprofit housing developers to pay the initial costs of several projects.

The City has established a Notice of Funding Availability (NOFA) process whereby interested developers can submit proposals when city funds are available. These funds are allocated through a competitive application process. The City advertises the availability of funds, program guidelines, and application requirement through its web site and notices mailed to housing providers. A one-stop permit center was created after the 1991 Oakland Firestorm to expedite rebuilding. Since then, the City has engaged in continuous efforts to simplify and streamline permit processes.

The City also adopted changes to its zoning requirements, environmental review procedures, and permit processes to support affordable housing development and will continue this activity. The City revised the *General Plan Land Use and Transportation Element* in 1998 and is in the process of updating its Planning Code to implement the General Plan. The City also revised a number of permit procedures and requirements for special needs housing and second units to facilitate the development of these types of housing.

Addressing Problems of Low- and Moderate-Income Households

During the last Housing Element period, the City increased housing services to low- and moderate-income households. For example, the City supports many non-profit organizations that provide services, such as landlord tenant counseling, fair housing counseling, and rental assistance provided to people who fall behind in rent payments or who need money for security deposits.

The City also continued to implement a rent adjustment ordinance administered by the Housing, Residential Rent and Relocation Board to oversee rent adjustments. The objective of this program is to moderate the market pressures that have caused rents to increase faster than local incomes and to reduce the financial burden of rent increases on low-income renters.

Oakland supports greater accessibility to housing by persons with disabilities through the tenant access program, which provides funds to low-income renters for handicapped accessibility improvements. The City also supports nonprofit organizations that provide supportive services to persons with disabilities and seniors.

The City has expanded its programs in additional policy areas, including emergency shelters, services for the homeless population, assistance to first-time homebuyers, and preservation of at-risk

subsidized rental housing projects. The City has adopted a continuum of care strategy to address short-term homeless needs and provide permanent solutions to homelessness. The purpose of the strategy is to combine shelter with supportive services and training to prepare for independent living and financial self-sufficiency.

More information on City programs is provided in Chapter 5 and Appendix D.

B. REVIEW OF THE EXISTING HOUSING ELEMENT

Table 2-2 summarizes, and quantifies when possible, the City's accomplishments under the 1992 Housing Element. The 1992 Element contained "programs" that were actually funding sources and not programs or actions per se. The evaluation presented in this table includes only actual implementation programs and policies proposed for the Housing Element period, 1990-1995. Funding sources are discussed in other sections of this Housing Element update.

Implementation programs contained in the 1992 Housing Element provided affordable housing unit development goals individually for each funding program. In reality, local, state, and federal funds were combined to develop, preserve, and rehabilitate Oakland's assisted housing units between 1992 and 1998. Wherever possible, the table below quantifies the number of households and/or units assisted. The City was unable to quantify accomplishments for several programs, as noted below. These include accomplishments for housing counseling and rent board cases.

Table 2-2
Assessment of 1992 Housing Element Implementation

POLICY/PROGRAM	FIVE-YEAR GOALS (1990-1995)	ACTUAL ACCOMPLISHMENT	ANALYSIS OF DIFFERENCE	DELETE, RETAIN OR MODIFY IN 2002 HOUSING ELEMENT
Substandard Housing				
A. Single-Family Rehabilitation				
1. Home Maintenance and Improvement Program (HMIP)	750 units	623 units		Retain as a program.
2. Vacant Housing Program	125	Included in affordable housing numbers.		This program is discontinued. The City and Redevelopment Agency have established a Vacant Housing Acquisition and Rehabilitation Program (V-HARP) to perform a similar function.
3. Self-Help Paint Program	2,000 units - self-help paint 250 units-contractors	1,839 units self-help. 148 units painted by contractors.		Retain as a program.
4. Weatherization Program	No goals listed.	No data available.		Delete.
5. Home Management Counseling	Counsel 2,500 clients for delinquency and default.	No data available.		Revise as an action to be undertaken by nonprofit agencies with assistance by the City.
6. Multi-Lender Mortgage Purchase and Rehabilitation Program	$30 million loan program for moderate-income homebuyers	Issued $31.5 million in bonds. Originated approximately $11 million in loans.	Due to changes in market conditions, balance of funds was not used.	Since City policy has shifted to assisting lower-income households, this program targeted to moderate-income households is no longer recommended.

Table 2-2
Assessment of 1992 Housing Element Implementation

POLICY/PROGRAM	FIVE-YEAR GOALS (1990-1995)	ACTUAL ACCOMPLISHMENT	ANALYSIS OF DIFFERENCE	DELETE, RETAIN OR MODIFY IN 2002 HOUSING ELEMENT
7. HCD CHRP Program	None stated.	Units are included under the units assisted by the City and Redevelopment Agency.	Since state funds were leveraged with local funds, there was no separate unit goal.	Delete the reference to this program since state funding is no longer provided.
B. Multifamily Rehabilitation				
1. Residential Hotel Rehabilitation Loan Program	Balance of $2.5 million to be expended.	All funds used, principally for the rehabilitation of the San Pablo Hotel.	No difference.	Revise to reflect that this activity is now funded under the Housing Development Program.
2. Rental Rehabilitation Mortgage Revenue Bonds	$20 million in loans to be expended on new construction and substantial rehabilitation	None.	This program was never implemented.	Delete the reference to this program since federal funding is no longer available.
3. Rental Rehabilitation Program	190 rental units annually, or 950 for 5 years.	540 units		Delete the reference to this program since federal funding is no longer available.
4. Moderate Rehabilitation Section 8 Program	200 SRO units (in response to Loma Prieta)	No separate count available for this program.	Most of the units assisted were also assisted with City and Redevelopment funds and are included in those totals.	Delete, the reference to this program since federal funding is no longer available.
5. Code Compliance has many components: - Housing Code Complaints	32,500	20,000		Continue to conduct code compliance activities as such activities are a critical part of the City's

Table 2-2
Assessment of 1992 Housing Element Implementation

POLICY/PROGRAM	FIVE-YEAR GOALS (1990-1995)	ACTUAL ACCOMPLISHMENT	ANALYSIS OF DIFFERENCE	DELETE, RETAIN OR MODIFY IN 2002 HOUSING ELEMENT
- Certificates of Occupancy within 30 days	750	375		comprehensive strategy for neighborhood improvement
- Board of Requests within 30 days	1,500	250		
- Initiate rehabilitation /re-occupancy	70 percent of units in 700 structures	No information available.		
- Eliminate blighting conditions	7,500 properties	15,000		
- Implement Graffiti Abatement Program	Yes/No	Yes		
- Emergency inspections re: drug nuisance	1,750	Unknown		
Overcrowding and Housing Production Programs				
1. Condominium Conversion Controls	The City will continue to enforce its regulations.	Regulatory measure without specific numerical goals.	This is not a housing program.	Review the Condominium Conversion Ordinance to determine whether amendments are necessary.
2. Conversion Controls of Residential to Nonresidential	Conditional use permit will continue to be required.	Regulatory measure without specific numerical goals.	This is not a housing program.	Retain as an ongoing regulatory action, not a housing program.
3. Redevelopment Agency Housing Trust Fund and CDBG Housing Funds.	Funds to be used for the development of over 1,000 low-income housing units.	Over $70 million was allocated for development of approximately 2,000 units of new and substantially rehabilitated units of housing.	Goals were exceeded, since construction and rehabilitation of affordable housing is a high priority for the City.	Retain as Oakland's housing development program, funded with HOME, Redevelopment and other sources. The Housing Element Update attaches a goal of a specific number of units to be developed with these funds.

Table 2-2
Assessment of 1992 Housing Element Implementation

POLICY/PROGRAM	FIVE-YEAR GOALS (1990-1995)	ACTUAL ACCOMPLISHMENT	ANALYSIS OF DIFFERENCE	DELETE, RETAIN OR MODIFY IN 2002 HOUSING ELEMENT
4. Predevelopment Loan Program	$0.5 million fixed loan pool to be recycled to nonprofit housing developers. Maximum loan amount is $35,000.	$653,586 committed to 21 projects between 1990 and 1998.	Goal was achieved.	Retain as a strategy to facilitate the development of affordable housing.
5. Changes to the Planning Code Text and Map	Ongoing changes to improve procedures or reflect city policy changes.	The City revised its General Plan, created fast track approval procedures for affordable housing, and is now in the process of updating its Planning Code to be consistent with the General Plan Revisions.	No difference between goals and accomplishments.	Retain. The City will continue to make changes to its Planning Code as needed to facilitate affordable housing development.
6. Secondary Unit Ordinance	Planning Department continues to administer this program.	Changes were made to the secondary unit ordinance.	No difference between goals and accomplishment.	Retain as an ongoing regulatory action, not a housing program
Addressing Problems Faced By Low- And Moderate-Income Households				
1. Tenant Access Program	50 units to be made handicap accessible.	Data not available.		Retain. Oakland will continue to operate this program which is now called the Access Improvement Program
2. Residential Rent Arbitration Board	Board to handle 2,500 petitions.	Data not available		Retain. The City is currently reconsidering the role of the rent board.

Table 2-2
Assessment of 1992 Housing Element Implementation

POLICY/PROGRAM	FIVE-YEAR GOALS (1990-1995)	ACTUAL ACCOMPLISHMENT	ANALYSIS OF DIFFERENCE	DELETE, RETAIN OR MODIFY IN 2002 HOUSING ELEMENT
3. Community Alliance for Syndicated Housing, Inc. (CASH, Inc.)	$5 million annually to be raised for investment in low-income housing projects.	$17.3 million was raised between 1990 and 1995. Additional equity funds were also raised from other syndication sources, including Chevron and the California Equity Fund.		Delete the reference to CASH (which is now Merritt Community Capital Corporation) but retain actions to provide capital to invest in low-income housing projects.

Sources: City of Oakland and Vernazza Wolfe Associates, Inc.

3. EXISTING CONDITIONS/OPPORTUNITIES

This chapter of the Housing Element analyzes population and housing characteristics, identifies special housing needs among certain population groups, evaluates housing conditions, and provides other important information to support the goals, policies, and programs to meet the needs of current and future Oakland residents. Chapter 3 is divided into 10 sections, as follows:

A. Population and Household Characteristics – provides general information on population and household characteristics, such as ethnicity, age, household composition, income, and household size.

B. Housing Characteristics – describes general housing characteristics such as the number of housing units by type, tenure, and vacancy.

C. Age and Condition of Housing Stock – describes the age and condition of the City's housing stock and provides an estimate of the number and percentage of dwelling units in need of rehabilitation.

D. Housing Cost – compares rental housing costs and housing prices in Oakland with surrounding communities and analyzes the affordability of housing in Oakland in relation to local incomes.

E. Households Overpaying for Housing – describes the number and percentage of households paying more than 30 and 50 percent of their incomes for housing by household type and income level.

F. Overcrowding – analyzes the number and percentage of households by tenure with more than one person per room.

G. Special Housing Needs – describes the characteristics and housing needs of particular sub-groups of the City's population (seniors, large families, female-headed households, farmworkers, persons with disabilities, and persons in need of emergency shelter) identified in state law as groups with special housing needs.

H. Assisted Rental Housing – describes the characteristics of publicly assisted private rental housing and public housing in Oakland.

I. Analysis of Assisted, At-Risk Housing Projects – identifies privately owned, subsidized rental housing developments that may be at risk of converting to market rate rental housing, creating a loss of affordable rental housing in Oakland.

J. Population and Employment Trends – summarizes population and employment trends in Oakland as they relate to future housing needs and demand.

A. POPULATION AND HOUSEHOLD CHARACTERISTICS

Population

The City of Oakland had a population of 408,807 in 2002 and was, according to the California Department of Finance (DOF), the eighth largest city in California. The City was home to 151,843 households. Approximately 7,871 Oakland residents lived in group quarters such as college dormitories, nursing homes, correctional facilities, and other shelter facilities not constituting individual dwelling units.

The last two decades have brought significant changes to Oakland. For the first time since the 1940s, Oakland experienced significant and sustained population growth, increasing from about 339,000 in 1980 to nearly 409,000 in 2002. Before 1980, Oakland had experienced three decades of population decline due to changes in the local economy, migration to suburban communities, and other factors. Since 1990, Oakland has experienced growing interest as a place to live and work, although the City experienced a small decline in population between 1991 and 1992[4]. The overall trend since 1990, however, has been steady, if modest, population growth (about one percent per year).

City policies and investments have contributed to population growth by encouraging development downtown and along transportation corridors and by stimulating investment in housing. New residents have also moved to Oakland because housing costs are lower than in other centrally located Bay Area communities. Most of Oakland's population growth, however, has come from immigration not necessarily related to development trends in the central city and major corridors (as discussed below).

The housing policy implications of Oakland's historic and projected population growth are discussed in subsequent sections of this chapter.

Ethnicity

Since at least the 1940s, Oakland has had a significantly higher percentage of non-White and Hispanic residents than other cities of similar size. The most significant change in Oakland's population since 1990 has been a decrease in the number and the proportion of residents who identified themselves as White or as Black/African-American, and an increase in the number and proportion of residents who identified themselves as Asian/Pacific Islander or Hispanic/Latino. The White population decreased by 11 percent, and the Black population by 13 percent, while the Asian population increased by 16 percent and the Hispanic population increased by 78 percent. As a result, Oakland's population in 2000 was 24 percent White, 35 percent Black, 16 percent Asian, and 22 percent Hispanic. This change in the composition of the City's population may have implications for future housing needs (as discussed below in the section on household characteristics), because the family composition, living preferences and patterns, and economic decisions of these new arrivals to Oakland may be different than those of previous residents of the City.

Oakland's population mix over the past 50 years has been influenced by economic and suburban development trends. The loss of many relatively well-paying "blue collar" and military jobs, combined with rapid suburbanization in the Bay Area between 1950 and 1980, left Oakland with a higher percentage of lower-income and minority residents. Since the 1980s, increasing numbers of immigrants from Asian, Pacific Island, and Latin American/Hispanic countries have found homes in Oakland. According to the 2000 Census, nearly 12 percent of Oakland residents were foreign born

[4] The Oakland and Berkeley Hills fire, October 1991, destroyed nearly 3,000 homes, mostly within the City of Oakland

and came to the United States between 1990 and 2000. Nearly 90 percent of these new residents came from either Asia or Latin America.

The decline in the African American population since 1990 may have two causes: some Black/African American families may have moved to suburban locations by choice to purchase less costly homes, while others may have moved from Oakland due to rapidly rising housing costs during the late 1990s. Also notable is the continued decline of the White, Non-Hispanic population in Oakland.

Table 3-1 compares population changes in Oakland, Alameda County, and the State of California between 1990 and 2000 and compares the composition of Oakland's population with the countywide and statewide populations.

Table 3-1
Population by Race, City, County, and State (1990 and 2000)

Race/ Ethnicity	Oakland 1990		Oakland 2000		Alameda County 1990	Alameda County 2000	State 1990	State 2000
Race	**Number**	**Percent**	**Number**	**Percent**	**Percent**	**Percent**	**Percent**	**Percent**
Non-Hispanic/Latino								
White (Not Hispanic/ Latino)	105,927	28%	93,953	24%	53%	41%	57%	46%
Black or African American	160,640	43%	140,139	35%	17%	15%	7%	6%
Native American	1,695	<1%	1,471	<1%	<1%	<1%	<1%	1%
Asian/Pacific Islander	53,818	14%	62,259	16%	14%	21%	9%	11%
Other Race	895	<1%	1,229	<1%	7%	<1%	<1%	<1%
Two or More Races[1]	N/A	N/A	12,966	3%	N/A	4%	N/A	3%
Hispanic/Latino (any race)								
Hispanic or Latino	49,267	14%	87,467	22%	14%	19%	26%	32%
Total	372,242	100%	399,484	100%	--	--	--	--

Source: 1990 and 2000 Census.
[1]This is a 2000 Census category only.
Note: Percentages may not add to 100 due to rounding.

Geographic Concentrations of Race and Ethnicity

Despite a great deal of diversity at the City level, neighborhoods are still segregated by race and ethnicity. While only Blacks constitute 35% of the population, and Whites, Asians and Hispanics each constitute less than 25 percent, there are numerous areas of the City where more than 50% of the residents belong to a single racial/ethnic group. In addition, each racial/ethnic group has distinct patterns of concentration where the percentage in a neighborhood is either 1.5 times the citywide average, or less than half the citywide average, as illustrated on the following pages.

Figure 3-1
Areas of Racial/Ethnic Majorities

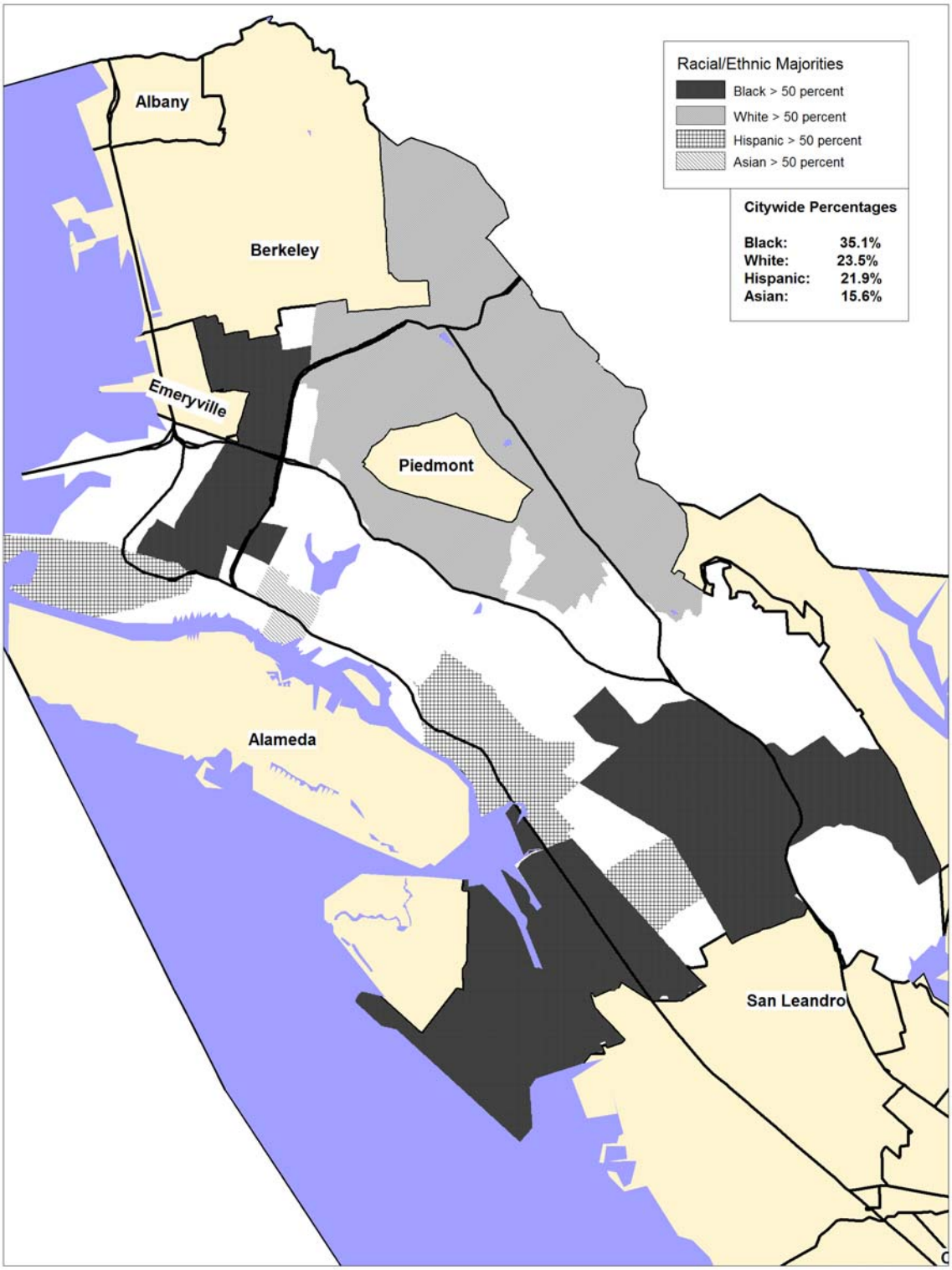


Figure 3-2
Areas of High and Low Concentration of Black Population

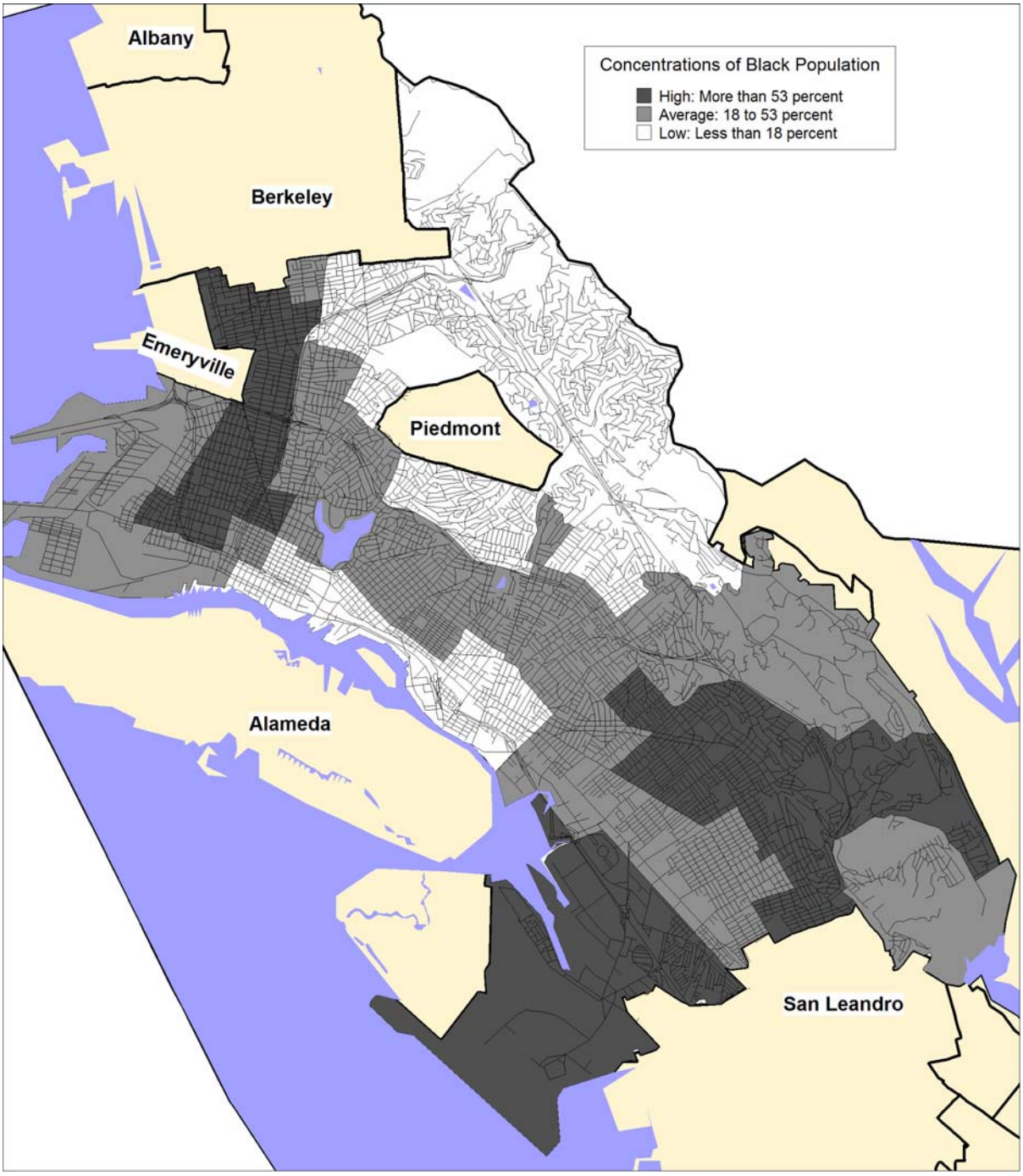


Figure 3-3
Areas of High and Low Concentration of White Population

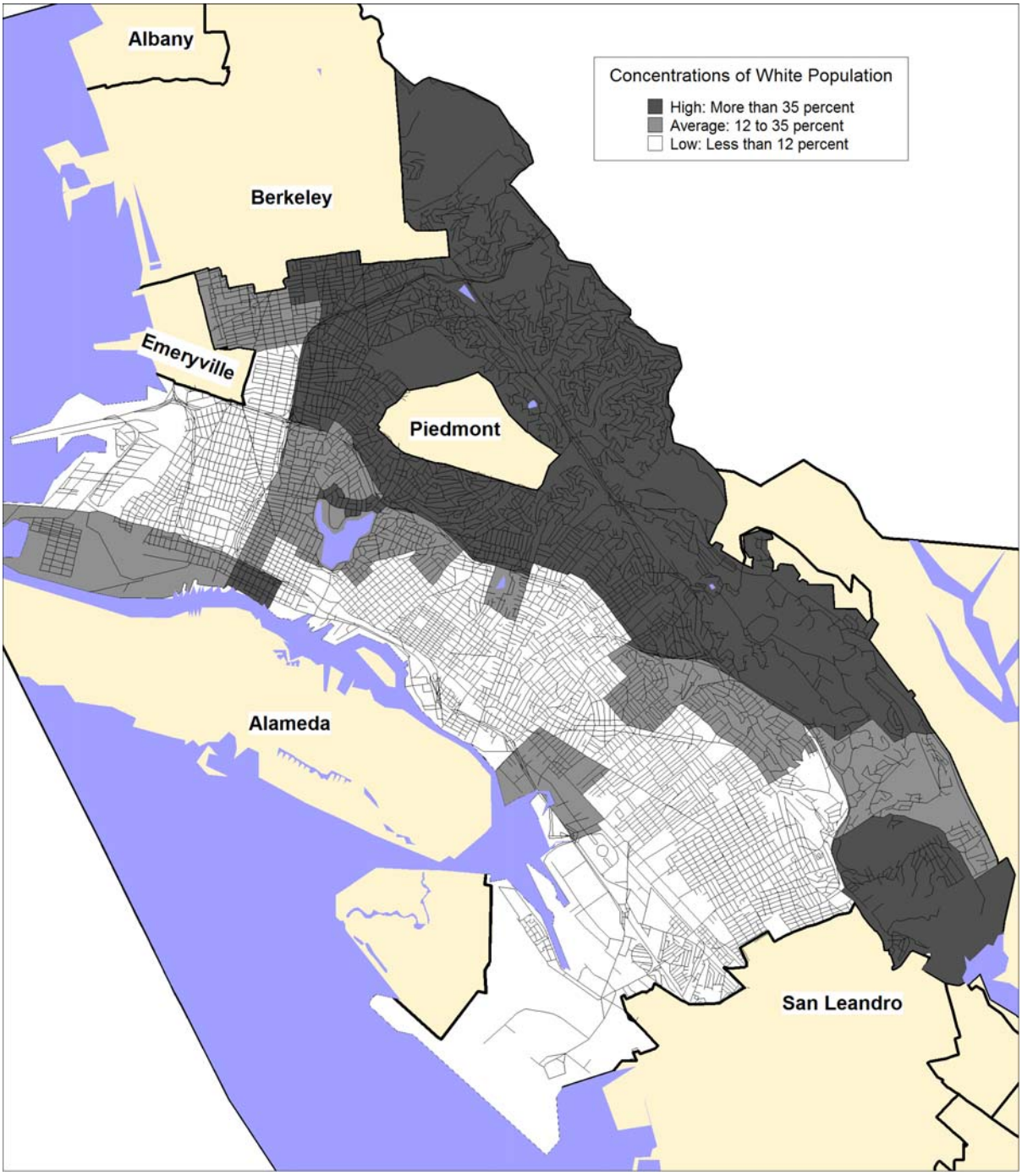


Figure 3-4
Areas of High and Low Concentration of Hispanic Population

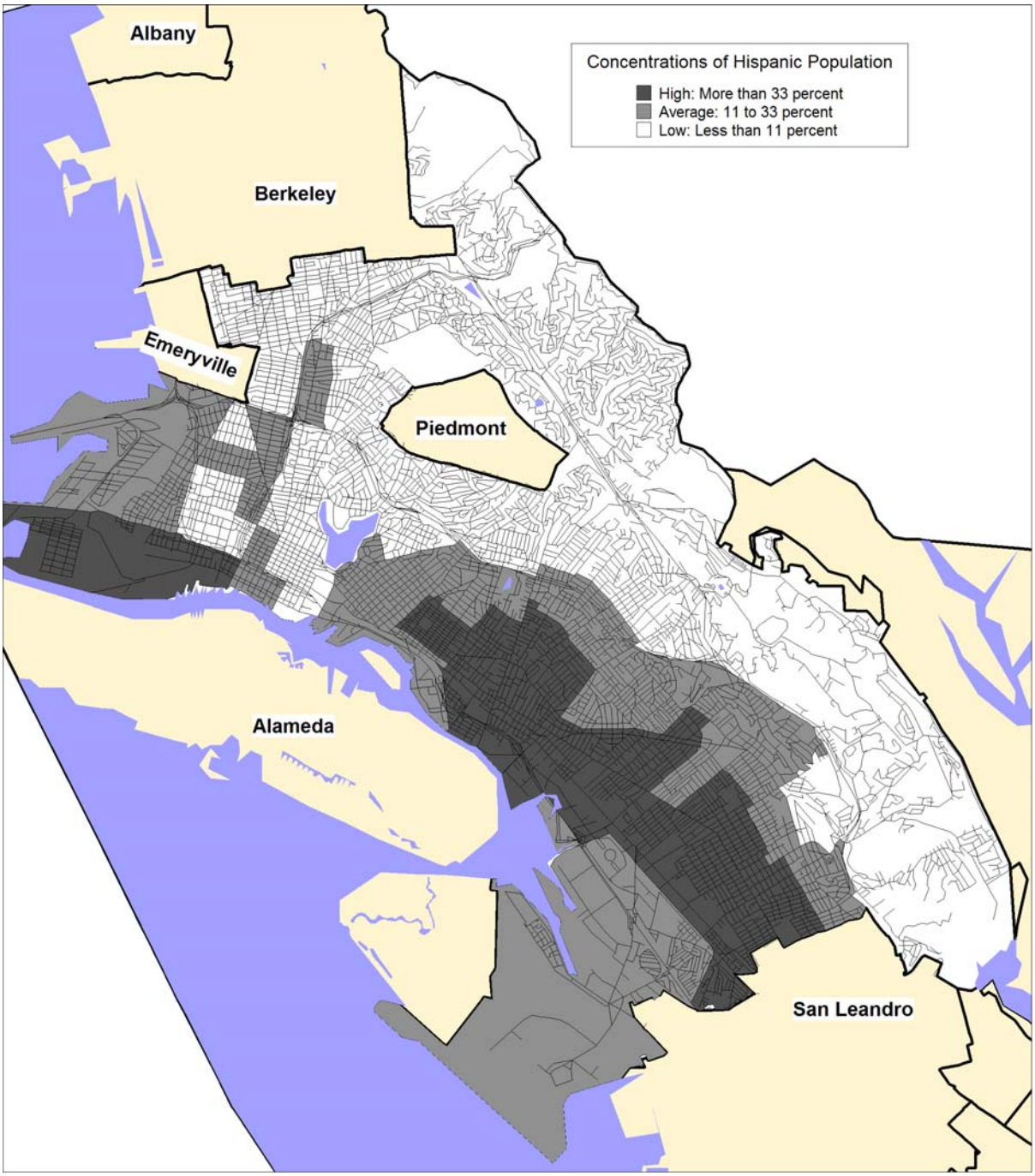
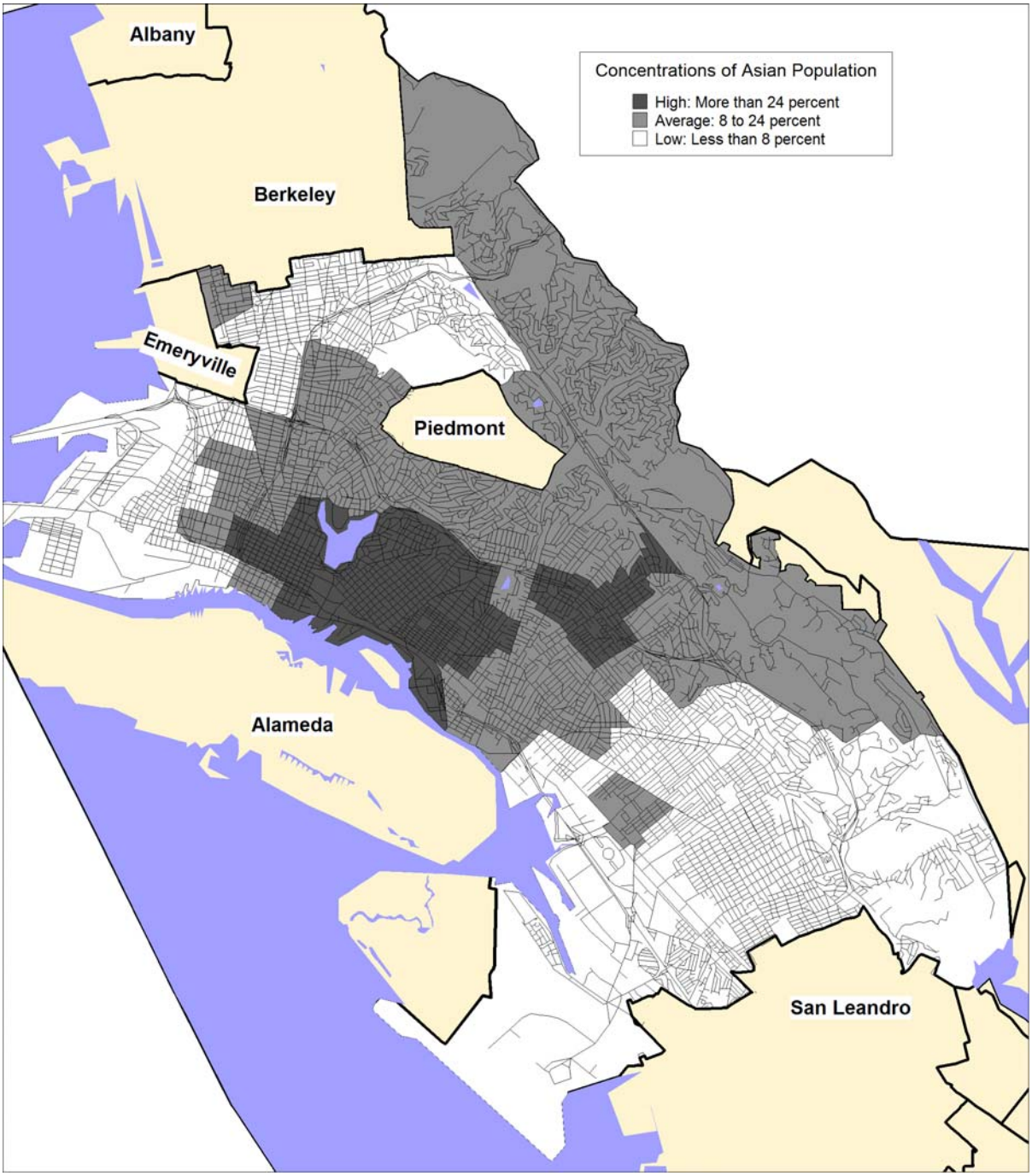


Figure 3-5
Areas of High and Low Concentration of Asian Population



Age Distribution

Although Oakland has experienced a significant change in the racial and ethnic mix of its population since 1990, there have been only small changes in the age distribution. There has been a slight decrease in the percentage of children under five and young adults in their 20s to early 30s, leading to a small increase in the median age. Conversely, Oakland experienced a small increase in the percent of the population in their late 30s to early 50s and individuals 65 years of age or more. Even with the slight decline in the proportion of some age groups, all age groups experienced an increase in numbers between 1990 and 2000.

If the population changes over the past decade continue during the next 10 to 20 years, the City may be home to a significantly larger number of older adults and retirees who are looking for housing suited to their changing lifestyles and physical needs. Table 3-2 compares the age composition of the Oakland's population in 1990 and 2000 with that of Alameda County.

Table 3-2
Age Distribution (1990 and 2000)

Age	Oakland 1990	Oakland 2000	Alameda County 2000	California 2000
Under 5 years	8%	7%	7%	7%
5 to 19 years	20%	21%	21%	23%
20 to 34 years	26%	25%	24%	22%
35 to 54 years	27%	30%	31%	29%
55 to 64 years	9%	7%	8%	8%
65 and over	10%	11%	10%	11%
Median age	32	33	35	33

Source: 1990 and 2000 Census.

Household Size and Composition

Oakland has a high percentage of single adults and other non-family households (unrelated individuals living together). Nearly one-third of Oakland households consist of single persons, and about 30 percent consist of two people. Less than one-fourth of Oakland households have more than three people (mostly family households). The high percentage of smaller households in Oakland may be due, in part, to the relatively low proportion of housing units with more than two bedrooms compared to the surrounding suburban areas. Nearly 70 percent of Oakland's housing stock has two or fewer bedrooms, compared to 54 percent countywide.

The 2000 Census reported that 57 percent of all households in Oakland were family households (households with related individuals). This percentage was substantially below countywide figures. However, the number and percentage of large families (five or more persons) increased since 1990, leading to an increase in the average household size, from 2.52 in 1990 to 2.6 in 2000. The average

family size also increased, from 3.28 to 3.38. These increases are directly related to the proportion of population groups with larger household sizes and the decline in the proportion of population groups with smaller household sizes. White and Black households, which declined as a percentage of all households, have smaller average household sizes (1.95 and 2.47 in 2000) compared to Hispanic and Asian-origin households (3.03 and 4.09 in 2000).

Of Oakland's family households with children, more than one-third (38 percent) are female-headed households, compared to about one-fourth (23 percent) countywide. Although much smaller than the number of single-parent female-headed households, the number of single-parent male-headed households increased from fewer than 2,600 in 1990 to nearly 3,400 in 2000. The growing number of single-parent households will increase the need for housing accessible to childcare and other supportive services geared to single parents.

An increasing number of large families (many of them recent arrivals to Oakland), doubling up among smaller households, a tight housing rental housing market, and a limited supply of large dwelling units with three or more bedrooms are all likely causes of the increase in household size. As a result, overcrowding increased between 1990 and 2000 (see Section F). The trends described above suggest that Oakland should plan for more housing to address the shortage of both affordable housing for large families (who need homes with three or more bedrooms) and the overall shortage of affordable housing that may cause smaller households to share homes.

Tables 3-3, 3-4, and 3-5 compare household size and composition by household type and provide information on household characteristics.

About two percent of the City's population did not live in households in 2000. These residents included inmates of correctional facilities, nursing home residents, persons in homeless shelters, college students in dormitories, and individuals in military barracks and other "group quarters" as defined by the U.S. Census Bureau. Most of Oakland's group home population resided in nursing homes, correctional facilities, and military quarters in 2000. Among group quarters residents counted during the 2000 Census were 1,553 persons in non-institutional settings and 734 homeless individuals. Non-institutional settings include residential care facilities, group homes, and boarding houses. Section G of this chapter discusses the homeless population, as the Census count is not generally considered a reliable indicator of homelessness.

Table 3-3
Number of Persons per Household (2000)

	Owner Households	Percent	Renter Households	Percent	Total Households
1 Person	15,067	24%	33,890	38%	48,957
2 Persons	20,605	33%	22,281	25%	42,886
3 Persons	10,344	17%	12,227	14%	22,571
4 Persons	8,088	13%	8,441	10%	16,529
5 Persons	3,844	6%	5,524	6%	9,368
6 Persons	2,140	3%	2,917	3%	5,057
7 + Persons	2,394	4%	3,025	4%	5,419
Total	62,482	100%	88,305	100%	150,787

Source: 2000 Census.

Table 3-4
Average Household Size by Race (2000)

Population Group (Race)	Average Household Size
Pacific Islander	4.56
Other (One Race)	4.30
Hispanic or Latino	4.09
Native American	3.04
Asian Origin	3.03
Two or More Races	2.88
Black	2.47
White (not Hispanic/Latino)	1.96

Source: 2000 Census.

Table 3-5
Changes in Household Type (1990 – 2000)

Household by Type	1990	Percent	2000	Percent
Total Households	144,521	100%	150,790	100%
Average Household Size	2.52	--	2.60	--
Household Population				
Family Households (families)	83,823	58%	86,347	57%
Married-Couple Family	49,906	35%	51,332	34%
With Children	N/A	N/A	24,838	16%
Female Householder, no spouse present	26,723	18%	26,707	18%
With Children	18,815	13%	14,932	10%
Male Householder, no spouse present	6,691	5%	8,040	5%
With Children	2,571	2%	3,298	2%
Average Family Size	3.28	--	3.38	--
Non-family Households	60,698	42%	64,443	43%
Households with one or more non-relatives	21,456	15%	25,945	17%
Households with no non-relatives	123,065	85%	124,845	83%
Group Quarters (Non Household Population)				
Total Group Quarters	7,175	<2%	27,735	<2%
Institutionalized persons	2,894	<1%	13,214	<1%
Other persons in group quarters	4,281	1%	14,521	1%

Note: Percentages represent percentage of all households.
Sources: 1990 and 2000 Census.

Income

Between 1990 and 2000, Oakland's median household income increased from $27,095 to $40,055, an increase of nearly 48 percent. The median income for families increased from $31,755 to $44,384 (approximately 40 percent), while median income for non-family households increased from $20,713 to $34,075 (approximately 70 percent). Table 3-6shows the distribution of income for families and for households.

Table 3-6
Household and Family Income (2000)

Income Range	Total Households	Percent of Total Households	Total Families	Percent of Total Families
Less than $10,000	19,896	13%	8,748	10%
$10,000 to $19,999	18,991	13%	10,390	12%
$20,000 to $29,999	18,810	12%	11,129	13%
$30,000 to $39,000	17,683	13%	9,674	11%
$40,000 to $49,000	14,337	9%	7,854	9%
$50,000 to $59,999	11,367	7%	6,729	7%
More than $60,000	49,887	33%	32,810	38%

Source: 2000 Census.

Since 1990, a divergent trend has occurred with respect to incomes in Oakland relative to incomes for the entire county. The median income for all households in Oakland as a percentage of the countywide median income remained about the same (72 percent). The median income of families declined as a percentage of the countywide median family income, while the median income of non-family households (singles and unrelated individuals sharing housing) actually increased. This divergence is related to the increase in the proportion of Hispanic and Asian families in Oakland since 1990, because these groups tend to have larger families and lower incomes than other groups. Increased in-migration of more affluent singles and non-family households has also contributed to this trend.

Lower-Income Households

Much of the focus of the Housing Element is on the needs of households by income level. Incomes are defined as a percentage of the median income for the greater Oakland primary metropolitan statistical area (PMSA), comprising Alameda and Contra Costa counties. Four categories are typically used to compare incomes. These categories are “very low-income,” “low-income,” “moderate-income,” and “above-moderate-income.” Over the past decade, a fifth income category, “extremely low-income,” has gained increasing use as a comparative measure. Table 3-7 summarizes the definitions of these income groups. Table 3-8 shows the dollar thresholds for these income levels by household size according to HUD’s 2002 income guidelines. These guidelines are used by most agencies for defining who is “low-” or “moderate-” income for participation in various government programs.

Table 3-7
Definitions Used for Comparing Income Levels

Income Definitions	
Extremely Low-Income	30 percent or less of the Oakland PMSA median income
Very Low-Income	31 to 50 percent of the Oakland PMSA Median Income
Low-Income	51 to 80 percent of the Oakland PMSA Median Income
Moderate-Income	81 to 120 percent of the Oakland PMSA Median Income
Above-moderate-Income	More than 120 percent of the Oakland PMSA Median Income

Table 3-8
2002 Income Limits, Oakland PMSA[1]

PMSA Oakland, CA Median Family Income – Fiscal Year 2002 $74,500	INCOME LIMITS Household Size							
	1	2	3	4	5	6	7	8
Very Low Income	$26,100	$29,800	$33,550	$37,250	$40,250	$43,200	$46,200	$49,150
Low Income	$40,600	$46,400	$52,200	$58,000	$62,650	$67,300	$71,900	$76,550
Median Income	$52,150	$59,600	$67,050	$74,500	$80,450	$86,400	$92,400	$98,350
Moderate Income	$62,600	$71,500	$80,450	$89,400	$96,550	$103,700	$110,850	$118,000

Source: HUD, http://www.huduser.org/datasets/il/fmr00/SEC82000.DOC

[1]Alameda and Contra Costa counties.

Table 3-9 compares the proportion of the City's population at each income level in 2000 based on the Oakland PMSA median income (HUD 2000 estimate).

Table 3-9
Percent of Oakland Households by Income (2000)

Income Category	Percent of Households
Very Low	37%
Low	15%
Moderate	48%
Above Moderate	

Source: U.S. Department of Housing and Urban Development: 2000 CHAS Data Book, based on 2000 Census data.

Over half of the City's households are very low- and low-income, virtually unchanged from 1990. This is significantly above the countywide average of approximately 40 percent. The lack of significant change in income distribution is consistent with the previous discussion regarding the income gap between residents in Oakland and countywide. The lack of change also means that socio-economic and housing trends in Oakland in the late 1990s did not greatly influence the income distribution of City residents by the year 2000.

If this income trend continues, the City will experience a growing demand for assisted rental housing and first-time homebuyer assistance among low- and moderate-income family households, while non-family households may be better able to pay market costs for housing.

The larger percentage of lower-income households in Oakland is also reflected by the percent of households with Social Security and public assistance incomes. Households on public assistance generally have extremely low-incomes, and most Social Security recipients have lower incomes (less than 80 percent of the countywide median income). About 36 percent of all households in Oakland had Social Security or public assistance, compared to 31 percent of households countywide. Although the percent of households with public assistance incomes declined by more than half between 1990 and 2000, the percentage of the Oakland population with such incomes is still significantly higher than the countywide percentage.

Although the number of families on public assistance in Oakland declined between 1990 and 2000, this decline did not appreciably affect the poverty rate among families with children. Despite the movement of many families off welfare, the movement of these families into low-paying jobs did not raise their incomes above the poverty level (see discussion below on poverty rates).

Geographic Concentrations of Low Income Population

As is the case for race and ethnicity, Oakland has clear geographic patterns of concentration by income. As seen in the maps on the following pages, in most of the neighborhoods in the flatland areas of the City, at least 51 percent of the population qualifies as "low and moderate income" under guidelines established by the U.S. Department of Housing and Urban Development. These federal definitions correspond to the terms "low" and "very-low" income as used in the Housing Element. Within those areas, there are neighborhoods with percentages that are more than 1.5 times the citywide average, while in the hill areas, most neighborhoods have concentrations less than half the citywide average.

Figure 3-6
Areas With a Majority of Very-Low and Low Income Persons

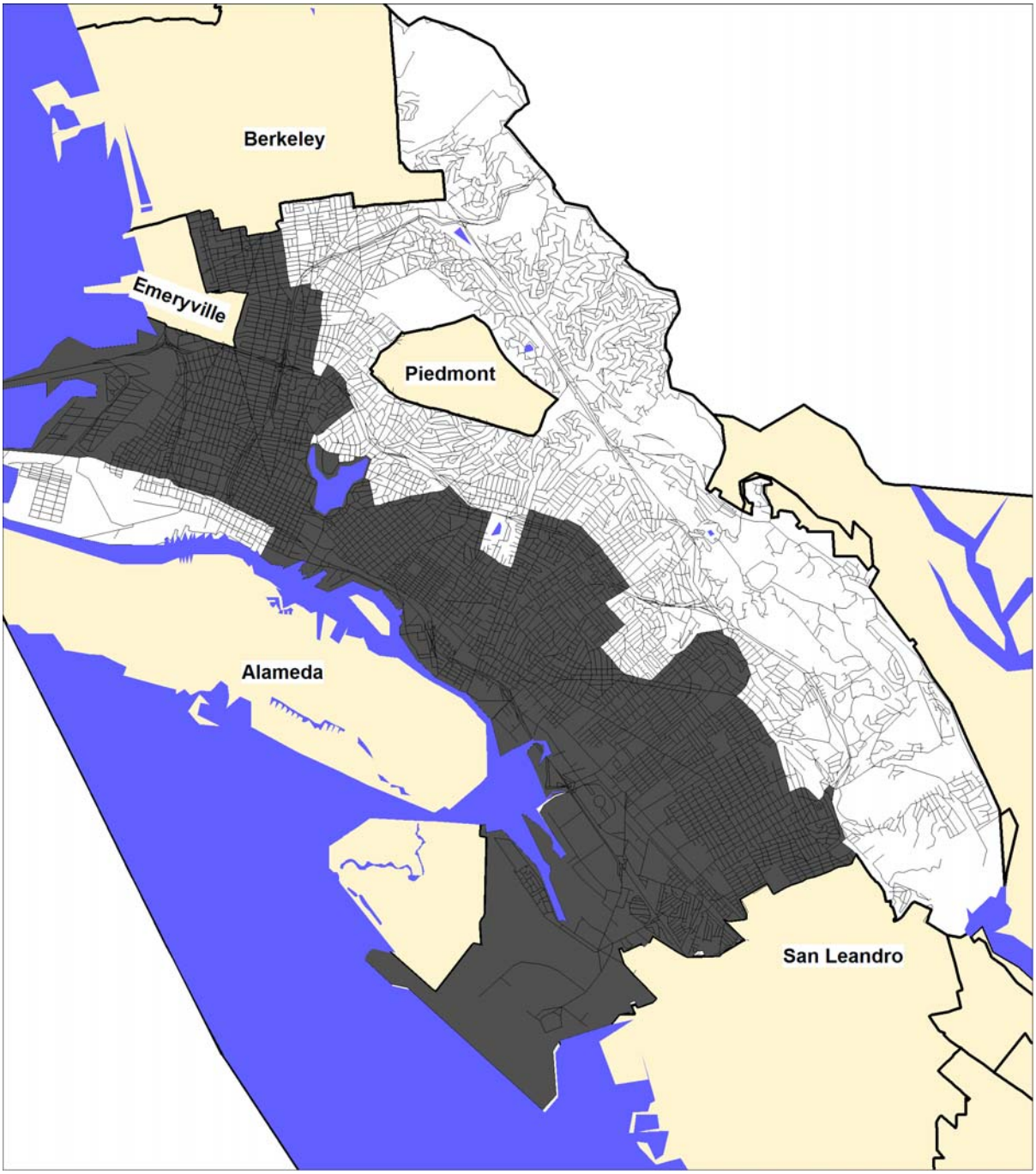
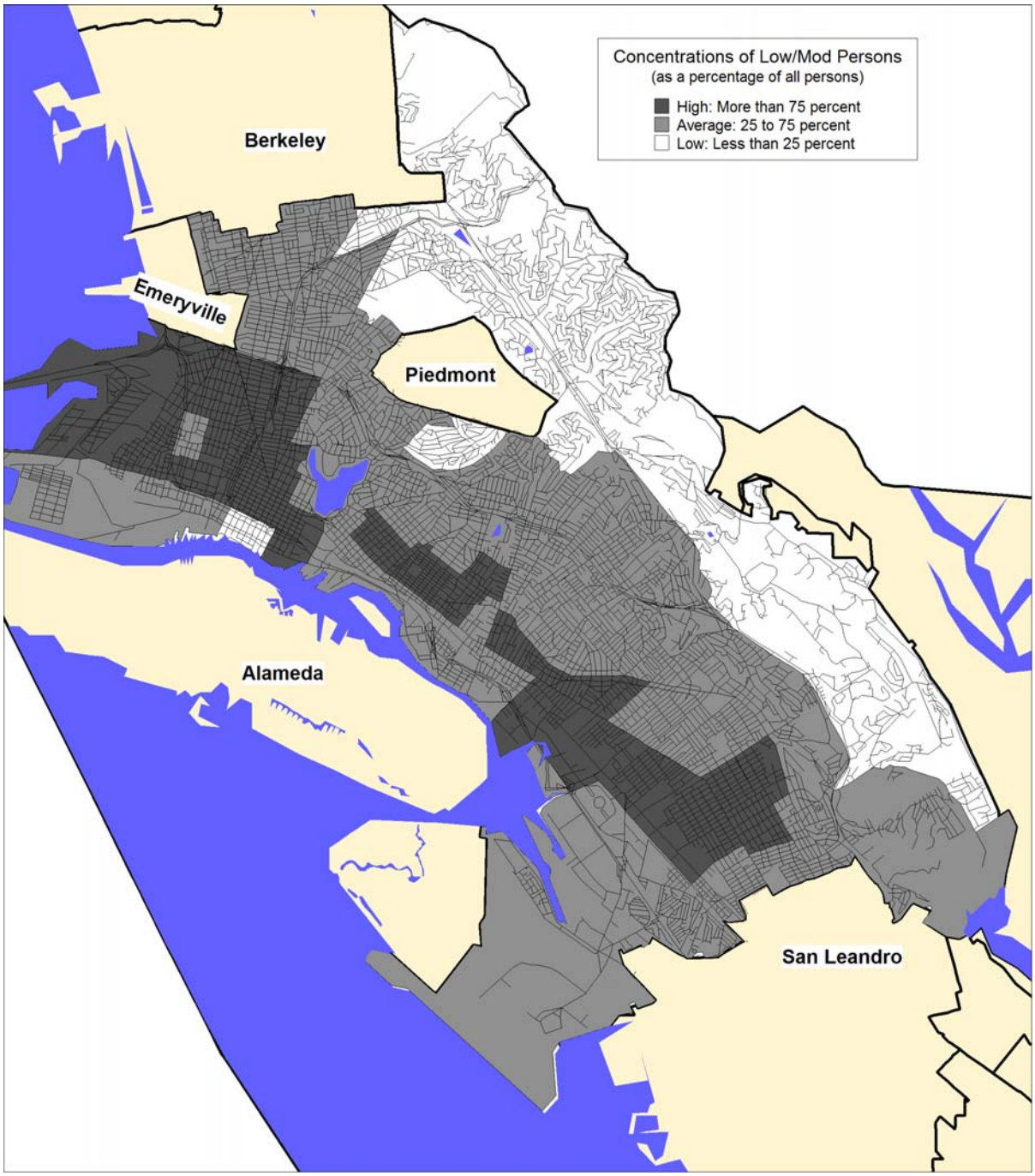


Figure 3-7
Areas of High and Low Concentration of Very-Low and Low Income Persons



Income and Family Status

A comparison of the 1990 and 2000 Census indicates that the gap between non-family household incomes in Oakland and those countywide narrowed considerably during the 1990s. The incomes of non-families grew by 65 percent over the decade so that, by the year 2000, non-family households in Oakland earned 92 percent of non-family households countywide. Family households did not fare as well, however. The median family income in Oakland increased by 40 percent in ten years, compared to 53 percent in Alameda County. Families in Oakland earned just 67 percent of families countywide in 2000, compared to nearly 71 percent in 1990.

One explanation for this divergent trend is that Oakland experienced an influx of relatively more affluent single- and two-person non-family households during the 1990s. The City also experienced an increase in the number of families who migrated to the United States since 1990 and who tend to have lower incomes than the population as a whole.

Unless the income trend for family households improves during the current decade, Oakland will face a growing demand for affordable family housing for those earning less than the median income, particularly those with incomes less than half the median income.

Table 3-10 compares median household, family, and non-family incomes and the gap between incomes in Oakland and those countywide.

Table 3-10
Median Incomes in Oakland and Alameda County (1990 and 2000)

	Oakland		Alameda County		Oakland Incomes as a Percent of County Incomes	
	1990	2000	1990	2000	1990	2000
Median Household Income	$27,095	$40,055	$37,544	$55,946	72%	72%
Median Family Income	$31,755	$44,384	$45,073	$65,857	71%	67%
Median Non-Family Income	$20,713	$34,075	$24,984	$37,290	83%	92%

Sources: 1990 and 2000 Census.

Income and Tenure

As indicated in Table 3-11, renters were more likely than homeowners to have low incomes. One-third (32 percent) of renters in Oakland had extremely low-incomes in 2000 (30 percent or less of median income), and about half earned 50 percent or less of median income. In contrast, about ten percent of homeowners had extremely low-incomes in 2000, and about 20 percent earned 50 percent or less of median income.

2000 Census data reported that homeowners had about twice the median income of renters (approximately $64,000 for homeowners compared to approximately $30,000 for renters).

Households earning 50 percent or less of median income, especially those earning 30 percent or less are most likely to require rental assistance. The large percentage of renters with extremely low and

very low incomes suggests a growing need for rental assistance because these households are unlikely to achieve homeownership or benefit from homeownership assistance programs. Incomes for these households are unlikely to keep pace with rising rents (even though rent increases have moderated since 2001).

There are also a significant number of owner households with very low and low incomes. Households earning less than 50 percent of median income are especially vulnerable to financial problems that can make it difficult to meet housing expenses and properly maintain their homes. Many of these households (particularly those who have not paid off their home loans) may need assistance in paying energy bills, refinancing to reduce interest costs, and home maintenance and repairs.

Table 3-11
Income by Tenure (1990 and 2000)

Income Level	Renters				Owners			
	1990		2000		1990		2000	
	Number	% of all renters	Number	% of all renters	Number	% of all owners	Number	% of all owners
Extremely Low	26,325	32%	27,539	32%	6,314	10%	6,234	10%
Very Low	15,114	18%	15,858	18%	6,497	11%	5,759	9%
Low	13,378	16%	14,578	17%	7,640	12%	7,499	12%
Moderate/ Above Moderate	28,260	34%	28,878	33%	41,241	67%	41,484	68%
Total	83,074	100%	86,583	100%	61,692	100%	60,976	100%

Sources: U.S. Department of Housing and Urban Development: 1990 and 2000 CHAS Data Books, derived from 1990 and 2000 Census.
Note: Percentages may not sum to 100% due to rounding

Income and Race/Ethnicity

There are also significant differences in income by race and ethnicity in Oakland. Households of Asian or Hispanic or Latino origin, who accounted for nearly all of the City's population growth between 1990 and 2000, had among the lowest incomes in the City. The migration of these groups to the City could explain much of the growing disparity in family income between Oakland and the rest of Alameda County during the 1990s, because a larger percentage of these residents tend to live in family households than the population as a whole. Black/African American households, though their proportion of the population has declined, also have significantly lower incomes.

Table 3-12 compares median income levels by race and ethnicity in 2000, and Table 3-13 compares income categories by race and ethnicity in 1990 (this data was not available for the 2000 Census). Family status and culture could be important indicators of whether these residents will have different housing preferences and needs compared to other population groups. The City may need to consider the characteristics of low-income Asian and Hispanic or Latino households in its planning for affordable housing and implementation of housing programs.

Table 3-12
Median Income by Race/Ethnicity (2000)

Race/Ethnicity	Median Income
White (not Hispanic/Latino)	$57,399
Black/African American	$31,184
Native American	$42,857
Asian Origin	$33,614
Pacific Islander	$42,378
Other Race	$38,738
Two or More Races	$37,475
Hispanic or Latino	$38,779

Source: 2000 Census.

Table 3-13
Income Distribution by Race/Ethnicity (1990)

Income Category	Number and Percent of Households					
		Not Hispanic or Latino				Hispanic or Latino (all races)
	All	White	Black	Asian	Native American	
Very Low	53,563	12,822	28,160	7,160	273	5,703
	37%	24%	46%	45%	39%	43%
Low	21,715	6,411	9,183	2,228	77	2,785
	15%	12%	15%	14%	11%	21%
Moderate and Above Moderate	69,487	34,192	23,875	6,365	343	4,775
	48%	64%	39%	40%	49%	36%
Total	144,766	53,425	61,217	15,911	699	13,262
	100%	100%	100%	100%	100%	100%

Sources: Oakland Consolidated Plan, 1990 Census.

Note: Totals for racial/ethnic groups to do not sum to the total for all households because “Other” race is not included.

Poverty Rate

The poverty rate is another relative measure of financial well-being. The poverty level is a federally defined measure of the minimum income needed for subsistence living. The poverty level is an

important indicator of severe financial distress, and the rate of poverty in a community (proportion of the population with poverty level incomes or less) provides important information about individuals and families who have the greatest financial need. The dollar threshold for poverty is adjusted by the federal government for household size and composition, but not by region, and tends to understate the true extent of poverty in high cost areas such as the San Francisco Bay area.

According to the 2000 Census, approximately 19.4 percent of the City's population was below the poverty level, compared to 11 percent countywide. Despite an improving economy between the mid-1990s and 2000, poverty in Oakland remained a significant problem and actually rose slightly. Families with children in Oakland had high poverty rates and were twice as likely to live in poverty as those countywide. Female-headed households with children had the highest poverty rates, twice or more the poverty rate than among the general population. Female-headed households with children were 50 percent more likely than female-headed households countywide to live in poverty. Single mothers with children under five were more at risk of poverty than any other population group—43 percent of these households live in poverty in Oakland.

In contrast, seniors had significantly lower poverty rates, although seniors in Oakland were more likely to live in poverty than seniors living elsewhere in the county.

The persistently high poverty rate in Oakland, particularly among families and single parents, suggests that Oakland will continue to experience a high demand for subsidized rental housing and financial assistance for home repairs and utility payments among homeowners who live in poverty. Low-cost family housing will continue to be an urgent need in Oakland. Access to childcare and supportive services for families, particularly single parents, will also be a high priority need.

Table 3-14 compares poverty rates for the City of Oakland and Alameda County according to the 2000 Census. Table 3-15 provides year 2001 poverty thresholds for several types of households.

Table 3-14
Poverty Rates (2000)

	Oakland	Alameda County
Total Population	19%	11%
All Adults	17%	10%
65 and Over	13%	8%
Related Children	28%	14%
All Families	16%	8%
Families with Children	23%	11%
Households with Female Householders	30%	20%
Female Headed Families with Children	37%	26%

Sources: 2000 Census.

Table 3-15
Federal Poverty Thresholds (2001)

Household Type and Size	Income	Household Type and Size	Income
Single Person 65+	$8,294	Two Adults, One Child	$14,255
Single Person Under 65	$9,214	One Adult, Three Children	$18,022
Two Persons 65+	$12,161	Two Adults, Two Children	$17,960
Two Persons Under 65	$12,207	One Adult, Four Children	$20,812
One Adult, Two Children	$14,269	Two Adults, Three Children	$21,350

B. HOUSING CHARACTERISTICS

Housing Composition

Oakland has a net gain of nearly 3,900 housing units between 1990 and 2002, according to the California Department of Finance (DOF). This number does not represent the full extent of development activity since 1990, because nearly 3,000 housing units lost in the 1991 Oakland-Berkeley Hills Fire. As a result, total construction during this period was closer to 7,000 units. In addition, the City had to rehabilitate nearly 1,000 housing units damaged in the 1989 Loma-Prieta earthquake.

Most of the increase in the housing stock between 1990 and 2000 was through the construction of single-family homes, according to the 2000 Census. Over 3,200 single-family homes were constructed between 1990 and 2000, primarily replacement dwellings for homes lost in the 1991 fire. Most of the multifamily housing that has been constructed since 1990 has been publicly assisted rental housing for lower-income households, although there has been significant market rate development since 1999.

The overall mix of housing did not change considerably between 1990 and 2000, according to census counts. In 1990, approximately 48 percent of the City's housing stock consisted of single-family homes, 32 percent was in multifamily dwellings in structures of five or more units, and 19 percent was in multifamily dwellings in structures of two to four units. By 2000, the number of single-family homes increased by over 3,600, while the number of multifamily units remained about the same.

One of the most significant changes in housing construction trends over the next 10 years will be the production of multifamily housing that is occurring, and is anticipated to continue, under the City's "10K" and other initiatives. City records on housing units constructed or under construction since 1999, pending projects, and housing opportunity sites suggests that the majority of homes constructed during the next decade will be multifamily structures (such as townhomes, condominiums, apartments, and lofts).

The number of households increased at twice the rate of gain in the housing stock during the 1990s, so that by 2000 the estimated vacancy rate was about half that in 1990 (see discussion of vacancy rates below).

Table 3-16 shows the changes in the housing stock for the City of Oakland between 1990 and 2000, and the California Department of Finance's estimate of dwelling units as of January 2002.

Table 3-16
Housing Estimates, City of Oakland (1990 through 2002)

Year	Housing Units								Persons Per Household
	Total	Single		Multiple		Mobile Homes	Other	Occupied	
		Detached	Attached	2 to 4	5 Plus				
1990	154,737	68,702	5,736	29,388	48,847	186	1,878	144,521	2.52
2000	157,505	71,424	6,645	28,972	50,008	364	92	150,787	2.60
2002	158,607	--	--	--	--	--	--	151,843	2.65

Sources: California Department of Finance, City/County Population and Housing Estimates (E-5 Report); 2000 Census.

Note: The 2000 Census count of occupied housing units varies by three dwelling units from the household count in Table 3-9 because the estimate in Table 3-22 comes from a different census report than the estimate in Table 3-9.

Housing Occupancy

Vacancy

As noted above, household growth outpaced housing construction during the 1990s, so that by 2000, the vacancy rate was half that of the beginning of the decade. According to the 2000 Census, the effective vacancy rate[5] was just two percent for owner-occupied housing and three percent for renter housing. The effective vacancy rate is well below the level most housing analysts consider sufficient—about five percent— to allow for mobility and choice in housing and to moderate housing cost increases. The vacancy rate for rental housing is particularly low since renters tend to move more frequently. To accommodate greater mobility among renters, a higher vacancy rate is necessary to ensure adequate choice and moderate rent increases. A rental vacancy rate of five to six percent is generally considered desirable.

Much of the new demand for housing during the 1990s was met by vacant units in the existing housing stock, as shown by the reduction in vacancy rates. Vacancy rates have reached a point where the existing housing stock cannot continue to meet additional housing demand without a significant amount of new housing construction. While vacancy rates may have increased slightly since 2000 due to an economic slowdown, the long-term trend has been toward lower vacancy rates as household growth outpaces housing construction.

If this trend continues, housing costs will continue to rise faster than incomes, forcing a larger percentage of low- and moderate-income households to seek financial assistance in renting and purchasing housing. The impact on very low-income households who pay 50 percent or more their incomes for housing will be most severe, because these households have the little financial ability to absorb housing cost increases.

[5] The percent of dwelling units available for occupancy excluding homes that are boarded up, used only part of the year, or sold or rented and awaiting occupancy

Table 3-17 compares occupancy and vacancy rates in Oakland and Alameda County for 1990 and 2000.

Table 3-17
Housing Occupancy (1990 and 2000)

	Oakland				Alameda County			
	1990	Percent	2000	Percent	1990	Percent	2000	Percent
Total housing units	154,737	100%	157,508	100%	504,109	100%	540,183	100%
Occupied units	144,521	93.3%	150,790	95.7%	479,518	95.1%	523,366	96.9
Vacant units	10,216	6.7%	6,718	4.3%	24,591	4.9%	16,817	3.1
Vacant – seasonal, migrant, recreational, occasional use	159	0.1%	474	0.3%	592	0.1%	2,084	0.4%
Rented or Sold, Awaiting Occupancy	1,142	0.7%	769	0.5%	2,532	0.5%	2,227	0.4%
Other Vacant[1]	2,389	3.1%	N/A	--	4,752	0.9%	N/A	--
Net Vacant Units	6,526	4.5%	5,475	3.5%	16,715	3.3%	12,506	2.3%
Effective Vacancy Rate Owners Renters	--	1.6% 6.7%	--	2.0% 3.0%	--	1.1% 3,8%	--	1.1% 2.6%

Sources: 1990 and 2000 Census.

[1]This is a 1990 Census category only.

Tenure

A majority of Oakland households are renters, about 57 percent in 1990 and 58.6 percent in 2000. Oakland's homeownership rate declined between 1990 and 2000. Only non-Hispanic White households had a majority of homeowners in 1990, and then only a small majority (52 percent in 1990 and 56 percent in 2000). Other racial and ethnic groups had homeownership rates between 33 percent and 50 percent. Table 3-18 compares tenure by race in 1990 and 2000.

Table 3-18
Tenure by Race and Hispanic Origin (1990 and 2000)

	Owners		Renters		Percent Owners		Percent Renters	
Race	**1990**	**2000**	**1990**	**2000**	**1990**	**2000**	**1990**	**2000**
Non-Hispanic or Latino								
White	27,391	25,613	25,754	23,411	52%	56%	48%	42%
Black	21,760	20,214	39,763	35,985	35%	36%	65%	64%
Native American	196	269	485	596	29%	50%	71%	50%
Asian/Pacific Islander	6,435	8,168	9,418	11,821	50%	41%	50%	59%
Other[1]	95	5,577	153	11,515	38%	33%	62%	67%
Hispanic or Latino								
Hispanic or Latino	4,345	6,898	8,729	13,816	37%	41%	63%	59%
Total	60,222	62,489	84,368	88,301	43%	41%	57%	59%

Sources: 1990 and 2000 Census.

[1]Other category includes two or more races, reported only for the 2000 Census.

Note: Total number of households may not equal totals in other tables because tenure by race and ethnicity is not based on a 100 percent count.

Homeownership is closely related to incomes. In 2000, White households had the highest median income (approximately $49,500), between $15,000 and $23,000 higher than Black, Hispanic, and Asian households. Households of Black origin had the second highest median income (approximately $34,000) and households of Asian/Pacific Islander origin had the third highest median income (approximately 30,500). Higher median incomes among these groups permitted higher homeownership rates.

Much of the growth in Oakland's population since 1990 has been families who cannot afford to purchase homes. Among other reasons for the increase in the proportion of renters may be the loss of nearly three thousand (primarily owner-occupied) homes in the 1991 fire that have not been fully replaced, higher housing costs that make it more difficult for households to become homeowners, and a shortage of homes to purchase.

The trend in housing tenure has several possible policy implications for the City:

1. The City can continue to facilitate the construction of rental housing for those who cannot, and probably would not be able to, purchase homes (even with financial assistance), very low-income households most at-risk from rising rental rents, and households that do not seek homeownership but can afford market rents. Increasing the rental housing stock will ease difficulties associated with the rising rental rates and availability.
2. The City can seek to increase homeownership by facilitating and providing assistance to projects that provide low- and moderate-income homeownership opportunities.

3. The City can continue to improve, and facilitate private investment in, the existing housing stock to better meet the needs of Oakland's changing population.
4. The City could create programs that would permit renters to purchase homes that they rent.

As in most communities, homeownership in Oakland increases with the age of the householder. Homeownership reaches the 50 percent level for householders between 45 and 54 and peaks between ages 65 and 74. After that period, homeownership declines. Many older seniors either have declining incomes, forcing them to sell their homes, or choose to live in non-owned housing that better meets their changing lifestyle, physical, and supportive services needs.

The growing number of older homeowners may suggest an increasing need for financial assistance to lower-income seniors to make modifications for greater accessibility and mobility within and around the home, energy efficiency, and other home repairs and improvements that will allow seniors to live longer, independent lives in their present locations. For older adults wishing to move to housing specifically designed for seniors, programs that provide more housing choices for this age group may be indicated. If seniors are "trapped" in their homes due to financial or other circumstances, turnover in the housing market will be affected. By providing seniors with more housing options, the City can facilitate homeownership for younger households who wish to purchase homes.

Table 3-19 compares homeownership rates by age.

Table 3-19
Homeownership Rates by Age, Oakland (2000)

Age	Owners	Renters	Ownership Rate	Rental Rate
15 to 24	404	6,627	<6%	94%
25 to 34	5,862	25,256	19%	81%
35 to 44	13,072	20,909	38%	62%
45 to 54	16,143	15,819	51%	49%
55 to 59	6,102	4,293	59%	41%
60 to 64	4,672	3,376	58%	42%
65 to 74	7,810	5,477	59%	41%
75 and over	8,417	6,548	53%	47%
Total	62,482	88,305	41%	59%

Source: 2000 Census.

Note: Total number of households may not equal totals in other tables because tenure by age is not based on a 100 percent count. Data on tenure by age is not available for 2000.

C. AGE AND CONDITION OF HOUSING STOCK

Is Housing Improving or Deteriorating in Oakland?

The age and condition of the housing stock provide additional measures of housing adequacy and availability. Some of the indicators of substandard housing, such as an aging housing stock and the

number of dwelling units lacking complete facilities, indicate that the City's housing stock may have deteriorated since 1990. Other indicators, such as the rehabilitation of earthquake-damaged residential hotels and the increase in private investment in many residential neighborhoods, suggest that housing conditions in Oakland may be improving. Long-term trends from the 1960s indicate that housing conditions may have improved, if no other reason than thousands of older, often substandard dwelling units were removed during the 1960s and 1970s due to code enforcement and to make way for public works and redevelopment projects.

Indicators used to define substandard housing can also influence conclusions regarding the condition of housing. For example, a 1982 housing conditions survey conducted by City officials found that about 10 percent of the City's housing stock was deteriorated and substandard. The 1982 survey may have counted only more seriously deteriorated dwelling units. A sample survey of housing conditions in 2002 found that as much as 30 percent of the housing stock may need various levels of repair, from deferred maintenance to substantial rehabilitation. Unfortunately, there is no empirical evidence based on consistent, periodically conducted citywide surveys of housing conditions, on which to base definitive conclusions about whether Oakland's housing stock is improving or deteriorating.

According to the 2000 Census, approximately 2,200 dwelling units had no heating systems, over 1,600 dwelling units lacked complete plumbing, and nearly 2,100 dwelling units lacked complete kitchen facilities. Each of these measures showed a higher incidence than in 1990. According to the 1990 Census, approximately 1,300 dwelling units lacked heating, nearly 2,000 dwelling units lacked complete plumbing, and nearly 1,300 dwelling units did not have complete kitchen facilities. It should be noted that a significant percentage of these housing units are in single-room occupancy buildings that do not have private bath and kitchen facilities for individual dwelling units.

Health hazards, such as presence of asbestos or lead-based paint, can also be an indicator of housing condition. The City estimates up to two-thirds of the housing units in Oakland could contain lead based paint. The large percentage of homes constructed before the 1970s increases the probability of lead paint contamination since this type of paint was commonly used up to that time.

Whether or not housing conditions in Oakland are improving overall, they remain a problem by any of the measures discussed above. Housing conditions in the City's oldest, poorest neighborhoods with the highest proportion of renters are likely to suffer the most from substandard housing conditions. For these reasons, it is likely that the City will need to continue its active role in housing code enforcement and providing financial assistance to property owners who cannot afford to maintain or repair their homes.

Age of the Housing Stock as an Indicator of Housing Condition

The age of Oakland's housing stock suggests the potential for deterioration, although, the age of housing, by itself, is not a definitive measure of housing condition. Many communities have a preponderance of housing more than 40 years old but little housing rehabilitation or replacement need. The age of housing, when correlated with income and the proportion of rental housing, can provide a reasonable measure of housing condition. Empirical evidence suggests that communities with high proportions of housing more than 40 years old, lower-income households, and rental housing will usually have a higher proportion of housing in need of repair than similar communities with higher incomes and a higher proportion of ownership housing.

Nearly two-thirds (65 percent) of the City's housing was constructed before 1960 and is more than 40 years old. More than one-third (35 percent) of housing units were constructed before 1940 and are over 60 years old. A review of housing conditions in communities with similar income and age of

housing characteristics in which housing condition surveys were recently conducted[6] found that between 20 percent and 33 percent of the housing stock was in need of rehabilitation, and between two percent and five percent of housing was in need of replacement.

Table 3-20 summarizes the age of the housing stock in Oakland.

Table 3-20
Age of Housing Units (2000)

Year	Number of Units	Percentage
1939 or earlier	55,339	35%
1940 to 1959	47,698	30%
1960 to 1969	22,092	14%
1970 to 1979	16,862	11%
1980 to 1989	7,713	5%
1990 to March 2000	7,801	5%
Total	157,505	100%

Source: 2000 Census.

Sample Survey of Housing Conditions

The City conducted a sample survey of housing conditions in ten randomly selected Oakland census tracts (see Appendix A for methodology). This survey was based on exterior housing conditions. Often, interior problems with housing conditions are not evident from an evaluation of exterior housing conditions. Appendix A describes the sample survey methodology.

These census tracts represented a range of demographics, income, housing characteristics, and geography. Approximately 1,200 dwelling units were included in the sample. The survey found that approximately 30 percent of dwelling units were in need of deferred maintenance to substantial rehabilitation based on an assessment of exterior housing conditions (roof, siding, foundation, windows, and doors). The City estimates that up to 47,000 dwelling units might need deferred maintenance or rehabilitation. Most of the housing units in the sample needing repairs required only minor rehabilitation or deferred maintenance. Less than ten percent of the dwelling units in the sample needed moderate to substantial rehabilitation. The maximum replacement need is estimated at two percent (approximately 3,200 dwelling units).

Rehabilitation need in Oakland varies by geography, age of the housing stock, and incomes of residents. Neighborhoods with older housing and a higher percentage of very low- and low-income residents will have a higher rehabilitation need. Neighborhoods below the MacArthur freeway, which have higher percentages of older housing and lower-income residents, are estimated to have a higher rehabilitation need. Exceptions would be neighborhoods, such as parts of West Oakland that experienced significant public and private investment in new housing during the 1990s. Areas of the City north of Interstate 580, particularly in the Oakland hills, and around Lake Merritt are estimated

[6] West Sacramento, San Bernardino, El Cerrito, San Pablo and Banning

to have a significantly lower rehabilitation need because incomes are higher and the housing stock is relatively newer.

Presence of Lead-Based Paint

The presence of lead-based paint in housing can also be an indicator of unsafe housing conditions, particularly for households with children. Lead-based paint was commonly used for residences through the early 1970s. The presence of lead-based paint becomes a health hazard in older homes when paint deteriorates, peels, and flakes. Dwelling units constructed before the 1960s are most likely to contain hazardous lead paint conditions. Table 3-21 summarizes the estimated number of housing units in Oakland with lead-based paint that could potentially present a hazard.

It should be noted that extreme caution must be used in interpreting these numbers. First, the amount of lead-based paint may vary considerably. Second, the figures for incidence of lead-based paint are based on national averages, and can vary greatly by region, and other factors. Third, and most important, the presence of lead-based paint does not automatically indicate that lead hazards exist. Lead hazards exist only when conditions exist that may cause lead to be released from the paint and result in lead exposure to persons in and around the affected housing unit.

Despite these qualifications, it must be noted that childhood lead poisoning is a significant public health problem in California, and particularly in the Bay Area. The Alameda County Lead Poisoning Prevention Program (LPPP) reports that lead poisoning is particularly prevalent in the West Oakland, San Antonio, Fruitvale, and East Oakland areas, which have a confluence of low household incomes, low rents, concentrations of older housing (much in deteriorated condition), and concentrations of families with children under the age of seven. The LPPP reports that within Alameda County, both high risk areas and cases of lead poisoning are by far more prevalent in Oakland than in other jurisdictions.

Table 3-21
Incidence of Lead-Based Paint (1990)

	Renter-Occupied Units			Owner-Occupied Units		
Year Built	**Total**	**Low**	**Moderate**	**Total**	**Low**	**Moderate**
Pre-1940	25,326	10,006	10,373	29,290	1,635	2,186
(with lead)	(22,793)	(9,005)	(9,336)	(26,361)	(1,471)	(1,967)
1940 – 1959	25,399	9,166	11,741	20,431	997	1,830
(with lead)	(20,319)	(7,333)	(9,393)	(16,345)	(798)	(1,464)
1960 - 1979	26,128	9,728	10,903	8,129	177	256
(with lead)	(16,200)	(6,031)	(6,760)	(5,040)	(110)	(159)

Sources: Oakland Consolidated Plan. data from U.S. Department of HUD; 1990 Census.

D. HOUSING COST

The Bay Area is one of the most expensive housing markets in the country. In Oakland, rents and housing prices rose slowly during much of the 1990s, but price increases have accelerated since the late 1990s. American Real Estate Solutions indicated that, for the period 1990 through 1998, sales prices in the Oakland metropolitan region rose more slowly than the nation as a whole, 9.1 percent in the Oakland area compared to 17.1 percent nationally. Between 1997 and 2001, however, the median price for an existing home in Oakland increased approximately 74 percent. Median rents for advertised vacant units increased between 80 and 90 percent from 1995 through 2001.

Data for the first half of 2002 suggest that rent increases have moderated greatly, or even declined, in most areas of Oakland. Housing prices, although still increasing, are increasing much more slowly, or even falling, in most of the City. The long-term trend of housing costs rising more rapidly than household incomes is likely to continue despite the current pause, however.

The widening gap between housing costs and incomes is especially acute for family households, whose incomes lagged during the 1990s and who represented a large share of Oakland's population growth during that period. Increases in overpayment and overcrowding since 1990 are further indicators of the problems faced by lower-income households, especially family households, and those with very low-incomes.

By contrast, the incomes of non-family households (single individuals and unrelated individuals living together), except for seniors and other special needs groups, are increasing faster than household incomes overall. Non-family households, as a group, are not experiencing as much of a problem in affording rising housing costs as are family households, therefore.

Even with housing cost increases experienced in Oakland during the latter half of the 1990s, Oakland remains relatively affordable compared to other centrally located Bay Area communities. Housing prices in most Oakland neighborhoods are significantly below the median Bay Area housing price of $551,380 reported by the California Association of Realtors® in June 2002. One possible implication is that moderate-income households attracted to Oakland by its lower housing could create demand pressures that increase housing costs, particularly rents, which decreases housing affordability for lower-income households.

Development trends in Oakland (see Chapter 4, Land Inventory) suggest that market rate housing constructed, under construction, or approved since 1999 contains, or will contain, some housing units affordable to moderate-income small households and families. By contrast, units affordable to very low- and low-income households are not produced in market rate projects and require significant amount of financial assistance. If these trends in housing costs and incomes continue in Oakland, the City may need strategies to:

1. increase the supply of affordable housing for lower-income households, especially very low-income households and large families;
2. address cost increases in rental housing and an increasing need for rental assistance;
3. facilitate the continued construction of market-rate rental housing affordable to moderate-income households;
4. provide opportunities for moderate-income households to become homeowners; and
5. seek new sources of funding for affordable housing.

Rental Costs

Rental costs are usually evaluated based on two factors: rents paid by existing occupants of rental units and advertised rents for vacant units. When the housing market is tight, rents increase rapidly. Under these conditions, advertised rents for vacant units are often significantly higher than rents paid by existing tenants. The difference between rents for occupied units versus vacant units is magnified by the presence of rent control in Oakland. Property owners typically increase rents to market levels when they become vacant, creating a large gap between rents for occupied and vacant units.

Rental costs can also be evaluated based on the "gross rent" paid by tenants, which includes utility payments, versus the contract rent for the dwelling units only. The following sections discuss these various aspects of rent and rental trends in Oakland.

Advertised Rents

Rental costs in Oakland are frequently lower than in most surrounding communities, depending on location and the type of rental unit. Only the City of Hayward has consistently lower rents. A survey of advertised rental rates in January 2002 in Oakland and four neighboring communities found that median rents for studio apartments and three-bedroom units are about 10 percent less than in surrounding areas, while median rents for one- and two-bedroom units are between six and 10 percent greater than in surrounding areas. These results suggest a strong demand for one- and two-bedroom units in Oakland, which comprise 60 percent of the City's housing stock. Table 3-22 shows advertised rates for apartments in Oakland in January 2002 according to Apartments.com.

Table 3-22
Advertised Apartment Rents (January 2002)

City	Studio		1 Bedroom		2 Bedroom		3 Bedroom	
	Rental Range	Median Rent	Rental Range	Median Rent	Rental Range	Median Rent	Rental Range	Median Rent
Oakland	$775 - $975	$850	$975- $2,195	$1,350	$1,300 - $2495	$1895	$789 - $2,285	$1,650
Alameda	$1,085- $1,185	$1,140	$1,425 - $1625	$1,500	$1,845 - $2475	$2200	$950 - $1,800	$1,650
Berkeley	$465 - $1,100	$750	$665 - $1,850	$875	$1,050 - $2,350	$1400	$1,600 - $2,650	$2,100
Hayward	$500 - $975	$800	$567 - $1,195	$900	$671 - $1,350	$1250	$769 - $2,150	$1,500
Fremont	$950 - $1,100	$1,025	$1,100 - $1475	$1,350	$1,350 - $1,750	$1500	$2,100 - $2,175	$2,150
Richmond	$920 - $1,090	$1,010	$1,175 - $1,700	$1,250	$1,620 - $1,935	$1750	$182 - $2,150	$1,950

Sources: Apartments.com, Sacbee.com, Homestore.com, Berkeley Daily Planet, Eastbayexpress.com. January 2002, September 2002 (Berkeley).

Rental rates have increased by more than 80 percent between 1995 and 2001. For the entire decade of the 1990s, rents increased by 80 to 90 percent (depending on the number of bedrooms), so nearly all

of the run-up in rents experienced by Oakland renters occurred during the last half of the 1990s. The City of Oakland has tracked rental housing cost information throughout the City since 1980 through an annual rent survey. The City's survey of rents, which measures the advertised rent on vacant units advertised for rent, shows increases of approximately 8 percent between 1996 and 1997 and double-digit increases from 1997 through 2001. These increases are much higher than increases in either the inflation rate or tenant incomes. Median rents remained flat or declined in 2002 for most studio, one-bedroom, and two-bedroom rental units in Oakland.

The City's survey measures increases in rents on vacant units; tenants in place are not necessarily experiencing rent increases of this magnitude, particularly because Oakland's Residential Rent Adjustment Ordinance limits rent increases to much lower rates (rent increases are set each year).

Rent levels and increases during the 1990s have varied among Oakland's neighborhoods. North Oakland, Montclair, areas above MacArthur Boulevard, and Lake Merritt experienced the largest increases in median rents. Areas below MacArthur have the lowest rents. Citywide, median rents doubled between 1980 and 1990, and increased another 100 percent between 1990 and 2001. Median rents in 2001 ranged from $800 to $900 for a studio rental unit, $900 to $1,200 for a one-bedroom unit, and $1,200 to $1,500 for a two-bedroom rental unit.

Although rents increased faster than incomes between 1990 and 2000, the percentage of renter households paying more than 30 percent of income for housing remained about the same (approximately 40 percent). Recent rent increases have likely had a disproportionate effect on very low-income renter households (those earning less than 50 percent of the countywide median income). Nearly 80 percent of these renter households paid more than 30 percent of their incomes for housing expenses in 1990. Table 3-23 summarizes changes in rents by bedroom size based on listings in the *Oakland Tribune*, the *Montclarion*, and *Homefinders*.

Table 3-23
Oakland Rents, 1980 – 2001

	Studio			One-Bedroom			Two-Bedroom		
Year of Survey	Median Rental	Percent Change	Change Since 1980	Median Rental	Percent Change	Change Since 1980	Median Rental	Percent Change	Change Since 1980
Oakland Tribune Listings									
1980	$185	N/A	N/A	$250	N/A	N/A	$325	N/A	N/A
1990	$400	116%	116%	$510	104%	104%	$680	109%	109%
1985	$325	76%	76%	$430	72%	72%	$600	85%	85%
1995	$398	-0.5%	115%	$500	-2%	100%	$650	-4%	100%
2001	N/A	N/A	N/A	$900	80%	260%	$1,200	85%	269%
2002	$770	N/A	316%	$925	3%	270%	$1,200	0%	269%
Montclarion Listings									
1980	$225	N/A	N/A	$310	N/A	N/A	$395	N/A	N/A
1985	$395	76%	76%	$500	61%	61%	$700	77%	77%
1990	$465	18%	107%	$575	15%	85%	$795	14%	101%
1995	$475	2%	111%	$590	3%	90%	$795	0%	101%
2001	$895	88%	298%	$1,095	86%	253%	$1,450	82%	273%
2002	$785	-12%	249%	$995	-9%	221%	$1,395	-5%	253%
***Homefinders* Listings (1998 – 2001)**									
1998	$540	N/A	N/A	$725	N/A	N/A	$875	N/A	N/A
1999	$713	32%	2%	$850	17%	17%	$1,050	20%	20%
2000	$748	5%	39%	$978	15%	34%	$1,425	36%	63%
2001	$800	7%	48%	$1,175	20%	62%	$1,500	5%	71%
2002	$795	-1%	47%	$1,000	-15%	38%	$1,400	-7%	60%

Source: City of Oakland, July 2002.
Note: Cumulative rates of change for Homefinders listings are relative to 1988.

Gross Rents

According to the 2000 Census, the median gross rent[7] in Oakland for all rental occupied rental units was $696, compared to $852 countywide. The 2000 Census measures rents as reported by existing

[7] "Gross Rent", as defined by U.S. Census Bureau, is the amount of the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid for by the renter (or paid for the renter by someone else). Gross rent is intended to eliminate differentials which result from varying practices with respect to the inclusion of utilities and fuels as part of the rental payment.

occupants of all rental units (including subsidized rental units) (Table 3-24), in contrast to advertised rents for rental units shown in Table 3-23. Existing residents typically pay lower rents, on average, than new occupants of rental units, particularly because of rent control.

Table 3-24
Gross Rents for Occupied Housing Units (2000)

Gross Rent	Percent of Units Oakland	Percent of Units Alameda County
Less than $200	5%	3%
$200 - $299	5%	3%
$300 - $499	13%	8%
$500 - $749	35%	25%
$750 - $999	24%	26%
$1,000 - $1,499	13%	25%
$1,500 or more	5%	9%
No Cash Rent	2%	2%
Median Rent	$696	$852

Source: 2000 Census.

Note: Percentages may not equal 100 due to rounding.

Fair Market Rent

Oakland rental rates can be compared to a measure of rental housing cost used by the federal government in the administration of rental housing assistance programs for very low- and low-income households. This measure is called the "Fair Market Rent"[8] and establishes the payment standard by which public housing authorities determine the amount they will pay to property owners on behalf of low-income tenants. Based on these rents, it is clear that very low-income households (those earning less than 50 percent of the area median income) are unable to afford even a modest priced rental unit without devoting more than 30 percent of their limited incomes to housing costs. Persons earning minimum wage, or even Oakland's Living Wage, make far less than what is required to afford unsubsidized housing.

Rental rates in many parts of Oakland in 2001 (such as Lake Merritt, North Oakland, and Montclair) exceeded the 2002 fair market rents. This could make it difficult for low-income households with federal rental assistance vouchers to locate rental housing, since the Housing Authority is limited by the Fair Market Rent to what it can pay property owners.

[8] "Fair Market Rents" are gross rent estimates that include shelter rent plus the cost of all utilities, except telephones. Fair market rents are expressed as a percentile point within the rent distribution of standard-quality rental housing units. The current definition for Oakland uses the 50th percentile rent, the dollar amount below which 50 percent of the standard-quality rental housing units are rented. The 50th percentile rent is drawn from the distribution of rents of all units occupied by recent movers (renter households who moved to their present residence within the past 15 months). Public housing units and units less than two years old are excluded from the calculation.

Table 3-25 shows fair market rents and the annual income and hourly wage needed to afford these rents (based on 2,080 work hours per year) and the rent levels that a very low- and low-income household can afford). Wages that are needed to afford housing in Oakland are substantially higher than the minimum wage or Oakland's Living Wage.

Table 3-25
2002 Fair Market Rents and Affordable Rents in Alameda County

	SRO[1]	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
Fair Market Rent[2]	$614	$819	$991	$1,243	$1,704	$2,035
Very low-Income Affordable Rent[3]	$653	$653	$745	$839	$1,006	$1,080
Low-Income Affordable Rent[4]	$1,015	$1,015	$1,160	$1,305	$1,566	$1,683
Annual Income Needed to Afford FMR[2]		$32,760	$39,640	$49,720	$68,160	$81,400
Hourly Wage Needed to Afford FMR[3]		$15.75	$19.06	$23.91	$32.77	$39.13

Sources: National Low Income Housing Coalition, Department of Housing and Urban Development (HUD), December 2001.

[1]Single room occupancy unit.
[2]50th percentile fair market rents.
[3]30 percent of income for: SRO, 1 person; studio, 1 person; 1 bedroom, 2 persons; 2 bedrooms, 3 persons; 3 bedrooms, 5 persons; 4 bedrooms, 6 persons.
[4]Based on a 40-hour work week, 52 weeks per year.

According to a study commissioned in May 2001 by the Oakland Workforce Investment Board (WIB), *Achieving Self-Sufficiency for Oakland Families: An Analysis of Six Industries' Promise for Less-Skilled Workers*, the minimum hourly wage for self-sufficiency ranged from $9.49 ($19,740 per year) for a single adult to $32.80 ($68,220 per year) for an adult with three children of different ages. The self-sufficiency wage is defined as 300 percent of the federal poverty level of income and includes the ability to afford housing meeting the needs of the household.

Availability of Subsidized Housing

Another measure of the need for financial assistance in rental housing affordability is the number of lower-income households seeking rental housing assistance in relation to available assistance. There are two types of rental housing assistance available to needy renters: 1) rent restricted housing units in projects assisted with public funds, and 2) rental housing vouchers that pay property owners the difference between what a renter can afford and a payment standard based on the fair market rent. Some assisted rental housing projects also have vouchers allocated to those projects.

The Oakland Housing Authority (OHA) is responsible for the operation, management, and maintenance of 3,308 public housing units, and operates the Section 8 Rental Assistance Program (rental housing vouchers). Both programs serve very low- and extremely low-income persons, and the Housing Authority programs are the principal programs available to meet the needs of persons with incomes below 30 percent of median income. During the 1990s, the Housing Authority's waiting lists for assisted rental housing and housing vouchers increased significantly.

The average waiting time also increased. According to the City's 2000 Consolidated Plan, both lists were closed. The last time the Section 8 list was opened, more than 12,000 people applied in just one day. There were nearly 4,000 applicants already on the Housing Authority's waiting lists for rental housing projects and housing vouchers at that time. The Consolidated Plan reported that the average wait time for entry to an public housing development was between six months and two years, whereas the wait time for receipt of a rental housing voucher was between three and five years.

The waiting list for privately owned and managed assisted rental housing also increased during the 1990s, according to the Consolidated Plan. Of 96 assisted housing developments surveyed (including several transitional housing projects), only 48 were accepting applications, whereas 48 had closed their waiting lists. The average wait time for assisted housing was typically from 18 months to 3 years. The total number of people on all the waiting lists was 6,930, although it is possible that people may have been on the waiting list for more than one development.

Housing Prices for Owner-Occupied Housing

Since 1997, the median housing price in Oakland has increased by 74 percent, which means that homeownership is becoming increasingly difficult for moderate-income households and all but impossible for lower-income households. Although price increases have moderated in some neighborhoods during the first half of 2002, housing price increases could continue to outstrip increases in household income over the long-term. Unless the City can find a way to reduce the cost of producing ownership housing, increasing numbers of moderate-income households will need financial assistance to achieve homeownership. Homeownership for low-income households will be all but impossible except under privately sponsored, state, or federal programs targeted to this income group. Financial assistance for low-income homeownership is extremely limited under most targeted programs, however. As a result, expansion of the rental housing stock for households earning less than the median income may be a necessity.

According the California Association of Realtors®, the median sales price for a home in Oakland was $180,000 in December 1999. A January 2000 report from Transamerica Intellitech, a private housing market data service, showed a median home price of $210,000. This is well below the median for surrounding communities, but still beyond the reach of low-income and some moderate-income households. With the exception of several zip code areas in Oakland with significantly higher prices, the median cost of housing in Oakland was substantially below most other cities in Alameda County. The highest cost communities in Alameda County were Piedmont, Pleasanton, Dublin, Berkeley, and Alameda. The lowest cost communities were Hayward, Emeryville, Oakland, and San Leandro. "Low cost" in the context of Alameda County means median home prices in the mid-$200,000 to low-$300,000 range. It is not clear if the lower-cost units are in standard condition.

As of June 2002, median sales prices by zip code area ranged from $220,000 to $601,000 (realfacts.com), with a median price of $330,000.[9] Housing prices continued to increase in most Oakland neighborhoods in 2002, but declined in three zip code areas. Housing prices for single-family homes in new residential developments ranged from the high $200,000s to over $800,000s, in mid-2002, with most model homes advertised homes priced at $600,000 or more.

Table 3-26 summarizes housing price trends in Oakland and surrounding communities.

[9] The median price is based on 346 sales for the month of June and may not reflect the median price of all homes sold during the first six months of 2002.

Table 3-26
Home Prices by Zip Code, Alameda County (March 2002)

	Zip	Median	Percent Change (March 2001 to March 2002)	High Price	Price/ Square Foot	Percent Change (March 2001 to March 2002)
Alameda	94501	$385,000	10.3%	$1,380,000	$302	10.1%
Alameda	94502	$426,000	9.7%	$1,244,000	$297	7.8%
Albany	94706	$360,000	7.5%	$725,000	$359	11.8%
Berkeley	94702	$337,250	3.9%	$655,000	$326	9.4%
Berkeley	94703	$356,000	9.0%	$765,000	$318	17.5%
Berkeley	94705	$650,500	14.1%	$2,700,000	$347	14.2%
Berkeley	94707	$635,000	5.8%	$2,100,000	$352	3.8%
Berkeley	94708	$603,000	8.5%	$2,000,000	$347	0.3%
Berkeley	94709	$430,000	12.9%	$1,250,000	$376	8.6%
Castro Valley	94546	$335,000	14.5%	$ 995,000	$259	14.7%
Castro Valley	94552	$509,500	6.7%	$760,000	$250	10.8%
Dublin	94568	$480,750	14.5%	$1,068,000	$258	13.4%
Emeryville	94608	$241,750	27.2%	$ 930,000	$202	38.4%
Fremont	94536	$390,000	1.3%	$1,195,000	$289	8.7%
Fremont	94538	$365,000	9.9%	$1,362,500	$292	8.1%
Fremont	94539	$534,500	-2.4%	$3,100,000	$328	0.6%
Fremont	94555	$410,000	5.1%	$ 785,000	$277	5.3%
Hayward	94541	$295,000	18.5%	$1,288,600	$243	18.2%
Hayward	94542	$457,500	10.2%	$1,072,700	$231	12.3%
Hayward	94544	$300,000	15.4%	$1,250,000	$257	16.2%
Hayward	94545	$300,000	17.6%	$ 818,200	$260	19.3%
Livermore	94550	$380,000	9.7%	$1,300,000	$249	11.9%
Newark	94560	$360,000	7.9%	$854,500	$278	9.8%
Oakland	94601	$206,000	28.8%	$ 515,000	$177	21.8%
Oakland	94602	$390,000	18.0%	$926,000	$295	15.1%
Oakland	94603	$187,500	29.3%	$1,500,000	$185	31.1%
Oakland	94605	$250,000	28.2%	$ 970,000	$208	20.4%
Oakland	94606	$220,000	29.4%	$900,000	$192	29.6%
Oakland	94607	$205,000	26.5%	$655,000	$160	47.8%
Oakland	94609	$329,500	15.2%	$1,172,700	$261	15.1%
Oakland	94610	$343,750	16.5%	$2,900,000	$314	3.3%

	Zip	Median	Percent Change (March 2001 to March 2002)	High Price	Price/ Square Foot	Percent Change (March 2001 to March 2002)
Oakland	94618	$575,000	10.6%	$2,650,000	$387	10.0%
Oakland	94619	$310,000	18.3%	$1,363,600	$272	20.4%
Oakland	94621	$175,000	32.6%	$1,411,400	$178	30.4%
Oakland/ Piedmont	94611	$535,750	5.0%	$2,755,000	$316	3.2%
Pleasanton	94566	$530,000	8.2%	$3,495,000	$295	8.9%
Pleasanton	94588	$450,000	4.7%	$2,425,000	$277	7.5%
San Leandro	94577	$310,000	17.9%	$750,000	$253	16.6%
San Leandro	94578	$285,000	15.2%	$20,000	$244	16.3%
San Leandro	94579	$330,000	17.0%	$888,500	$261	15.3%
San Lorenzo	94580	$300,000	13.2%	$750,000	$256	16.3%
Union City	94587	$390,000	14.7%	$940,500	$256	8.8%

Source: DataQuick, March 2002.

A household can typically qualify to purchase a home that is three times its annual "gross" income, depending on the down payment, the level of other long-term obligations (such as a car loan), and interest rates. In practice, the interaction of these factors allows some households to qualify for homes priced at more than three times their annual income, while other households may be limited to purchasing homes less than three times their annual income. A median income renter household earning approximately $30,000 would be able to purchase a home valued at $90,000 to $100,000 under customary lending assumptions. There are few homes in Oakland that can be purchased in this price range.

Financing Gap for Rental Housing

With land and construction costs increasing rapidly in today's market, the cost of developing new apartments often exceeds $200,000 per unit. These costs cannot be recovered without rents high enough to support a substantial mortgage. As a result, little unsubsidized rental housing was under construction, until recently, especially outside the downtown area. Another way to look at this is to examine the gap between the mortgage that can be supported with affordable rents and the cost of development.

Such an analysis would yield the following for a hypothetical 10-unit building with rents at $1,243/month (slightly below Fair Market Rent for a two-bedroom unit) and $839/month (the maximum affordable rent for a three-person very low-income household), operating costs at $5,000/unit per year, and interest rates of 7.25 percent:

Sample Analysis of Rental Housing Development Cost:

With Average Unit Rent of $1,243/month (Fair Market Rent)

Gross Rents (annual):	$149,160
(less vacancy/collection loss at 3 percent):	$(4,475)
Effective Gross Income:	$144,685
(less operating expenses):	$(50,000)
Net Operating Income:	$94,685
Amount Available for Debt Service (1.10 debt coverage ratio):	$86,077
Development Cost ($205,000/unit):	$2,050,000
Less Initial Equity Investment (10 percent):	$205,000
Net Amount to Finance:	$1,845,000
Maximum Mortgage (at 7.25 percent, 30-year amortization):	$1,050,000
Financing Gap:	$695,000
Financial Gap Per Unit:	$69,500

With Average Unit Rent of $839/month (Affordable for Very Low-Income Family)

Gross Rents (annual):	$100,680
(less vacancy/collection loss at 3 percent):	$(3,020)
Effective Gross Income:	$97,660
(less operating expenses):	$(50,000)
Net Operating Income:	$47,660
Amount Available for Debt Service (1.10 debt coverage ratio):	$43,327
Development Cost ($205,000/unit):	$2,050,000
Less Initial Equity Investment (10 percent):	$205,000
Net Amount to Finance:	$1,845,000
Maximum Mortgage (at 7.25 percent, 30-year amortization):	$527,300
Financing Gap:	$1,317,700
Financial Gap Per Unit:	$131,770

Source: Parsons, 2002.

This simplified exercise demonstrates clearly that a substantial “financing gap” exists between the debt that can be supported by a housing development at fair market rent, and the actual cost of development. For these units to be affordable to very low-income tenants, a significant monthly rental subsidy, over $400 per dwelling unit, or an even greater capital subsidy, will be needed in addition to the financial assistance to the developer.

E. HOUSEHOLDS OVERPAYING FOR HOUSING

A standard measure of housing affordability is that housing expenses should not exceed 30 percent of a household's gross (before tax) income. This is the accepted measure of affordability for state and federal housing programs.

For both 1990 and 2000, HUD has provided special tabulations of Census data that measure the incidence of overpayment problems by income category, based on both household income and household size.

Those who pay 30 percent or more of their income on housing may have trouble affording other necessities. These households are said to "overpay" for housing or have a high "housing cost burden." Individual circumstances affecting a household's ability to afford housing vary, such as other long-term debt payments, the number of household members, and other large ongoing expenses (such as medical bills). Since it is impossible to consider each household's individual circumstances, the 30 percent rule provides a general measure of housing affordability for the average household.

Households who pay more than 50% are considered to have a "severe cost burden" and at extremely low and very low income levels, are considered to be "worst case needs" households who are at risk of becoming homeless. Extremely low-income renters who pay half or more their incomes for housing are at greatest risk of becoming homeless because of their precarious financial circumstances. Extremely low-income homeowners who pay half or more of their incomes for housing have the least ability to meet utility expenses and do not have sufficient incomes to borrow funds to maintain, repair or improve their homes.

Not surprisingly, overpayment problems are most pronounced for those with the lowest incomes. In 2000, about three-fourths of extremely low income households paid more than 30 percent of their incomes for housing; 60 percent of households with incomes between 30 and 50 percent of median income paid over 30 percent of income for housing; and about one-third of households with incomes between 50 and 80 percent of median paid over 30 percent.

A similar pattern exists for extreme cost burden, but it falls off more quickly as incomes rise. Extreme cost burdens are experienced by nearly 60 percent of extremely low income households, 20 percent of households with incomes between 30 and 50 percent of median, and just 8 percent of households with incomes between 50 and 80 percent of median.

These general patterns mask important differences between renters and owners. For renters, cost burden for households in the 50 to 80 percent of median income range are much lower than for owners with similar incomes. This difference is even more pronounced when comparing extreme cost burdens for renters and owners. It appears that for renters, beyond a certain income level, cost burdens fall quickly, but are replaced by much higher rates of other housing problems such as substandard conditions and overcrowding, suggesting that many renters, and particularly large families, resolve their affordability problems by living in inadequate housing rather than devoting larger portions of their income to housing that is standard quality and adequate for their household size. In addition, the figures on overpayment do not take into account tax benefits received by homeowners, and thus the overpayment rates for homeowners are somewhat overstated.

While the general rate of overpayment has not changed significantly since 1990, housing affordability has improved for lower income renters but worsened for lower income owners. Production of new affordable housing and an increase in the number of Section 8 Vouchers has lessened cost burdens for lower income renters, while cost burdens for homeowners have increased. Homeowner overpayment

rates may have increased in part because of a willingness by lenders to allow debt-to-income ratios higher than was true in the past.

Table 3-27 compares the percentage of households paying more than 30 percent of their incomes on housing in 1990 and 2000, broken out by tenure and HUD-defined income levels.

Table 3-27
Households Paying Over 30 Percent for Housing Costs
(1990 and 2000)

Income Group	Renters		Owners		All Households	
	1990	2000	1990	2000	1990	2000
Extremely Low (under 30% MFI)	78%	74%	64%	73%	76%	74%
Very Low (30% to 50% MFI)	72%	60%	43%	58%	63%	60%
Low (50% to 80% MFI)	43%	24%	35%	46%	40%	31%
Moderate (up to 95% MFI)	1%	n/a	7%	n/a	4%	n/a

Sources: U.S. Department of Housing and Urban Development: 1990 and 2000 CHAS Data Books, derived from 1990 and 2000 Census.
Note: Percentages may not sum to 100% due to rounding

Table 3-28 provides a similar comparison for households paying more than 50 percent their income for housing.

Table 3-28
Households Paying Over 50 Percent for Housing Costs
(1990 and 2000)

	Renters		Owners		All Households	
Income Level	1990	2000	1990	2000	1990	2000
Extremely Low Income (0 to 30% MFI)	61%	56%	45%	60%	58%	57%
Very Low-Income (31 to 50% MFI)	26%	16%	23%	35%	25%	21%
Low Income (51 to 80% MFI)	4%	3%	12%	18%	7%	8%
Moderate Income (81 to 95% MFI)	1%	n/a	7%	n/a	4%	n/a

Sources: U.S. Department of Housing and Urban Development: 1990 and 2000 CHAS Data Books, derived from 1990 and 2000 Census.
Note: Percentages may not sum to 100% due to rounding

Table 3-29 shows the number and percent of owners and renters by income who paid more than 30 percent of their incomes for housing in 2000. This table differs from the preceding tables because it does not take into account differences in household size, which are a factor in determining the HUD-defined income groups. Finally, Table 3-30 provides detailed information on housing cost burdens and other housing problems, broken out by income level, tenure and household type and size.

The high percentage of low-income households with high housing cost burdens means that Oakland will continue to experience a high demand for rental assistance, new low-cost rental housing, and home repair assistance.

Table 3-29
Households Paying 30 Percent or More of Income for Housing (2000)

Income	Renters		Owners	
	Number	Percent	Number	Percent
Less than $10,000	11,748	86%	2,113	95%
$10,000 to $19,999	12,025	82%	2,292	68%
$20,000 to $34,999	10,137	52%	3,633	57%
$35,000 to $49,999	2,426	17%	3,153	48%
$50,000 to $74,999	786	6%	3,304	31%
$75,000 to $99,999	115	2%	1,446	19%
$100,000 or more	31	1%	--	--
$100,000 to $149,999	--	--	900	11%
$150,000 or more	--	--	271	4%

Source: 2000 Census.

Note: The Census Bureau used different top income brackets for renters and owners.

Table 3-30
Summary of Oakland Housing Assistance Needs

	Renter Households (HHs) by Type and Number of Persons					Owner Households (HHs) by Type and Number of Persons					
Household by Type, Income, & Housing Problem	Elderly (1 & 2)	Small Related (2 to 4)	Large Related (5 or more)	All Other HHs	Total Renters	Elderly (1 & 2)	Small Related (2 to 4)	Large Related (5 or more)	All Other HHs	Total Owners	Total HHs
1. Very Low Income(Household Income <=50% MFI)	**8,671**	**15,293**	**6,433**	**13,000**	**43,397**	**5,332**	**3,211**	**1,648**	**1,802**	**11,993**	**55,390**
2. Household Income <=30% MFI	**6,842**	**9,014**	**3,853**	**7,830**	**27,539**	**3,076**	**1,490**	**586**	**1,082**	**6,234**	**33,773**
3. % with any housing problems	65.8	85.6	94.3	77.7	79.7	71.4	80.7	92.2	71.8	75.7	78.9
4. % Cost Burden >50% with other housing problems	3.8	17.6	38.2	3.9	13.1	0.8	8.6	43	0.4	6.6	11.9
5. % Cost Burden >30% to <=50% with other housing problems	2.1	8.7	19.9	1.9	6.7	0.7	2	8.9	0	1.6	5.8
6. % Cost Burden <=30% with other housing problems	2.6	6.1	18.4	2	5.8	1.2	2.3	15	0	2.6	5.2
7. % Cost Burden >50% only	37.4	43.2	13	61.4	42.7	50.8	63.1	21.5	64.2	53.3	44.7
8. % Cost Burden >30% to <=50% only	19.9	10	4.8	8.6	11.3	18	4.7	3.8	7.2	11.6	11.4
9. **Household Income >30% to <=50% MFI**	**1,829**	**6,279**	**2,580**	**5,170**	**15,858**	**2,256**	**1,721**	**1,062**	**720**	**5,759**	**21,617**
10. % with any housing problems	62.8	76.6	93.5	78.2	78.3	43.7	73.2	92.1	76.8	65.6	74.9
11. % Cost Burden >50% with other housing problems	4.4	1.6	2.5	0.3	1.6	0.4	6.1	11.4	2.5	4.4	2.4
12. % Cost Burden >30% to <=50% with other housing problems	1.3	11.5	20.4	2.8	9	0.4	6.9	30.8	0	7.9	8.7
13. % Cost Burden <=30% with other housing problems	4.6	17.6	59.3	3.1	18.1	0	7.2	27.5	0	7.2	15.2
14. % Cost Burden >50% only	19.9	10.4	2.7	22.2	14.1	27.7	35.3	8.4	60.6	30.5	18.5
15. % Cost Burden >30% to <=50% only	32.6	35.5	8.6	49.7	35.4	15.2	17.7	14	13.8	15.6	30.1
16. **Household Income >50 to <=80% MFI**	**1,213**	**5,170**	**2,008**	**6,187**	**14,578**	**2,141**	**2,521**	**1,492**	**1,345**	**7,499**	**22,077**
17. % with any housing problems	47.1	45.1	88.7	34.2	46.6	30.5	64.6	87.6	65.9	59.7	51.1
18. % Cost Burden >50% with other housing problems	2.1	0.2	0	0	0.2	0	1.9	4.1	0.3	1.5	0.7
18. % Cost Burden >30% to <=50% with other housing problems	0	1.3	3	0.8	1.2	0	2.3	17	1.5	4.4	2.3
19. % Cost Burden <=30% with other housing problems	6.3	25	81.6	4.2	22.4	0.5	10	50.1	0.7	13.6	19.4
20. % Cost Burden >50% only	11.9	1.1	0.5	2.1	2.4	14.3	17.1	4.2	31.8	16.4	7.1
21. % Cost Burden >30% to <=50% only	26.9	17.6	3.6	27	20.4	15.7	33.3	12.2	31.6	23.8	21.6
22. Household Income >80% MFI	**1,938**	**9,529**	**2,368**	**15,043**	**28,878**	**6,773**	**20,563**	**4,907**	**9,241**	**41,484**	**70,362**
23. % with any housing problems	23.1	21	72.9	9.4	19.4	12.5	21.8	54.4	30	26	23.3
24. % Cost Burden >50% with other housing problems	2.3	0	0	0	0.2	0	0	0.4	0	0.1	0.1
25. % Cost Burden >30% to <=50% with other housing problems	1.2	0.2	0.2	0.2	0.2	0	0.5	2.2	0.1	0.5	0.4
26. % Cost Burden <=30% with other housing problems	2.7	17.3	72	4	13.9	5.4	7.8	22.2	13.8	5.2	2.6
27. % Cost Burden >50% only	4.7	0.3	0	0.4	0.6	3.3	3	1.9	4.2	3.2	2.1
28. % Cost Burden >30% to <=50% only	12.1	3.2	0.8	4.9	4.5	8.7	14	8.5	24.9	14.9	10.6
29. **Total Households**	**11,822**	**29,992**	**10,809**	**34,230**	**86,853**	**14,246**	**26,295**	**8,047**	**12,388**	**60,976**	**147,829**
30. % with any housing problems	56.4	56.2	88.4	39.9	53.8	32.9	32.6	68.3	40.3	38.9	47.7

Source: U.S. Department of Housing and Urban Development, 2000 CHAS Data Book, derived from 2000 Census data.
Notes: HUD's data does not distinguish moderate income (80% - 120% of MFI) from above moderate income (greater than 120% of MFI).
MFI refers to Median Family Income for Oakland Metropolitan Statistical Area, as determined by HUD, also known as AMI or Area Median Income.
Cost Burden refers to percentage of income devoted to housing. Housing Problems includes high cost burden (>30% of income), overcrowding (>1.01 persons per room) and/or lack of complete kitchen or bathroom facilities. Because this is a very minimal definition of physical/structural problems, the number of persons in substandard housing (major health and safety risks) is greater than reflected here.

F. OVERCROWDING

Overcrowding is a measure of the capacity of the housing stock to adequately accommodate residents. Too many individuals living in a housing unit with inadequate space and number of rooms can result in unhealthy living arrangements and accelerated deterioration of the housing stock. In the United States, housing providers and government agencies typically consider a household as overcrowded if there is more than one person per room or two persons per bedroom. Extreme overcrowding is often defined as more than 1.5 persons per room. Overcrowding results when: 1) the cost of available housing with a sufficient number of bedrooms for larger families exceeds the family's ability to afford such housing, 2) unrelated individuals (such as students or low-wage single adult workers) share dwelling units due to high housing costs, 3) when the cost of housing requires two families to double up, or 4) when housing costs force extended family members to become part of the household.

Overcrowding in 2000 was greater than in 1990. Nearly 12 percent of the City's households lived in overcrowded conditions in 1990, increasing to 16 percent in 2000. Countywide, about four percent of households lived in overcrowded conditions, increasing to 12 percent in 2000. Ten percent of Oakland households lived in severely overcrowded conditions in 2000 (more than 1.5 persons per room), compared to seven percent countywide. Table 3-31 summarizes overcrowding in 2000.

Renter households typically have a higher rate of overcrowding than homeowners. Nearly 16 percent of renters lived in overcrowded conditions in 1990, while more than nine percent lived in extremely overcrowded conditions. By 2000, 20 percent of renters lived in overcrowded conditions. According to the City's Consolidated Plan, large renter families had the highest rate of overcrowding, nearly 73 percent.

By comparison, six percent of homeowners lived in overcrowded conditions in 1990, about half of which were severely overcrowded. The rate of overcrowding increased to ten percent by 2000, according to the Census Bureau.

Overcrowding is closely associated with income. As reported earlier, younger households and non-White households have significantly lower incomes than older households and White, non-Hispanic households. The 2000 Census reported that overcrowding was highest among households age 34 or less, Hispanic households, and non-White households. Conversely, overcrowding was significantly lower among non-Hispanic White households and older households (those with householders 55 years of age or more).

The increases in overcrowding are very likely due to a combination of two factors - rapidly rising housing costs during the 1990s, and an increase in the number of lower-income large families (including a substantial number of immigrant families) Large families frequently live in smaller housing units due to the lack of affordable units with three or more bedrooms, in effect trading affordability for overcrowding. This can be seen in particular in Table 3-30, which shows that for large families, the percentage who pay less than 30 percent of income but have other housing problems is much higher than for any other household types, even at income levels above 80 percent of median. Apart from the problems this causes for the overcrowded families, it may also increase competition for housing units that otherwise might be more affordable to smaller households.

The increase in overcrowding suggests that Oakland will need to continue to increase the supply of affordable housing for all lower-income groups. The need for additional low-cost rental housing, particularly rental housing affordable to large families will continue to be an especially urgent need.

Table 3-31
Persons per Room in All Occupied Housing Units
(2000)

Persons	Oakland	Percent	County	Percent
Less than 1.00	126,340	84%	459,309	88%
1.01 to 1.50	8,951	6%	27,469	5%
1.51 or more	15,496	10%	36,588	7%
Total Overcrowded Households	24,447	100%	64,057	100%

Source: 2000 Census.

G. SPECIAL HOUSING NEEDS

Seniors

There were 41,788 seniors and 27,127 households headed by seniors residing in the City of Oakland as of 2000. According to the Census, these figures represent a decline of 7.6 percent in the number of seniors living in Oakland and a 14.9 percent reduction in the number of senior households, or a decrease of 3,443 seniors and 4,758 senior households respectively. In contrast, the population and number of households citywide grew by 7.3 percent and 4.2 percent during the same period.

The City defines seniors (individuals over the age of 65 years) as a special-needs group. Lower-income seniors may have special housing requirements due to their needs for accessibility, supportive services, affordable rents, and smaller unit sizes. Many seniors also require housing near public transportation and in proximity to local services and health care.

Nearly 40 percent of senior-headed households consist of a single elderly person living alone. In comparison, a smaller percentage of non-senior individuals live alone. According to the 2000 Census, a significant number of seniors—5,329 or 13 percent of seniors—have poverty-level incomes. Although the poverty rate among seniors is below that of the general population, over half (53 percent) of seniors have very low-incomes, according to the 1990 Census. Nearly 40 percent of these seniors paid half of their incomes or more for housing in 1990.

The number of owner-occupied housing units headed by seniors also dropped, from 18,448 to 16,052 between 1990 and 2000, a 13 percent decrease. The number of senior renters declined by a similar amount, from 13,437 to 11,075 during the ten-year period, constituting, a 17.6 percent reduction. While Oakland's general population grew between 1990 and 2000, the number of seniors and the number of senior households declined. One explanation for the decline in senior households is the difficulty seniors in Oakland have in finding housing that meets their changing lifestyle and physical needs, and the lack of affordable housing for low-income seniors.

This trend suggests an increasing need for affordable senior housing, especially rental housing for very low-income seniors, and a growing need for assisted care facilities so that seniors do not have to

leave Oakland as they age. Even those seniors who do not need financial assistance may face limited choices for suitable housing if they choose to stay in Oakland

Oakland contains a large number of assisted senior housing units. This level of assistance helps about one-quarter of senior households in Oakland (7,124 senior households). However, the waiting list for assisted rental units reserved for seniors stood at 3,500 in the year 2000 (according to the 2000 Consolidated Plan). At the current turnover rate, this translates to an average waiting time of two years and four months. Although nearly 7,200 senior households live in financially assisted housing (of which 600 are public housing units and 2,784 are Section 8 Certificate/Vouchers), and 2,600 additional seniors live in community care facilities, there are even more seniors who do not have, and could benefit, from such housing. Housing developments for senior households should contain smaller housing units than projects intended for the general population due to the preponderance of one- and two-person senior households.

In addition to special subsidized rental housing developments for seniors, there are almost 60 community care facilities licensed in the City of Oakland. These facilities provide assisted living for 2,580 seniors in the City of Oakland. Facilities range in size from small (six beds) to larger retirement hotels providing space for over 100 seniors at a single location.

Table 3-32 presents information on recent trends in the numbers of individual seniors and senior households. Table 3-33 summarizes the characteristics of assisted senior housing units in Oakland.

Table 3-32
Senior Population and Households in Oakland (1990 and 2000)

	1990	2000	Change	Percent Change
Total Population (All ages)	372,242	399,484	27,242	7.3%
Senior Population	45,231	41,788	-3,443	-7.6%
Total Households (All ages)	144,766	150,790	6,024	4.2%
Senior Households	31,885	27,127	-4,758	-14.9%
Owner-Occupied Units Headed by Seniors	18,448	16,052	-2,396	-13.0%
Renter-Occupied Units Headed by Seniors	13,437	11,075	-2,362	-17.6%

Sources: 1990 and 2000 Census.
Note: Seniors are defined as persons age 65 and older.

Table 3-33
Subsidized Senior Housing and Units and Vouchers

Type of Housing	Number of Units
Subsidized Senior Housing Units (Privately Owned)	3,740
Senior Units in Subsidized Family Housing Developments	38
Public Housing Units Occupied by Seniors	600
Total Assisted Senior Units	4,340
Seniors with Section 8 Certificates/Vouchers (Head of Household 62+ years)	2,784
Total Senior Households Receiving Assistance	7,162

Sources: City of Oakland, 2000 Consolidated Plan, and Oakland Housing Authority.

Persons with Disabilities

Persons with disabilities may require living arrangements that meet their specific physical and financial needs, depending on the severity of their disabilities and whether they are affected by a physical, mental, alcohol/drug-related, or a chronic disease handicap. While some individuals require full support services in their residences, others only require modifications to their homes to make their housing units more accessible.

According to the 2000 Census, nearly 21 percent of the population age five and older (84,542 individuals) who live in Oakland reported a disability. As age increases, the incidence of disability increases. Nearly half of the population 65 and older reported having a disability. Persons with disabilities often face limited earning potential due to such factors as the nature of their disabilities, their status as retired seniors, and the reluctance of some employers to hire persons with disabilities. The proportion of the population in Oakland with disabilities is much greater than countywide due to the availability of social services, alternative housing, income support, and relatively lower housing costs than in other central Bay Area locations. These factors create a high demand for housing and services to meet the needs of persons with disabilities.

Among the most urgent needs reported by organizations serving persons with disabilities are independent living units with supportive services; treatment for persons with chemical dependency, mental illness, and chronic illness; and life and job skills training to increase the ability of these individuals to live independently.

A number of public and private organizations provide financial assistance, housing, residential care, and support services to persons with disabilities. However, the number of persons with disabilities in need of assistance is far greater than the availability of assistance. The waiting time to receive this assistance is still very long. Service providers report that there is an urgent need for more housing vouchers with rental assistance for this population. The Consolidated Plan reported there are 1,130 assisted rental units that are accessible to disabled persons. There are a number of accessible units in private developments, but many households with disabled members still find it extremely difficult to locate housing that is either accessible or suitable for adaptation. To address this problem, in new

federally funded projects, including those funded with CDBG and HOME funds, at least five percent of all units must be accessible to persons with disabilities.

The Consolidated Plan identified 111 permanent housing units in seven projects designated specifically for individuals with mental and physical disabilities, as well as for those individuals with HIV/AIDS. There are also a number of residential care facilities for the mentally disabled scattered throughout the City, serving mostly non-senior adults and children and youths under the age of 25. Over the past several years, additional housing units have been added for persons with disabilities, particularly for persons with HIV/AIDS.

There is a clear need for residential facilities offering HIV/AIDS services, including provision of mental health counseling and support groups, advocacy for legal issues, and assistance in obtaining benefits and paying bills, including medical expenses. Additionally, as the disease progresses, persons with AIDS need additional services, such as help with meals, chores, transportation, child-care, and respite care.

There are also a number of residential alcohol and drug treatment centers, with inpatient and outpatient counseling services. However, according to service providers, the waiting time for admission into these programs is very long, during which time the needs of persons seeking services can become more severe.

Many disabled individuals, particularly those recently released from hospital care, have little or no income. Individuals who receive housing vouchers (Section 8) for rental assistance often find it difficult to locate rental housing for which housing vouchers can be used and property owners willing to participate accept the voucher. In some cases, the rent is above the fair market rent the federal program will cover, creating a gap between the assistance available under the voucher program and the actual rental cost, which must be paid by the voucher holder.

Single-Parent Headed Households

According to the 2000 Census, the City of Oakland has 18,314 single parent households, about the same number as in 1990. Over three-quarters of these households are female-headed. The number of male single-parent households increased by nearly one-third, while the number of female single-parent households decreased by six percent. Although the number of single-father households has increased significantly since 1990, they still comprise less than one-quarter of all single-parent households.

Single-parent householders face constraints in housing due to their lower incomes and the need to access childcare and other support services. It is important that single parent households live close to schools, local services, child-care, and health care facilities because many lack private vehicles. Although the total number of single parent households has remained steady, the extremely high poverty rate among female-headed, single-parent households, suggests that the City will continue to face a need for additional, affordable family housing with access to support services.

Table 3-34 compares the number of single-parent families in 1990 and 2000.

Table 3-34
Single Parent Households with Children under 18

	1990	2000	Change	Percent Change
Male-Headed Households	2,571	3,382	811	32%
Female-Headed Households	15,881	14,932	-949	-6%
Total Single Parent Households	18,452	18,314	-138	-0.7%

Sources: 1990 and 2000 Census.

Among single parent households, three percent of male-headed households are living below the poverty line, compared to 27.5 percent of female-headed households (5,178 in 2000). Female-headed households with children still have the highest poverty rates of all population groups. Poverty rates for women with children have not improved significantly in the past decade, and are nearly double that of all families. (A poverty level income for a single parent with two children is about the equivalent to a full-time job at minimum wage.)

Although 2000 Census data indicate that the percentage of households on public assistance (which includes many single mothers) has declined, anecdotal evidence suggests that many of these single parents earn low wages that have not raised their incomes above the poverty level.

The Homeless

A lack of financial resources, education, and job training; the presence of disabilities; substance abuse; chronic, debilitating illness; and domestic violence all contribute to homelessness. The most recent information on the number of homeless persons and families is presented in the City's 2000 Consolidated Plan. Approximately 5,000 to 6,400 individuals are homeless at any point in time, and approximately 14,000 to 19,000 persons are homeless at any point during the year. Minorities make up a disproportionate share of this total. As many homeless persons have mental or chemical dependency problems, supportive services are important. Homelessness is a problem for both individual adults and families with children. The City estimates that the greatest unmet need among homeless individuals is for permanent housing, followed by transitional housing. For families, transitional housing is the greatest unmet need.

The Consolidated Plan estimated that only half of the 4,198 beds and housing units needed by homeless individuals are available in Oakland. Of the 2,544 homeless families with children, approximately 60 percent still need assistance. In total, less than half of homeless individuals and families in Oakland receive shelter assistance.

Finally, some extremely low-income individuals and households are at-risk of becoming homeless. According to the Consolidated Plan, approximately 34,960 adults and children received assistance from the Transitional Aid for Needy Families (TANF) Program and from the General Assistance (GA) Program in 2000. Unforeseen events, such as major illness or accidents, can result in the

inability of a household to pay rent, due to unexpected expenses. When this happens, households may be forced out of their units and either move in with friends, or family members, or become homeless. Another major concern is the impact of the time limit for receiving TANF funds on the potential for future homelessness.

To break the cycle of homelessness will require a comprehensive approach that combines housing assistance with support services. According to homeless service providers, treatment of mental illness and substance abuse, life skills training, and intensive case management are among the highest priorities for reducing homelessness. Greater availability of transitional housing with support services, as an interim step to permanent housing, was also identified as a high priority for all homeless population groups.

The City of Oakland uses such a comprehensive, three-tiered approach, called "Continuum of Care," to meet the needs of the homeless. The first tier is emergency shelter and short-term housing. The second tier consists of transitional housing, and the third tier is the provision of permanent affordable housing. Oakland's 2000 Consolidated Plan provides information on the social service organizations that serve the homeless population in these three areas, as well as information on the number of beds and supportive services provided by these organizations. The goal of a Continuum of Care approach is to improve the long-term health, social and economic conditions of homeless people and to help them obtain permanent housing. However, mentally and physically disabled homeless individuals and others with alcohol, drug or chronic health problems may require permanent supportive housing and care. The Shelter Plus Care Program was designed to meet these supportive care needs. The Program provides 355 Section 8 certificates to be used in independent and supportive housing units in the City of Oakland. Another supportive care organization, the Health, Housing and Integrated Services Network (HHISN) collaborative, provides mental health, substance abuse, primary health, living skills, vocational and employment training in residential facilities. As of 2000, there were roughly 307 HHISN units in Oakland, and an additional 59 units subsidized by Shelter Plus Care certificates.

Table 3-35 and Table 3-36 reproduce HUD Table 1A from the 2000 Consolidated Plan and summarize the availability of shelter assistance and support services for the continuum of housing, from emergency shelter to permanent housing.

Table 3-35
Homeless and Special Needs Population (Individuals)

		Estimated Need	Current Inventory	Unmet Need Gap	Relative Priority
Beds/Units	**Individuals**				
	Emergency Shelter	572	140	432	L
	Transitional Housing	1,526	322	1,204	H
	Permanent Housing	2,099	1,673	426	H
	Total	4,198	2,135	2,063	--
Estimated Supportive Services Slots	Job Training	3,015	774	2,241	H
	Case Management	3,816	1,915	1,901	H
	Substance Abuse Treatment	2,650	1,087	1,564	H
	Mental Health Care	2,120	477	1,643	H
	Housing Placement	3,816	1,306	2,510	H
	Life Skills Training	3,816	1,262	2,554	M
	Other: Outreach/Drop In	2,798	1,776	1,023	M
	Other: Health Care	3,816	2,981	835	M
Estimated Sub-Populations	Chronic Substance Abusers	1,832	1,087	745	H
	Seriously Mentally Ill	1,221	477	744	H
	Dually-Diagnosed	1,585	392	1,193	M
	Veterans	1,240	219	1,021	H
	Persons with HIV/AIDS	763	367	396	M
	Victims of Domestic Violence	533	57	476	M
	Youth	636	159	477	M/H
	Other: Elderly	127	27	101	L

Table 3-36
Homeless and Special Needs Population (Families)

		Estimated Need	Current Inventory	Unmet Need Gap	Relative Priority
Beds/Units	**Persons In Families with Children**				
	Emergency Shelter	763	236	527	L
	Transitional Housing	1,145	325	820	H
	Permanent Housing	636	419	217	M/H
	Total	2,544	980	1,564	--
Estimated Supportive Services Slots	Job Training	2,035	563	1,472	M/H
	Case Management	2,544	1,429	1,115	H
	Substance Abuse Treatment	1,272	1,962	(690)	H
	Mental Health Care	1,060	225	835	H
	Housing Placement	2,544	595	1,949	H
	Life Skills Training	2,544	489	2,055	H
	Other: Outreach/Drop In	1,060	668	392	L
	Other: Health Care	2,544	994	1,550	M
Estimated Sub-Populations	Chronic Substance Abusers	1,094	201	893	H
	Seriously Mentally Ill	814	140	674	H
	Dually-Diagnosed	509	80	429	H
	Veterans	382	68	314	M
	Persons with HIV/AIDS	254	65	189	L
	Victims of Domestic Violence	802	132	670	M
	Youth	0	0	0	N/A
	Other: Elderly	95	21	74	L

Source: City of Oakland Consolidated Plan (2000).

In 2000, there were 15 emergency shelters providing 476 beds to individuals and families needing shelter for up to six months. In addition, the hotel/motel voucher program provides accommodations in hotels and motels for one to two weeks and assists individuals in securing transitional and permanent housing. Approximately seven private agencies participate in the voucher program, each targeting a specific homeless sub-population, including families, seniors, persons with HIV/AIDS and sometimes single individuals. Table 3-37 lists the emergency shelters, agencies participating in the hotel/motel voucher program, and the targeted populations for both.

Table 3-37
Emergency Shelters and Hotel/Motel Voucher Program Agencies

Shelter/Agency Name		Target Populations
Emergency Shelters	**Number of Beds**	
Allied Fellowship	30	Single men
Mary Anne Wright Fund	20	Single men
City Team Ministries	30	Single men
Oakland Homeless Project	36	Mentally disabled
First Step	18	Drug and alcohol
A Safe Place	20	Women and children; domestic violence
Women's Refuge	30	Women and children; domestic violence
Casa Vincentia	6	Pregnant women, 18 – 25 yrs. Old
East Oakland Community Project	70	20 beds for HIV+ and their families
Project Outreach	6	Families
Cornerstone Baptist Church	6	All
Salvation Army	50	Families
Henry Robinson Center	30	Families
24 Hour Emergency Shelter	24	Families
Oakland Army Base Winter Shelter	100	Single adult males and females
Hotel/Motel Voucher Program Agencies		
24 hour Oakland Parent Teacher Children Center		Families with children
Ark of Refuge/Walker House		Persons with HIV/AIDS
Building Opportunities for Self Sufficiency (BOSS)		Families and limited assistance for singles
Health Care for the Homeless		Families in case management program
Project Outreach		Families with Children, limited assistance for singles
St. Mary's Center		Seniors
Travelers Aid Society of Alameda County, Inc.		Families, limited assistance for singles

Source: City of Oakland, Consolidated Plan (2000).

During Fiscal Year (FY) 2000–01, the City provided 227,323 bed nights; 1,918 bed nights were provided through hotel/motel vouchers, and the remaining 227,405 shelter bed nights were provided through the City's various shelter programs. Approximately 622 persons were served throughout the City on a given night during FY 2000–01.

The 2000 Consolidated Plan identified 647 transitional beds/units in the City of Oakland, most of which are targeted for specific homeless sub-populations. Advocates for the homeless in Oakland recommend stays of between four and twenty-four months in transitional housing to encourage self-sufficiency and break the cycle of homelessness. Beneficial services provided to those in transitional housing include job training, financial planning, and drug and alcohol counseling.

In addition, other organizations provide assisted living in permanent housing at sites scattered throughout the City. These include the Ark of Refuge/Walker House and the Peter Babcock House, both of which serve homeless people with AIDS and HIV. There are also programs designed specifically for people with mental disabilities, alcohol or drug abuse problems, and for victims of domestic violence.

Eleven information and referral providers in Oakland offer a broad range of services to the homeless population, including food, clothing, employment, health services, and crisis assistance. Outreach programs advertise 24-hour hotlines explaining where, when, and how to obtain these specific services. Moreover, homeless prevention programs have become increasingly important in providing legal consulting, eviction defense, emergency financial assistance, mediation between property owners and tenants, and other educational assistance to prevent homelessness.

Large Households

The U.S. Department of Housing (HUD) defines a large household or family as one with five or more members. Large households typically require units with more bedrooms. In general, housing for these households should provide safe outdoor play areas for children and have convenient access to schools and child-care facilities. These types of needs can pose problems, particularly for large families that cannot afford to buy or rent single-family houses, because apartments and condominium units are most often developed for smaller households and may not provide adequate outdoor spaces for children. When housing prices rise faster than incomes and when the number of larger housing units with three or more bedrooms is limited, large families are often forced to live in overcrowded conditions.

The Consolidated Plan acknowledged the difficulty that large families face when trying to find suitable accommodations, particularly if they are low-income renters. According to the Plan, there is a correlation between the number of large, low-income families, the shortage of low-cost rental housing with three or more bedrooms, and the incidence of overcrowding and overpayment. Large, low-income renter families at all income levels face a higher percentage of housing problems than other households of similar income.

At the time of the 2000 Census, Oakland was home to 11,365 renter and 8,526 owner households with five or more persons, for 19,891 large family households. In comparison to 1990, there has been an increase in the number of large households among both renters and owner-occupants.

Table 3-38 compares the number of large families in 1990 and 2000.

Table 3-38
Number of Large Households in Oakland (1990 and 2000)

Large Households	1990		2000	
	Number	Percent Total Households	Number	Percent Total Households
Owner-Occupied 5-or-More Person Households	7,163	11.9%	8,526	13.6%
Renter-Occupied 5-or-More Person Households	9,966	11.8%	11,365	12.9%
Total 5-or-More Person Households	17,129	11.9%	19,891	13.2%

Sources: 1990 and 2000 Census.

As noted earlier and in Table 3-30, overcrowding rates are especially severe for large families, regardless of income. This is due to an acute shortage of housing units with four or more bedrooms, especially rental units. The 2000 Census identified 11,365 renter households with five or more persons, but only 2,341 rental units with four or more bedrooms. Despite the fact that there is a much better relationship between the number of large homeowner families and large owner-occupied units, overcrowding rates are still very high for lower income large families, which suggests that more affluent families are able to occupy homes larger than they might need, while low and moderate income large families can achieve homeownership only by buying units smaller than what they might need. Table 3-39 compares the number of housing units by tenure and number of bedrooms in 2000.

Table 3-39
Housing Units by Tenure and Number of Bedrooms (2000)

Number of Bedrooms	Tenure		Total
	Owner-Occupied	Renter-Occupied	
Studios	1,426	16,972	18,398
One-bedroom	6,015	34,842	40,857
Two-bedrooms	21,140	24,887	46,027
Three-bedrooms	22,785	9,263	32,048
Four-bedrooms	8,647	1,763	10,410
Five-or-more-bedrooms	2,469	578	3,047
Total Units	62,482	88,305	150,787
Number of units with four or more bedrooms	11,116	2,341	13,457
Percent of total units with four or more bedrooms	17%	3%	9%

Source: 2000 Census.

Farmworkers

Few migratory farmworkers are housed, even seasonally, within Oakland. Oakland is too far from significant agricultural areas to serve as a residential base for such workers who, by the nature of their employment, tend to live in close proximity to their jobs. According to the 2000 Census Supplemental Survey, less than one percent of the City's residents were employed in farming, fishing, and forestry occupations in 2000. Many of these residents were not employed as field workers. Therefore, the likely need for farmworker housing in Oakland is insignificant.

H. ASSISTED RENTAL HOUSING

There is a substantial amount of subsidized housing in the City of Oakland. Most of this housing is privately owned and was developed under various federal, state, and City of Oakland funding programs. Although these units are located throughout the City, there is a higher concentration in East and West Oakland and near the Downtown area.

There are 7,009 privately owned, publicly subsidized rental housing units in over 110 developments in Oakland. Of these units, 150 are designated for persons with disabilities and/or HIV/AIDS, 2,274 for families, and 3,747 for seniors. Another 742 privately owned subsidized rental units are in residential hotels and 96 are transitional housing units for homeless individuals and families.

In addition to these private units, the Oakland Housing Authority (OHA) owns and operates public housing units and administers the Section 8 Certificate and Voucher Programs.[10] As of February 2002, OHA owned and operated 3,307 units of public housing at 267 sites throughout the City. There were 2,894 occupied public housing units (Some units are vacant or are being reconstructed because OHA has received federal funding under the HOPE VI program to demolish and rebuild three of its larger developments, Chestnut Court, Westwood Gardens, and Coliseum Gardens. OHA plans to replace all of the public housing units in these developments and to add additional affordable rental and homeownership units). OHA also provided 9,582 Section 8 Certificates and Vouchers as of February 2002. Thus, the total number of households that received rental assistance or lived in apartments with subsidized rents was 19,601 in early 2002.

A sizeable number of senior households benefited from this assistance. Combining the number of seniors receiving assistance from OHA with the number of senior households living in privately owned, subsidized apartments, a total of 7,124 senior households received housing assistance. This represents 36.4 percent of all households helped by these programs.

There are several differences between the housing assistance provided by OHA and that provided by privately owned subsidized apartments. These include the following:

> Size of units provided – About 56 percent of the public housing units contain three or more bedrooms, and 40 percent of Section 8 certificates and vouchers are used by recipients to rent units with three or more bedrooms. In comparison, only 691 units, or about 10 percent of the total private inventory, contain three or more bedrooms. Instead, 78 percent of the privately owned units (or 5,529 units) consisted of SRO, studio, and one-bedroom units.[11]

[10] Appendix B provides a detailed list of these subsidized projects.
[11] Many of the privately-owned assisted units are in senior housing developments, which typically have only studio and one-bedroom units.

Amount of subsidy provided – The Section 8 and conventional public housing programs provide deep subsidies to residents since these programs require that residents pay only 30 percent of their incomes for rent. In comparison, rents in the privately assisted rental housing developments are set by formula that is independent of the income of individual tenants. Unless residents who live in the privately assisted rental housing also receive Section 8 certificates and vouchers or initial financing of a project facilitated lower rents, tenants in these properties could pay rents that exceed 30 percent of household income.

Table 3-40 provides information on privately owned subsidized rental units, and Table 3-41 provides information on occupied public housing units and housing vouchers in Oakland.

Table 3-40
Privately-Owned Assisted Housing Units, City of Oakland (2002)

	Total Units	Subsidized Units	Size of Subsidized Rental Units						Senior Units	Accessible Units
			SRO	Studio	1 BR	2 BR	3 BR	4+ BR		
Private Assisted Rental Housing Units										
Apartments for Persons with Disabilities/Special Needs	153	150	17	33	75	8	--	--	--	80
Apartments for Families	2,352	2,274	--	147	695	744	561	127	38	65
Residential Hotels	761	742	717	17	5	3	--	--	--	94
Apartments for Seniors	3,763	3,747	144	1,403	2,197	1	--	--	3,702	908
Transitional Housing	96	96	71	2	6	14	2	1	--	7
Total Assisted Rental Units[1]	7,125	7,009	949	1,602	2,978	770	563	128	3,740	1,154
Total Assisted For-Sale Units	390	390	--	--	--	--	--	--	--	--
Total Rental and For-Sale Units	7,515	7,399	--	--	--	--	--	--	--	--

Sources: City of Oakland and Vernazza Wolfe Associates, Inc.

[1]Since there is some missing information in this table regarding number of bedrooms and target groups and because there is some overlap (accessible units can also be senior units), the columns to the right of the total number of rental units do not equal the total number of units.

Note: Does not include households assisted with first-time homebuyer assistance to purchase existing homes.

Table 3-41
Occupied Public Housing Units and Housing Vouchers, Oakland

	Total	Elderly	Disabled	Large Households
Occupied Public Housing Units	2,894	600	520	1,629
Section 8 Recipients	9,582	2,784	2,498	3,860
Total Households Receiving Assistance	12,476	3,384	3,018	5,489
Public Housing Waiting List	666	NA	NA	138

Sources: Oakland Housing Authority and Vernazza Wolfe Associates, Inc.

The maps on the following pages show the location and distribution of privately-owned subsidized housing (nonprofit and for-profit) and public housing (owned and managed by the Oakland Housing Authority). These maps show that assisted housing is well dispersed throughout the flatland areas of the City – where most rental housing is located – and particularly along major corridors and other areas well-served by public transportation.

Figure 3-8
Assisted Housing in North, West and Downtown Oakland, 2003

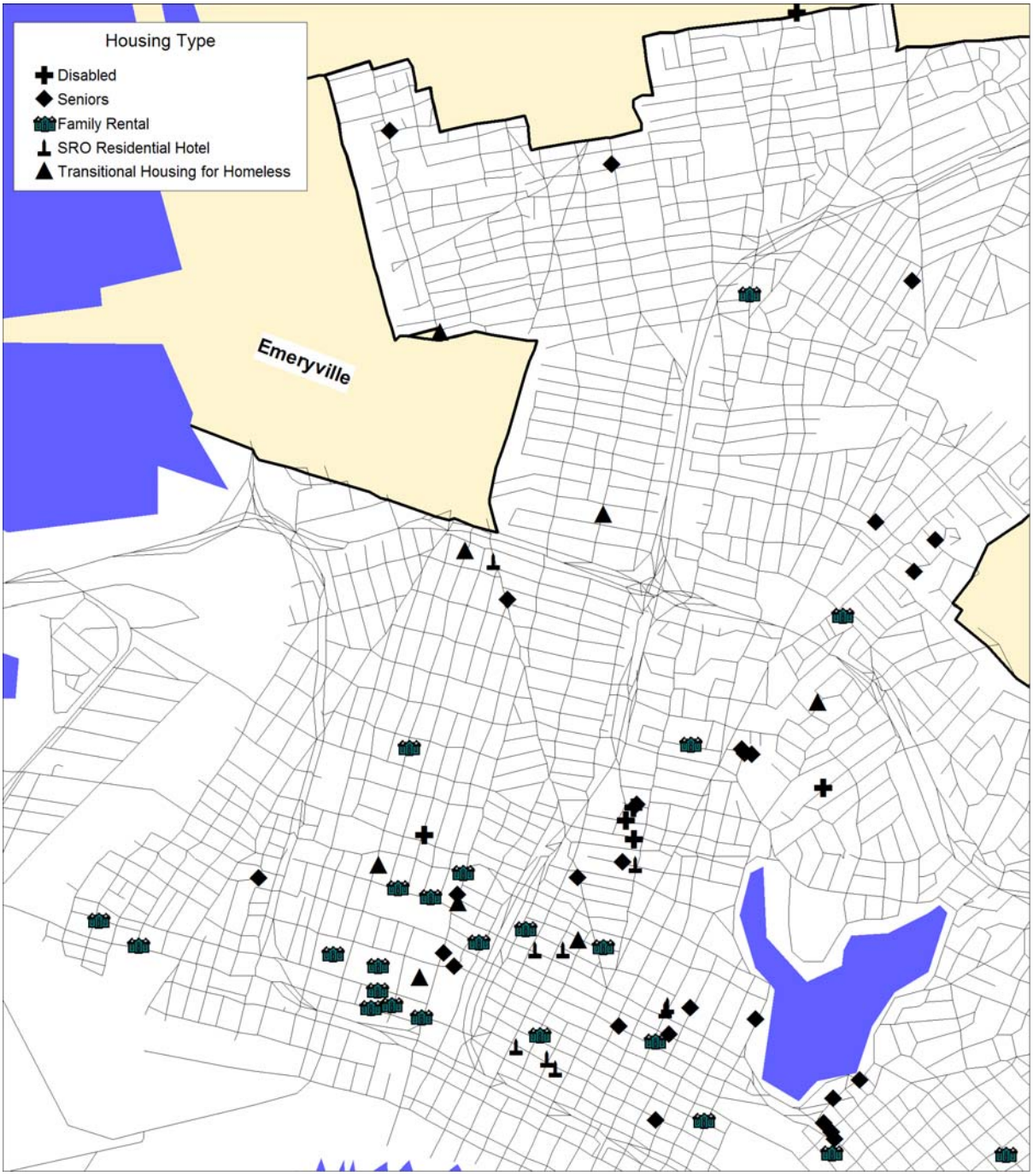


Figure 3-9
Assisted Housing in East Oakland, 2003

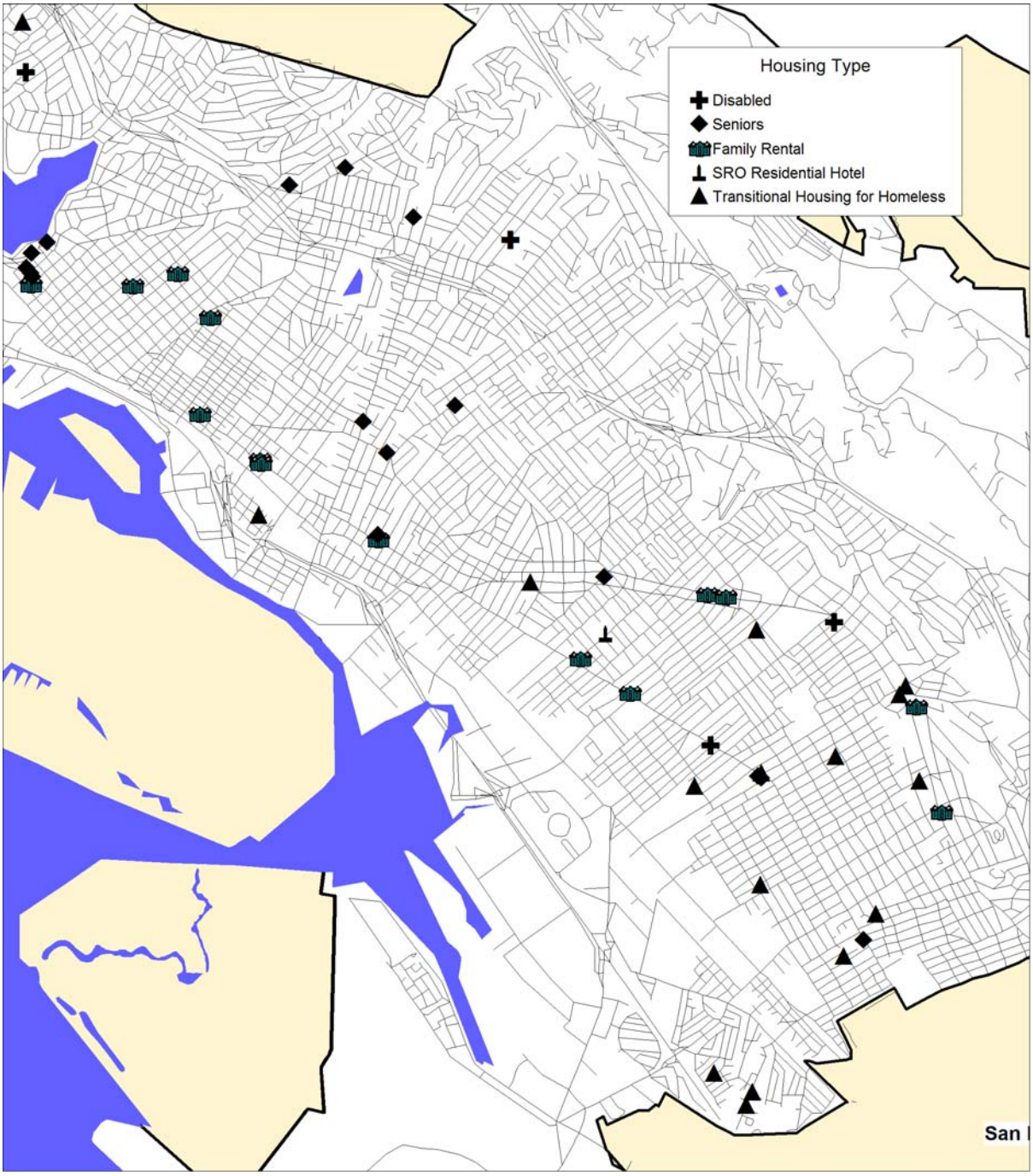


Figure 3-10
Public Housing in North, West and Downtown Oakland, 2003

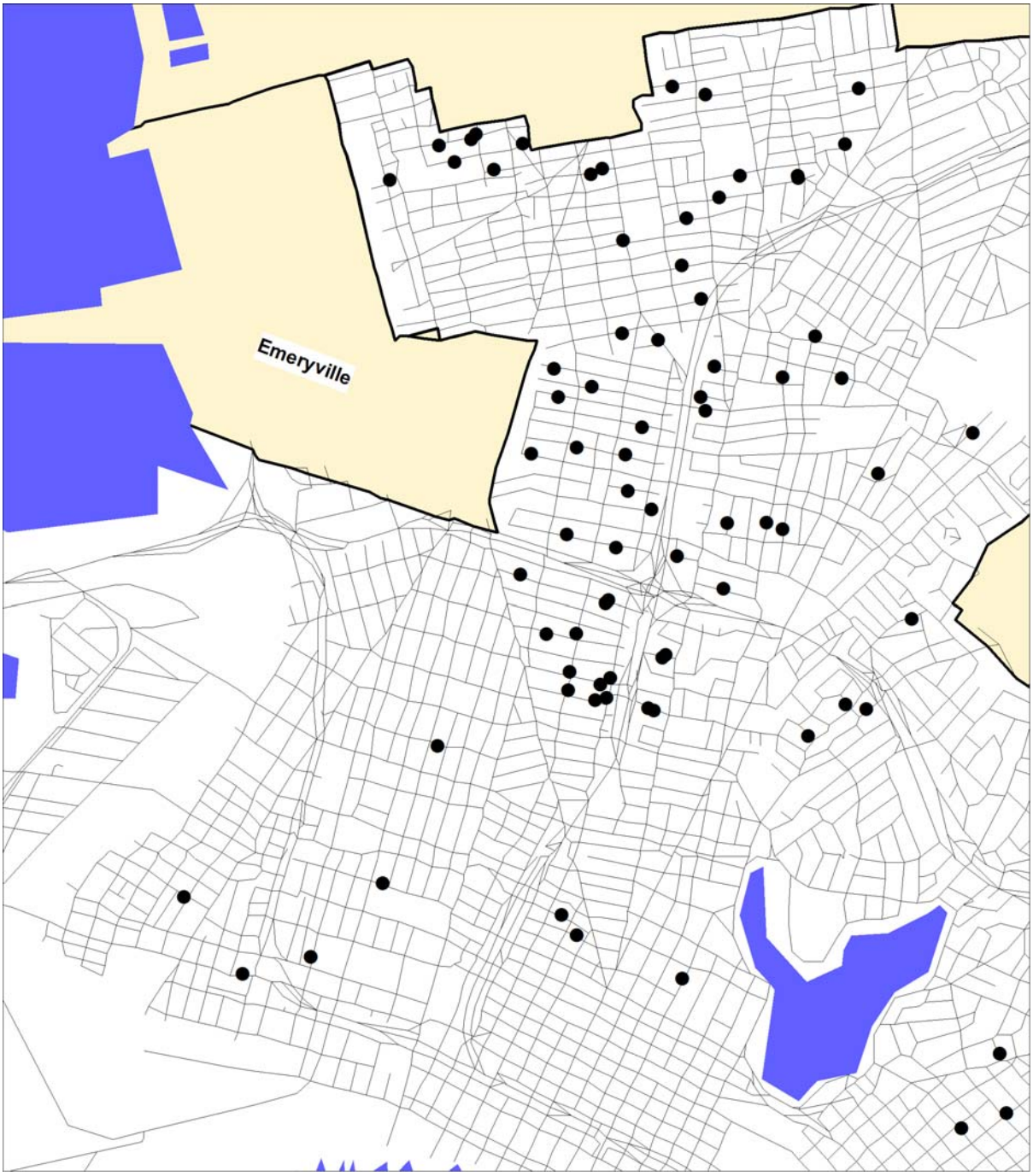
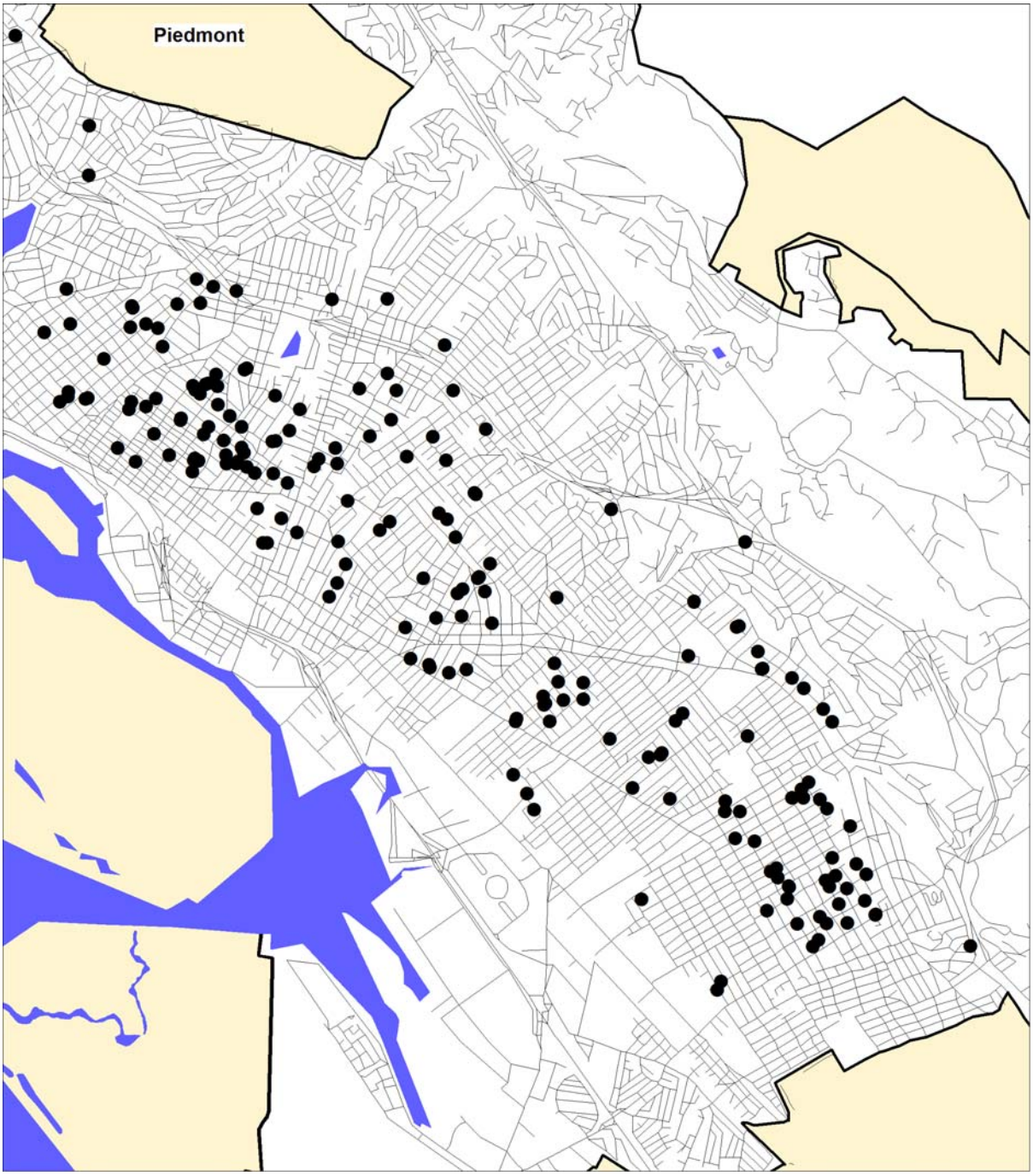


Figure 3-11
Public Housing in East Oakland, 2003



I. ANALYSIS OF ASSISTED, AT-RISK HOUSING PROJECTS

In 1989, the California Government Code was amended to include a requirement that localities identify and develop a program in their housing elements for the preservation of assisted, affordable multifamily units. Subsequent amendments have clarified the scope of the analysis to include units developed pursuant to inclusionary housing and density bonus programs. In the preservation analysis, localities are required to provide an inventory of assisted, affordable units that are eligible to convert within ten years. As part of the analysis, an estimation of the cost of preserving and replacing the units is to be included, as well as programs designed to preserve the affordable units.

Assisted Rental Housing Eligible for Conversion

Over the past several decades, hundreds of thousands of affordable rental housing units have been constructed in California with the assistance of federal, state, and local funding (loans or grants) that restricted rents and occupancy of units to low-income households for specified periods. Once these restrictions expire, a property owner may charge market rents. Low-income occupants are often displaced when rents rise to market levels. The City of Oakland has already lost 120 affordable rental units in three projects: Garden Manor Square (71 units), Park Villa (44 units), and the Smith Apartments (five units).

The Housing Element must identify any such publicly assisted rental units eligible for conversion, and include a program to address their preservation, if possible. The California Housing Partnership Corporation (CHPC), a non-profit organization, assists cities in tracking at-risk units by providing lists of at-risk units. The City has supplemented this information with its own study that included interviews with managers and owners of all at-risk projects.

Since projects developed in Oakland that used local funds have extended affordability restrictions, only federally assisted rental housing units are at-risk of conversion to market rate units in the period 1999–2011. There are 4,319 privately owned, federally-subsidized affordable housing units (in 45 properties) in the City of Oakland. Of these 45 properties, 34 (approximately 75 percent) are owned by non-profit organizations, with the remaining 11 owned by for-profit companies or limited partnerships. This proportion of non-profit organizations is very high compared to the State of California as a whole, in which only one-third of subsidized housing is non-profit-owned. This high proportion reduces the number of at-risk units, since non-profit organizations often have little interest in converting to market rate. However, many of these non-profit projects will require significant repair and renovations over the next few years.

Of the 4,319 units listed in Table 3-40, 3,668 units (in 38 projects) have Section 8 contracts that expire between 2002 and 2011. The majority of the owners or managers of these properties were contacted in summer 2001, with some follow-up calls in spring 2002. The majority of owners stated that they had already renewed their subsidy contract or intended to renew in the future.

However, there are seven projects, consisting of 753 units, which are at immediate risk of conversion by 2006, and two additional projects (166 units) that are at-risk by 2011. Table 3-41 lists these properties. According to the CHPC report, the subsidies on the Lake Merritt Apartments expire in 2002, Hotel Oakland, Lakemount (Lakeside) Apartments, Park Village, and Southlake Tower expire in 2004, the S&S Apartments in 2005, and St. Mark's Apartments in 2006. Although the Hotel Oakland has a contract that expires in 2004, it is not considered to be at risk, as the owners have

stated that they do not intend to terminate their contract. Finally, six of the seven at-risk projects are senior rentals.[12]

By 2011, Baywood Apartments and Oak Village will be eligible for contract termination as well. Combined, the conversion of these nine properties could reduce the affordable housing stock by 919 units over the next ten years, if no projects were preserved.

Preserving at-risk units includes the costs to acquire the property, rehabilitate the property, and extend affordability on the units. The cost of preserving the assisted units is estimated to be significantly less than the cost required to replace the units through new construction. Table 3-42 presents the estimated costs to preserve and/or replace units located in five projects. These costs are based on recent development and land acquisition cost estimates provided to the City of Oakland in winter 2002 for three senior projects. Costs are assumed to be comparable, since the three proposed projects and the at-risk projects primarily consist of one-bedroom senior apartments. The total cost of preserving all five projects is estimated at approximately $38.5 million, and the total cost to replace these units is estimated at approximately $85.5 million.

Table 3-42 and Table 3-43 list subsidized rental housing properties potentially at-risk of conversion to market rate housing. Table 3-44 lists the estimated costs of acquiring or replacing these rental units.

[12] There is no information available on whether the S&S Apartments are for seniors or for families.

Table 3-42
Federally-Subsidized Rental Units and Date of Expiration of Use Restrictions

(Shaded Projects Due to Expire After 2011)

Project Name	Address	Subsidized Units[1]	Ownership	Subsidy/Insurance Program	Expiration Date
Allen Temple Arms I	8135 International Blvd.	75	Nonprofit	Section 8 (New Const)/CHFA	2011
Allen Temple Arms II	1388 81st Avenue	51	Nonprofit	Section 8 (New Const)/202	2007
Apollo Housing	1065 8th Street	231	Lim. Dividend	Section 8 (Existing)/236(j)(1)	2020
Baywood Apartments	225 41st Street	77	For Profit	Section 8 (New Const)/CHFA	2011
Beth Asher	3649 Diamond Avenue	49	Nonprofit	Section 8 (LMSA)/236(j)(1)/202	2004
Beth Eden Housing	1100 Market Street	54	Nonprofit	Section 8 (LMSA)/236(j)(1)	2002
Casa De Las Flores	3430 Foothill Blvd.	20	Nonprofit	Section 8 (LMSA)/236(j)(1)	2002
Coolidge Court	3800 Coolidge Avenue	18	Nonprofit	Section 8 (PRAC)/811	2018
E. E. Cleveland Manor	2611 Alvingroom Court	53	Nonprofit	Section 8 (New Const)/202	2010
East Bay Transitional Homes	2787 79th Street	12	Nonprofit	Section 8 (New Const)/202	2005
Eldridge Gonaway Apartments	275 East 12th Street	39	Nonprofit	Section 8 (New Const)/CHFA	2012
Homes Now in the Community	1800 Linden Street	10	Nonprofit	Section 8 (New Const)/202	2003
Hotel Oakland	270 13th Street	314	For-Profit	Section 8 (Sub. Rehab)/221(d)(4)	2004
J. L. Richard Terrace	250 East 12th Street	80	Nonprofit	Section 8 (New Const)/202	2008
Keller Plaza	5321 Telegraph Avenue	168	Nonprofit	Section 8 (LMSA)/236(j)(1)	2002
Lake Merritt Apartments	1417 First Avenue	54	For-Profit	Section 8 (New Const)/221(d)(4)	2002
Lakemount Apartments	136 East 12th Street	66	For-Profit	Section 8 (LMSA)/221(d)(3)	2004
Las Bougainvilleas	1223 37th Avenue	67	Nonprofit	Section 8 (PRAC)/202	2018
Linda Glen	32 Linda Avenue	40	Nonprofit	Section 8 (LMSA)/236(j)(1)	2005

Table 3-42
Federally-Subsidized Rental Units and Date of Expiration of Use Restrictions

(Shaded Projects Due to Expire After 2011)

Project Name	Address	Subsidized Units[1]	Ownership	Subsidy/Insurance Program	Expiration Date
Lottie Johnson Apartments	970 14th Street	25	Nonprofit	Section 8 (LMSA)/236(j)(1)	2002
Marlon Riggs Apartments	269 Vernon Street	12	Nonprofit	Section 8 (PRAC)/811	2022
MOHR I Housing	720 Union Street	125	Nonprofit	Section 8 (LMSA)/236(j)(1)	2002
Noble Tower	1515 Lakeside Drive	195	For-Profit	Section 8 (New Const)/CHFA	2022
Northgate Terrace	550 24th Street	162	Nonprofit	Section 8 (LMSA)/221(d)(3)	2005
Oak Center I	1515 Market Street	78	Nonprofit	Section 8 (LMSA)/202	2002
Oak Center I	1515 Market Street	78	Nonprofit	Section 8 (LMSA)/202	2002
Oak Center Homes	850 18th Street	89	Lim. Dividend	Section 8 (New Const)/CHFA	2012
Oak Center Towers	1515 Market Street	195	Nonprofit	Section 8 (LMSA)/236(j)(1)	2003
Oak Village	780 13th Street	117	For-Profit		2011
Otterbein Manor	5375 Manila Avenue	38	Nonprofit	Section 8 (LMSA)/236(j)(1)	2002
Park Village	3761 Park Blvd Way	84	For-Profit	Section 8 (New Const)	2004
Posada de Colores	2221 Fruitvale Avenue	100	Nonprofit	Section 8 (New Const)/202	2002
Providence House	540 23rd Street	40	Nonprofit	Section 8 (New Const)/202	2011
Rose of Sharon	1600 Lakeshore Ave	88	Nonprofit	Section 8 (LMSA)/236(j)(1)	2002
S & S Apartments	2235 Inyo Avenue	5	For-Profit	Section 8 (Existing)	2005
Satellite Central	540 21st Street	344	Nonprofit	Section 8 (LMSA)/236(j)(1)	2002
Sister Thea Bowman	6400 San Pablo Avenue	55	Nonprofit	Section 8 (New Const)/202	2010
Sojourner Truth Manor	5815 MLK Way	87	Nonprofit	Section 8 (LMSA)/236(j)(1)	2002
Southlake Tower	1501 Alice Street	130	Nonprofit	Section 8 (New Const)/221(d)(4)	2004

Table 3-42
Federally-Subsidized Rental Units and Date of Expiration of Use Restrictions

(Shaded Projects Due to Expire After 2011)

Project Name	Address	Subsidized Units[1]	Ownership	Subsidy/Insurance Program	Expiration Date
St. Andrew's Manor	3250 San Pablo Avenue	59	Nonprofit	Section 8 (LMSA)/236(j)(1)	2002
St. Mark's Apartments	394 12th Street	100	For-Profit	Sec. 8 (Sub. Rehab)/221(d)(4)	2006
St. Mary's Gardens	801 10th Street	100	Nonprofit	Section 8 (New Const)/CHFA	2009
St. Patrick's Terrace	1212 Center Street	65	Nonprofit	Section 8 (LMSA)/236(j)(1)	2002
Valdez Plaza	280 28th Street	150	Nonprofit	Section 8 (Sub. Rehab)/202	2002
Westlake Christian Terrace	251 28th Street	198	Nonprofit	Section 8 (LMSA)/202	2002
Westlake Christian Terrace II	275 28th Street	200	Nonprofit	Section 8 (LMSA)/202	2004
Total		4,319			

Sources: California Housing Partnership Corporation, City of Oakland, and Vernazza Wolfe Associates, Inc.

[1]All project units are listed in this column. However, not all units in a project have Section 8 Contracts.

Table 3-43
At-Risk Housing in Oakland

Project Name	Units	Details
At-Risk (2002–2006)	753	
Hotel Oakland	314	Eligible for termination in 2004, but owners have no intent to terminate. This project is considered to be at low risk.
Lake Merritt Apartments	54	Due to expire in 2002. Preservation pending.
Lakemount (Lakeside) Apartments	66	Expressed intention to terminate. Expires 2004.
Park Village	84	Prepaid mortgage; Section 8 contract expires 2004.
S & S Apartments	5	No contact from owner, expires 2005
St. Mark's Apartments	100	Expires 2006. Owner has indicated that his decision to extend affordability on the project depends on the availability and amount of Section 8 subsidies.
Southlake Tower	130	Due to expire in 2004. Preservation pending.
At Risk (2006–2011)	166	
Baywood Apartments	49	For-profit owner, contract expires 2011
Oak Village	117	For-profit owner, contract expires 2011
Preserved	371	
Keller Plaza	168	Preserved.
Mohr I	125	Preserved.
Oak Center I	78	Preserved.
Projects that have terminated contracts to date	120	
Garden Manor	71	Opted out July 2000
Park Villa	44	Opted out June 2001
Smith Apartments	5	Opted out May 1999

Sources: City of Oakland, California Housing Partnership Corporation, and Vernazza Wolfe Associates, Inc.

Table 3-44
Cost to Preserve and Replace At-Risk Housing in Oakland

Project	Units	Per Unit Cost	Total
Preservation Costs			
Lake Merritt Apartments	55	$132,801[1]	$7,304,055
Lakemount Apartments	66	$88,472	$5,839,179
Park Village	84	$ 88,472	$7,431,682
St. Marks Apartments	100	$ 88,472	$8,847,241
Southlake Tower	130	$69,718[1]	$9,063,340
Total Cost to Preserve Units	435	--	$38,485,497
Replacement Costs			
Lake Merritt Apartments	55	$196,451	$10,804,805
Lakemount Apartments	66	$196,451	$12,965,766
Park Village	84	$196,451	$16,501,884
St. Marks Apartments	100	$196,451	$19,645,100
Southlake Tower	130	$196,451	$25,538,630
Total Costs to Replace Units	435	--	$85,456,185

Sources: City of Oakland, and Vernazza Wolfe Associates, Inc

[1]Actual costs.
[2]Based on the weighted average of two preservation projects, Lake Merritt Apartments and Southlake Towers.
[3]Based on actual land and development costs for recent projects. Since Lake Merritt Apartments is one of the at-risk projects.

Entities with Capacity to Preserve Assisted Housing

There are several non-profit organizations that have the financial capacity to own and manage rental housing. Table 3-45 lists the organizations active in Alameda County that have expressed an interest in being notified of the availability of assisted at-risk rental housing for the purpose of acquiring the units to continue affordability.

Resources for Preservation of Assisted Housing

There are a number of resources available to finance the acquisition and preservation of existing affordable housing. The most important is HUD's willingness to renew and extend Section 8 contracts. The State of California's Department of Housing and Community Development has programs available to finance the acquisition of at-risk projects, and the California Housing Finance Agency has also provided bond financing coupled with low income housing tax credits. The City and Redevelopment Agency make funds available for preservation projects through the annual Notice of Funding Availability used to fund affordable housing development, and preservation projects received special points in that competition.

Table 3-45
Non-Profit Housing Organizations Interested in Acquiring At-Risk Rental Housing

Organization	Address	City
Affordable Housing Associates	1250 Addison St., Suite G	Berkeley
Asian Neighborhood Design	461 Bush Street 4th Floor	San Francisco
Bay Area Community Services	P.O. Box 2269	Alameda
BRIDGE Housing Corporation	One Hawthorne, Suite 400	San Francisco
C. Sandidge and Associates	143 Scotts Valley	Hercules
Christian Church Homes of Northern CA, Inc.	303 Hegenberger Road, Suite 201	Oakland
Community and Economic Development Agency	250 Frank H. Ogawa Plaza, Suite 5313	Oakland
Community Development Corporation of Oakland	5636 Shattuck Avenue	Oakland
Community Home Builders Association	675 North First Street, Suite 620	San Jose
Community Housing Developer, Inc.	255 N. Market Street, Suite 290	San Jose
East Bay Asian Local Development Corp.	310 Eighth Street, Suite 200	Oakland
Eden Housing, Inc.	409 Jackson Street	Hayward
Foundation for Affordable Housing, Inc.	2847 Story Rd.	San Jose
Housing Authority of City of Alameda	701 Atlantic Avenue	Alameda
Housing Authority of County of Alameda	22941 Atherton Street	Hayward
Housing Corporation of America	31423 Coast Highway, Suite 7100	Laguna Beach
Livermore Housing Authority	3203 Leahy Way	Livermore
Nehemiah Progressive Housing Development Corporation	1851 Heritage Lane, Suite 201	Sacramento
O.P.E.N. Inc.	P.O. Box 43034	Oakland
Oakland Community Housing, Inc.	405 14th Street, Suite 40	Oakland
Resources for Community Development	2131 University Ave., Suite 224	Berkeley
Satellite Senior Homes	2526 Martin Luther King Jr. Way	Berkeley

Source: California Department of Housing and Community Development, 2002.

J. POPULATION AND EMPLOYMENT TRENDS

Population Trends

Between 1990 and 2000, Oakland's population increased by seven percent, from 372,242 to 399,484. The California Department of Finance estimated the City's population at 408,807 as of January 2002. Population growth and the resulting occupancy changes in Oakland over the past decade have occurred and have been affected by:

- The loss of nearly three thousand dwelling units in the Oakland hills that were destroyed by wildfire in 1991. The number of housing units in the City did not reach the pre-fire level until early 1999.

- A decline in the percentage of vacant housing units, from about six percent in 1990 to less than three percent in 2002.

- An increase in the pace of new housing construction since the late 1990s. The number of housing units in Oakland increased by over 3,200 dwelling units between 1999 and 2002.

- An increase in employment opportunities (at least through 2001).

An increase in the average household size. Countywide trends reported by the Department of Finance suggest that population growth due to natural increase was a greater factor in the early 1990s than the late 1990s. Although the number of family households increased in Oakland between 1990 and 2000, the percent of all households composed of families declined. During this same time period, overcrowding increased. It is possible that larger household sizes are partly due to overcrowding of unrelated individuals and smaller families living together rather than larger family sizes.

Table 3-46 compares population growth in Oakland, Alameda County, and State of California between 1990 and 2000, and recent estimates released by the State of California, Department of Finance. Oakland's population growth at seven percent was about half the countywide 14 percent and statewide 13 percent rates during the prior decade. Growth rates over the past two years reflect an annual growth rate for the City of Oakland from 2001 to 2002 at 1.3 percent, while Alameda County and State of California growth is estimated at 1.6 percent and 1.9 percent respectively.

Table 3-46
Oakland Population Growth

	1990	2000	1990–2000 Percent Change	Jan. 1 2002	Jan. 1 2002	2001–2002 Percent Change
City	372,242	399,484	7%	403,500	408,500	1.3%
County	1,279,182	1,443,741	13%	1,462,900	1,486,600	1.6%
State	29,760,021	33,871,648	14%	34,385,000	35,037,000	1.9%

Sources: 1990 and 2000 Census. 2001 and 2002 data from Demographics Research Unit of the California Department of Finance.

Table 3-47 compares past population growth and projected population growth through 2020 according to the Association of Bay Area Governments (ABAG). According to projections, the City of Oakland is expected to reach a population of more than 440,000 by 2020. For Oakland, ABAG projected a six percent population growth rate between 2000 and 2010 and a four percent increase between 2010 and 2020. The ABAG population growth projection for Alameda County is ten percent between 2000 and 2010 and five percent between 2010 and 2020. Household growth is projected to be slightly less than population growth due to an increase in the average household size.

Table 3-47
City and County Actual and Projected Population Growth
1990 - 2020

Jurisdiction	1990[1]	2000[1]	2010[2]	2020[2]
Population				
Oakland	372,242	399,484	423,200	440,000
Alameda County	1,279,182	1,443,741	1,588,900	1,669,400
State of California	29,760,021	33,871,648	--	--
Households				
Oakland	144,521	150,790	156,610	165,010
Alameda County	479,518	523,366	562,010	595,400
State of California	10,381,206	11,502,870	--	--
Persons per Household				
Oakland	2.52	2.20	2.76	2.74
Alameda County	2.59	2.70	2.77	2.75
State of California	2.87	2.87	--	--

Sources: 1990 and 2000 Census.

[1]1990 and 2000 Census data.
[2]Association of Bay Area Governments, *Projections 2002.*

Employment Trends

According to the City's Consolidated Plan, Oakland has, historically, been a worker's town. In contrast to San Francisco's employment that is based on services, corporate offices, technology, and visitor-serving industries, Oakland has always been in the business of making things and moving them across the nation by rail and truck, and across the Pacific by ship. Between the 1950s and 1990s, a number of trends have combined to reduce employment and economic opportunities for Oakland's residents. As in many other cities, Oakland has undergone a post-industrial transformation from a manufacturing to a service-oriented economy and now must adjust again to take advantage of the new industrial/technical-based economy (software/multimedia, telecommunications, bioscience/biotechnology, etc). While Alameda and Contra Costa Counties (the East Bay) have seen dramatic growth in housing, businesses, and employment over the past twenty-five years, Oakland has not enjoyed the same level of growth until recently.

Although the adjacent communities of Berkeley, Emeryville, and San Leandro have successfully made the transition from manufacturing to distribution, bioscience, information sectors, and retailing as keystones of their local economies, Oakland has not. Consequently, the large decline in manufacturing jobs in Oakland, more than 37,000 in the decade of the 1980s, has not been offset by increases in other employment sectors. Oakland residents have shifted out of highly capitalized blue-collar manufacturing into low wage jobs, or into unemployment. The decline in Oakland-based

employment has been compounded by the changing characteristics of blue-collar jobs and increased distance to the newer work centers of the Bay Area, and by the emerging communities in the Sacramento Valley. This has been a particular problem in the poorest areas of the City for those workers with the most limited skills and limited access to transportation.

Military base closures have further contributed to Oakland's employment problems. The San Francisco Bay area has experienced more job losses from military base closure than any other area of the country. According to the U.S. Census Bureau, federal employment declined in the Bay Area by nearly 37,000 jobs between 1990 and 2000. In addition to these government jobs, many private jobs were also lost in defense and government services related industries. Moreover, these jobs represented a high proportion of the few remaining well-paid blue-collar jobs in the region. Job losses among Oakland residents alone is projected at 1,810 direct civilian and 2,820 military jobs held by Oakland residents, as well as around 4,000 indirect and induced resident jobs and up to $140 million in economic loss, both payroll and procurement. On the other hand, studies have shown that base conversion, properly handled, can be a net job producer. While there are many federally sponsored and locally based conversion efforts underway, major economic reuse has not yet taken place.

The former Oakland Army Base is being used by industrial users on an interim lease basis and the Port of Oakland will be expanding its operations on a major portion of the Base. Negotiations are also underway with a master developer to develop long-term plans. The former Oak Knoll Naval Hospital presents another opportunity for re-use and long-term employment gains. With retraining, re-schooling, and new industries, the long-term effect of the conversion of these properties can be positive. The short-term economic impact on Oakland, however, has been severe. Issues of environmental remediation, rehabilitation, or demolition of seismically unsafe structures and multi-layered regulatory processes are being affirmatively addressed at the federal, state and local levels to facilitate effective re-use.

West Oakland, the City's poorest district has been especially hard hit by the loss of employment opportunities. The poverty and unemployment rates in many parts of West Oakland are more than twice that citywide and about 30 percent overall, compared to 19 percent citywide. Community development experts regard West Oakland as a potential prime location for commercial development, pointing to its accessibility to mass transit and proximity to downtown San Francisco. The collapse of the Cypress section of the Nimitz Freeway during the 1989 Loma Prieta earthquake helped to ignite a resurgence of community activism. After the earthquake, West Oakland residents convinced the State to re-route a future freeway along the Southern Pacific railroad tracks and away from residences. The new freeway alignment has resulted in new potential economic development sites, located near the former Oakland Army Base. This increase in available commercial and industrial space in an area with excellent access to San Francisco and the East Bay offers a high potential for economic development and job development. A large part of West Oakland is also included in the State Enterprise Zone. This Zone offers benefits for Zone area employers and employees. The City of Oakland has made the development and re-use of the West Oakland area a high priority.

Area Employment Profile

According to the 2000 Census, 39 percent of Oakland residents held management, professional, and related jobs. Over half of City residents worked in service-related public and private industries. Table 3-48 summarizes the occupations and industries in which Oakland residents were employed in 2000.

Table 3-48
Occupations and Industries of Oakland Residents (2000)

Occupation	Percent
Management and related occupations	39%
Service	16%
Sales and office	25%
Construction extraction and maintenance	7%
Production, transportation, and moving	12%
Industry	
Construction	6%
Manufacturing	9%
Retail and wholesale	13%
Transportation, warehousing, and utilities	6%
Information	5%
Finance, insurance, real estate	7%
Professional scientific management and administrative	15%
Education, health, and social services	21%
Arts, entertainment, recreation, accommodation, and food services	8%
Other services	6%
Public administration	5%

Source: 2000 Census.

Note: Percentages may not equal 100 due to rounding.

According to the City's Community and Economic Development Agency, most of the largest employers are governmental agencies, health care service firms, and other corporate service firms. One measure of the change in Oakland's economy since the 1950s is that few of the top 50 employers are manufacturing firms. The 2000 Census counted 174,743 employed residents in Oakland, about 92 percent of the civilian labor force of 190,666, or 1.2 workers per Oakland household. The California Employment Development Department (EDD) reported 183,380 jobs in Oakland and a nearly ten percent unemployment rate as of January 2002. The Census and EDD data indicate that unemployment in Oakland is more than a function of job opportunities in the City in relation to the number of individuals in the labor force. The Association of Bay Area Government's (ABAG) *Projections 2000* estimated that Oakland had 193,950 jobs in 2000, a higher figure than the EDD estimate for January 2002. Table 3-49 shows the largest Oakland employers with more than 1,000 employees.

Table 3-49
Largest Oakland Employers (more than 1,000 employees)

Employers
Alameda County
Bay Area Rapid Transit
Children's Hospital
City of Oakland
East Bay Municipal Utility District
Federal Express
Kaiser Permanente
Oakland Unified School District
Southwest Airlines
Summit Medical Center
United Airlines
United Parcel Service

Source: City of Oakland, 2003.

Employment Trends and Projections

Job opportunities have declined in the past year and unemployment among Oakland residents has increased. Despite the temporary set back in the City's employment outlook, ABAG projects significant job growth over the 20-year period 2000 and 2020. According to ABAG, employment in Oakland should increase by 26 percent, or about 1.2 percent per year. By comparison, employment growth throughout Alameda County is anticipated to be 35 percent over the same 20-year period, about 1.5 percent per year. The City expects new employment over the next five years to be concentrated in retail and service industries, light manufacturing, distribution, and public agencies. Many of these jobs will pay wages or salaries in the low- to moderate-income level. According to the California Department of Employment Development, occupations experiencing the greatest growth in Alameda County between 1997 and 2004 are general managers, electrical and electronic engineers, computer programmers, engineers, maintenance and support, and retail and wholesale trades.

Based on these employment projections, the City should plan for an increase in workers whose jobs pay low to moderate wages. Even accounting for the number of multiple income households, most of the jobs projected to be created in Oakland will translate to household incomes at or below the median income level. As discussed previously, housing costs are anticipated to increase faster than local incomes despite the moderation in housing costs since 2001. If this expected trend materializes, it will create a growing need and demand for new affordable rental housing, rental assistance, and first-time homebuyer assistance.

The Oakland Workforce Investment Board (WIB) commissioned a study in May 2001, *Achieving Self-Sufficiency for Oakland Families: an Analysis of Six Industries ' Promise for Less-Skilled*

Workers, which targeted six industries as those with the greatest promise to help workers in Oakland become self-sufficient. These industries are not necessarily ones that would have the greatest job growth, but ones that the WIB believes the City should target through incentives because they are most likely to find Oakland's labor market a good fit. These six industries are: 1) Construction, 2) Telecommunications, 3) Aviation/Aerospace and Transportation, 4) Healthcare, 5) Information Technology, and 6) Hospitality. Employment opportunities and growth in Oakland could be impacted by the targeting strategies recommended by the WIB and the types of jobs that are created.

Employment growth in Oakland will also be affected by redevelopment activities in several redevelopment project areas: the Oakland Army Base (discussed above), the Broadway/MacArthur/San Pablo redevelopment area, the Coliseum redevelopment area, and the Central District redevelopment area (downtown Oakland). Redevelopment activities in the Coliseum and Downtown areas are anticipated to have the most impact on employment over the next five years. In the Coliseum area, between 250 and 500 jobs will be created from two projects underway (an airport-related commercial/industrial use and a U.S. Postal Service project). Additional projects planned for the area include a four- to six-acre swim center, a 23-acre mixed-use entertainment/commercial/retail development, and the Fruitvale Transit Center.

The Central District Redevelopment Area encompasses a 350-block area bounded by Embarcadero to the south, 27th Street to the north, Lake Merritt to the east, and Interstate 980 to the west. A number of commercial, office, retail, and mixed-use projects are proposed or underway.

Table 3-50 summarizes employment-generating projects by status. As of November/December 2002, the City reported 5.6 million square feet of proposed or approved office space. Depending on the types of office uses, these potential projects could generate 18,800 jobs (assuming an average of 300 square feet of office space per job). However, given the current oversupply of office space and the sluggish economy, these office jobs will likely be delayed for several years. Among the other projects listed are approximately 477,000 square feet of retail space, 608,700 square feet of manufacturing and industrial space, 279,000 square feet of commercial space, and up to 743 hotel and motel rooms. These projects will generate thousands of additional jobs. Most of the jobs that might result from known development projects are in office, commercial, and research sectors of the economy. The wage level of these jobs will depend on the employers who actually occupy the millions of square feet of new space and the number of professional and higher skills positions they employ.

In 2001, the City released a study showing a direct connection between employment growth and housing demand. According to the types of jobs most likely to be created in Oakland and the wages those jobs will pay, the City anticipates an additional need for housing affordable to low- and moderate-income households. As a result, the City has adopted a jobs-housing linkage fee of $4 dollars per square foot for office and warehouse/distribution facilities. This fee will take effect in July 2005.

Table 3-50
Non-Residential Projects Underway in Oakland
(November/December 2002)

Pre-Applications	Applications Submitted	Applications Approved
277,000 square feet retail	--	200,000 square feet retail
2.1 million square feet of office	350,000 square feet office	3.2 million square feet office
41,00 square feet of commercial	9,000 square feet commercial	229,000 square feet of commercial
510 – 630 live/work spaces	--	86 live/work spaces
--	--	300,000 square feet manufacturing/research/ development
--	--	608,700 square feet manufacturing/wholesale/industrial
--	--	743 hotel/motel rooms

Source: City of Oakland, December 2002.
Note: Includes non-residential portions of mixed-use projects. Excludes projects that are not primarily employment generating (such as parking).

4. LAND INVENTORY

Legal Requirements

California law (Government Code Section 65583) requires that the Housing Element contain:

> an inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites.

State law further requires that the Housing Element:

> identify adequate sites which will be made available through appropriate zoning and development standards and with services and facilities, including sewage collection and treatment, domestic water supply, and septic tanks and wells, needed to facilitate and encourage the development of a variety of types of housing for all income levels, including multifamily rental housing, factory-built housing, mobile homes, housing for agricultural employees, emergency shelters, and transitional housing in order to meet the community's housing goals as identified in subdivision

According to the ABAG regional housing allocation, the City should plan to accommodate 7,733 housing units between January 1999 and June 2006, of which 2,238 should be affordable to very low-income households, 969 to low-income households, 1,959 to moderate-income households, and 2,567 to above-moderate-income households. Sites on which such housing might be constructed should permit adequate densities and contain infrastructure and services to increase the financial feasibility of producing housing affordable to low-income residents.

State law contains no specific definition of what constitutes a sufficient density for a site to be "adequate" to accommodate affordable housing. Most housing analysts agree, however, that higher permitted densities generally increase the feasibility of producing affordable housing, up to the point at which more expensive construction techniques for multistory buildings are needed to achieve the higher density. The "break point" at which added construction costs outweighs the cost savings of increased residential density will vary depending on the cost of land and site preparation. In most communities, maximum densities significantly below 20 units per acre create a cost constraint for constructing affordable housing. Conversely, maximum densities significantly above 30 units per acre may not offset the added cost of construction at such a density, unless land and site preparation costs are extremely high.

Summary of Site Inventory Findings

This chapter of the Housing Element presents an inventory of sites suitable for residential development in Oakland within the planning period of the Housing Element. It demonstrates that the housing potential on land suitable for residential development is more than adequate to accommodate Oakland's housing allocation under ABAG's Regional Housing Needs Determination (RHND).

The chapter also describes the types of housing production occurring in Oakland, typical residential densities and the availability of infrastructure and public services to support development of housing suitable for households with a range of income levels and housing needs. The remainder of this chapter summarizes the inventory of suitable sites and the housing that is being produced on them.

Units Built or Underway

Oakland's efforts to meet its "fair share" of regional housing needs go beyond simply identifying adequate sites. The City has actively encouraged housing production by providing substantial assistance for development of affordable housing. As a result, many of the sites identified in this chapter have already been developed and have new market-rate and affordable housing in place. Other sites are the subject of active housing projects in various stages of predevelopment.

Development occurring on sites with housing projects recently completed and under construction in Oakland represents progress toward meeting Oakland's share of regional housing needs. Between 1999 and mid-2002, a total of 2,097 new housing units had been constructed, and as of mid-2002 an additional 1,071 were under construction, yielding a total of 3,168 units produced[13].

There are also 1,179 units that had received planning approvals but had not yet started constructed, and an additional 3,967 units in some stage of predevelopment. Many of the predevelopment sites are for affordable housing projects with preliminary funding commitments from the City. This second category provides a total of 5,146 units.

Based on these first two categories alone, the City has provided all the sites needed to meet its Regional Housing Needs Allocation for total units.

Additional Capacity on Opportunity Sites

In addition, the City has identified "housing opportunity sites" capable of accommodating approximately 8,420 to 10,490 additional units. Most of these sites are zoned for multi-family development along major corridors, in the downtown, and in transit village areas, and thus could accommodate a range of income types depending only on the availability of adequate financial subsidies to make possible the development of units for very low and low income households. These projections are based on conservative estimates of the capacity of these sites, far below the maximum densities permitted by the City's General Plan and Zoning Ordinance.

In combination with the sites with housing completed or under production and the sites with specific projects in predevelopment, the City has identified sites capable of accommodating a total of between 15,000 and 17,000 units. **In sum, the City has identified sites that can accommodate more than twice its housing needs allocation, and more than three times the needs not already met with projects completed or under construction.**

The comparison in Table 4-1 provides summary information on new housing units completed since 1999 or under construction as of mid-2002. These units are counted towards the City's requirement for sites, leaving a balance still to be met with other identified sites (from either the "predevelopment sites" or the "opportunity sites"). The balance of this chapter describes the methodology used to identify sites and provides details on characteristics of the sites, the projects and the individual units.

[13] These totals do not include single-family housing built or under construction on small in-fill lots. These units would add approximately 300 to 500 units to the total of 3,168 units cited above. The balance of housing needs still to be provided would be reduced by a corresponding amount.

Table 4-1
Actual Housing Production, 1999 to mid-2002 and Balance of Sites to be Provided

	Total Units	Units by Affordability Category			
		Very-low Income	Low Income	Moderate Income	Above Moderate Income
Oakland's Housing Needs Allocation	**7,733**	**2,238**	**969**	**1,959**	**2,567**
Units Completed 1999 to Mid-2002	2,097	277	518	407	895
Units Under Construction Mid-2002	1,071	97	107	224	643
Subtotal, Units Produced	**3,168**	**374**	**625**	**631**	**1,538**
Balance to be Provided	4,565	1,864	344	1,328	1,029
Units in Predevelopment[1]	**5,146**	**1,342**		**3,804**	
Balance to be Provided after Predevelopment Units are Included	(581)	866		(1,447)	
Units on Opportunity Sites (estimate)	**8,420 – 10,490**	**Affordability will depend on available financing**			

Sources: City of Oakland; Hausrath Economics Group, 2002.

[1]Units in Predevelopment include 344 very low income, 446 low income, and 552 units that will include a mix of very low and low income dependent on what financing sources are secured by the developers. All of these units are subject to affordability restrictions imposed by the City or Redevelopment Agency. Most of the remaining 3,804 units are in market-rate developments not subject to affordability covenants; the specific mix between moderate and above-moderate income is not known at this time.

Methodology

The City's analysis divides sites into three groups.

- Group 1: Sites with Housing Projects Recently Completed or Under Construction
- Group 2: Sites with Housing Projects in the Predevelopment Stage of Development
- Group 3: Additional Housing Opportunity Sites

Group 1

The first group consists of sites on which projects have been constructed since 1999, or on which units were under construction as of mid-2002. For these sites, the number and affordability is clearly identifiable since an actual project exists. This group does not include most scattered site single family developments that have been completed recently, which would add several hundred units each year to the total. All of the affordable projects in this group were assisted with funding from the City and/or Redevelopment Agency, and are subject to recorded regulatory restrictions that limit affordability to very low and/or low income households.

Group 2

The second group consists of sites with active development proposals in various stages of pre-development. Because there are specific proposals for each site, the number of units and their affordability can be identified. This group includes market-rate housing projects that have already been approved by the City (all discretionary permits have been issued). Also in this group are sites on which identified projects are in predevelopment but have not yet secured planning approvals. This includes projects which have started pre-application discussions with the City, and projects that had applications under review as of mid-2002.

Group 2 also includes several categories of affordable housing projects, including

- projects that have received development funding commitments from the City and or Redevelopment Agency and thus have a specific number of affordable units already identified

- affordable housing projects that involve development on sites subject to Disposition and Development Agreements (DDAs) that require specific affordability levels

- sites that were acquired by nonprofit developers with funding provided by the Redevelopment Agency under an Affordable Housing Site Acquisition. These sites will be subject to long-term affordability controls, and have a projected number of units (based on information submitted as part of the application for site acquisition funding), but the specific mix of very low and low-income units is not yet known, as it is dependent on the type and amount of financing that can be secured for each project.

Group 3

The third group consists of "opportunity sites" identified by the City as a result of several studies or planning analyses. The inventory focuses on larger sites suitable for multiple-unit housing development. Many are sites envisioned for development along the City's transit corridors, in the BART transit village projects, and in higher-density and mixed-use developments downtown as part of the City's 10K Initiative for accommodating 10,000 additional residents in 6,000 new housing units downtown.

Estimate of Maximum Possible Density

In determining the residential development potential of a site with no current specific development proposal (Group 3), the City examined the General Plan land use designations and associated maximum allowable densities for the site. The analysis also applied the City's "Guidelines for Determining Project Conformity with the General Plan and Zoning Regulations" adopted in May 1998 to ensure that development approvals would be consistent with the policies of the updated General Plan. In general, these guidelines require that the net residential density of a development proposal not exceed the lesser of the current zoning standards or the General Plan policies. This first step provided an estimate of the maximum potential number of units that could be developed on each site.

Estimate of Most Likely Density

Because actual development often is at densities less than the maximum permitted by the General Plan and the Zoning Regulations, the City prepared estimates of the number of housing units that

could be accommodated based on the most likely density of development for each site. This analysis examined the actual density of projects recently constructed on sites with comparable General Plan and Zoning designations. By using actual densities of recent projects, the analysis takes into account the economic constraints that often prohibit building projects at the maximum allowable densities. The figures presented in Table 4-1 are based only on the more conservative assumptions regarding density, and yield a range of 8,420 to 10,490 units. If the Group 3 "opportunity sites" were to be developed at the maximum allowable density, they could accommodate over 27,000 units.

The results of this analysis show that housing potential on land suitable for residential development, using the more conservative density assumptions based on recent development, is more than adequate to meet Oakland's allocation of regional housing needs (RHND).

Exclusion of Single-Family and Small Project Sites

The inventory of suitable sites focused on sites with current housing projects or with the potential for multi-family housing development. The incompatibility of data systems and records from multiple City offices did not facilitate including in the site inventory sites that contain individual single-family lots or small projects. Many of the single-family home lots being developed are located in the Oakland hills, particularly in areas burned by the Oakland Hills Fire in 1991. It is estimated that the inclusion of individual lots and small sites being developed for housing throughout Oakland could increase the number of additional housing units recently built and currently under construction by about 10 to 15 percent over the total presented herein. Development on these site yields approximately 300 single-family homes per year in the moderate and above moderate income categories.

Relationship of Site Groups to Detailed Inventory in Appendix C

The detailed inventory listing the sites in each of the groups is presented in Appendix C. Additional background information on assumptions and sources of data is also included Appendix C. Table 4-2 provides a cross-reference between the three groups discussed in the remainder of this chapter, and the detailed tables that are found in Appendix C.

Table 4-2
Site Groups in Narrative and Site Inventory Tables in Appendix C

Site Group in Narrative (Chapter 4)	Appendix C Tables	Data Source/Assumptions
Group 1: Completed or under construction	Table C-1 (completed affordable projects) Table C-3 (affordable under construction)	Affordable housing projects under construction or completed between 1999 and mid-2002. Affordability levels based on regulatory restrictions recorded by the City and/or Redevelopment Agency
	Table C-2 (completed market-rate projects) Table C-4 (market-rate projects under construction)	Market-rate projects, primarily multi-family, under construction or completed between 1999 and mid-2002. Affordability levels determined based on actual rents/sales prices.
Group 2: Approved or In Predevelopment		Includes projects with planning approvals and projects in some stage of predevelopment. Number of units based on specific proposal for site.
	Table C-6 (affordable projects with an allocation of City funding) Table C-7 (affordable projects planned on City-owned sites – funding may or may not be in place yet) Table C-8 (affordable projects that used Redevelopment funds for site acquisition).	Sites for affordable units are City-assisted projects that have financial assistance for site acquisition, have development subsidy commitments from City, or will be developed on City-owned land. Affordability based on developer's proposal and City requirements tied to affordable housing funding.
	Table C-5 (market-rate projects with planning approvals) Table C-9 (market-rate projects in predevelopment)	Sites for market-rate projects are based on major projects that have received planning approvals, have applied for approvals, or are under discussion and expected to apply. Affordability estimated based on projected

Site Group in Narrative (Chapter 4)	Appendix C Tables	Data Source/Assumptions
		rents/sales prices; most are above moderate income.
Group 3: Opportunity Sites	Table C-10 (lists of potential sites for affordable and market rate).	Site identified by City site inventories in the downtown, in redevelopment areas, and near rapid transit stations. Most sites are vacant. Some involve "under-utilized parcels" where the value of the existing improvements is less than the value of the land. Build-out analysis in Appendix C lists both the maximum allowable density under the General Plan and a lower range of "likely" density based on density of recently constructed developments in areas with similar General Plan designations. Projected densities in this chapter are based on the lower estimate of "likely" density and are well below maximum allowable density.

A. SUMMARY OF AVAILABLE LAND

Oakland's Ability to Accommodate the ABAG Housing Allocation

As described herein, housing potential on land suitable for residential development in Oakland is large and is more than adequate to meet Oakland's allocation of regional housing needs (RHND). An overall summary is provided in Table 4-3.

The City has identified 46 sites on which housing has been built since January 1999 or is currently under construction. These sites contain 3,168 units, or approximately forty percent of the City's total need. These sites are analyzed in Section B below as "Group 1."

The City has identified a substantial number of sites with the potential to meet the balance of housing needs still to be provided in Oakland (4,565 units). Using conservative estimates, as explained below, the total capacity of these sites is approximately 13,730–15,800 units, consisting of the potential on sites with housing projects in predevelopment (5,316 units) and the potential on additional housing opportunity sites (8,420–10,490 units). **Total identified housing unit potential is more than three times larger than remaining need.**

It is more difficult to compare housing potential with housing need by affordability category as the affordability levels are not yet known and the funding commitments are not yet in place for all of the potential housing units. However, it is clear that the number and location of suitable sites and the densities of permitted and potential development are more than adequate for developing housing to meet the needs identified in all of the affordability categories. Further, as explained earlier, the extent to which units can be developed to meet the needs in all income categories is a funding question and depends on the continued availability of public subsidies required to feasibly develop housing affordable to lower-income households.

Table 4-3
Housing Development Potential on Identified Sites

	Total	Units By Affordability Category			
		Very Low	Low	Moderate	Above Moderate
Group 1: Units Built or Under Construction (as of mid-2002)					
Units Completed 1999 to mid-2002	2,097	277	518	407	895
Units Under Construction mid-2002	1,071	97	107	224	643
Subtotal, Group 1	**3,168**	**374**	**625**	**631**	**1,538**
Group 2: Units in Predevelopment, Mid-2002					
Approved Projects	1,179	Some anticipated		1,179	
Affordable Projects in DDA Process	34	--	13	16	5
Funded Affordable Projects in Predevelopment Phase	794	344	433	5	12
Affordable Projects in Site Acquisition Phase	552	552		--	
Other Projects in Predevelopment	2,587	Some anticipated		Up to 2,587	
Subtotal, Group 2	**5,146**	**At least 1,342**		**Up to 3,804**	
Group 3: Potential Units on Additional Housing Opportunity Sites					
Transit Villages	1,850	Affordability mix depends on financing			
Downtown Oakland	5,090-6,760	Affordability mix depends on financing			
Major Corridors	900-1,300	Affordability mix depends on financing			
Base Reuse	580	Affordability mix depends on financing			
Subtotal, Group 3	**8,420 – 10,490**				
Total Unit Potential of Identified Sites	**16,734 – 18,804**	--	--	--	--

Sources: City of Oakland; Hausrath Economics Group, 2002.

Funding commitments identified for housing projects in predevelopment indicate that a large share of the funding required to meet affordable needs is already in place. The sum of affordable units already identified for lower-income households represents about 60 percent of the balance of housing unit need identified for lower-income households (1,342 units funded compared to 2,208 units needed). Further, the number of units in predevelopment in the moderate- and above-moderate-income groups more than exceeds the need for additional housing for those groups (about 3,900 units in predevelopment compared to 2,357 units needed). Comparisons for the affordability categories within those groups indicate that the needs for low-income housing and above-moderate-income housing are likely to be fully met by identified projects already in the predevelopment process. The needs for very low-income housing and moderate-income housing could require additional funding and additional development beyond that already in process as of mid-2002.

B. GROUP 1: SITES WITH HOUSING PROJECTS COMPLETED OR UNDER CONSTRUCTION

Numbers of Sites, Housing Projects, and Housing Units

There are a large number of housing projects and housing units being developed in Oakland. From the beginning of the planning period for this Housing Element, January 1, 1999, through July 1, 2002, 3,168 additional housing units have been completed or are currently under construction in 46 projects in Oakland, as summarized in Table 4-4. The inventory of sites with these projects is provided in Appendix C (see Tables C-1 through C-4).

Table 4-4
Summary Totals of Housing Units Built or Under Construction (through July 1, 2002)

	Housing Sites/Projects	Additional Housing Units
Completed since January 1, 1999	29	2,097
Under construction	17	1,071
Total	46	3,168

Sources: City of Oakland, Hausrath Economics Group, 2002.

Housing construction increased in Oakland during the late 1990s and continues at relatively high levels in 2002. Most of the completed projects included above were built and available for occupancy in 2000, 2001, and the first half of 2002. The number of housing units shown above represents the net addition of housing units during the planning period. The total 1,156 units currently under construction was reduced by 85 units as two of the affordable housing projects currently under construction include the replacement of 85 old units in very poor condition that were occupied at the beginning of the planning period. The replacement housing will be available to very low- and low-income households and will have long-term affordability and occupancy restrictions. Three of the completed, affordable housing projects involved the replacement or substantial rehabilitation of old publicly-assisted housing that had been demolished prior to 1999, was vacant at the beginning of the planning period, and/or was deemed uninhabitable by the Department of Housing and Urban

Development and in need of replacement. All of the new units in those projects are counted in the total of additional housing units. The new units in these latter projects are available to very low- and low-income households and have long-term affordability and occupancy restrictions.[14]

Characteristics of Housing Completed or Under Construction

These housing projects include a variety of types of housing suitable for households with a range of income levels and housing needs. Project characteristics are described below and summarized in Tables 4-5 and 4-6. Table 4-5 summarizes the housing projects, and Table 4-6 summarizes the housing units in those projects.

Construction Type. Most of the housing being developed is new construction, although there are a notable number of adaptive reuse projects where formerly industrial and retail buildings are being converted to residential use. There also are a few projects involving the substantial rehabilitation of old housing that was vacant, uninhabitable, and/or in very poor condition.

Tenure. The developments include a mix of rental and ownership housing

Affordability. Recent and current housing projects include housing units affordable to households with a wide range of incomes. Twenty-one (21) of the 46 projects are affordable housing developments receiving City and other public sector financial assistance. The large majority of units in these projects are affordable to very low- and low-income households (with incomes below 80 percent of area median income). All of these projects have long-term affordability and occupancy restrictions.

Affordable housing also is being developed in other projects, without City and other assistance. Market prices and rents in Oakland are such that some units in most of the new private-sector projects are at levels affordable to moderate-income households (incomes from 80 percent to 120 percent of area median income). There also are new projects in the inventory with units affordable to low-income households (incomes from 50 percent to 80 percent of area median income), including projects in which the Oakland Redevelopment Agency played a role in assembling or otherwise providing the land for development. Sixteen (16) of the 25 private-sector projects are estimated to include some affordable housing units.

Overall, 80 percent of housing projects (37 of 46 projects) already completed and currently under construction include housing units affordable to very low-, low-, and/or moderate-income households. On a housing unit basis, 50 to 55 percent of the additional housing units in these projects are affordable to households in the very low-, low-, and moderate-income categories.[15]

Special Use. The housing projects include housing built specifically for seniors, disabled persons, those with HIV/AIDS, and persons with Alzheimer's disease. Eleven (11) of the housing projects have housing to meet the needs of one or more of these special groups.

[14] Details about each of the affordable housing projects referenced in this paragraph are provided as part of the site inventory in Appendix C.

[15] The range expressed reflects the fact that some housing projects are believed to have affordable units although data on prices/rents were not available at the time of the inventory.

Further, the affordable housing projects developed with City and other assistance includes affordable housing with large units, designed to meet the needs of large family households.

Density. The large majority of housing projects already completed and currently under construction in Oakland are multifamily housing developments (78 percent), although there are some single-family housing (attached and detached) projects being built as well. Densities for the housing projects vary over a wide range. Densities for single-family projects range from nine to 16 units per acre, up to 22 per acre for townhomes. Densities for new multifamily housing projects range from about 30 to 65 units per acre outside of the downtown area and from 80 to 130 units per acre for wood-frame construction in downtown, and up to 160 to 275 units per acre for higher-rise developments downtown. Overall, the new affordable housing projects include proportionally more of the single-family development and the multifamily projects in the 30 to 65 units per acre range, while the new private-sector projects include proportionally more higher-density developments, of construction types that are more costly to build. Of the 3,168 housing units added in projects recently completed and under construction, 18 percent are in single-family developments with densities under 20 units per acre, 36 percent are in projects with densities from 30 to 64 units per acre, and about 42 percent are in projects developed at 90 units per acre and above.[16]

Location. About one-third of the housing projects and one-half of the housing units recently completed and under construction are located in downtown Oakland. Housing development downtown is occurring on infill sites formerly used for parking in the central area, largely on formerly industrial sites in the Jack London District, on parking and formerly retail/commercial sites along the Telegraph corridor, on a prime site along Lake Merritt that had been vacant for many years, and in redeveloped, underutilized sites in Old Oakland. The housing being developed downtown is in mixed-use areas with good transit accessibility, and includes the highest-density developments in Oakland.

About two-thirds of the housing projects and one-half of the housing units are being built in East, West, and North Oakland locations along the major travel corridors of the city. Housing development is occurring on vacant and underutilized sites that were in former industrial or commercial uses. For example, the Durant Square project involves the redevelopment of a large, former automobile assembly plant site along International Boulevard near the Oakland-San Leandro border that had sat vacant for many years. The new development on the site is mixed-use and includes 264 new housing units affordable to both moderate- and above-moderate-income households and a significant amount of new commercial space, including a new grocery store. Development in East Oakland also includes the first phase of the BART transit village planned for the Fruitvale BART station area. Affordable housing developments in West Oakland and East Oakland include the redevelopment of sites of former old public housing and the substantial rehabilitation and preservation of other affordable housing.

[16] All of the densities presented herein refer to units per net acre of land or site area, exclusive of streets.

Table 4-5
Housing Projects Completed or Under Construction (Sites)

		Completed Projects 1/1/99–6/30/02	Under Construction as of 7/1/02	Total
Number of Sites/Projects		29	17	46
Type	Multifamily	24	12	36
	Single-family	5	6	11
Tenure	Rental	16	8	24
	Ownership	14	10	24
Construction	New construction	21	14	35
	Rehabilitation	3	1	4
	Adaptive reuse	7	2	9
Special Use	Seniors	3	--	3
	Disabled	4	1	5
	HIV/AIDS	1	1	2
	Other	--	2	2
Location	Downtown Oakland	12	4	16
	East Oakland[2]	7	8	15
	West Oakland/North Oakland	10	3	13
	Hills areas	--	2	2
Density[1]	<20 du/acre	4	7	11
	20-39 du/acre	7	3	10
	40-64 du/acre	4	2	6
	65-89 du/acre	3	--	3
	90-149 du/acre	6	1	7
	150-199 du/acre	2	1	3
	200+ du/acre	1	--	1
	N/A	3	3	6

Sources: City of Oakland; Hausrath Economics Group, 2002.

NOTE: Data presented above are summarized from the site inventory in Appendix C. The number of housing projects identified with a particular characteristic may sum to a total that is larger than the total number of projects, where a project has units with more than one of the characteristics listed. For example, one housing project may have both rental and ownership units, and, thus, be counted in both categories.

NA = Not Available.

[1]Density expressed as units per net acre of site area, exclusive of streets.
[2]Including the San Antonio, Fruitvale, Central East Oakland, and Elmhurst districts.

Table 4-6
Characteristics of Units in Projects Completed or Under Construction

		Completed Projects 1/1/99-6/30/02	Under Construction as of 7/1/02	Total
Number of Housing Units		2,097	1,071	3,168
Affordability[1]	Very low-income	277	97	374
	Low-income	518	107	625
	Moderate-income	407	224	631
	Above-moderate-income	895	643	1,538
With long-term affordability restrictions		652	284	936
Location	Downtown Oakland	1,299	394	1,693
	East Oakland[3]	419	534	953
	West Oakland/North Oakland	379	113	492
	Hills areas	--	30	30
Density[2]	<20 du/acre	86	431	517
	20-39 du/acre	682	117	799
	40-64 du/acre	173	63	236
	65-89 du/acre	147	--	147
	90-149 du/acre	488	92	580
	150-199 du/acre	131	229	360
	200+	270	--	270
	N/A	120	139	259

Sources: City of Oakland; Hausrath Economics Group, 2002.

N/A = Not Available.

NOTE: Data presented above are summarized from the site inventory in Appendix C.

[1]For affordable housing projects receiving City and other public sector financial assistance, data on the affordability of units is based on recorded regulatory restrictions imposed by public financing.
For private-sector projects without assistance, affordability is based on actual prices and rents, as available. In some cases, estimates and approximations were made based on generalized information or on anticipated rents/prices for units not yet rented/sold at the time of the inventory. In the absence of price/rent information, the units were counted in the above-moderate-income category, although they may be affordable at lower income levels. Very low-income is defined as below 50 percent of area median income, low-income as from 50 to 80 percent of area median income, and moderate-income as from 80 to 120 percent of area median income.
[2]Density expressed as units per net acre of site area, exclusive of streets.
[3]Including the San Antonio, Fruitvale, Central East Oakland, and Elmhurst districts.

C. GROUP 2: SITES WITH HOUSING PROJECTS IN THE PREDEVELOPMENT PROCESS

Numbers of Sites, Housing Projects, and Housing Units

There are 53 sites with housing projects in various stages of predevelopment, as of July 1, 2002. These projects include 5,316 additional housing units for Oakland. The projects fall into the following five categories:

- projects with all necessary land use entitlements (approved projects)
- affordable projects subject to disposition and development agreements with the City or Redevelopment Agency
- affordable projects with City or Redevelopment Agency financing commitments that are in the predevelopment phase; units are subject to affordability controls
- proposed affordable projects on sites acquired with financing from the Redevelopment Agency, and subject to affordability controls
- proposed projects in predevelopment

Details regarding these sites are contained in Table 4-7.

Table 4-7
Summary Totals of Housing Units in Pre-Development Project Phase

	Housing Sites/Projects (as of 7/1/02)	Additional Housing Units (as of 7/1/02)
Approved Projects	11	1,179
Affordable Projects in Disposition and Development Agreement (DDA) Process	3	34
Funded Affordable Projects in Predevelopment	16	794
Affordable Projects with Site Acquisition Loans	11	552
Proposed Projects in Predevelopment	15	2,757
Total	56	5,316

Sources: City of Oakland, Hausrath Economics Group, 2002.

Development of all or most of the sites with housing projects in predevelopment could satisfy Oakland's allocation of regional housing needs (RHNA), as the 5,316 additional housing units exceeds the balance of 4,565 of housing units still to be provided under the City's regional housing allocation.

The status of sites and housing projects in each of the five categories of predevelopment are described below. The inventory of all sites with projects in predevelopment is provided in Appendix C (see Tables C-5 through C-9).

Approved Projects. There are 11 projects with 1,179 housing units that have already received planning approvals. These projects are fully entitled and can proceed with construction once financing and building permits are in place. The new housing units in approved projects are anticipated to be affordable to households with moderate- and above-moderate-incomes, as determined by the market, similar to the non-assisted housing recently completed and under construction, as described above. The list of approved projects does not include affordable projects with City or other public sector assistance.

Affordable Projects in DDA Negotiations. There are three (3) projects with 34 ownership units in the process of negotiating disposition and development agreements (DDAs) with the City. The agreements would provide City land for affordable housing development. Most of the new units (29) are anticipated to be available to low- and moderate-income households. The remaining (5) units would be offered at market prices, and could fall in the moderate- or above-moderate-income categories.

Affordable Projects in the Predevelopment Phase. Sixteen (16) projects with 1,006 housing units already have funding commitments from the City for assistance in developing affordable housing. The projects are in various stages of predevelopment and financing. Two of the projects include the replacement of 224 units of existing older public housing with a greater number of new housing units affordable to very low-income and low-income households. As the old units are currently occupied, they have been subtracted from the total to result in the net addition of 794 housing units in projects in this category. There also are two projects that involve the long-term preservation of affordable units for low- and very low-income households. Nearly all of the 794 units in this category will be affordable to very low- and low-income households, and will have long-term restrictions on affordability and occupancy.[17]

Affordable Projects with Site Acquisition Loans. There are 11 affordable housing projects that have acquired or are in the process of acquiring sites using financial assistance from the City's new Site Acquisition Program designed to assist developers with land banking for affordable housing. Tentative unit counts total 552 additional housing units on these sites. All of the units will be required to be available to households with at least low incomes (up to 80 percent of area median). The eventual developments are anticipated to include units affordable to very low-income households as well, although the mix of units among the low- and very low-income categories has not yet been defined and will be dependent on the amount of subsidy that can be obtained from the City and other sources.

Proposed Market-Rate Projects in Predevelopment. There are 15 other projects in various stages of the predevelopment process. Some are close to receiving final planning approvals, others are in environmental review, one is under negotiation with

[17] Details about the affordable housing projects referenced in this paragraph are provided as part of the site inventory in Appendix C

the Redevelopment Agency, and others are just entering the City's review and approval process. In total, these projects include 2,757 housing units. Much of this new housing is anticipated to be affordable to households with moderate- and above-moderate-incomes, as determined by the market, although some affordable units for lower-income households also are likely as a result of project negotiations and approvals.

Characteristics of Housing in Pre-Development Project Proposals

The characteristics of the housing on sites with projects in predevelopment are summarized in Tables 4-8 and 4-9. They are similar to the characteristics described above for housing recently completed and under construction in Oakland. The predevelopment projects include both rental and for-sale housing. There are projects with housing for seniors and for disabled persons, and larger affordable units for families. The densities of the developments cover a very wide range from under 20 units per acre to over 200 units per acre. The large majority of the housing is in multifamily developments, with some single-family detached and townhome projects.

About one-third of the housing projects in predevelopment and one-half of the additional units are located in the downtown area. Most of the rest of the housing is located in East Oakland and West/North Oakland, with about 30 percent of the projects and 15 to 20 percent of the additional units located in each of those areas. The projects in predevelopment also include 743 units in the hill areas, primarily the South Hills area.

Most of the projects represent development on infill sites and the redevelopment of vacant and underutilized properties, most in former industrial and commercial uses. There is a large development of 564 housing units under review for the site of a former sand and gravel quarry in the South Hills area just above I-580. Another large development includes the 807-unit project currently being negotiated by the Redevelopment Agency and Forest City for the redevelopment of a former commercial area largely used for parking now in the Uptown district of downtown Oakland. An affordable housing project in West Oakland includes the first phase of the larger West Oakland BART Transit Village planned for the surrounding BART station area.

Other affordable housing developments in West Oakland and East Oakland include the redevelopment of former, old public housing developments (under the HOPE VI program) that both replace the existing public housing and provide additional mixed-income housing for renters and homeowners, and the preservation of other existing affordable housing. For purposes of identifying adequate sites to meet the City's RHND needs, the replacement units in the HOPE VI projects are excluded and only the new, incremental units have been counted.

Table 4-8
Housing Projects in Predevelopment (Sites)

		Approved Projects	Affordable Projects Funded or in DDA Process	Affordable Projects with Site Acquisition Loans	Other Projects in Pre-development	Total Projects
Number of Sites/Projects		11	19	11	13	54
Tenure	Rental	6	9	6	1	22
	Ownership	4	11	1	7	23
	NA	2	--	4	5	11
Special Use	Seniors	--	6	1	--	7
	Disabled	--	5	--	--	5
Location	Downtown Oakland	7	3	2	5	17
	East Oakland[2]	1	7	6	3	17
	West Oakland/ North Oakland	3	8	2	3	16
	Hills areas	--	1	1	2	4
Density[1]	<20 du/acre	--	4	1	2	7
	20-39 du/acre	--	4	3	1	8
	40-64 du/acre	1	2	1	--	4
	65-89 du/acre	2	--	1	1	4
	90-149 du/acre	2	4	3	2	11
	150-199 du/acre	2	1	-	1	4
	200+ du/acre	2	--	2	1	5
	NA	2	4	-	5	11

Source: City of Oakland; Hausrath Economics Group, 2002.

N/A = Not Available.

NOTE: The data presented above are from the site inventory in Appendix C. The number of housing projects identified with a particular characteristic may sum to a total that is large than the total number of projects, where a project has units with more than one of the characteristics listed. For example, one housing project may have both rental and ownership units, and, thus, be counted in both categories. Data summarized above is as of 7/1/02.

[1]Density expressed as units per net acre of site area, exclusive of streets.
[2]Including the San Antonio, Fruitvale, Central East Oakland, and Elmhurst districts.

Table 4-9
Characteristics of Units in Projects in Predevelopment

		Approved Projects	Affordable Projects Funded or in DDA Process	Affordable Projects with Site Acquisition Loans	Other Projects in Pre-development	Total Units
Number of Housing Units		1,179	828	552	2,587	5,146
Afforda-bility[1]	Very low-income	--	344	Some	Some	--
	Low-income	N/A	446	Some	Some	--
	Moderate-income	Some	29	--	Some	--
	Above-moderate income	Most	9	--	Most	--
With long-term affordability restrictions		--	782	552	N/A	1,334+
Location	Downtown Oakland	1,055	256	135	1,205	2,651
	East Oakland[3]	34	263	274	294	865
	W. Oakland/N. Oakland	90	300	78	490	958
	Hills areas	--	9	65	598	672
Density[2]	<20 du/acre	--	42	20	598	660
	20-39 du/acre	--	159	85	100	344
	40-64 du/acre	34	36	65	--	135
	65-89 du/acre	207	--	54	807	1,068
	90-149 du/acre	288	208	193	185	874
	150-199 du/acre	287	130	--	115	532
	200+ du/acre	304	--	135	98	537
	N/A	59	253	--	684	996

Source: City of Oakland; Hausrath Economics Group, 2002.

N/A = Not Available

NOTE: Data summarized above is as of 7/1/02, and are summarized from the site inventory in Appendix C.

[1]The affordability is not yet known for many of the projects in the predevelopment process. Affordable projects in site acquisition will be affordable to households with low- and very low-incomes although the mix among income categories has not yet been defined. The approved projects are anticipated to include units affordable to moderate-income households as determined by the market. Other projects in predevelopment are likely to include affordable units (to be identified during project negotiations and approvals) and moderate-income units (to be determined by market prices/rents at the time the housing is available). Very low-income is defined as below 50 percent of area median income, low-income as from 50 to 80 percent of area median income, and moderate-income as from 80 to 120 percent of area median income.
[2]Density expressed as units per net acre of site area, exclusive of streets.
[3]Including the San Antonio, Fruitvale, Central East Oakland, and Elmhurst districts.

D. GROUP 3: ADDITIONAL HOUSING OPPORTUNITY SITES

Criteria for Selecting Sites

There also are a large number of sites that are suitable for housing development within the planning period of this Housing Element. The criteria for identifying the housing opportunity sites include the following:

- vacant or underutilized with the potential for redevelopment
- no known major environmental problems or other cost-related constraints
- adequate infrastructure available

The sites that were analyzed include those that are:

- under consideration for future affordable housing,
- included in area plans or in development/redevelopment plans or planning efforts,
- in locations where higher-density housing is permitted and encouraged in the Oakland General Plan, and/or
- in locations where housing is currently being developed, particularly affordable and other higher-density housing.

The inventory of housing opportunity sites that meet these criteria focuses on larger sites suitable for multiple-unit housing projects, particularly sites for higher-density housing and for affordable housing developments. The inventory does not include individual lots and small, infill sites throughout the City that also will continue to be developed for housing in the future. If included, the individual lots and small sites, which provide about 300 new units each year, would add to the total potential identified by the City.

Assumptions for Estimating Housing Potentials

Housing unit potentials for the opportunity sites have been estimated using both of the following methods::

- first, the maximum allowable number of units is calculated based on the maximum residential densities allowable under the General Plan[18]; and
- second, a lower estimate is calculated for the most likely number of housing units, based on average densities for comparable recent developments (such as those for housing projects recently completed, under construction, and in predevelopment) or on applicable plans and concepts for development (such as the BART transit village plans).

The two estimates provide higher (maximum allowable) and lower (comparable to recent development) estimates of housing unit potentials for development on the opportunity sites. The lower estimates, based on the densities of recent development, are calculated using average densities for development on sites with comparable zoning and land use designations in different areas of

[18] Oakland's *General Plan* Land Use Element was updated in 1998. The City is currently in the process of updating zoning throughout the City to make it consistent with Land Use Element policies. Where inconsistencies currently exist, the *General Plan* policies apply. See Appendix E for details.

Oakland, and not on densities identified on a site-specific basis. Thus, the estimates are only order-of-magnitude approximations of the number of housing units that might actually be developed on individual opportunity sites under current conditions. In the aggregate, however, they provide a reasonable estimate of overall housing development potentials for the opportunity sites.

Numbers of Sites and Housing Units

In total, 106 housing opportunity sites meeting the criteria above have been identified, some including several parcels of land combined. The opportunity sites are in addition to the sites with housing projects recently completed and under construction (Group 1), and the sites with housing projects in the predevelopment process (Group 2), that are described earlier in this chapter. (The inventory of additional opportunity sites is presented in Appendix C. See Table C-10.)

The maximum number of housing units allowable on the 106 opportunity sites is very large, totaling approximately 27,200 units under current General Plan policies. The likely number of housing units, based on recent average densities of development in the areas of Oakland where the opportunity sites are located, ranges from approximately 8,400 to 10,500 units, as summarized in Table 4-10.

Table 4-10
Summary Totals of Housing Opportunity Sites

Number of Housing Opportunity Sites Identified	106 units
Maximum Allowable Housing Units Under General Plan	27,200 units
Likely Number of Housing Units Based on Recent Average Densities of Development	8,400 – 10,500 units

Sources: City of Oakland, Hausrath Economics Group, 2002.

The range of estimates for potential housing units reflects more conservative and more optimistic assumptions for overall average densities of development. (Background on the density assumptions is provided in Appendix C).

Opportunity Sites Allow and Encourage Higher-Density Development

As estimated, the allowable number of housing units that can be built on the housing opportunity sites is much larger than the potential number of units for those sites based on recent, average densities of development. This indicates that the densities of actual housing development in opportunity site areas are being determined largely by market factors, as reflected in the costs of development compared to obtainable housing rents and prices. Land use policies are in place to allow and encourage as high a density of development as is feasible to build. As the market supports higher densities in the future compared to today, land use policies are not anticipated to become a constraint on housing development in the parts of the City where growth is desired and encouraged.

For example, housing in the Central Business District land use classification in downtown Oakland can be built to a maximum density of 500 units per net acre of site area (300 units per gross acre including streets). However, most of the housing projects being developed downtown (as of mid-2002) are of wood-frame construction over podium parking with densities in the range of 100 to 145 units per net acre. A few projects are being built with the more costly concrete or steel-frame

construction required for development at higher densities, with recent development up to around 300 units per net acre.

Similarly, multifamily housing being developed along the City's major corridors, including affordable housing with public sector assistance, is typically wood-frame construction, often with at least some at-grade parking, with typical densities of 40 to 65 units per net acre, and with higher densities for some senior citizen housing. However, the General Plan allows housing development at densities up to 167 units per net acre of site area (125 units per gross acre including streets) under the Urban Residential, Neighborhood Center Mixed-use, and Community Commercial land use classifications that apply along the corridors and in the BART transit village areas.

Opportunity Sites Allow and Encourage Affordable Housing

The number and location of opportunity sites and the permitted densities of development are appropriate and effective to provide opportunities for development of housing for households with a range of income levels and housing needs. As exemplified by recent and current housing projects in Oakland, the private market is producing new housing affordable to moderate-income households in addition to housing for households with above-moderate incomes. The identified housing opportunity sites provide substantial potential for continuing such development in the future. The moderate-income housing being produced by the market tends to be affordable to households with incomes at the higher end of the moderate range, from 80 to 120 percent of area median income.

The opportunity sites also provide substantial potential for producing new housing affordable to low- and very low-income households as well as to moderate-income households, as has been occurring in Oakland. However, the production of new housing affordable to low- and very low--income households and to households with incomes at the lower end of the moderate-income category also requires public sector financial assistance to be feasible. This is also exemplified by recent and current housing projects in Oakland. Thus, the production of housing for very low-, low-, and some moderate-income households depends on the continued availability of public funds to subsidize development so as to make it affordable to these lower-income groups. An adequate supply of suitable sites is available for developing lower-income housing at lower, mid-level, and higher densities. Without public subsidies, however, it is not feasible to develop housing on these sites that is affordable to lower-income households.

Infrastructure and Services

As the opportunity sites for additional housing development in Oakland include the development of urban infill sites and the redevelopment of vacant and underutilized sites that were in former commercial and industrial uses, basic infrastructure availability and capacity are not constraints on development. Housing development in Oakland does not involve the development of vacant lands on the periphery of the City or the expansion of City boundaries outward, as can occur in suburban communities. As Oakland is an already-developed city, the basic infrastructure for sewer collection and treatment, water supply, and roadways and transit systems are already in place.

Beyond the issue of basic infrastructure availability, there can be issues and concerns about the local impacts of additional housing development and population for traffic on nearby streets or for enrollment in local schools, for example. Those issues are addressed and mitigation measures are developed in the process of review and approval of individual development proposals.

Characteristics of Housing Opportunity Sites

The additional sites suitable for housing development provide opportunities for developing new multifamily housing along with some single-family housing, opportunities for both rental and ownership housing, and opportunities for housing built to meet special needs. Characteristics of the identified opportunity sites are described below and summarized in Table 4-11. The inventory of opportunity sites is provided in Appendix C, Table C-10.

Existing Uses. The majority of the opportunity sites currently are vacant or mostly vacant, and many are being used for parking, particularly those in the downtown area. Some are underutilized sites with outmoded facilities, vacant buildings, and/or marginal existing uses on them. For the most part, these are sites where the value of existing structures is less than the value of the land. Some sites are agglomerations of mostly vacant parcels with auto-related or other commercial uses on other adjacent parcels.

Locations. About one-half of the identified housing opportunity sites are in East Oakland, about one-third are in downtown Oakland, and the rest are in West Oakland and North Oakland. There also is a large site in the South Hills area of East Oakland (the site of the former Oak Knoll Naval facilities that is designated for housing development).

Among these locations, the opportunity sites in the downtown area account for the largest number of potential housing units as the densities of development are highest there. The rest of the potential housing units are about evenly divided between East Oakland and West/North Oakland, with a share of potential units also included in South Hills Area.

Transit Villages. Potential for about 1,850 housing units is identified for the four BART transit villages currently being planned for the areas surrounding the Fruitvale, West Oakland, MacArthur, and Coliseum BART stations.[19] This potential is in addition to the current housing development under construction and in predevelopment in the Fruitvale and West Oakland BART transit village areas. The transit village projects are anticipated to include mixed-income housing.

Downtown 10K Initiative. Potential for 5,000 to 7,000 housing units is identified for opportunity sites in the downtown area. These units are in addition to the large amount of housing in recent and current projects in downtown Oakland, identified earlier in this chapter. The total potential new housing for downtown exceeds the goal of the City's 10K Housing Initiative to house 10,000 additional residents in 6,000 additional housing units in downtown Oakland.

Transit Corridors. The identified opportunity sites along the major travel corridors of the City show potential for 800 to 1,200 additional housing units, with the largest numbers of units identified along International, MacArthur, and Foothill Boulevards. The new housing along the corridors is anticipated to serve households over a range of incomes.

[19] Potential housing units based on transit village plans for each BART station area, as of 7/1/02.

Base Reuse. The *Reuse Plan* for the Oak Knoll property identifies 577 housing units. As of 7/1/02, the property is in the process of being sold by the Navy.

In addition to the identified housing opportunity sites, housing development is occurring along Oakland's Estuary waterfront near the Fruitvale and Park Street Bridges (as evidenced by housing projects in the predevelopment process). There are additional sites for housing development along the waterfront that are not included on the current opportunity site list. Further, negotiations are underway (as of July 2002) to redevelop the large site owned by the Port of Oakland that was formerly in maritime use as the Ninth Avenue Terminal. Preliminary development concepts for that site include a substantial amount of new housing that would add to the housing potential identified herein.

Table 4-11
Characteristics of Opportunity Sites

	Number of Opportunity Sites	*General Plan* Maximum Allowable Housing Units	Potential Housing Units[1]
Total Potential	106	27,190	8,420 – 10,490
By Area			
Downtown Oakland	39	19,350	5,090 – 6,760
East Oakland[2]	53	4,320	1,350 – 1,750
West Oakland/North Oakland	13	2,940	1,400
Other	1	580	580
By Type of Location			
Transit Villages[3]	13	3,450	1,850
Major Corridors (excl. transit villages)	53	3,810	900 – 1,300
Downtown 10K sites	39	19,350	5,090 – 6,760
Base Reuse/Oak Knoll	1	580	580

Source: City of Oakland; Hausrath Economics Group, 2002.

NOTE: Opportunity sites and development potentials are identified and further described in Appendix C. See Table C-10. As defined herein, opportunity sites often include multiple parcels. The criteria for identifying suitable sites are described in the text.

[1]Potential number of housing units based on recent average densities of development and area plans and development concepts, where available.
[2]Includes San Antonio, Fruitvale, Central East Oakland, and Elmhurst districts.
[3]Transit villages being planned surrounding the Fruitvale, MacArthur, West Oakland, and Coliseum BART station areas. Potential shown here is from current transit villages plans as of 7/1/02, excluding transit village projects already completed, under construction, or in predevelopment.

5. HOUSING PROGRAM RESOURCES

This chapter of the Housing Element presents information on funds available to support Oakland's housing programs. These programs encourage housing rehabilitation, assist first-time homebuyers, support housing development, and provide miscellaneous housing services to low- and moderate-income households.

A. LOW- AND MODERATE-INCOME HOUSING FUND

The Redevelopment Agency's Low- and Moderate-Income Housing Fund is the main source of housing funds utilized to support the City's housing programs. The City has eight redevelopment project areas from which tax increment revenues are collected. These include Acorn, Broadway/MacArthur/San Pablo, Central District, Coliseum, Oak Center, Oak Knoll, Oakland Army Base, and Stanford/Adeline. Two more project areas are under study: West Oakland and Central City East. A portion of the tax increment revenues collected from the City's redevelopment project areas (called the housing set aside) is the revenue source for the Housing Fund. State law requires that the Redevelopment Agency place 20 percent of the tax increment revenues from these redevelopment project areas into the Low- and Moderate Income Housing Fund. In 2001 the Redevelopment Agency approved an increase from 20 percent to 25 percent.

In 2000, the Redevelopment Agency issued bonds backed by a portion of the Low- and Moderate-Income Housing Fund. Approximately $39.5 million was raised through this bond issue. As of April 2002, all of these funds had been allocated, though some funds may become available in the future as a result of loan repayments or if projects that have received preliminary allocations do not go forward. Annual debt service on these bonds will require over $4 million from the Low- and Moderate-Income Housing Fund.

FY 2001-02 expenditures and proposed FY 2002-03 expenditures to be covered by the Low- and Moderate-Income Housing Fund and Redevelopment Bond Funds are summarized in Table 5-1. The primary activities covered by these funds include the First-time Homebuyer Program, housing development projects, and a new program to establish a Community Land Trust program for homeownership, and a rental housing acquisition and rehabilitation program.[20]

In FY 2001-02, $15,127,300 from the housing set-aside and redevelopment bond funds was allocated for housing programs and projects. This high level of housing expenditures funded by redevelopment in FY 2001-02 is not typical. More funds were available during FY 2001-02, because the City was still allocating funds from the 2000 bond issue.

In FY 2002-03, funds available from the Low- to Moderate-Income Housing Fund drop to $7,823,647. Low- and Moderate-Income Housing Fund projections for the remaining fiscal years (FY 2003-04 to FY 2005-06) are estimated to average $10.1 million annually.

[20] Five million dollars have been allocated to the Community Land Trust program over two years. It is possible that an additional $5 million (obtained from land sales) will be available to fund the rental housing acquisition and rehabilitation program.

Table 5-1
Housing Funds and Expenditures

	Low-Mod Fund	Redevelopment Bond Funds	HOME	CDBG	Total
FY 2001-02					
First-Time Homebuyer	$1,250,000	$1,250,000	--	--	$2,500,000
Housing Development Projects (Includes new construction, substantial rehabilitation, and preservation)	$9,749,600	$377,700	$6,639,700	--	$16,767,000
Housing Rehabilitation and Miscellaneous Housing Services	--	--	--	$5,620,250	$5,620,250
Community Land Trust	--	$2,500,000	--	--	$2,500,000
Total	$10,999,600	$4,127,700	$6,639,700	$5,620,250	$27,387,250
FY 2002-03					
First-Time Homebuyer	$1,250,000	$1,250,000	--	--	$2,500,000
Housing Development Projects (Includes new construction, substantial rehabilitation, and preservation)	$2,823,647	--	$1,729,401	--	$4,553,048
Housing Rehabilitation and Miscellaneous Housing Services	--	--	--	$5,620,250	$5,620,250
Community Land Trust	--	$2,500,000	--	--	$2,500,000
Total	$4,073,647	$3,750,000	$1,729,401	$5,620,250	$15,173,298

Sources: City of Oakland and Vernazza Wolfe Associates, Inc, 2002.

B. OTHER FINANCIAL RESOURCES

In addition to locally generated redevelopment funds, the City also receives federal HOME and CDBG funds that are allocated for housing. HOME funds are used for housing development projects. In FY 2001-02, the City was able to allocate approximately $6.6 million from HOME funds for new projects, which included advance allocations of funds from FY 2002-03. As a result, the amount available for allocation in FY 2002-03 is $1.7 million. Generally, the City allocates between $2.0 million and $4.0 million in HOME funds for housing development activities.

The City allocates approximately $5.5 million of its annual CDBG funds for housing. These funds are used for the City's housing rehabilitation programs and housing services, such as housing for the homeless, fair housing, and housing counseling activities. In FY 2002-03, the City anticipates allocating $5,620,250 of its CDBG funds for housing activities.

The City also receives approximately $362,000 in federal Emergency Shelter Grant funds for support of shelter and services for the homeless.

In addition to the HOME and CDBG Programs, affordable housing developers in Oakland routinely apply for additional funds provided by the state and federal governments, including low-income housing tax credits, and special financing programs, such as the Section 202 and Section 811 programs for seniors and persons with disabilities. The City's willingness to make early commitments of local funds for housing development projects makes Oakland-based projects more competitive for outside funding.

C. OTHER NON-FINANCIAL RESOURCES

The City of Oakland's Community & Economic Development Agency (CEDA) operates the City's housing programs, through the Redevelopment and Housing & Community Development Divisions. CEDA staff routinely assists affordable housing developers. Thus, one of the crucial non-financial resources that the City provides is its housing staff.

Also, as part of the Mayor's 10K Program, the City and Redevelopment Agency have provided four downtown redevelopment sites for market rate residential development.

D. HOUSING PROGRAMS

The City of Oakland's housing programs support and fund housing rehabilitation, provide assistance to first time homebuyers, help fund housing development, and provide other miscellaneous housing services for low- and moderate-income households. A brief description of each program is presented below. A more detailed Directory of Housing Programs is included in Appendix D.

Housing Rehabilitation

There are six Housing Rehabilitation Programs. These include the following:

- **HMIP Amortized Loan** – provides low interest rehabilitation loans to low- and moderate-income owner occupants of one to four unit dwellings. To be eligible, the property needs to be located in one of the seven community development districts.

- **HMIP Deferred Payment Loan** – provides rehabilitation resources to low-income homeowners unable to qualify for conventional mortgage loans. Again, the property needs to be located in one of the seven community development districts.

- **Minor Home Repair Program** – provides small grants to low-income senior or disabled homeowners who live in one of the seven community development districts. The program is operated under contract with Alameda County.

- **Access Improvement Program** – provides grants for accessibility modifications for both rental and owner-occupied properties. The property must be located in one of the seven Community Development Districts.

- **Emergency Home Repair Program** – provides small loans for home repairs that require immediate attention. Qualified households must be low-income, single-family homeowners, who live in one of the seven Community Development Districts.

- **Lead Hazard Control and Paint Grant Program** – provides grants to extremely low-income seniors and disabled homeowners who live in one of the seven Community Development Districts. (Affordability restrictions are relaxed for owner occupants who have children under the age of six or who are expectant mothers.)

In past years, the City operated a rental rehabilitation program that provided deferred loans to owner/investors. The federal program that funded this activity was discontinued many years ago. The City has discontinued this program because available funding sources will require that the City restrict rents and tenant incomes in rehabilitated properties, and there is a lack of interest on the part of rental property owners who do not want this rent restriction requirement.

First Time Homebuyers

There are two First Time Homebuyer Programs. Neither has geographic targeting.

- **First Time Homebuyers Mortgage Assistance Program (MAP)** – provides deferred interest loans of up to $50,000 to low-income, owner-occupant, first time homebuyers.

- **Public Safety Officers/Teacher Program** – provides special loans of up to $10,000 to sworn police and fire services officers or trainees and Oakland Unified School District teachers, earning incomes that are at or below 120 percent of the median income level.

In addition, the City has sponsored the development of the Oakland Homeownership Assistance Alliance (OHAA). OHAA is a unique collaborative effort of public agencies, lenders, non-profit housing organizations, and developers to expand homeownership opportunities in the City of Oakland. The purpose of OHAA is to provide information about the home buying process, assist in eliminating barriers to obtaining a home loan, and facilitate access to special financing. The Alliance has set the following goals:

- Originate 10,000 new home mortgages in the next five years, and

- Provide $1 billion in private mortgage capital by Bank of America and Wells Fargo Home Mortgage.

Housing Development

The City of Oakland operates several Housing Development Programs. These are discussed briefly below.

- **Affordable Housing Site Acquisition Program** – provides funds to developers of affordable housing for site acquisition and associated costs for up to three years or the start of project construction. Funds for this program have been exhausted.

- **Housing Development Program** – provides funds at a below-market interest rate to developers of low- and moderate-income housing. Loan terms range from 30 to 55 years. Priority is given to projects in the Targeted Revitalization Neighborhoods.

- **Predevelopment Loan Program** - provides predevelopment loans and grants to non-profit housing developers. These funds can be used to prepare applications for project financing. Up to 20 percent of the units need to be earmarked for lower-income persons.

- **Vacant Housing Acquisition and Rehabilitation Program** – provides loans of up to $100,000 per unit to developers to assist them in the acquisition and rehabilitation of vacant and blighted properties. Properties must be used to provide affordable homeownership or rental opportunities to households earning up to 80 percent of area median income.

Emergency Shelters and Services for the Homeless Population

The City operates a number of programs that provide assistance to the homeless population in Oakland. These programs include the following:

- **Emergency Shelter Grant Program (ESG)** – provides shelter and other forms of temporary housing and support services to the City's homeless population. In addition, the ESG Program provides services to prevent homelessness, e.g., rental assistance, legal assistance, and eviction prevention.

- **Matilda Cleveland Transitional Housing Program** - provides temporary housing for homeless families attempting to stabilize their lives in order to help them obtain permanent housing. Approximately fifteen families can be assisted at this transitional facility.

- **Sentinel Fair Housing** – provides landlord-tenant mediation services to prevent evictions.

- **Supportive Housing Program** – provides a continuum of services, shelter, and transitional housing via a network of agencies to assist homeless families.

Miscellaneous Housing Services

Non-profit service providers are funded by the City of Oakland to assist Oakland residents in a variety of housing related activities. These non-profit service providers may also receive funds from other organizations and agencies. Housing services include the following:

- Housing search assistance, counseling, and referrals for the disabled population.

- Code enforcement relocation.

- Fair housing and landlord-tenant counseling.

- Home equity conversion for seniors.

- Counseling and assistance for homeowners with mortgage defaults and delinquencies and counseling for potential low- and moderate-income homebuyers.

- Rent adjustment board.

- Shared housing education and counseling.

- Relocation assistance to families who live in housing scheduled for demolition or rehabilitation through city action.

- Rental assistance provided to people who fall behind in rental payments or who need money for security deposits.

E. ENERGY CONSERVATION

State law requires local governments, in preparing a Housing Element, to address energy conservation measures for residential development. The City of Oakland has taken several measures to implement energy conservation programs in residential projects. The building orientation, street layout, lot design, landscaping, and street tree configuration of all residential projects are reviewed in order to maximize solar access and energy conservation. The City of Oakland's energy conservation strategy includes traditional measures, such as energy-efficient residential construction, and development design.

State Building Standards

Implementation of residential energy standards for new housing units is required by Title 24 of the California Code of Regulations (state building standards). Title 24 requires new residential buildings to meet a comprehensive set of standards for energy conservation. Building additions or alterations must also meet Title 24 standards if they increase the heated or cooled floor space of the building. Builders of these units may achieve compliance either by calculating the energy performance in a prescribed manner or by selecting from alternative component packages that prescribe a fixed method of energy compliance. In meeting and exceeding the objectives set fourth in Title 24, the City of Oakland has recently adopted a Sustainable Development Initiative that focuses on a variety of environmental, economic, and social issues. The goals pertaining to energy include reducing energy consumption for heating, cooling, lighting, and other equipment and systems, and using renewable energy sources that have low impacts on air pollution and global warming.

Project Design and Orientation

Another opportunity for energy efficiency is project design and orientation to maximize passive or natural heating and cooling opportunities. This can be achieved by encouraging the incorporation of techniques to maximize use of solar energy. Passive cooling opportunities are listed and included in the design of lots to allow the appropriate orientation of a structure to take advantage of prevailing breezes or available shade. Passive heating opportunities include design of lots to allow structures to be aligned in an east-west direction for southern exposure. Title 16 of the Oakland Municipal Code (Subdivisions Ordinance) requires that heating and cooling opportunities be taken into consideration when designing subdivisions.

Retrofitting of Older Residential Structures

Retrofitting and weatherization of existing, older, and energy inefficient structures present another opportunity for residential energy conservation. The most common techniques for increasing building efficiency are: insulation of ceilings, heating-ventilating air conditioning ducts, and hot water heaters; weather stripping and caulking; night set back thermostats; low-flow shower heads; and window treatment to provide shade and furnace efficiency modifications. The Planning and Zoning Division of the City's Community and Economic Development Agency published an award-winning guide to energy-conserving home rehabilitation techniques entitled *Retrofit Right*. This same agency administers rehabilitation loans and grants that require, within realistic financial limits, insulation and building envelope tightening as high priority items. The Oakland Housing Authority is also involved in pursuing an active energy conservation policy of retrofitting units to lessen both building envelope and hot water heating energy loss.

Consumer Information

The City of Oakland's ongoing effort to advise residents about energy conservation and assisting in locating high efficiency energy resources provides a fifth example of opportunities for energy conservation. The City encourages the use of a variety of sources to educate consumers about energy efficiency and alternative energy solutions. Many of these sources provide either conservation tips (Pacific Gas & Electric [PG&E], Lawrence Berkley National Lab, and Energy Star) or offer rebates for selected types of conservation (20/20 Energy Savings, Emerging Renewables Buy-Down Program, and Solar Energy and Distributed Generation Grant Program).

Energy Efficiency Design Assistance Program (EEDAP)

The City uses funds from PG&E and contracts with Energy Solutions to review construction plans of proposed developments (eight multifamily, one single-family) and recommends modifications to conserve energy. Implementation of the energy conservation measures recommended in the energy audits has resulted in an energy savings ranging from 13% to 75% on the residential projects reviewed to date (October 2002). This technical assistance is also offered to developers of non-residential projects.

6. ANALYSIS OF CONSTRAINTS TO HOUSING

A. GOVERNMENTAL CONSTRAINTS

Governmental policies and regulations can have both positive and negative effects on the availability and affordability of housing and supportive services. This chapter of the Housing Element contains the City's policies and strategies that provide incentives for housing in Oakland and that have resulted in significant contributions to the City's housing stock.

This chapter also describes City policies and regulations that could potentially constrain the City's abilities to achieve its housing objectives. Constraints to housing can include land use controls, development standards, infrastructure requirements, residential development fees, and development approval processes. A brief discussion of the City's policy and regulatory context is presented below. Further details describing the City's policies and regulations are contained in Appendix E.

Since 1998, the City of Oakland has undertaken actions to reduce the impact of local government regulations and fees on the cost and availability of housing. Beginning with the General Plan update in 1998, to be implemented through revisions to the Planning Code (Zoning Ordinance) in 2004, the City has:

- increased residential densities,
- created new mixed-use housing opportunities along major transportation corridors and in the downtown,
- reduced open space requirements in high density residential zones in the Downtown,
- streamlined the environmental review process for downtown projects,
- adopted a Density Bonus Ordinance,
- created new fast-track and streamlined permit processes, and
- revised zoning standards for special needs housing to provide for greater certainty regarding permitted locations and conditional use permit criteria.

Land Use Policies and Regulations

Discretionary land use control in Oakland is exercised by the Planning Commission and the City Council, and administered by the Community and Economic and Development Agency (CEDA), Planning and Zoning Division.

General Plan Land Use and Transportation Element

The City of Oakland revised the *Land Use and Transportation Element* of its General Plan in March 1998. The current Plan outlines the vision for Oakland through 2015, establishing an agenda to encourage sustainable economic development, ensure and build on the transportation network,

increase residential and commercial development in downtown, reclaim the waterfront for open space and mixed uses, and protect existing neighborhoods while concentrating new development in key areas. The revised General Plan includes a wide variety of land use classifications to encourage the development of an adequate supply of housing for a variety of residents, as well as many policies to encourage the development of affordable housing.

Among the significant changes in the 1998 General Plan update was to designate land within the central city area, along transportation corridors, and within targeted redevelopment areas for higher-density residential and mixed-use development. These changes to the General Plan seek to implement the City's 10K Initiative, the Sustainable Oakland Development Initiative, and other strategies intended to encourage more housing in the City near job centers with access to transportation and other services. The General Plan also supports the protection and improvement of single-family neighborhoods. The changes to the General Plan provide strong incentives and encouragement, not constraints, for the production and improvement of housing for all segments of the population. The General Plan clearly sets forth areas of the City that are appropriate for additional housing development and increases densities in the downtown area and along transportation corridors.

Analysis: The updated General Plan increases opportunities for housing compared to the current General Plan. The updated Plan encourages higher density housing by increasing densities in the central city area and along transportation/commercial corridors and through reductions in open space requirements for high density residential projects in the downtown. Mixed-use housing/commercial developments are also encouraged in specified commercial districts and special planning areas. The Plan also seeks to preserve the character of existing single-family neighborhoods for single-family use, so there will be less opportunity for housing development or intensification in these areas of the City.

Planning Code

The City of Oakland is in the process of revising its Planning Code to make it consistent with the updated General Plan. The revised Planning Code and accompanying map are anticipated to be adopted by the end of 2004 or early 2005. Until the revisions to the Planning Code are adopted, the City will use the General Plan policies, current zoning standards, and, where inconsistent, conformity guidelines that have been adopted by the City (*Guidelines for Determining Project Conformity with the General Plan and Zoning Regulations)*. These interim guidelines assure that development proposals can continue to be reviewed and approved pending update of the Planning Code. Since January 1999, nearly 3,200 dwelling units have been completed or are under construction, approximately 1,200 dwelling units have been approved, and nearly 4,000 dwelling units are in proposed projects under review by the City. Over 2,500 of the dwelling units constructed, under construction, approved, or planned are, or will be, affordable to very low- and low-income households. These numbers suggest that the updated General Plan, in combination with favorable long-term market conditions and expectations, have had the desired impact of stimulating housing productions in Oakland, including affordable housing.

Summary of Development Standards

Development standards under the Planning Code permit great flexibility in the types of housing permitted and residential densities. In addition to the provisions of its residential zones, the City further facilitates the production of affordable housing through density bonuses, liberal provisions for second units, planned unit development overlay zones, and permits a wide variety of housing types in commercial zones. Because permitted residential densities are fairly high in Oakland, density

bonuses are rarely necessary as an incentive to produce affordable housing; however, the City is committed to using density bonuses and other regulatory tools.

The City has not identified specific constraints to the approval of housing resulting from either the application of the updated General Plan policies, current zoning, or the interim development controls.

Development standards in the current Planning Code include:

- Permitted lot coverage ranging from 40 percent in single-family districts to 50 percent in multifamily districts. In the higher density residential zones (R-60 through R-90) there are no lot coverage requirements.

- Minimum lot sizes ranging from one acre to less than 4,000 square feet in single-family zones.

- Minimum lot areas per dwelling unit in multifamily zones ranging from 450 to 150 square feet, the equivalent of approximately 50 to nearly 300 dwelling units per gross acre.

- A height limit up to 30 feet in single-family and lower-density multifamily zones (R-40 and R-50), 40 feet in medium density multifamily zones (R-60 and R-70), and no height limit in high-density residential zones (R-80 and R-90).

- Relatively low yard and setback requirements. In the highest density multifamily zones, there are no side-yard requirements.

- Required parking per dwelling unit of two spaces in single-family zones (plus one additional space for second units), 1.5 spaces per unit in low- and medium-density multifamily zones, and one space or less in higher-density multifamily zones. Some zones in the downtown and other commercial areas have no parking requirements.

The City provides additional opportunities for housing in commercial zones. Residential uses are permitted or conditionally permitted in the City's Neighborhood Commercial (C-5), Local Retail Commercial (C-10), Shopping Center Commercial (C-20), Village Commercial (C-27), Commercial Shopping District (C-28), District Thoroughfare Commercial (C-30), Special Retail Commercial (C-31), District Shopping Commercial (C-35), Community Thoroughfare Commercial (C-40), Central Business Service Commercial (C-51), Old Oakland Commercial (C-52), and Central Core Commercial (C-55).

Analysis: current zoning practices allow generous lot coverage, unit densities, maximum building heights appropriately scaled to permitted unit density, relatively small yard and set-back requirements, and relatively low parking requirements.

Alternative Housing

Oakland's General Plan policies and Planning Code provide great latitude to developers of alternative housing types (such as rooming houses, group homes and residential care facilities, single-room occupancy units, transitional housing, and emergency shelters) for populations with special housing needs. The fact that the City of Oakland has a large amount of such alternative housing attests to the City's relatively impediment-free approach to serving special population needs.

Single-room occupancy (SRO) housing and rooming houses are permitted or conditionally permitted in the high-density residential zones and in the C-5, C-25, C-27, C-30, C-35, C-40, C-45, C-51, C-52 and C-55 commercial zones. Residential care facilities for six or fewer persons are permitted in all residential zones and in residential units in commercial zones. Residential care facilities for seven or more persons and transitional housing are conditionally permitted in small-lot single-family, multifamily, and commercial zones. The City also allows service-enriched permanent housing with supportive services as conditional uses in these same zones. Emergency shelter for homeless individuals and families is conditionally permitted in high-density residential zones and several commercial zones.

The conditional use permit process could be considered a potential constraint to siting alternative types of housing and shelter to meet special needs, but in practice it has not been a major issue. The conditional use permit process provides for a relatively expeditious processing of conditional use requests, from several weeks to six months, depending on the type of conditional use and the zone in which it is located. Conditions are applied to ensure consistency of the use and compliance with development standards for the applicable zone. The conditions have not been used to make it infeasible to locate special needs shelter or to limit use to the extent that impede the provision of supportive services associated with special needs housing and shelter.

Permitting or conditionally permitting alternative housing in all high density residential zones, and most commercial zones, further increases housing opportunities and the feasibility of accommodating affordable housing in Oakland. Historically, the conditional use permit process and conditions imposed have not created significant constraints to locating residential uses for special need groups in residential or commercial zones.

Incentives for Shelter Facilities for the Homeless

As noted above, emergency shelters are conditionally permitted in both high-density residential areas and in commercial zones. Development of shelter facilities is further facilitated by a relaxation of parking standards well below those required for ordinary residential facilities, in recognition of the fact that most homeless persons do not have vehicles and thus a requirement for parking would be an unnecessary constraint. The City requires one parking space for each three employees on site during the shift that has maximum staffing, plus one space for each facility vehicle.

Summary of Zoning and Development Standards

Table 6-1 provides a summary of permitted facility types and development standards in each of Oakland's residential zones. Further detail is provided in Appendix C.

Table 6-1
Permitted Facility Types and Development Standards in Residential Zones

Zone	Zone Name	Description in Code	Permitted Facility Types	Conditionally Permitted Facility Types	Min. Lot Size	Min. Lot Width	Permitted Density	Conditionally Permitted Density	Max Height	Max Ht. of Access. Struct.	Required Setbacks			Min. Open Space/ Unit
											Front	Interior Side	Rear	
R-1	One Acre Estate Residential	single-family estate living very low densities Oakland hills	single-family	secondary unit	43,560 sf (one acre)	100'	one unit per lot	secondary unit	25/30'	15'	25'	6', or 15% of lot width	35' **	
R-10	Estate Residential	single-family estate living very low densities Oakland hills	single-family	secondary unit	25,000 sf	100'	one unit per lot	secondary unit	25/30'	15'	25'	6', or 15% of lot width	35' **	
R-20	Low Density Residential	single-family low densities Oakland hills	single-family	secondary unit	12000 sf	90'	one unit per lot	secondary unit	25/30'	15'	20'	6', or 15% of lot width	25' **	
R-30	One-Family Residential	single-family dwellings applied to areas already developed at lower densities	single-family	secondary unit	5000 sf	45'	one unit per lot	secondary unit	25/30'	15'	20'	5', or 10% of lot width	20' **	
R-35	Special One-Family Residential	areas containing mixture of single- and two-family dwellings applied to areas of existing lower or lower-medium density development	single-family	secondary unit; duplex	5000 sf	45'	one unit per lot	lots >5000 sf: two units existing lots 4000-4999 sf: two units secondary units on lots >4000 sf: see approval criteria	25/30'	15'	20'	5' *	15'	300 sf
R-36	Small Lot Residential	foster dev of small lots <4000 sf or >45' width applied to areas of existing low-density residential	single-family duplex	multi-family; single-family with secondary unit	5000 sf	45'	existing lots <4000 sf: one unit existing lots 4000-4999 sf: two units lots >5000 sf: two units	lots <4000 sf: secondary unit lots > 4000 sf: three or more units (but no less than 2500 sf per unit)	30'	15'	varies by lot size, see code	3'	15'	300 sf
R-40	Garden Apartment Residential	medium-density development areas containing mixture of single- and two-family dwellings and garden apartments	single-family duplex	multi-family; single-family with secondary unit	5000 sf	45'	existing lots <4000 sf: one unit existing lots 4000-4999 sf: two units lots >5000 sf: two units	lots <4000 sf: secondary unit; lots > 4000 sf: three or more units (but no less than 2500 sf per unit)	25/30'	15'	20'	5' *	15'	300 sf
R-50	Medium Density Residential	apartment living at medium densities	single-family duplex	multi-family; single-family with secondary unit	4000 sf	25'	lots < 4000 sf: one unit lots > 4000 sf: two units	4500-4999 sf: 3 units 5000-6999 sf: 4 units 7000-8,499: 5 units 8500-9,999: 6 units >10,000: 1 unit per 1500 sf	30'	15'	15'	4' *	15'	200 sf/unit
R-60	Medium-High Density Residential	apartment living at relatively high densities areas with good transportation access, shopping	one-family two-family multi-family	rooming house	4000 sf	25'	one regular unit per 800 sf of lot area one efficiency unit per 550 sq. ft. of lot area	density bonuses up to 50% of permitted density with transfer of development rights from nearby lots	40'		10'	0' *	15'	200 sf/reg unit 130/efficiency 100/rooming
R-70	High Density Residential	apartment living at high densities areas with good transportation access, shopping	one-family two-family multi-family	rooming house	4000 sf	25'	one regular unit per 450 sf of lot area one efficiency unit per 300 sf. of lot area	density bonuses up to 50% of permitted density with transfer of development rights from nearby lots	40' + additional if stepped back		10'	0' *	10'	150 sf/reg unit 100/efficiency 75/rooming
R-80	High-Rise Apartment Residential	high-rise apartment living areas near major shopping & community centers and rapid transit stations	one-family two-family multi-family rooming house		4000 sf	25'	one unit per 300 sf of lot area one efficiency unit per 200 sq. ft. of lot area	density bonuses up to 50% of permitted density with transfer of development rights from nearby lots	none, but max. FAR 3.50	none (see FAR)	10'	0' *	10'	150 sf/reg unit 100/efficiency 75/rooming
R-90	Downtown Apartment Residential	high-rise apartment living at very high densities close proximity to Oakland central district	one-family two-family multi-family rooming house		4000 sf	25'	one regular unit per 150 sf of lot area one efficiency unit per 100 sq.ft. of lot area	density bonuses up to 50% of permitted density with transfer of development rights from nearby lots	none, but max FAR 7.00***	None (see FAR)	10'	0' *	10'	150 sf/reg unit 100/efficiency 75/rooming

* additional setback required when facing required living room window
*** may be exceeded by 10% on any corner lot or any lot facing or abutting public park
** minimum rear yard depth shall be increased by an additional 1/2 foot for each additional foot of lot depth over 100 feet, up to a maximum rear yard depth of 80'

Construction Codes and Enforcement

The Building Services Division of the Community and Economic Development Agency (CEDA) administers building codes, with one exception. The Oakland Fire Department's Fire Prevention Division administers the Oakland Fire Code. These enforcement activities are part of the city's role in protecting the public's health, safety, and welfare. The City's enforcement of construction codes provides sufficient flexibility to address special considerations that arise in the rehabilitation of older structures, the conversion of structures for residential use, and the modification of structures to meet the needs of persons with disabilities. The City's code enforcement practices have, historically, allowed a range of supportive housing services in residential structures and developments. Through its interpretation and enforcement of building codes, the City ensures that reasonable accommodations for persons with disabilities can be designed or retrofitted into new and existing buildings and that converted buildings can also be specially designed to serve special needs populations with disabilities.

Some developers have reported that the City's practice of placing liens on properties whose owners do not correct code violation creates a disincentive for developers to acquire and improve or redevelop those properties. The City also charges fees for property re-inspections, which can add significantly more to the cost of clearing liens from properties with code violations. The City reports that this is not a widespread problem affecting a significant number of properties. The City has taken a flexible approach to building code interpretation and enforcement that does not significantly impede the ability of property owners to rehabilitate their properties.

On and Off-Site Improvement Requirements

On and off-site improvements include streets, sidewalks, sanitary sewers, storm drains, and street lighting. The City's on and off-site improvements are fairly standard compared to other cities in the Bay Area and do not constitute a significant development constraint. Most of the housing opportunity sites designated by the City are infill and redevelopment sites that already have infrastructure and services in place and are located along fully developed streets. Higher density developments may require larger sized water, sewer, and utility lines to provide adequate services. Development in some older parts of the City may require the replacement of aged utility lines and other infrastructure. These costs are unavoidable; however, the City attempts to mitigate the impact on affordable housing through the use of redevelopment funds, regulatory incentives, funding assistance, and other strategies.

Permit and Development Fees

The City of Oakland and other public agencies charge a number of planning, building, and engineering fees to cover the cost of processing development requests, and providing public facilities and services to new development. Payment of these fees can have an impact on the cost of housing, particularly affordable housing. Fees are limited by state law, which requires that "a public agency may charge applicants a fee not to exceed the amount reasonably necessary" to provide basic permit processing services (California GC Sec. 65943 (e)).

Although fees in Oakland are comparable to other jurisdictions, they can still represent a significant cost to affordable housing development. For this reason, the City provides financial assistance to affordable housing by paying fees from one or more housing fund sources (such as redevelopment housing set-aside funds, CDBG funds, or HOME program funds). Permit and development fees are eligible costs that can be funded through these sources.

Unlike most surrounding jurisdictions, Oakland does not charge impact fees for residential development. Fees for water and sewer services are charged by the East Bay Municipal Utility District, while school impacts fees are charged by the Oakland Unified School District. Although the City has no direct responsibility for the fees or services provided, Oakland does work with these agencies through its planning and development review processes to ensure that fees are reasonable, are related to the impacts created by new development, and that new development can be served by these agencies.

Planning permit fees typically have a minimal impact on housing cost (several hundred dollars per housing unit) because these fees are charged as flat rates per application. Development impact fees charged by East Bay Municipal Utility District and the Oakland Unified School District have a greater impact on the cost of housing (typically between $5,000 and $10,000 per dwelling unit) and represent between 50 percent and 60 percent of all fees charged. Total fees typically range from $10,000 and $20,000 per dwelling unit. When compared to the market cost of producing housing in Oakland (land and site preparation, construction, financing, etc.), permit and impact fees, while a cost factor, are not as significant as other cost factors in the production of affordable housing (such as the market cost of land and State requirements to pay prevailing wages on construction labor for housing development assisted with public funds).

According to a 1998 study prepared by the California Housing and Community Development Department (HCD), planning fees in Oakland for a 2,500 sq. foot single-family home with a 400 sq. foot garage in a 25-unit subdivision averaged $561.00. In 2002, these fees average approximately $787.00. Planning fees for an average apartment in a 45-unit multifamily development were $80.00, according to the study. They now average approximately $214.00.

Building permit fees have a greater impact than planning fees on the final cost of a unit. In the 1998 HCD study, building plan check, permit, and inspection fees for the single-family home averaged $6,786. For the multifamily unit, building fees averaged $3,416.

City permit and development fees for a 2,500 square foot single-family home with a 400 square foot garage in a 25-unit subdivision, adding 11 percent for increased land and building costs since 1998 would average nearly $17,700. Development fees for a 1,000 square foot apartment unit in a 45-unit subdivision, adding 11 percent for increased land and building would average approximately $8,300.

While permit fees are necessary to pay for the services and infrastructure for which the fees are charged, the City can mitigate the cost of these fees by providing financial assistance to affordable housing developments. Such financial assistance has been a past and current practice of the City to facilitate the development of affordable housing in Oakland.

Development Approval Process

The Oakland Community and Economic Development Agency administers the permit process through the Planning and Zoning Division and the Building Services Division. Although the approval process for a development project often includes multiple permits, the City has made substantial efforts to prevent its permit processes from being a constraint to development. Depending on the number and type of approvals required, developments can typically be entitled in six weeks to six months. The City believes that the time required to approve most projects does not present a significant time or cost constraint to the development of housing development in Oakland.

Factors that most affect the City's ability to process development approvals in a timely manner include:

- staff shortages,
- the volume of applications and concurrent special projects requiring staff time,
- the number of general inquires (phone, front counter, correspondence),
- minimum time lines for public notice (state law and zoning code),
- additional time and extent of noticing desired by some members of the community,
- subjective review issues (building and site design, for example),
- review by the Design Review Committee or Landmarks Preservation Advisory Board,
- environmental review,
- level of community involvement and interest in a project, and
- the number of discretionary approvals.

Efforts to expedite permit approvals include:

- web site assistance with comprehensive permit information;
- a permitting center to provide a one-stop permitting and assistance for applicants;
- pre-application meeting to identify issues and potential resolutions to expedite an applicant's development proposal;
- concurrent processing of multiple permit applications (for example, conditional use permit, design review, and a tentative subdivision map), which are required for a single development proposal;
- expedited Planning Commission and Design Review Committee consideration for high priority residential projects (including affordable housing projects); and
- a "rapid check" review of building plans.

The majority of actual processing time for a use permit and/or other discretionary approvals typically takes place during the planning staff initial project review. Staff works with the applicant to achieve a completed application that conforms to the various procedural, design, and zoning requirements. Processing times vary depending on the size and complexity of the project, the completeness of the application and the conformance of the project to the Planning Code requirements. However, every effort is made by the City to maintain an efficient process.

Design Review

Design review can pose a potential constraint to the development of housing if the process lacks clear guidelines and requires significant time in addition to other development approvals. In Oakland, the design review process is concurrent with other development permit applications.

In all zones that permit residential uses, design review is required for construction of new residential units and for certain additions to existing residences. In some special zoning districts, design review is required for any exterior alterations to buildings. Design review is intended to address the compatibility of new construction and additions with surrounding development and preserve the architectural quality of Oakland's housing stock. Staff considers site characteristics, topography, neighborhood, scale, bulk, architectural context, height, material, texture, and overall character. There are several residential design review programs: Special Residential Design Review, Regular Design Review, and Mediated Design Review (see Appendix E for more detail about the programs).

Historic Preservation

Oakland has a program for officially designating select Landmarks and Preservation Districts. Oakland also has a wealth of historic buildings and neighborhoods. The Historic Preservation Element of the General Plan sets forth a graduated system of ratings, designation programs, regulations, and incentives proportioned to each property's importance.

The State California Environmental Quality Act (CEQA) law requires review of impacts on historic resources. The CEQA "infill exemption" cannot be used for projects that potentially impact historic resources. Demolition of an historic resource requires the preparation of an environmental impact review document. The City's requirements are consistent with State law.

The City process requires that the Landmarks Preservation Advisory Board reviews changes to any designated properties (130 out of 100,000 properties Citywide). Design review for any modifications to these structures is conducted concurrently with the regular design review process. While there is no additional time delay, the process could add an element of uncertainty for the developer and, at times, additional costs.

Residential Rent Arbitration

The City of Oakland has established an ordinance (Chapter 8.22 of the Oakland Municipal Code) governing residential rent increases. Tenants may file a protest with a City hearing officer if he or she believes that a rent increase does not comply with the ordinance.

From 1995 to 2001, annual rent increases were limited to three percent. Beginning in 2002, annual increases are governed by a formula that takes the average of the increase in the Consumer Price Index (CPI) for all urban consumers and the CPI less shelter costs. A property owner may petition the City for a higher rent increase to cover capital improvements, uninsured repairs, increases in housing service costs, a past history of rent increases less than permitted under the ordinance, debt service, and/or any other factors the City's hearing officer and the Rent Arbitration Board deem relevant. Under state law, rents become de-regulated upon vacancy of a dwelling unit. A property owner may not undertake a retaliatory eviction due to a tenant's petition to the City to protest a rent increase, nor may a property owner evict a tenant to rehabilitate a rental unit before obtaining a building permit from the City.

The rent arbitration regulations do not apply to rental units that were newly constructed and received a certificate of occupancy on or after January 1, 1983 or to substantially rehabilitated buildings on which owners have spent a minimum of 50 percent of the average basic cost for new construction as determined by the Chief Building Inspector.

The filing fee for petitions and appeals is $15, plus $10 for each additional rental unit in a consolidated case with multiple rental units.

The City believes that its rent arbitration ordinance fairly balances tenant interests with private property rights without creating disincentives for property maintenance or new rental housing construction, because:

- the permitted rent increases allow property owners to pass through many costs and achieve a reasonable rate of return;
- the process and cost of documenting allowed pass-through expenses is not overly burdensome to permit a rental property owner to increase rents above the limit;
- once rental units are vacated, a property owner may increase the rent to current market levels;
- the regulations do not apply to units constructed since 1983; and
- the fees for filing petitions and appeal are nominal.

Accessibility for Persons with Disabilities

As noted in Chapter 3, persons with disabilities have a number of housing needs related to accessibility of dwelling units; access to transportation; employment, and commercial services; and alternative living arrangements that include on-site or nearby supportive living services. The City ensures that new housing developments comply with California building standards (Title 24 of the California Code of Regulations), including handicapped accessibility requirements. The City also permits educational, residential, health care, and other supportive services (defined as "residential care," "day care," "convalescent facilities" and "group residential" in the Planning Code) of the type that could benefit persons with disabilities in residential zones. Based on its zoning, land use policies, and building code practices, there is no evidence that Oakland has created significant constraints to the location, construction, or cost of special needs housing for persons with disabilities. As noted above, the City has implemented a number of policies and procedures to address the special needs of persons with disabilities.

Procedures for Ensuring Reasonable Accommodations

The City of Oakland ensures that reasonable accommodations are made for persons with disabilities:

- Persons with disabilities and organizations that serve persons with disabilities can telephone the City (special lines are available for persons with hearing impairments), send an e-mail, stop by the City's public counter (which has information on special programs and regulations to address the needs of persons with disabilities).
- Information is available on the City's web site regarding programs and procedures that can assist persons with disabilities. The City will soon have on-line permit applications and instructions that can assist persons with disabilities.
- City offices, including hearing rooms and Council chambers, are accessible to persons with disabilities.
- Persons with disabilities can request special accommodations or variances from the requirements of City zoning or building codes.

Efforts to Remove Regulatory Constraints for Persons with Disabilities

The State of California has removed any City discretion for review of small group home projects (six or fewer residents). The City does not impose additional zoning, building code, or permitting procedures other than those allowed by state law. The City also allows residential retrofitting to increase the suitability of homes for persons with disabilities in compliance with the requirements of the Americans with Disabilities Act ("ADA"). Such retrofitting is permitted under Chapter 11 A. and B. , "Accessibility," of the 2001 version of the California Building Code. The City works with applicants who need special accommodations in their homes to ensure that application of building code requirements does not create a constraint.

Information Regarding Accommodation for Zoning, Permit Processing, and Building Codes

The City implements and enforces Chapter 11 A. and B. of the of the 2001 California Building Code, which is very similar to the ADA. The City provides information to applicants or those inquiring of City regulations regarding accommodations in zoning, permit processes, and application of building codes for persons with disabilities.

Zoning and Other Land Use Regulations

In reviewing the City's zoning laws, policies, and practices for compliance with fair housing law, the City has not identified zoning or other land use regulatory practices that could discriminate against persons with disabilities and impede the availability of such housing for these individuals. Oakland's Planning Code allows many of the housing use types and supportive services that persons with disabilities require. The 1998 General Plan policies encourage special needs housing with supportive services to be located near transportation and other areas with access to services. Appendix E describes the City's planning, zoning, and permit policies in greater detail.

Building Codes

As described above and in Appendix E, the City provides reasonable accommodation for persons with disabilities in the enforcement of building codes and the issuance of building permits through its flexible approaches to retrofitting or converting existing buildings and construction of new buildings that meet the shelter needs of persons with disabilities. The City has not made amendments to the Code that would diminish the ability to accommodate persons with disabilities. Oakland also recognizes the State Historic Building Code as a way to allow greater flexibility in the rehabilitation of historic buildings in association with accommodating persons with disabilities.

Universal Design

The City has not adopted a universal design ordinance governing construction or modification of homes using design principles that allow individuals to remain in those homes as their physical needs and capabilities change. However, Oakland's housing policies and assistance programs strongly encourage, through the competitive rating process, that housing developments incorporate universal design themes in at least some new units.

State Requirements

Although not within the City's control, state laws and funding requirements impose significant constraints on the City's ability to achieve its housing objectives. There are many state requirements that can constrain housing affordability and availability. Some of these requirements are:

1. Prevailing wage requirements, which significantly increase labor costs on government-assisted housing projects.

2. Limited availability of state funding for housing and supportive services programs. Nearly all state programs are significantly oversubscribed in relation to the need.

3. Environmental review requirements under the California Environmental Quality Act (CEQA). CEQA provides opportunities for procedural delays and legal challenges of residential development approvals. The City has limited the potential of CEQA to create procedural delays by using exemptions permitted for infill and affordable housing projects, implementing environmental mitigation measures through the City's Planning Code, and receiving legislative approval to streamline the environmental review process for certain downtown projects (AB436).

B. NON-GOVERNMENTAL CONSTRAINTS

The production, availability, and cost of housing in Oakland are impacted by nongovernmental factors associated with the higher costs and greater difficulties of producing housing through redevelopment in an already-developed, central city such as Oakland. Broader market factors applicable throughout the Bay Area region, increasingly affecting Oakland, also pose constraints to housing in Oakland, particularly affordable housing.

Land Costs

Property Values and the Price of Land

Market prices for land are high in the desirable, high-cost San Francisco Bay area, and they continue to increase. Demand is strong and rapidly increasing for closer-in locations, such as those in Oakland, that are at the center of the region with good transportation accessibility throughout the Bay Area. As the region has grown and the demand for housing increased, the desirability and acceptability of locations in Oakland and other inner cities has increased within the region. Oakland's urban character and relatively lower costs have made the City an increasingly desirable alternative to higher-cost areas nearby, particularly to San Francisco across the Bay. As a result, property values in Oakland have increased substantially since the mid-1990s. Regional market factors continue to play a dominant role in determining land values and prices in Oakland.

Significant variations exist for the price of land within Oakland. The City has some of the highest residential land values in the Bay region (such as in the Oakland hills with views of San Francisco Bay) and some of the lowest as well (such as in older, working-class neighborhoods in the vicinity of the I-880 freeway and older industrial areas). Since the mid-1990s, however, the demand for housing throughout Oakland has increased significantly, as have the values of residential land and property throughout the City.

Examples of land acquisition costs for the development of affordable housing in Oakland (generally for housing affordable to low- and very-low-income households) provide an indication of minimum

prices for land suitable for residential use. The examples are for infill sites purchased in lower land-cost areas of the City. The examples range from $13 to $14 per square foot to $60 to $70 per square foot (2001 values), as summarized in Table 6-1 below.

The significance of land acquisition costs for housing development depends on the density of the new development. When apportioned over the number of housing units, land acquisition costs per unit for multifamily, affordable housing projects have been in the range of $13,000 to $20,000 per unit (2001). Land acquisition costs for single-family detached, affordable housing are higher on a per-unit basis, about $70,000 per unit for the example in Table 6-1. Land acquisition costs have increased since 2001 and will be still higher in the future, as residential land values in Oakland continue to increase. Residential land values in other parts of Oakland are higher than shown for the examples herein, particularly the values of land for single-family home development.

Table 6-2
Land Costs for Affordable Housing Sites in Oakland (2001)

Housing Type	Multifamily Residential, Higher-density	Multifamily Residential, Moderate-density	Multifamily Residential, Moderate-density	Single-family Detached Residential
Site Area	1.38 acres	0.67 acres	0.80 acres	4.59 acres
Land Acquisition Cost	$4,000,000	$390,000	$460,000	$5,000,000
Per sq. ft. land	$66.67	$13.57	$13.14	$25.00
Density of Development	146 units/acre	45 units/acre	30 units/acre	15 units/acre
Number of Units	202	30	24	71
Land Acquisition Cost per Unit	$19,800	$13,000	$19,167	$70,400

Sources: Hausrath Economics Group; City of Oakland; David Paul Rosen & Associates, Commercial Development Linkage Fee Analysis, Sept. 13, 2001.

The City can do little to directly affect the cost of land other than continue to provide opportunities for increased residential densities, housing on under-used sites and locations with redevelopment potential, mixed-use development, and housing on infill properties. In response to high land prices and increasing land values in Oakland, the City of Oakland has created an Affordable Housing Site Acquisition Program that provides funds to developers of affordable housing for site acquisition and associated costs. The Oakland Redevelopment Agency also has been involved in land acquisition, resale, and land write-down activities to facilitate new housing development.

Costs for Redevelopment and Urban Infill

Since Oakland is an already-developed, central city, new housing development largely requires the reuse or redevelopment of underutilized properties with older, existing uses on them. It also can include development of currently vacant sites formerly passed over for development because of higher development costs or lower revenue potentials, due to odd-sized or small parcels, toxic issues, and other factors. There are a variety of uncertainties, difficulties, and additional costs associated with development of these types of sites that pose constraints for new housing development. However, Oakland does not have large, vacant, unconstrained parcels, and must rely on

redevelopment and infill strategies to accommodate the bulk of its ABAG-assigned regional housing allocation.

The total cost of "land" for developing infill sites or redeveloping under-used sites includes not only land acquisition, but also additional costs of demolishing existing improvements and site clean-up. Costs for relocating existing uses and/or compensating existing users are also frequently part of the total cost of land development in Oakland. Thus, total "land" costs for urban infill development and redevelopment are generally greater than the land/site acquisition costs alone.

Further, infill sites are generally smaller parcels that can be difficult to develop (including those that might be irregularly shaped) and that are more costly to develop (as the costs of the approval process and other planning efforts would be spread over a relatively small number of new units). Development on smaller, infill sites is more difficult and more costly than larger-scale development on vacant land, and can provide less return to the developer. However, there also can be offsetting advantages of infill development in that much of the infrastructure to serve the new development is already in place, in most cases.

Environmental Hazards

The redevelopment of sites in urban areas also can involve costs to remediate contaminated soil or groundwater, or to demolish buildings containing hazardous materials. In Oakland, many of the larger development sites that remain were in former industrial use. These often require some level of remediation and/or hazardous materials removal, resulting in additional costs that can be substantial and that can pose constraints on development. Such costs can render private sector redevelopment infeasible in situations where market prices and rents for the new uses are not high enough to amortize the costs of cleanup. In other situations, such costs can reduce the return from development of market-rate projects, making them less attractive to potential developers. In all cases, such costs increase the levels of subsidies required for affordable housing projects. The City and Redevelopment Agency are trying to address the problems associated with environmental hazards, helping to fund Phase I assessments and actual cleanup activities in some cases pursuant to the Polanco Redevelopment Act (Section 33459, California Health and Safety Code).

Land Availability

There are adequate sites for developing housing to meet Oakland's housing needs, as described in Chapter 4, Land Inventory. The availability of sites for development, however, can be constrained by the need to assemble smaller parcels into larger development sites and/or by landowners seeking high prices for their properties. The latter is particularly the case for older properties formerly in commercial or industrial uses that are being held as long-term investments by owners hoping to reap the rewards of an improving local market.

To facilitate site availability, the Redevelopment Agency is playing a role in purchasing and assembling development sites and then soliciting developers for building new housing. Examples include several Agency-owned sites that are currently under development in the downtown area. Other examples include Agency and City assistance in identifying and assembling sites, undertaking project planning, and negotiating agreements to facilitate the Transit Village developments underway and in the planning stages in Oakland. The City also has a program for assisting nonprofit housing developers in acquiring sites for affordable housing. Oakland's Community and Economic Development Agency (CEDA) has led efforts to identify larger, underutilized sites for housing development, such as has occurred under the Mayor's "10K" Initiative to bring 10,000 new residents and 6,000 additional dwelling units to downtown Oakland. CEDA has also directed efforts to

facilitate the development of housing along the major transit corridors and in other higher-density locations throughout the City.

Construction Costs

The costs of constructing housing in the Bay Area are generally, and in Oakland in particular, high. Market factors resulting in high construction costs are further compounded for affordable housing providers because they must pay "prevailing wages." The "hard costs" (building materials, labor, etc.) for single-family, detached home construction can range from around $90 per square foot for average construction to $140 per square foot and higher for custom construction and luxury finishes.[21] Average-quality wood-frame construction for housing in multifamily buildings can range from $100 to $150 per square foot, with costs at the higher end of the range applicable for three- and four-story construction over structured, above-grade parking. Higher quality, wood-frame construction of that type can be more costly. Much of the new housing being built in Oakland is wood-frame multifamily construction, either two- and three-story construction with on-grade parking or three- and four-story construction over podium parking.

Construction costs for higher-rise steel- and concrete-frame multifamily buildings are higher than for wood-frame construction. In fact, the higher costs for steel- and concrete-frame construction are a significant factor limiting the feasibility of high-density housing development in Oakland. Such buildings are only being built in Oakland locations that can attract the highest housing prices and rents (such as on the shores of Lake Merritt and in the Jack London District). There also are a few examples of concrete-frame construction for more affordable, higher-density senior housing. For all types of construction, underground parking would result in still higher construction costs.

The hard construction costs typically represent about 50 to 60 percent of total development costs. Thus, they have a significant effect on development feasibility. Land and soft costs can represent another 40 to 50 percent of the total cost of building housing. Table 6-2 summarizes construction and development costs for various types of residential projects.

21 RS Means 2001 per square foot hard construction costs, as well as information for developments in Oakland.

Table 6-3
Affordable Housing Development Costs in Oakland (2001)

Housing Type	Multifamily Residential Stacked Flats and Lofts	Multi-family Residential Rental Apartments for Families	Multi-family Residential Rental Apartments for Families	Single-family Detached Ownership Housing
Density	Higher-density 146 units/acre	Moderate-density 45 units/acre	Moderate-density 30 units/acre	Lower-density 15 units/acre
Number of Units	202 units	30 units	24 units	71 units
Building Sq. Ft.	197,350 sq. ft.	28,080 sq. ft.	23,540 sq. ft.	97,530 sq. ft.
Type of Construction and Parking	Four-story, wood-frame over lofts at grade; two-story, structured above-grade parking	Three-story wood-frame with on-grade parking (2/3 outside, 1/3 in garage)	Three-story wood-frame with tuck-under parking structure	Two-story wood-frame with two-car tandem parking in garage and off-street
Costs				
Hard Costs, Construction, Units and Parking	$24,480,000 (59%)	$2,857,000 (55%)	$3,435,000 (59%)	$10,489,000 (54%)
Soft Costs[1]	$12,887,000 (31%)	$1,727,000 (33%)	$1,863,000 (32%)	$3,967,000 (20%)
Land Acquisition and Site-related Costs	$4,350,000 (10%)	$613,000 (12%)	$539,000 (9%)	$5,031,000 (26%)
Total Cost	$41,717,000 (100%)	$5,197,000 (100%)	$5,837,000 (100%)	$19,487,000 (100%)
Total Cost per Unit	$206,520	$173,220	$243,210	$274,460
Total Cost per Sq. Ft.	$211	$185	$248	$200
Hard Costs per Sq. Ft.	$124	$102	$146	$108

Sources: Hausrath Economics Group; City of Oakland; David Paul Rosen & Associates, *Commercial Development Linkage Fee Analysis*, Sept. 13, 2001.

[1]Includes costs for architecture and engineering, planning and approval, fees and permits, taxes and insurance, financing and carrying costs, and marketing.

Housing construction costs have risen significantly over the past decade. Construction cost indices published in the *Engineering News Record* indicate an average increase in construction costs nationally from 1990 to 2001 of about 34 percent. The increase in the San Francisco Bay area was higher, estimated at about 40 percent.

Costs for prototypical affordable housing developments in Oakland are summarized in Table 6-2, and provide examples of recent construction costs and total development costs. As shown, the hard construction costs for the multifamily, affordable housing developments range from $102 to $146 per square foot, while total costs (including construction costs, soft costs, and land) range from $185 to $248 per square foot. These translate into per-unit total costs of $173,000 to $243,000 for development of affordable dwelling units in wood-frame, multifamily buildings. Construction with higher-quality finishes and construction of steel- and concrete-frame buildings would have higher costs.

The hard construction costs for affordable, single-family detached housing are in the range of $108 per square foot, with total costs of about $200 per square foot. On a per-unit basis, total costs for the affordable single-family product average about $275,000 per unit. Higher-quality construction and finishes would be more costly.

The construction costs and total costs of developing housing in Oakland are high and present serious constraints to the availability of housing affordable to very low-, low-, and median-income households. To address these constraints, there are a number of housing programs in Oakland to support affordable housing development, including loans and grants to developers of low- and moderate-income housing. Examples are mentioned herein and described in other chapters of this Housing Element (see Chapter 5, Housing Program Resources, in particular).

Financing

The availability and cost of financing have an effect on housing in Oakland. Both real estate financing for development and mortgage lending to homebuyers are relevant considerations.

Real Estate Financing For Development

There have been difficulties obtaining the real estate financing necessary to develop in older areas of Oakland that have not experienced significant previous reinvestment. Institutional lenders and outside investors can be cautious in providing financial backing in these types of neighborhoods. Developers attracted to projects in these areas are often smaller entities with limited records of achievement or with limited financial resources to invest, compounding the difficulties involved in obtaining financing. In addition, interest rates for any available financing in these areas can be at higher rates.

While problems still exist, there have been significant improvements in the availability of real estate financing in Oakland neighborhoods. City support for projects has been an important factor. City funds (loans at below-market interest rates) have provided the basis for partnerships with private lenders, adding both financial support and enhanced credibility to projects. Market factors and conditions, including increasing demand for Bay Area housing, a lack of development options, and rapidly-escalating housing prices and rents in nearby areas have resulted in increased acceptability of Oakland neighborhoods that had been formerly passed over. Spurred by community reinvestment requirements in addition to the above factors, major banks have been investing in Oakland neighborhoods. In addition, experienced nonprofit developers have been active in Oakland, bringing credibility and experience in obtaining financing for affordable housing projects.

Generally, senior housing projects have been the easiest of the affordable housing projects to find funding according to industry sources. The more costly single-family homes have had the hardest time finding financial backing. Mixed-use projects also can have difficulties, often based on uncertainties about the commercial component or the complexities of the project.

Mortgage Lending to Homebuyers

The cost of borrowing money to buy a home is another factor affecting the cost of housing and overall housing affordability. The higher the interest rate and other financing costs charged for borrowing money to purchase a home, the higher the total cost of the home and the higher the household income required to pay that cost.

The effect of financing costs on housing costs is demonstrated by showing how monthly mortgage payments (principal and interest) on a 30-year $170,000 loan, increase with higher interest rates. The household income required to make those payments also increases with higher interest rates. Table 6-3 provides an example of the impact of financing costs on housing cost.

Table 6-4
Financing Costs for a Mortgage of $170,0000

Interest Rate	Required Monthly Mortgage Payment (30-year term)	Required Household Income[1]
6%	$1,019	$58,247
7%	$1,131	$64,629
8%	$1,247	$71,283
9%	$1,368	$78,161
10%	$1,492	$85,253
11%	$1,619	$92,509

Source: Hausrath Economics Group, June 2002.

[1]Assumes 30% of income is spent on housing and 70% of housing expenditures are for mortgage payment.

As shown in Table 6-3, monthly payments increase by about $110 to $130 for every one point increase in interest rates, in the range of six percent to 11 percent. As monthly payments increase, the income required to cover those payments also increases from about $58,000 to $92,500 (assuming 30 percent of income allocated for housing expenditures). If, instead, household income was held constant, the share of income spent on housing would have to increase from 30 percent to 48 percent, as the interest rate increases from six percent to 11 percent.

From the perspective of a buyer with a given household income, the higher the financing costs, the lower the mortgage amount that the household income can support and, thus, the lower the housing price that the household can afford. The effect of financing costs on housing affordability can be demonstrated by showing how the mortgage amount (and housing price) that a household can afford based on its household income declines with higher interest rates. Table 6-4 shows the effect that interests have on the amount for which a household can qualify, assuming a median income of $67,100 for a household of three persons.

Table 6-5
Effect of Interest Rates on Qualifying Loan Amount

(Assuming 2002 Area Median Income of $67,100 for a Three-Person Household)

Affordable Monthly Mortgage Payment[1]	Interest Rate	Maximum Qualifying Loan Amount
$1,174	6%	$195,797
$1,174	7%	$176,462
$1,174	8%	$159,989
$1,174	9%	$145,911
$1,174	10%	$133,714
$1,174	11%	$123,280

Source: Hausrath Economics Groups, June 2002.

[1]Assumes 30% of income is spent on housing and 70% of housing expenditures is for mortgage payment.

The mortgage amount that a household with income at the current median level for Alameda County can afford declines from $196,000 to $123,000 as the interest rate increases from six percent to 11 percent. That change makes a substantial difference in the price of housing that the household can afford to buy. It also increases the amount of public subsidy required to provide affordable homeownership opportunities to median-income households.

Currently, and in recent years, interest rates have been at relatively low levels. Nevertheless, financing costs are still significant, and many households have difficulty purchasing a home. To address these costs, Oakland has two first-time homebuyer programs. The First-time Homebuyer Mortgage Assistance Program provides deferred interest loans of up to $50,000 to low-income, owner-occupants. The Public Safety/Officers/Teacher Program provides loans of up to $10,000 to public personnel with incomes at or below 120 percent of the median income level. In addition, various adjustable rate or deferred interest mortgages have been devised by banks and private lenders to facilitate first-time home buying.

There have been problems with predatory home mortgage lending practices in Oakland, related to lending for making home improvements, re-financing an existing home, consolidating current debts, as well as home buying. Predatory lending practices include charging excessive fees, high interest rates, and other techniques used by mortgage lenders to take advantage of borrowers, especially low-income borrowers. In 2001, the City of Oakland passed an Anti-Predatory Lending Ordinance to stop these practices, the first such Ordinance in California. City decision-makers and staff have been actively involved in homeownership education and counseling efforts to provide residents with information about their options and to help residents protect themselves and understand their rights.

Neighborhood Sentiment

Neighborhood concerns and opposition to higher-density developments and to affordable housing developments can hamper efforts to construct new housing in Oakland. As in many cities, there can be resistance to change in familiar environments. While there is general agreement that housing should be available to all income levels, there can be resistance to specific affordable housing proposals, particularly rental housing projects, based on a lack of information or misinformation, a

poor image of such developments, and/or concerns that an area already has a disproportionately large number of lower-income units.

The City of Oakland is trying to address these concerns, by working with developers and providing information for use at public meetings. The recent community process of updating Oakland's General Plan and the related rezoning now underway have addressed the issue of density. Consensus was reached to direct and encourage new moderate- and higher-density housing along the City's major corridors, in the areas near transit stations, in downtown, and along the waterfront. The development of attractive, affordable housing projects and the rebuilding and rehabilitation of older public housing projects have greatly improved the quality, image, and acceptability of affordable housing in Oakland. Successful, new low-income housing developments now enhance many Oakland neighborhoods and blend unnoticed into others.

7. GOALS, POLICIES, AND ACTIONS

This chapter of the Housing Element describes the City's strategy for the period 1999-2006 for meeting the housing needs of all Oakland residents.

A. CONTEXT FOR THE CITY'S GOALS AND POLICIES

The goals and actions described in the Housing Element are organized to comply with the requirements of State law and guidelines; however, the City has been developing its housing strategy on an ongoing basis, and the policies contained in the Housing Element are part of a broad effort guided by the following four major strategic plans and initiatives:

- Update of the General Plan Land Use and Transportation Elements
- Attraction of 10,000 Residents to Downtown Oakland (the Mayor's "10K Initiative")
- Promotion of Sustainable Development Policies and Practices
- Affordable Housing Strategy

Updated General Plan Land Use and Transportation Elements

A major overall theme of Oakland's updated General Plan *Land Use and Transportation Element*, adopted in 1998, is to encourage the growth of new residential development in Oakland and to direct it to the City's major corridors, to downtown Oakland, to transit-oriented districts near the City's BART stations, along the waterfront, and to infill projects that are consistent with the neighborhood character of surrounding areas. New land use strategies and policies are set forth to actively encourage urban density and mixed-use housing developments in these locations, as they can accommodate significant increases in intensity and are well-served by transit. Growth and change in these areas are envisioned through a number of strategies including reuse of existing built space, construction on vacant infill sites and sites in interim use such as for surface parking, and the redevelopment of underutilized and obsolete sites and structures into new uses. Land use designations, densities of development, and transportation systems are coordinated and planned to support increased densities in these designated areas.

The *Land Use and Transportation Element* sets forth a range of land use classifications and density designations that encourage higher-density housing to meet the needs of a growing population while also respecting the character of established neighborhoods throughout the City. Often, former commercial classifications are replaced with new mixed-use classifications that specifically identify the intent to encourage and allow residential development along the major corridors, in downtown, and along the waterfront. The strategy removes uncertainty about the desirability and acceptability of new residential development, particularly higher-density development, by encouraging such growth and directing it to specific areas of the city. The sub-area objectives behind the Element's overall residential strategy and land use designations are summarized below.

> **Major Corridors.** The City contains long corridors that serve as major thoroughfares for travel between different parts of the City. Many of these former commercial corridors were bypassed by development of region-serving freeways and have become neglected and are not viable in some stretches. Some also include old,

obsolete industrial facilities. The *Land Use and Transportation Element* includes strategies to bring the corridors back into full use. It envisions the concentration of commercial areas in viable nodes of activity along the corridors linked by segments of new, multifamily housing developed in proximity to existing neighborhoods and to the transit systems that serve these streets. Through the zoning update process, a new Urban Residential Corridor Mixed Use Corridor District zone is being created. Development incentives such as increased height, increased density, and reduced parking are proposed for mixed use projects with retail on the ground floor and higher density housing above.

Downtown Oakland. General Plan land use policies and strategies reinforce the pre-eminence of Oakland's downtown and offer generous opportunities for high-density residential development along with high-intensity office, entertainment, commercial, retail, and educational uses and development. The objectives are to increase housing opportunities downtown so as to create a better sense of community, to provide for a range of housing types and densities, to provide added support for retail shopping, and to encourage housing as a vital component of a 24-hour downtown. To further increase the supply of housing, the City has enacted an ordinance which allows the conversion of existing non-residential buildings to residentially-oriented joint living and working quarters.

Transit-oriented Districts. Land use strategies and policies are designed to promote residential and mixed-use development in pedestrian-oriented settings so as to take advantage of opportunities presented by Oakland's region-serving BART stations and multiple AC Transit lines. Higher-density housing types are encouraged around Oakland's BART stations along with supporting commercial and service uses Through the zoning update process, a new Transit-Oriented Development zone is being created and will be designated around the West Oakland, MacArthur, Fruitvale and Coliseum BART stations. Increased height, increased density and reduced parking are proposed for mixed use projects in these locations.

Transition of Industrial Areas.

The General Plan identified areas throughout the City that were developed with a mix of industrial buildings and housing. A new General Plan land use category was created called Housing and Business Mix. This classification is intended to guide a transition from heavy industry to low impact and light industrial and other businesses that can co-exist compatibly with residential development. Through the zoning update process, a new zone is being created called Business and Housing Mix. The conversion of industrial buildings to residential uses and the construction of new residential housing are encouraged in this zone. New construction in these areas has been primarily residential as obsolete industrial buildings convert to residential uses.

Waterfront. The *Land Use and Transportation Element* encourages the development of mixed-use areas along the Estuary shoreline. Higher-density residential densities are permitted where design and development intensity allow for public views, vistas, open space, and waterfront access. The integration of housing with other compatible uses is desired to add to the overall vitality of the waterfront.

These strategies are already being implemented, as exemplified by the housing projects already completed, under construction, and in the predevelopment process in Oakland. The City's overall

residential land use strategy, as described in the *Land Use and Transportation Element*, underlies the analysis of potential densities on sites suitable for housing development presented in Chapter 4, as well as many of the goals and actions described in this chapter.

Oakland's 10K Initiative

In January 1999, the City embarked on a program to attract new residents to downtown Oakland. The "10K Initiative," as it is known, is a key part of broad efforts to revitalize downtown Oakland.

The 10K Initiative is designed to attract the development of about 6,000 new residential units to house 10,000 new residents downtown. Special efforts are being made to encourage this level of new housing development downtown. Elements of the program include the following.

> **Identification of suitable sites for residential development**. The City has developed an inventory of vacant and underutilized sites in the downtown, determined permissible densities for development, and publicized that information on its web site, in publications, and in meetings with developers.
>
> **Assistance in the permit and entitlement process for downtown housing projects.** Housing projects in the downtown receive priority for review and processing of applications for planning approvals and building permits.
>
> **Streamlined environmental review requirements for residential projects in parts of the downtown area**. The City obtained legislation that allows for focused environmental impact studies for downtown residential projects, which have reduced the complexity, cost and time required for environmental review.
>
> **Assistance with site acquisition and assembly for future residential development**. The Redevelopment Agency has offered Agency-owned sites to developers through a competitive Request for Proposals process. The Agency will also assist developers seeking to acquire parcels to complete site assembly for new downtown housing projects.
>
> The downtown sites for new housing development are concentrated in seven clusters that are target areas for public and private investment. Many of the sites identified elsewhere in this Housing Element as suitable for accommodating the City's Regional Housing Needs Allocation were identified as part of the 10K program.

Sustainable Community Development Initiative

The City of Oakland has embarked on a comprehensive Sustainable Community Development Initiative that seeks to integrate planning, social, health, and economic policies and programs; to reduce the consumption of non-renewal resources; to increase economic opportunities for disadvantaged residents; and to increase the quality of life for all city residents. The initiative focuses on three areas of concern: environmental quality, social equity, and economic development. Within this initiative are programs that directly or indirectly seek to reduce energy consumption and reliance on non-renewable sources of energy. The City believes that its sustainable policies will increase the quality of housing and reduce many of the costs associated with non-sustainable housing development, operation, and maintenance.

The City Council's adoption of the Sustainable Community Development Initiative in 1998 included:

- Implementing a sustainable development strategy as an overarching principle guiding Oakland's economic development program.

- Encouraging affordable in-fill housing, mixed-use development, and sustainable building practices.

- Green building guidelines for City projects, including information resources and technical assistance.

Some of the housing-related sustainable development actions the City has implemented are:

- Redevelopment Agency staff inclusion of sustainable development and green building principles in agreements for development projects (e.g. Shorenstein office buildings, Uptown project, and other upcoming 10K projects).

- Encouragement of mixed-use development, in-fill housing, and sustainable building practices through planning, regulatory, and financial incentives. Examples include a re-invigorated commitment to affordable housing through the $40 million Redevelopment Agency bond to be administered by the Housing and Community Development Department and preliminary design for the Uptown project proposed to include more than 2000 units of higher density in-fill housing close to downtown, and with 20 percent of these at affordable rents.

- Opening of the Green Building Resource Center for public use adjacent to the City's planning and zoning permit counters.

- Receipt of a state grant for a green building trades curriculum at Laney College and for a Green Builders Attraction Forum.

- Adoption of the Construction Debris and Demolition ordinance that requires all new development and sizeable remodeling projects to reuse or recycle 50 percent or more of their waste and debris.

- Negotiation of sustainable design standards as part of Disposition and Development Agreement on Redevelopment Agency-owned sites. The City helps identify and coordinate free or low-cost technical assistance, when needed, such for the Oakland Army Base Reuse Plan, new downtown office towers, and the "Uptown" project (large housing/ commercial/ theaters project).

- Negotiation of sustainability measures to be incorporated in the Leona Quarry project – a 477 unit residential project in the Oakland hills. Sustainable development principles have been incorporated into site planning, energy efficiency, materials and resources, water efficiency, indoor air quality and post-construction maintenance.

Affordable Housing Strategy

Affordable housing is a major policy priority for the City of Oakland. The City has had an active housing development program for nearly 20 years, and has assisted in the development of thousands of units of newly constructed and substantially rehabilitated housing for very low, low and moderate income families, seniors and people with special needs. The City has also devoted substantial resources to preservation of the existing housing stock, including homes owned by low income families, and to expanding opportunities for low income renters to become homeowners.

The City's affordable housing strategy is outlined in the Consolidated Plan for Housing and Community Development prepared in May 2000. The Consolidated Plan – which is required as part of the City's federally-funded housing and community development programs – sets forth the City's needs, market conditions, strategies, and actions for addressing the housing needs of very low and low income households. Key components of this strategy are outlined below.

Preservation and expansion of the supply of affordable housing. The City provides funding to nonprofit and for profit developers to develop affordable housing through new construction and substantial rehabilitation, and to preserve existing affordable housing at risk of converting to market-rate housing. Major funding sources include Oakland Redevelopment Agency tax increment funds and the federal HOME program. In 2000, the City created a $10 million site acquisition program to assist developers to purchase vacant sites for future affordable housing development. The City also provides funding to nonprofit developers for certain predevelopment expenses.

Creation of new opportunities for homeownership. The City is engaged in a variety of efforts to provide opportunities for first-time homebuyers to purchase homes. The Mortgage Assistance Program provides deferred payment second mortgages to low and very low income homebuyers. Another program provides down payment assistance to low and moderate income public safety employees (police and fire) and to Oakland teachers. Other programs provided by the City and by organizations with whom the City has developed partnership include counseling and education for first-time homebuyers, efforts to provide new and innovative mortgage products, and a lease-purchase program.

Conservation and rehabilitation of the existing housing stock. Much of Oakland's housing stock is old and in need of repair and renovation. The City provides a wide variety of programs to assist low and very low income homeowners rehabilitate their homes, including programs to correct major code deficiencies, make emergency and minor repairs, and abate lead-based paint hazards. Most of these programs are financed with federal Community Development Block Grant funds.

Expansion of rental assistance for very low income households. For very low income households, especially those with incomes less than 30 percent of median income, capital subsidies alone are insufficient. The City actively supports efforts by the Oakland Housing Authority to obtain additional Section 8 vouchers, and to find new ways to make those vouchers more effective, including the provision of project-based assistance.

A Continuum of Care strategy for addressing the needs of homeless families and individuals. Using a combination of Federal, State and local funds, the City is implementing a Continuum of Care Plan to provide emergency shelter, transitional housing, and permanent housing with supportive services. Oakland's planning and program implementation to reduce and eliminate homelessness is done in concert with other jurisdictions in the region through the Alameda County Continuum of Care process.

Development of housing with supportive services for seniors and people with disabilities. The City provides financial assistance, primarily to augment federal assistance, to develop new affordable housing with appropriate supportive services

for seniors and for people with disabilities. The City also administers Federal grant funds for the Oakland metropolitan area under the Housing Opportunities for Persons With AIDS (HOPWA) program.

Affirmative actions to promote fair housing and expanded housing choices. The City providing financial support to organizations that provide education, counseling and advocacy to further fair housing opportunities for minorities, persons with disabilities, seniors, families with children and other protected classes. The City is also engaged in substantial efforts to address predatory lending and promote community reinvestment practices by lenders as a means for expanding housing opportunities for these populations.

Resource Constraints

The analysis contained in previous chapters has shown the tremendous magnitude of unmet housing needs in Oakland and the gap between the market cost of housing and the ability of low- and moderate-income households to pay for housing. The Housing Element is intended to complement the strategies in the City's Consolidated Plan, which focuses on the needs of very low- and low-income households; redevelopment project area plans, which address a range of land use, transportation, environmental, and economic issues; and other City initiatives, such as the 10K program and the Oakland Sustainable Community Development Initiative.

As noted in Chapter 4, the City has limited resources with which to address these needs and only a small fraction can be addressed. The amount of assistance required per household is much higher for those with the lowest incomes. This is particularly true for housing programs that produce housing that will remain affordable for many years. The City attempts to maximize the impact of these resources by leveraging other funds wherever possible, particularly from private sources and other public sources. To the extent possible, the City also provides local resources to address housing needs.

The City focuses its limited financial resources on programs that assist households with the greatest needs. In addition, most of the funding sources for the City's programs carry restrictions on who can be assisted. This means that very low-income and low-income households receive the highest priority for most housing assistance programs. Seniors, persons with disabilities, large families, and immigrant populations also have particularly high priority needs for which special programs and funding sources are targeted.

On the other hand, the City uses a variety of planning and regulatory tools to promote housing for all economic levels and household types. While some of these tools are designed specifically to encourage affordable housing, others are intended to promote the development of housing for moderate and above-moderate income households, too. The policies outlined below contain a mix of financial and regulatory tools.

B. GOALS AND POLICIES

Goal 1: Provide Adequate Sites Suitable for Housing for All Income Groups

Policy 1.1 **DOWNTOWN HOUSING PROGRAM ("10K")**

In an effort to revitalize Downtown Oakland, the City will actively work to attract 10,000 new residents to the downtown through the development of at least 6,000 new housing units.

Action 1.1.1 *Site Identification*

Conduct an inventory of vacant and underutilized land in certain areas of the Downtown, identify sites suitable for housing, including estimates of the number of housing units that those sites can accommodate, and make that information available to developers through a variety of media.

Action 1.1.2 *Assist Developers with Site Assembly*

Assist developers to assemble underutilized parcels within redevelopment project areas to create more viable sites for future housing development by providing information on sites suitable for assembly and development. For affordable housing developments, financing for site acquisition and predevelopment may be available (see actions 2.1.2 and 2.1.3). In some instances, the Agency will consider the use of its power of eminent domain to acquire individual parcels needed to complete the assembly of sites for downtown housing projects.

Action 1.1.3 *Expedited Review*

Continue to expedite the permit and entitlement process for housing developments with more than 50 units in the Downtown by assigning them to the Major Projects Unit for priority permit processing, management tracking of applications, and scheduling of public hearing for completed applications.

Action 1.1.4 *Sale of Agency-Owned Property for Downtown Housing*

The City's Redevelopment Agency will make Agency-owned sites available for redevelopment. The Agency will solicit Requests for Proposals (RFPs) from interested developers to construct housing on the Agency-owned sites. RFPs will be posted on the City's web site and distributed directly to developers, including nonprofit housing providers.

Action 1.1.5 *Streamline Environmental Review*

Sponsor state legislation in an effort to streamline the environmental review process to provide for tiered review and other measures under the California Environmental Quality Act (CEQA) for projects in specified areas in the Downtown.

Policy 1.2 **AVAILABILITY OF LAND**

Maintain an adequate supply of land to meet its regional housing share under the ABAG Regional Housing Needs Determination.

Action 1.2.1 *Update the City's Zoning Planning Code and Zoning Map*
Update the Planning Code (Planning Code) and Development Control Maps (Zoning Maps) to be consistent with the *General Plan Land Use and Transportation Element* adopted in 1998 to ensure that there is an adequate supply of residentially zoned land at sufficient densities to accommodate existing and future housing needs. Density increases will be directed toward the Growth and Change Areas as depicted on the General Plan Strategy Diagram (Figure 3, *Land Use and Transportation Element).*

Action 1.2.2 *Interim Development Guidelines*
Pending completion of the zoning update, continue to implement the "Guidelines for Determining Project Conformity with the General Plan and Zoning Regulations" which provide the rules and procedures for determining allowable uses and densities ("best fit" zones) when the current zoning is inconsistent with the General Plan.

Action 1.2.3 *Land Inventory*
Develop a list of vacant and underutilized sites potentially suitable for higher density housing, particularly affordable housing, and distribute that list to developers and nonprofit housing providers upon request. The availability of the site inventory will be posted on the City's web site.

Policy 1.3 APPROPRIATE LOCATIONS AND DENSITIES FOR HOUSING

Consistent with the *General Plan Land Use and Transportation Element* adopted in 1998, review and revise its residential development regulations with the intent of encouraging and sustaining a diverse mix of housing types and densities throughout the City for all income levels.

Action 1.3.1 *Residential Densities*
As specified in the General Plan, update the Planning Code to increase residential densities along major transit corridors, around selected BART stations, in the Central Business District, and in the Jack London waterfront district and encourage the production of housing for all income levels.

Action 1.3.2 *Mixed-Use Development*
Consistent with the General Plan Urban Residential land use classification, update the Planning Code and Development Control Map to rezone designated commercial areas along San Pablo Avenue, Telegraph Avenue, MacArthur Boulevard and International Boulevard to higher density residential uses or to urban residential mixed use zoning districts to allow mixed use developments that include a combination of retail, office, and residential uses in the same project or on the same site. See Action 7.5.1.

Action 1.3.3 *Residential/Light Industrial Mix*
Prepare zoning standards for the areas designated in the General Plan as "Housing and Business Mix" where residential uses and light industrial uses co-exist in the same neighborhoods.

Action 1.3.4 *Transit Oriented Development*
Revise the zoning standards for Transit Oriented Developments in areas near transit stations or major nodes to allow higher density housing with commercial development in close proximity to the West Oakland, MacArthur, Fruitvale, and Coliseum BART stations.

Action 1.3.5 *New Construction of Live/Work Housing*
Amend the Planning Code to allow new live/work construction and the addition of residential units in areas where there is a mix of residential and commercial uses.

Policy 1.4 **SECONDARY UNITS**
Support the construction of secondary units in single-family zones and recognize these units as a source of affordable housing.

Action 1.4.1 *Secondary Unit Review Process*
Amend the Planning Code to comply with new State law requirements to provide for ministerial review of secondary unit applications.

Policy 1.5 **MANUFACTURED HOUSING**
Provide for the inclusion of mobile homes and manufactured housing in appropriate locations.

Action 1.5.1 *Mobile Homes and Factory-Built Housing*
Continue to implement City adopted regulations that allow mobile homes and manufactured housing in single-family residential districts.

Policy 1.6 **ADAPTIVE REUSE**
Encourage the re-use of industrial and commercial buildings for joint living quarters and working spaces.

Action 1.6.1 *Live/Work Conversions*
Allow the conversion of existing industrial and commercial buildings to joint work/live units in specific commercial and industrial locations while considering the impacts on nearby viable businesses.

Action 1.6.2 *Downtown Live/Work Conversions*
Amend the Planning Code to allow the conversion of non-residential buildings in the Downtown to convert to residentially-oriented joint living and working quarters.

Policy 1.7 **REGIONAL HOUSING NEEDS**
The City of Oakland will strive to meet its fair share of housing needed in the region.

Action 1.7.1 *Accommodate at Least 7,733 New Housing Units*
Designate sufficient sites, use it regulatory powers, and provide financial assistance to accommodate at least 7,733 dwelling units between January 1999 and June 2006, the City's share of the region's housing needs as

estimated by ABAG. The City will encourage the construction of at least 4,526 units for very low-, low-, and moderate-income households.

Goal 2: Promote the Development of Adequate Housing for Low- and Moderate-Income Households

Policy 2.1 AFFORDABLE HOUSING DEVELOPMENT PROGRAMS

Provide financing for the development of affordable housing for low- and moderate-income households. The City's financing programs will promote a mix of housing types, including homeownership, multifamily rental housing, and housing for seniors and persons with special needs.

Action 2.1.1 *New Construction and Substantial Rehabilitation Housing Development Program*

Issue annual Notices of Funding Availability (NOFAs) for the competitive allocation of affordable housing funds. Points will be assigned for addressing City priorities to ensure that funds are used to further policy objectives.

Action 2.1.2 *Housing Predevelopment Loan and Grant Program*

Provide loans to nonprofit housing organizations for predevelopment expenses such as preparation of applications for outside funding.

Action 2.1.3 *Affordable Housing Site Acquisition Program*

Provide loans to developers for acquisition of vacant and underutilized sites for future development of housing affordable to very low and low income households.

Action 2.1.4 *Scattered-Site Single Family Housing Development Program (Acquisition and Rehabilitation Program)*

Acquire and sell scattered parcels for infill development of affordable owner-occupied housing.

Policy 2.2 AFFORDABLE HOMEOWNERSHIP OPPORTUNITIES

Develop and promote programs and mechanisms to expand opportunities for lower-income households to become homeowners.

Action 2.2.1 *First Time Homebuyer Programs*

Continue to operate the Mortgage Assistance Program and Public Safety Officers and Teachers Down Payment Assistance Program to provide financial assistance for first-time homebuyers.

Action 2.2.2 *Lease-Purchase Program*

As a participant in the East Bay/Delta Partnership, continue to operate a lease-purchase program through the East Bay/Delta Housing and Finance Agency to assist renters to transition to homeownership. The Agency purchases homes on behalf of program participants and requires that participants undergo homeownership counseling and education through one of the Agency's approved partners to support the successful transition to homeownership.

Action 2.2.3 *Section 8 Homeownership*
Work with the Oakland Housing Authority to develop an effective program to utilize Section 8 assistance for homeownership. The City will determine if this new federal program is feasible given the market cost of housing in Oakland and the low incomes of program participants.

Action 2.2.4 *Revision of Condominium Conversion Ordinance*
The City might consider modifications to its Condominium Conversion Ordinance to provide more opportunities for affordable home ownership, especially to allow existing tenants to purchase their rental units.

Policy 2.3 **DENSITY BONUS PROGRAM**
Develop and implement a program to permit projects to exceed the maximum allowable density if they include units set aside for occupancy by very low-, low-, and moderate-income households and/or seniors.

Action 2.3.1 *Density Bonus Ordinance*
Develop and adopt a density bonus ordinance to provide density bonuses of 25 percent for projects that provide at least:

- 20 percent of their units for low income households, or
- 10 percent of their units for very low income households, or
- at least 20 percent of the total units of a residential condominium housing development for moderate income households, or
- 50 percent of their units for persons of moderate income AND 10 percent of their units for persons of low incomes, or
- 50 percent of their units for seniors.

The City may permit density bonuses of up to 100 percent for projects that provide additional affordable units, subject to a conditional use permit.

Policy 2.4 **INCLUSION OF AFFORDABLE UNITS IN MARKET RATE PROJECTS**
Seek voluntary agreements with private developers of market rate housing to include units affordable to lower-income households, especially those projects involving Redevelopment Agency support or requiring major planning approvals.

Action 2.4.1 *Uptown Project*
Continue to work with the developer of the uptown area in Downtown Oakland to ensure inclusion of affordable units for moderate-, low-, and very low-income households.

Action 2.4.2 *Case-by-Case Negotiation*
Seek voluntary agreements with individual developers to include affordable units in redevelopment areas and other large market-rate housing developments.

Policy 2.5 **PERMANENTLY AFFORDABLE HOMEOWNERSHIP**

Develop mechanisms for ensuring that assisted homeownership developments remain permanently affordable to lower-income households to promote a mix of incomes.

Action 2.5.1 *Community Land Trust Program*

Develop a program for a citywide community land trust to acquire and own land for development of owner-occupied housing for lower-income families. Ownership of the land by a community-based land trust will ensure that the housing remains permanently affordable.

Action 2.5.2 *Resale Controls*

Develop new provisions in financing agreements for City-assisted development projects to ensure that units remain permanently affordable through covenants running with the land.

Policy 2.6 **SENIORS AND OTHER SPECIAL NEEDS**

Assist and promote the development of housing with appropriate supportive services for seniors and other persons with special needs.

Action 2.6.1 *Housing Development Program*

Provide financial assistance to developers of housing for seniors and persons with special needs to supplement funding available through HUD's Section 202 and Section 811 programs.

Action 2.6.2 *Senior Housing Programs (Home Equity Conversion and Project Share)*

Support programs operated by local nonprofit organizations to assist seniors to remain in their homes through home equity conversion loans and home sharing programs.

Action 2.6.3 *Access Improvement Program*

Provide grants to owners of rental and owner-occupied housing to make accessibility modifications to accommodate persons with disabilities.

Action 2.6.4 *Housing for Persons with AIDS/HIV*

Provide housing and associated supportive services for persons with AIDS/HIV 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. This action will be carried out in accordance with the Alameda County AIDS Housing Plan.

Action 2.6.5 *Accessible Units in New Federally-Assisted Housing*

All housing assisted with Federal funds (such as HOME and CDBG) must comply with HUD's accessibility requirements, which require that five percent of all units be made accessible for persons with mobility limitations, and an additional two percent be made accessible for persons with sensory limitations (sight, hearing). The City will ensure that these requirements are

met in all projects that receive Federal funds from the City as part of project review and funding approval.

Policy 2.7 LARGE FAMILIES

Encourage the development of affordable rental and ownership housing units that can accommodate large families.

Action 2.7.1 Housing Development Program Ranking System

Provide points in competitive funding allocations for projects that include a higher proportion of units with three or more bedrooms. The City will award points in the ranking process for projects with an average number of bedrooms exceeding the minimum specified in the program guidelines.

Policy 2.8 EXPAND LOCAL FUNDING SOURCES

Increase local funding to support affordable housing development and develop new sources of funding.

Action 2.8.1 Increase Redevelopment Housing Set-Aside

Increase the amount of funds contributed to the Redevelopment Agency Low and Moderate Income Housing Fund from 20 to 25 percent of the property tax increment received by the Agency.

Action 2.8.2 Jobs/Housing Impact Fee

Conduct a nexus study to determine the additional demand for affordable housing created by new non-residential development. Based on this study, the City will adopt a jobs/housing impact fee of $4 per square foot to be assessed on new office and warehouse/distribution developments to offset the cost of providing additional affordable housing for new lower-income resident employees who choose to reside in Oakland. The fee will be effective beginning July 1, 2005.

Policy 2.9 RENTAL ASSISTANCE

Increase the availability of rental assistance for very low-income households.

Action 2.9.1: Expansion of Section 8 Vouchers

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 through documentation of need for additional housing vouchers and contacting decision-makers at HUD if appropriate.

Policy 2.10 CONTINUUM OF CARE FOR THE HOMELESS

Continue to implement the City's Continuum of Care Plan to prevent homelessness and to provide shelter, transitional housing, and permanent housing for homeless individuals and families.

Action 2.10.1 Provide outreach programs to those who are homeless or in danger of becoming homeless

The City will continue to provide the Homeless Mobile Outreach Program, which provides food and survival supplies, as well as counseling and case management, to homeless people on the street or in encampments. The City

will also continue to encourage outreach as part of the services of providers who are funded through City programs.

Action 2.10.2 *Support programs that help prevent renters and homeowners from becoming homeless*
The City will support organizations that operate programs that prevent homelessness by providing emergency loans or grants for first and last month's rent for renters, and that provide counseling and assistance for homeowners dealing with default and delinquency issues. The City will also continue to operate its Code Enforcement Relocation Program, which requires relocation assistance to persons displaced due to housing code enforcement actions.

Action 2.10.3 *Provide shelter programs to the homeless and special needs populations*
The City will continue to fund programs that provide shelter and services to the homeless and to special needs populations such as those with HIV/AIDS and those with domestic violence issues.

Action 2.10.4 *Provide transitional housing programs to those who are ready to transition to independent living*
The City will continue to fund and support transitional housing programs with services, especially to families, for those who are ready to address the issues that have prevented them from returning to self-sufficiency.

Action 2.10.5 *Support development of permanent housing affordable to extremely low income households*
The City will continue to seek ways to provide housing affordable to extremely low income households, including those moving from transitional housing, by supporting funding from the state and federal levels, including project-based Section 8 rental assistance. The City will also take actions to address barriers to the development of such housing.

Action 2.10.6 *Coordinate actions and policies that affect the extremely low income population of Alameda County*
The City will continue to participate in the County-wide Continuum of Care Council to assist with the jurisdictional coordination of issues pertinent to the extremely low income population in Alameda County. One specific action will be conducting of a formal count and survey of those who are homeless in Alameda County, with a special emphasis on those in Oakland.

Action 2.10.7 *Advocate for policies beneficial to the extremely low income and homeless populations of Oakland*
The City will endeavor to support state and federal legislation that benefits extremely low income and homeless populations in Oakland and will advocate in other venues for local and regional policies beneficial to those populations.

Policy 2.11 **PROMOTE AN EQUITABLE DISTRIBUTION OF AFFORDABLE HOUSING THROUGHOUT THE COMMUNITY**

The City will undertake a number of efforts to distribute assisted housing widely throughout the community and avoid the over-concentration of assisted housing in any particular neighborhood, in order to provide a more equitable distribution of households by income and by race and ethnicity.

Action 2.11.1 *Provide incentives for location of City-assisted developments in areas of low concentration of poverty*

In its annual competitions for the award of housing development funds, the City and Redevelopment Agency will give preference to projects in areas with low concentrations of poverty.

Action 2.11.2 *Reduce concentrations of poverty in large public housing developments*

The City will work with the Oakland Housing Authority to use HOPE VI financing to redevelop several large public housing developments. Existing developments will be demolished and replaced with new developments that contain a mix of income levels and housing types, including public housing for extremely low and very low income households, assisted rental units for very low and low income households, and homeownership for low and moderate income households.

Action 2.11.3 *Continue to use Section 8 vouchers to assist very low income families obtain housing in a wider range of neighborhoods*

The Oakland Housing Authority will continue its outreach efforts to encourage broader participation by property owners in the Section 8 tenant-based voucher program. Vouchers provide very low income families with the opportunity to rent housing in areas that normally would not be affordable to them.

Goal 3: Remove Constraints to the Availability and Affordability of Housing for All Income Groups

Governmental Constraints

Policy 3.1 **EXPEDITE AND SIMPLIFY PERMIT PROCESSES**

Continue to implement permit processes that facilitate the provision of housing and annually review and revise permit approval processes.

Action 3.1.1: *Allow Multifamily Housing*

Continue to allow multifamily housing by right (no conditional use permit required) in specified residential zones and by conditional use permit in specified commercial zones.

Action 3.1.2: *Special Needs Housing*

Continue to allow special needs housing and shelter by conditional use permit in specified residential and commercial zones.

Action 3.1.3: *Discretionary Permits*
Continue to implement discretionary permit processes (design review, conditional use permits, etc.) in a manner that includes explicit and objective approval criteria and approval procedures that facilitate the development of multifamily and special needs housing in appropriate areas of the City.

Action 3.1.4: *"One-Stop" Permit Process*
Implement a "one-stop" permit process that provides coordinated, comprehensive, and accurate review of residential development applications. Ensure coordination between different City departments, provide for parallel review of different permits associated with projects, and provide project coordinator services to expedite project review when needed.

Action 3.1.5: *Assign Priority to Affordable Housing*
Continue to assign priority to the review of affordable housing projects through an expedited review process and other techniques.

Action 3.1.6: *Expedite Environmental Review*
Reduce the time and cost of environmental review by using CEQA exemptions and focused and tiered Environmental Impact Reports, such as in four designated areas of downtown to eliminate the need for analysis of alternatives, growth inducing impacts, or cumulative impacts consistent with AB 436.

Action 3.1.7: *Secondary Units*
Continue to encourage the construction of new secondary units and the legalization of existing non-conforming secondary units to bring those units into compliance with current zoning and building standards.

Policy 3.2 FLEXIBLE ZONING STANDARDS

Allow flexibility in the application of zoning, building, and other regulations.

Action 3.2.1 *Alternative Building Code Standards*
Continue the use of alternative accommodations and equivalent facilitation of the California Building Codes to address the special housing needs of persons with disabilities and to facilitate the rehabilitation of older dwelling units. (See Actions 4.1.1 through 4.1.3 relating to housing rehabilitation and 6.2.1 relating to reasonable accommodations for persons with disabilities).

Action 3.2.2 *Planned Unit Development Zoning*
Maintain the provisions in the Planning Code for planned unit developments on sites where the strict application of zoning standards could make development less feasible. Consider reducing the minimum lot area requirement for residential planned unit developments (PUD).

Action 3.2.3 *Flexible Parking Standards*
Allow reductions in the parking standards in the proposed RUX-Urban Residential Mixed Use Corridor zoning district to be designated along three major transit corridors, and the proposed TOD-Transit-Oriented Development zoning district to be designated in the vicinity of the West Oakland, MacArthur, Fruitvale and Coliseum BART stations. Study the

feasibility of reducing parking standards in the vicinity of the downtown BART stations.

Action 3.2.4 *Flexible Open Space Standards*
To increase the density and reduce per-unit development costs, amend the Planning Code to reduce the amount of open space in high density Downtown projects.

Policy 3.3 **DEVELOPMENT FEES AND SITE IMPROVEMENT REQUIREMENTS**
Reduce the cost of development through reasonable fees and improvement standards.

Action 3.3.1: *Project Review Process and Development Agreements*
Require only those on- and off-site improvements necessary to meet the needs of residential projects and to mitigate significant on- and off-site environmental impacts.

Action 3.3.2: *Development Fees*
Consider impact fees to mitigate actual impacts on City infrastructure and services, while balancing the need to minimize costs for new housing development.

Policy 3.4 **INTERGOVERNMENTAL COORDINATION**
Promote intergovernmental coordination in review and approval of residential development proposals when more than one governmental agency has jurisdiction.

Action 3.4.1: *Multiple Agency Reviews*
Continue to coordinate multiple agency reviews of residential development proposals when more than one level of government is required for project review.

Non-Governmental Constraints

Policy 3.5 **REDUCE LAND COSTS**
Reduce land costs for housing by providing funding for land-banking by developers.

Action 3.5.1: *Site Acquisition*
Establish a site acquisition loan program for land banking by developers to avoid future increases in land costs. (See Action 2.1.3 regarding Site Acquisition Program.)

Policy 3.6 **FINANCING COSTS**
Reduce financing costs for affordable housing development.

Action 3.6.1: *Access to Low-Cost Financing for Development*
Continue to assist affordable housing developers in obtaining financing for their projects. (See actions under Goal 2.)

Action 3.6.2: *Access to Low-Cost Financing for Home Purchase*
Continue to implement homebuyer assistance programs for low- and moderate-income households. (See Actions 2.2.1 through 2.2.3.)

Policy 3.7 ENVIRONMENTAL CONSTRAINTS
Explore programs and funding sources to assist with the remediation of soil contamination on sites that maybe redeveloped for housing.

Action 3.7.1 *Remediation of Soil Contamination*
Explore possible funding sources and other ways to assist prospective housing developers in addressing soil contamination on potential housing sites. If appropriate funding can be identified, develop and implement a remediation assistance program.

Policy 3.8 COMMUNITY OUTREACH AND EDUCATION
Increase public acceptance and understanding of affordable development and issues through community outreach.

Action 3.8.1 *Community Outreach Program*
Continue to periodically meet with housing advocacy groups and neighborhood organizations to educate the public on affordable housing and reduce community opposition to affordable housing developments.

Goal 4: Conserve and Improve Older Housing and Neighborhoods

Policy 4.1 HOUSING REHABILITATION LOAN PROGRAMS
Provide a variety of loan programs to assist with the rehabilitation of owner-occupied and rental housing for very low and low-income households.

Action 4.1.1 *Rehabilitation Loan Programs for Owner-Occupied Housing*
Provide loans for correction of 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, using the following programs:

- HMIP Amortized Loan Program
- HMIP Deferred Loan Program
- Alameda County Minor Home Repair Grant Program
- Emergency Home Repair Program
- Lead Hazard Control and Paint Program

Action 4.1.2 *Rehabilitation Loans for Owner-Occupied Buildings with 2 to 4 Units*
Use the City's HMIP Loan Program for owner-occupied buildings of 1-4 units. In units with 2 to 4 units, the rental units may also be rehabilitated using funds from this program.

Action 4.1.3 *Vacant Housing Acquisition and Rehabilitation Program*
Provide loans for the acquisition and rehabilitation of vacant buildings of 1 to 20 units. Rehabilitated units will be made available for either ownership or rental housing for lower-income households.

Action 4.1.4 *Rehabilitation Programs for Rental Housing*
Explore options for the development of new programs to provide financing for rehabilitation of existing rental housing to correct code deficiencies and ensure affordability for low-income households. The City will develop one or more new programs for acquisition and rehabilitation of rental housing, and for assistance to existing owners of rental housing, subject to the restrictions imposed by funding sources such as CDBG, HOME, and Redevelopment Agency Low/Moderate Income Housing Funds.

Policy 4.2 BLIGHT ABATEMENT

To improve housing and neighborhood conditions, the City will abate blighting conditions through a combination of code enforcement, financial assistance, and public investment.

Action 4.2.1 *Anti-Blight Programs*
Implement a variety of programs to reduce blighting conditions that can lead to disinvestment and deterioration of the housing stock. These include enforcement of blight regulations, graffiti abatement, boarding up of vacant buildings, and a Clean Oakland Program.

Action 4.2.2 *Housing Code Enforcement*
Enforce housing codes to ensure decent, safe, and sanitary housing conditions. Orders to abate will be followed up with additional actions. The City may correct deficiencies itself and then place a lien against the property for the cost of the repairs.

Action 4.2.3 *Housing Receivership Program*
Pursuant to State law, the City will continue to bring actions in the municipal courts to appoint a receiver to address substandard property. The City determines which properties are substandard and requests that the court appoint a receiver who is responsible for compliance with codes and improving the property so that it can be legally occupied. The receiver can rent the property, and any costs incurred by the receiver to accomplish the improvements become a first lien on the property.

Policy 4.3 COMMERCIAL DISTRICT REVITALIZATION

Continue to implement programs to revitalize commercial districts in low-income neighborhoods. Commercial revitalization will serve as a catalyst for investment in conserving and improving the housing stock in surrounding areas.

Action 4.3.1 *Neighborhood Commercial Revitalization Program*
Provide technical assistance to merchant organizations to support marketing, streetscape improvements, signage and other efforts to establish the identity of Oakland's unique commercial areas and stimulate revitalization.

Action 4.3.2 *Façade Improvement Loans*
Provide financial assistance to owners of businesses in neighborhood commercial revitalization areas to improve the appearance of building façades.

Policy 4.4 HOUSING PRESERVATION
Encourage the relocation of structurally sound housing units scheduled for demolition to compatible neighborhoods when appropriate land can be found.

Action 4.4.1 *Housing Relocation*
Notify the public of the opportunity to purchase prior to the sale of any homes acquired for any public improvement project.

Goal 5: Preserve Affordable Rental Housing

Policy 5.1 PRESERVATION OF AT-RISK HOUSING
Seek to preserve the affordability of subsidized rental housing for lower-income households that may be at-risk of converting to market rate housing.

Action 5.1.1 *Monitoring and Preservation*
Monitor the status of federally assisted projects to identify those at-risk of converting to market rate housing. Monitoring will include analysis of HUD data, a survey of building owners and managers to determine the likelihood that a building will convert, and consultation with the California Housing Partnership Corporation. Under California State Law, owners must provide tenants and the City with 12 months advance notice of an intent to terminate use restrictions on assisted housing.

Action 5.1.2 *Contact with Owners of At-Risk Buildings*
Contact owners to advise them of new notification requirements under State law, to offer to assist them in pursuing higher Section 8 rents from HUD, and to encourage them to work with the City to facilitate preservation purchases of their properties by interested parties.

Action 5.1.3 *Financial Assistance for Preservation Projects*
Award preference points under the City's Housing Development Program for funding for projects that preserve existing rental housing that is at risk of loss to the affordable housing supply. Support applications for Federal, State and private funding for preservation.

Policy 5.2 **SUPPORT FOR ASSISTED PROJECTS WITH CAPITAL NEEDS**

Work with owners of assisted projects that have substantial needs for capital improvements to maintain the use of the properties as decent affordable housing.

Action 5.2.1 *Advocacy for State and Federal Financing*

Actively work to identify and secure State and Federal funding to provide for capital needs of older assisted projects. The City will notify property owners of available state and federal funding options and provide technical assistance in applying for such funds

Action 5.2.2 *Funding for Capital Needs*

Consider requests for funding for rehabilitation and renovation of older assisted projects, as part of its housing development program. Points will be awarded under the City's ranking process for projects that preserve affordable rental housing.

Policy 5.3 **RENT ADJUSTMENT PROGRAM**

Continue to administer programs to protect existing tenants from unreasonable rent increases.

Action 5.3.1 *Rent Adjustment Ordinance*

Continue to implement the Rent Adjustment program (Chapter 8.22 of the Oakland Municipal Code) that limits rent increases on units covered by the Ordinance based on a formula tied to increases in the Consumer Price Index.

Policy 5.4 **PRESERVATION OF SINGLE ROOM OCCUPANCY HOTELS**

Seek mechanisms for protecting and improving the existing stock of residential hotels, which provide housing of last resort for extremely low-income households.

Action 5.4.1 *Residential Hotel Study*

Complete a study/survey of residential hotels to determine market conditions and possible strategies for assisting owners to improve their buildings. The result of the study will be an identification of residential hotels that have greatest potential for preservation and feasible strategies for their preservation.

Action 5.4.2 *Project Based Section 8 Assistance*

Collaborate with the Oakland Housing Authority to secure project-based Section 8 assistance for residential hotels, both to enhance affordability and to provide additional income that can leverage private capital for repairs and improvements.

Action 5.4.3 *Residential Hotel Conversion/Demolition Protections*

Continue to require, through the Planning Code, a Conditional Use Permit to convert a residential hotel facility to non-residential use (other than to a commercial hotel) or to demolish a residential hotel.

Policy 5.5 **LIMITATIONS ON CONVERSION OF RESIDENTIAL PROPERTY TO NON-RESIDENTIAL USE**

Continue to use regulatory controls to limit the loss of housing units due to their conversion to non-residential use.

Action 5.5.1 *Residential Property Conversion Ordinance*

Continue to require a Conditional Use Permit prior to converting a residential use to a non-residential use in a non-residential zone. The City will review existing conditional use permit requirements to determine if revisions to the process are needed to reduce the potential for conversion of residential uses.

Policy 5.6 **LIMITATIONS ON CONVERSION OF RENTAL HOUSING TO CONDOMINIUMS**

Continue to use regulatory controls to limit the loss of rental housing units due to their conversion to condominiums.

Action 5.6.1 *Condominium Conversion Ordinance*

Continue to implement Planning code provisions in the existing ordinance that restrict conversions. As noted in Action 2.2.4, the City might consider revisions to provide more opportunities for affordable home ownership, especially to allow existing tenants to purchase their rental units. Changes to the Condominium Conversion Ordinance may be made only if adopted by the City Council following appropriate public notice.

Goal 6: Promote Equal Housing Opportunity

Policy 6.1 **FAIR HOUSING ACTIONS**

Actively support efforts to provide education and counseling regarding housing discrimination, to investigate discrimination complaints, and to pursue enforcement when necessary.

Action 6.1.1 *Funding for Fair Housing Organizations*

Provide funding for organizations that provide outreach, counseling, education, investigation, and enforcement of fair housing and anti-discrimination laws. Specific areas of focus will include race, ethnicity, family status, and disability. Fair housing organizations respond to inquiries from those who believe they may have been victims of discrimination, disseminate information through the mail and the media, and provide training sessions for landlords on fair housing law and owner responsibilities.

Action 6.1.2 *Housing Search Assistance for the Disabled*

Provide funding to organizations that assist persons with disabilities to locate accessible and affordable housing.

Action 6.1.3 *Affirmative Fair Marketing*

Require all recipients of funds for housing development to market their projects in accordance with written fair marketing guidelines, including measures to reach households otherwise unlikely to apply for housing due to its location or character.

Policy 6.2 **REASONABLE ACCOMMODATIONS**

Provide reasonable accommodations to persons with disabilities in access to public facilities, programs, and services

Action 6.2.1 *Incorporate Reasonable Accommodations into City Programs and Policies*

The City's Office of ADA Compliance will continue to ensure that requirements for accessibility are met throughout the City's programs.

Policy 6.3 **PROMOTE REGIONAL EFFORTS TO EXPAND HOUSING CHOICE**

Encourage future regional housing allocations by ABAG to avoid over-concentration of low-income housing in communities with high percentages of such housing

Action 6.3.1: *Regional Housing Needs Determination*

Actively participate in the 2006 – 2012 Regional Housing Needs Determination Process to promote an allocation plan that seeks to reduce concentrations of low-income people and low-income housing, and to provide a broader range of housing choices throughout the region.

Policy 6.4 **FAIR LENDING**

Work to promote fair lending practices throughout the City to ensure that low-income and minority residents have fair access to capital resources needed to acquire and maintain housing.

Action 6.4.1 *Community Credit Needs Assessment*

Conduct annual assessments of community credit needs, including credit needs for housing. To conduct the assessment, the City will review reports from the federal government and nonprofit consumer organizations on lending patterns in Oakland and the availability of residential credit.

Action 6.4.2 *Community Reinvestment Activities Linked to Banking*

Actively support efforts to ensure that banks meet and exceed their responsibilities for community reinvestment by limiting its banking business and eligibility to participate in City-assisted lending programs to institutions that provide reasonable levels of investment within Oakland, including home mortgages and financing for housing development.

Action 6.4.3 *Predatory Lending Controls*

Discourage the practice of predatory lending which falls most heavily on low-income seniors and minorities, by financially supporting nonprofit organizations that investigate such practices, referring complaints to the appropriate legal authority, limiting City banking business with such institutions, and providing consumer information on how the avoid predatory lending. Adopt an ordinance prohibiting predatory lending practices.

Goal 7: Promote Sustainable Development and Smart Growth

Policy 7.1 SUSTAINABLE RESIDENTIAL DEVELOPMENT PROGRAMS

Develop and promote programs to foster the incorporation of sustainable design principles, energy efficiency and Smart Growth principles into residential developments. Offer education and technical assistance regarding sustainable development to project applicants.

Action 7.1.1 *Green Building Design for Private Development*

Foster the design and building of durable, low-maintenance dwellings and make optimum use of existing infrastructure. All new residential developments and major retrofits will be encouraged to use the "Alameda County New Home construction Green Building Guidelines" in the design and construction of buildings.

Action 7.1.2 *Green Building Design for City-funded Development*

Consider adopting an Ordinance that requires all City-funded housing projects to comply with the Leeds Silver Standard for Green Building Design. Points will be awarded during the Notification of Funding Availability (NOFA) process for projects that meet or exceed the standard.

Action 7.1.3 *Re-Use of Building Materials*

Encourage the re-use of building materials with high recycled content as a means of promoting energy and water efficiency, and reducing the amount of construction waste. The City will provide incentives for projects that recycle building materials (see Chapter 8 for information on the City's sustainable development initiatives).

Policy 7.2 ENERGY CONSERVATION

Encourage the incorporation of energy conservation design features in existing and future residential development.

Action 7.2.1 *Energy Conservation Standards*

Continue to enforce the State Energy Conservation Standards for new residential construction and additions to existing structures.

Action 7.2.2 *Solar Heating and Cooling*

Continue to review plans for residential construction taking into account building orientation, street layout, lot design, landscaping, and street tree configuration with the intent of maximizing solar access and cooling opportunities.

Action 7.2.3 *Technical Assistance*

Continue to educate people about the advantages of energy conservation and provide technical assistance for energy efficiency in new construction or remodeling projects.

Policy 7.3 INFILL DEVELOPMENT

Continue to direct development toward existing communities and encourage infill development at densities consistent with the surrounding communities.

Action 7.3.1 *Planning Code Requirements*
As part of the Planning Code update process, the City will review its property development standards for small infill lots and in those areas where there is a mix of residential and commercial land uses to assist with appropriate residential development on challenging sites.

Policy 7.4 COMPACT BUILDING DESIGN
Work with developers to construct new housing that reduces the footprint of new construction, preserves green spaces, and supports the use of public transit.

Action 7.4.1 *Compact Building Design*
Work with developers to encourage buildings to grow vertically rather than horizontally and to incorporate structured parking rather than surface parking.

Policy 7.5 MIXED USE DEVELOPMENT
Encourage a mix of land uses in the same zoning district or on the same site in certain zoning districts.

Action 7.5.1 *Development Incentives*
Provide development incentives for construction projects that mix land uses, build compactly, and ensure safe and inviting pedestrian corridors. These incentives will be specified in the updated Planning Code. Allowing uses in close proximity to one another encourages walking and biking rather than driving. Commercial uses in close proximity to residential areas are often reflected in higher property values, and therefore help raise local tax receipts. See Actions 1.3.2 and 3.2.3.

Action 7.5.2 *Transit-Oriented Development*
See Action 1.3.4

Goal 8: Increase Public Access to Information through Technology

Policy 8.1 IMPLEMENT AN ELECTRONIC DOCUMENT MANAGEMENT SYSTEM
As part of a comprehensive update to the City's Permit Tracking System, the City will increase public access to information on City policies, programs, regulations, permit processes, and the status of specific parcels through electronic means.

Action 8.1.1 *Document Access*
To the extent that funding is available, the City will develop and implement a new Electronic Document Management (EDMS)/ Permit and Code Enforcement Tracking System (PCETS) that will be available for viewing through the City's web site. This system will provide the public with electronic access to documents and information related to development

permits and activities. Implementation may include integration with the City's GIS system.

Action 8.1.2 *Permit Processes and Code Enforcement*
Subject to available funding, the EDMS/PCETS system will support web-based collaboration with internal and external agencies for quick resolution of permit projects, code enforcement issues, and plan reviews. The system will provide smart links (automatic look-ups) with agencies from which the City needs information to process permits, place liens on properties, and conduct other actions. The system will expedite permit processing and code enforcement actions.

Action 8.1.3 *E-Government Services*
Through the EDMS/PCETS system, Oakland will seek to provide citizens with easy access to land development services and documents through various communication channels, including the City's web site, fax, e-mail, integrated voice response system (IVRS), telephone, and in-person at satellite offices.

Action 8.1.4 *Customer Relationship Management*
Through the EDMS/PCETS system, service requests and complaints submitted to will be immediately routed to the responsible City division and/or individual. Work orders will be issued and resolution monitored. Requests will be mapped to the City's GIS for quick reference. A common view of each customer will be available to all staff with access to the EDMS/PCETS. Targeted and random citizen surveys will be conducted to obtain feedback, to be administered via the City's web site, fax, IVRS, call center, and in-person.

Policy 8.2 ON-LINE ACCESS TO INFORMATION

Expand the availability of information regarding meetings, hearings, programs, policies and housing-related issues through development and improvement of its web site.

Action 8.2.1 *Public Notices and Documents*
Notices of meetings, agendas, minutes and staff reports for bodies such as the Planning Commission and various task forces and working groups will be posted on the City's web site.

Action 8.2.2 *Housing and Community Development Web Site*
Develop a new web site for the Housing and Community Development Division to provide comprehensive information on housing loan and grant programs, assisted housing development, rent adjustment, housing and services for the homeless, City policies and plans, and housing-related data and links to other resources.

Policy 8.3 GEOGRAPHIC INFORMATION SYSTEM

Update the City's Geographic Information System (GIS) to provide more accurate and user-friendly access to information about parcels and neighborhoods.

Action 8.3.1 *Update Parcel Layer*
Update the Parcel Layer of its GIS to provide accurate boundaries and data for each land parcel in the City, including data from the County Assessor's database as well as data from other sources.

Action 8.3.2 *Web-Based GIS*
Enhance its web-based GIS system to allow developers and the public to access detailed information about parcels and neighborhood characteristics.

C. IMPLEMENTATION PROGRAM

State law requires the Housing Element to include an implementation schedule that specifies responsible agencies, potential funding sources, timeframes, and anticipated results (quantified objectives).

Table 7-1 below provides an implementation schedule for each of the actions listed above under Goals and Policies.. Agencies with the notation "CEDA" are divisions within the City's Community and Economic Development Agency. The three-part numbers (for example, 1.1.1) in Table 7-1 correspond to the numbered actions described above.

Following the implementation schedule, Chapter 8 contains a summary table of quantified objectives (Table 8-1) that contains projections and goals for new housing construction, rehabilitation, and conservation. Quantified objectives are contained in a separate table to provide a more concise summary, and to avoid double-counting because specific accomplishments may be the result of several actions working together.

Marketing and Outreach for the City's Assisted Housing Programs

Goals 2, 4, 5, and 6 address the City's housing assistance programs (development, rehabilitation, rental assistance, etc.) for lower income households. The action statements associated with these goals provide summary descriptions. More information on these programs is included in Appendix D. To promote its housing assistance programs and make program participants aware of funding availability, the City has:

- created a web site for its Housing and Community Development Division that includes extensive information on all of its loan and grant programs, including electronic copies of its annual Notice of Funding Availability (NOFA) for development of affordable housing;

- distributed housing program and NOFA information to organizations receiving City funding in prior years and to others upon request;

- worked with nonprofit housing and service providers to promote the City's housing assistance programs to their clients; and

- provided information to local media to advertise the availability of programs.

In almost every instance, the demand for Oakland's housing assistance programs far outstrips the available resources, so the City's promotional efforts appear to be effective in informing potential program participants of the availability of funding.

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
Goal 1: Provide Adequate Sites Suitable for Housing for All Income Groups				
Policy 1.1: Downtown Housing Program ("10K")				
1.1.1	Downtown Site Identification	Planning & Zoning (CEDA), Redevelopment (CEDA)	Complete inventory by April 2000, post on the City's web site and distribute thereafter	Redevelopment Funds
1.1.2	Assistance with Site Assembly	Redevelopment (CEDA)	Ongoing, 1999 – 2006	Redevelopment Low/Mod Housing Fund
1.1.3	Expedited Review in the Downtown	Planning & Zoning (CEDA)	Ongoing, 1999 – 2006	General Fund, Permit Fees
1.1.4	Sale of Agency-Owned Property	Redevelopment (CEDA)	Ongoing, 1999 – 2003	Redevelopment Funds
1.1.5	Streamline Environmental Review	Planning & Zoning (CEDA)	AB436 signed by Governor 10/10/2001	General Fund, Permit Fees
Policy 1.2: Availability of Land				
1.2.1	Update the Planning Code and Map	Planning & Zoning (CEDA)	December 2004	General Fund, General Plan Surcharge Fee
1.2.2	Interim Development Guidelines	Planning & Zoning (CEDA)	1999 through December 2004	General Fund
1.2.3	Land Inventory	Planning & Zoning (CEDA), Redevelopment (CEDA)	December 2002	General Fund
Policy 1.3: Appropriate Locations and Densities for Housing				
1.3.1	Increase Residential Densities	Planning & Zoning (CEDA), Redevelopment (CEDA)	December 2004	General Fund, General Plan Surcharge Fee
1.3.2	Mixed Use Development	Planning & Zoning (CEDA)	December 2004	General Fund, General Plan Surcharge Fee

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
1.3.3	Residential/Light Industrial Mix	Planning & Zoning (CEDA)	June 2004	General Fund, General Plan Surcharge Fee
1.3.4	Transit Oriented Development District	Planning & Zoning (CEDA)	June 2004	General Fund, General Plan Surcharge Fee
1.3.5	New Live/Work Housing	Planning & Zoning (CEDA)	December 2004	General Fund, General Plan Surcharge Fee
Policy 1.4: Secondary Units				
1.4.1	Secondary Unit Review Process	Planning & Zoning (CEDA)	July 2003	General Fund
Policy 1.5: Manufactured Housing				
1.5.1	Mobile Homes and Factory Built Housing	Planning & Zoning (CEDA)	Ongoing, 1999 – 2006	General Fund, Permit Fees
Policy 1.6: Adaptive Reuse				
1.6.1	Live/Work Conversions	Planning & Zoning (CEDA)	Ongoing, 1999 – 2006	General Fund, Permit Fees
1.6.2	Downtown Live/Work Conversions	Planning & Zoning (CEDA)	November 2003	General Fund, Permit Fees
Policy 1.7: Regional Housing Needs				
1.7.1	Accommodate 7,733 New Housing Units	Planning & Zoning (CEDA)	Initial implementation as part of 1998 General Plan update; final implementation to be completed as part of Planning Code update in December 2004	Variety of Funding Sources

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
Goal 2: Promote the Development of Adequate Housing for Low- and Moderate-Income Households				
Policy 2.1: Affordable Housing Development Programs				
2.1.1	New Construction and Substantial Rehab	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	CDBG, HOME, HUD, CHFA, Redevelopment, County, misc. State/Federal housing programs, private funds
2.1.2	Housing Predevelopment Loans and Grants	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	Redevelopment Low/Mod Housing Fund, Housing Bond Funds
2.1.3	Affordable Housing Site Acquisition Program	Housing & Community Development (CEDA)	New program created in 2000.	Redevelopment Low/Mod Housing Fund
2.1.4	Acquisition and Rehabilitation Program	Housing & Community Development (CEDA)	New program created in 2002.	Redevelopment Low/Mod Housing Fund, Private Lenders
Policy 2.2: Affordable Homeownership Opportunities				
2.2.1	First Time Homebuyer Programs	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	Redevelopment Low/Mod Housing Fund, Mortgage Credit Certificates, State Housing Funds (CHFA, HCD), Private Lenders
2.2.2	Lease-Purchase Program	East –Bay Delta	Ongoing, 1999 – 2006	Bond Funds, Private Lenders

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
2.2.3	Section 8 Homeownership	Housing Authority	Complete feasibility assessment by December 2003. If feasible, implement program 2004 and thereafter.	Section 8 Program
2.2.4	Revision of Condominium Conversion Ordinance	Housing & Community Development and Planning & Zoning (CEDA)	Present policy alternatives to City Council by December 2003.	General Fund
Policy 2.3: Density Bonus Program				
2.3.1	Density Bonus Ordinance	Planning & Zoning (CEDA)	Adopted June 2001; Amended June 2003	General Fund
Policy 2.4: Inclusion of Affordable Units in Market Rate Projects				
2.4.1	Uptown Project	Redevelopment (CEDA)	Four phases estimated to be completed by 2012	Redevelopment Agency, Mortgage Revenue Bonds, Low-Income Housing Tax Credits, Private Funds
2.4.2	Case-By-Case Negotiation	Planning & Zoning (CEDA)	Ongoing, 1999 – 2006	General Fund, Permit Fees
Policy 2.5: Permanently Affordable Homeownership				
2.5.1	Community Land Trust Program	Housing & Community Development (CEDA)	Develop program by December 2003 and implement thereafter	Redevelopment Low/Mod Housing Fund
2.5.2	Resale Controls	Housing & Community Development (CEDA)	Adopt resale control guidelines by July 2003 and implement thereafter	Redevelopment Low/Mod Housing Fund, HOME

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
Policy 2.6: Seniors and Other Special Needs				
2.6.1	Housing Development Program	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	State Supportive Housing Funds, HOME, Redevelopment Low/Mod Housing Fund, HUD, Tax Credits
2.6.2	Home Equity Conversion and Project Share	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	CDBG
2.6.3	Access Improvement Program	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	CDBG
2.6.4	Housing For Persons With AIDS/HIV	Housing & Community Development (CEDA) Community Housing Services (DHS)	Ongoing, 1999 – 2006	HOME, Supportive Housing Program, Private Funds, HOPWA, Redevelopment Housing Set-Aside Fund, State and Federal Tax Credits, State Housing Funds (CalHome Help Programs)
2.6.5	Accessible Units Federally-Assisted Housing	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	HOME
Policy 2.7: Large Families				
2.7.1	Housing Development Program Ranking System	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	Housing Program Administrative Funds

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
Policy 2.8: Expand Local Funding Sources				
2.8.1	Increase Redevelopment Housing Set-Aside	Redevelopment (CEDA), Housing & Community Development (CEDA)	Increase set-aside beginning with FY 2001 – 2002	Redevelopment Low/Mod Housing Funds
2.8.2	Jobs/Housing Impact Fee	Housing & Community Development (CEDA), Planning Services (CEDA)	Adopt Ordinance, July 2002 Implement Fee, July 2005	General Fund
Policy 2.9: Rental Assistance				
2.9.1	Expansion of Section 8 Vouchers	Housing Authority	Ongoing, 1999 – 2006	Housing Authority Administrative Funds, Section 8 Program
Policy 2.10: Continuum of Care for the Homeless				
2.10.1	Homeless Outreach Programs	Community Housing Services (DHS)	Ongoing, 1999 – 2006	General Fund, HCD/ESG, HUD/CDBG
2.10.2	Supportive Programs to Help Renters and Homeowners From Becoming Homeless	Housing & Community Development (CEDA) Community Housing Services (DHS)	Ongoing, 1999 – 2006	General Fund, HCD/ESG, HUD/CDBG, Redevelopment Agency
2.10.3	Shelter Programs	Community Housing Services (DHS)	Ongoing, 1999 – 2006	General Fund, HCD/ESG, HUD/CDBG
2.10.4	Transitional Housing Programs	Community Housing Services (DHS)	Ongoing, 1999 – 2006	General Fund, HUD/CDBG, HUD Supportive Housing, Alameda County Funds

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
2.10.5	Development of Permanent Housing for Extremely Low Income	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	Redevelopment Agency Low and Moderate Income Housing Fund, HUD/HOME, Section 8
2.10.6	Coordinate Actions and Policies for the Extremely Low Income	Housing & Community Development (CEDA) Community Housing Services (DHS)	Ongoing, 1999 – 2006	General Fund, HUD/ESG, HUD/CDBG, HUD/Supportive Housing
2.10.7	Advocate Policies for the Extremely Low Income and the Homeless	Housing & Community Development (CEDA) Community Housing Services (DHS)	Ongoing, 1999 – 2006	General Fund, HUD/ESG, HUD/CDBG, HUD/Supportive Housing
Policy 2.11: Promote and Equity Distribution of Affordable Housing Throughout the Community				
2.11.1	Provide Incentives for Location of City-Assisted Developments in Areas of Low Concentration of Poverty	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	Redevelopment Agency Low and Moderate Income Housing Fund, HUD/HOME
2.11.2	Reduce Concentrations of Poverty in Large Public Housing Developments	Oakland Housing Authority Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	HUD/HOPE VI, Redevelopment Agency Low and Moderate Income Housing Fund, HUD/HOME
2.11.3	Continue to Use Section 8 Vouchers to Assist Very Low Income Families Obtain Housing In a Wider Range of Neighborhoods	Oakland Housing Authority	Ongoing, 1999 - 2006	HUD/Section 8

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
Goal 3: Remove Constraints to the Availability and Affordability of Housing for All Income Groups				
Policy 3.1: Expedite and Simplify Permit Processes				
3.1.1	Allow Multifamily Housing	Planning & Zoning (CEDA)	Ongoing, 1999 – 2006	General Fund, Permit Fees
3.1.2	Special Needs Housing	Planning & Zoning (CEDA)	Ongoing, 1999 – 2006	General Fund, Permit Fees
3.1.3	Discretionary Permits	Planning & Zoning (CEDA)	Ongoing, 1999 – 2006	General Fund, Permit Fees
3.1.4	"One-Stop" Permit Process	Planning & Zoning (CEDA)	July 2005	General Fund, Permit Fees
3.1.5	Assign Priority to Affordable Housing	Planning & Zoning (CEDA)	Ongoing, 1999 – 2006	General Fund, Permit Fees
3.1.6	Expedite Environmental Review	Planning & Zoning (CEDA)	Ongoing, 1999 – 2006 (see also Action 1.1.5)	General Fund, Permit Fees
3.1.7	Second Units	Planning & Zoning (CEDA)	See Action 1.4.1	General Fund
Policy 3.2: Flexible Zoning Standards				
3.2.1	Alternative Building Code Standards	Planning & Zoning (CEDA)	Ongoing, 1999 - 2006	General Fund, Permit Fees
3.2.2	Planned Unit Development Zoning	Planning & Zoning (CEDA)	Ongoing, 1999 – 2006	General Fund, Permit Fees
3.2.3	Flexible Parking Standards	Planning & Zoning (CEDA)	December 2004	General Fund, Permit Fees
3.2.4	Flexible Open Space Standards	Planning & Zoning (CEDA)	July 2001	General Fund, Permit Fees
Policy 3.3: Development Fees and Site Improvement Requirements				
3.3.1	Project Review Process and Development Agreements	Planning & Zoning (CEDA)	Ongoing, 1999 – 2006	General Fund, Permit Fees

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
3.3.2	Development Fees	Planning & Zoning (CEDA)	Ongoing, 1999 – 2006	General Fund, Permit Fees
Policy 3.4: Intergovernmental Coordination				
3.4.1	Multiple Agency Reviews Promote Intergovernmental Coordination	Planning & Zoning (CEDA)	Ongoing, 1999 – 2006	General Fund, Permit Fees
Policy 3.5: Reduce Land Costs				
3.5.1	Site Acquisition Program	Housing & Community Development (CEDA)	Program created in 2000.	Redevelopment Low/Mod Housing Fund
Policy 3.6: Financing Costs				
3.6.1	Access to Low-Cost Financing for Development	Housing & Community Development (CEDA)	See Housing Programs Under Goal 2	See Housing Programs Under Goal 2
3.6.2	Access to Low-Cost Financing For Home Purchase	Housing & Community Development (CEDA)	See Programs 2.2.1 and 2.2.3	See Programs 2.2.1 and 2.2.3
Policy 3.7: Environmental Constraints				
3.7.1	Remediation of Soil Contamination	Housing & Community Development (CEDA)	Investigate potential funding sources by December 2004	To be determined
Policy 3.8: Community Outreach and Education				
3.8.1	Community Outreach Program	Planning & Zoning (CEDA), Housing & Community Development (CEDA)	Ongoing, 1999 –2006	General Fund

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
Goal 4: Conserve and Improve Older Housing and Neighborhoods				
Policy 4.1: Housing Rehabilitation Loan Programs				
4.1.1	Rehab Loans for Single-Family Owner-Occupied Housing	Housing & Community Development (CEDA)	Ongoing, 1999 –2006	CDBG, HOME, Redevelopment Housing Set-Aside Fund, State Housing Funds (CalHome and HELP Programs)
4.1.2	Rehab Loans for Owner-Occupied Buildings With 2 To 4 Units	Housing & Community Development (CEDA)	Ongoing, 1999 –2006	CDBG, HOME, Redevelopment Housing Set-Aside Fund, State Housing Funds (CalHome and HELP Programs)
4.1.3	Vacant Housing Acquisition and Rehab	Housing & Community Development (CEDA)	Program created in 2002.	Redevelopment Low/Mod Housing Fund
4.1.4	Rehabilitation Programs For Rental Housing	Housing & Community Development (CEDA)	Ongoing, 1999 –2006	To be determined based on feasible program options
Policy 4.2: Blight Abatement				
4.2.1	Anti-Blight Programs	Building Services (CEDA)	Ongoing, 1999 –2006	General Fund, fees/fines charged to property owners, state/federal grants
4.2.2	Housing Code Enforcement	Building Services (CEDA)	Ongoing, 1999 –2006	General Fund, Property Liens, Fines
4.2.3	Housing Receivership Program	Housing & Community Development (CEDA)	Ongoing, 1999 –2006	General Fund, Redevelopment Low/Mod Housing Fund

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
Policy 4.3: Commercial District Revitalization				
4.3.1	Neighborhood Commercial Revitalization	Economic Development (CEDA)	Ongoing, 1999 –2006	CDBG
4.3.2	Façade Improvement Loans	Redevelopment (CEDA), Economic Development (CEDA)	Ongoing, 1999 –2006	CDBG, Redevelopment Tax Increment Fund
Policy 4.4: Housing Preservation				
4.4.1	Housing Relocation	Redevelopment – Real Estate Unit (CEDA)	Ongoing, 1999 – 2006	Varies, depending on funds used for the specific project.
Goal 5: Preserve Affordable Rental Housing				
Policy 5.1: Preservation of At-Risk Housing				
5.1.1	Annual Monitoring and Preservation	Housing & Community Development (CEDA)	Annual, 1999 – 2006 City will identify projects at highest-risk each year (that could convert within the next 24 months)	Redevelopment Low/Mod Housing Fund, HOME
5.1.2	Contact With Owners of At-Risk Buildings	Housing & Community Development (CEDA)		Redevelopment Low/Mod Housing Fund, HOME
5.1.3	Financial Assistance for Preservation Projects	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	Federal Preservation Programs (HUD), State Programs, HOME, Redevelopment Housing Set-Aside Funds, Tax Credits

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
Policy 5.2: Support for Assisted Projects with Capital Needs				
5.2.1	Advocacy for State and Federal Financing	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	General Fund, HOME, Redevelopment Low/Mod Housing Fund
5.2.2	Funding for Capital Needs	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	HOME, CDBG, Redevelopment Agency, State housing programs, Tax credits/equity, Private lenders and Foundations See Action 5.1.3 for additional funding options
Policy 5.3: Rent Adjustment Program				
5.3.1	Rent Adjustment Ordinance	Rent Adjustment Board (CEDA)	Ongoing, 1999 – 2006	Registration Fees
Policy 5.4: Preservation of Single Room Occupancy Hotels				
5.4.1	Residential Hotel Study	Housing & Community Development (CEDA)	December 2003	Redevelopment Low/Mod Housing Funds
5.4.2	Project Based Section 8 Assistance	Housing Authority	Seek annual funding	Section 8 Program
5.4.3	Residential Hotel Conversion/Demolition Protections	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	General Fund, Permit Fees, Redevelopment Low/Mod Housing Fund

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
Policy 5.5: Limitations on Conversion of Residential Property to Non-Residential Use				
5.5.1	Residential Property Conversion Ordinance	Planning & Zoning (CEDA)	Ongoing, 1999 – 2006	General Fund, Permit Fees
Policy 5.6: Limitations on Conversion of Rental Property to Condominiums				
5.5.1	Condominium Conversion Ordinance	Planning & Zoning (CEDA)	Ongoing, 1999 – 2006	General Fund, Permit Fees
Goal 6: Promote Equal Housing Opportunity				
Policy 6.1: Fair Housing Actions				
6.1.1	Funding for Fair Housing Organizations	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	CDBG
6.1.2	Housing Search Assistance for the Disabled	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	CDBG
6.1.3	Affirmative Fair Marketing	Housing & Community Development (CEDA)	Ongoing, 1999 – 2006	CDBG, HOME
Policy 6.2: Reasonable Accommodations				
6.2.1	Incorporate Reasonable Accommodations	City Manager, Office of ADA Compliance	Ongoing, 1999 – 2006	General Fund, CDBG
Policy 6.3: Promote Regional Efforts to Expand Housing Choice				
6.3.1	Regional Housing Needs Determination	Planning & Zoning (CEDA), Housing & Community Development (CEDA)	Work with ABAG staff between 2004 and 2005 during the development of the Regional Housing Needs Determination	General Fund

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
Policy 6.4: Fair Lending				
6.4.1	Community Credit Needs Assessment	Housing & Community Development (CEDA), Financial Services Agency, Treasury Division	Ongoing, 1999 – 2006	Housing Bond Income
6.4.2	Community Reinvestment Activities	Housing & Community Development (CEDA), Financial Services Agency, Treasury Division	Ongoing, 1999 – 2006 Linked Banking Ordinance amended in 2001.	Housing Bond Income
6.4.3	Predatory Lending Controls	Housing & Community Development (CEDA), Financial Services Agency, Treasury Division	Ongoing, 1999 – 2006 Ordinance adopted in 2001.	Housing Bond Income
Goal 7: Promote Sustainable Development and Smart Growth				
Policy 7.1: Sustainable Residential Development Programs				
7.1.1	Green Building Design for Private Development	Building Services (CEDA)	Ongoing, 1999 – 2006	General Fund
7.1.2	Green Building Design for City-funded Development	Building Services (CEDA)	Ongoing, 1999 – 2006	General Fund
7.1.3	Re-Use of Building Materials	Building Services (CEDA)	Ongoing, 1999 – 2006	General Fund
Policy 7.2: Energy Conservation				
7.2.1	Energy Conservation Standards	Building Services (CEDA)	Ongoing, 1999 – 2006	Permit Fees

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
7.2.2	Solar Heating and Cooling	Planning & Zoning (CEDA) Building Services (CEDA)	Ongoing, 1999 – 2006	Permit Fees
7.2.3	Technical Assistance	Building Services (CEDA)	Ongoing, 1999 – 2006	Permit Fees
Policy 7.3: Infill Development				
7.3.1	Planning Code Requirements	Planning & Zoning (CEDA)	December 2004	General Fund
Policy 7.4: Compact Building Design				
7.4.1	Compact Building Design	Planning & Zoning (CEDA), Building Services (CEDA)	Ongoing, 1999 – 2006	General Fund
Policy 7.5: Mixed Use Development				
7.5.1	Development Incentives for Mixed-Use	Planning & Zoning (CEDA)	June 2004	General Fund
7.5.2	Transit-Oriented Development	Planning & Zoning (CEDA)	June 2004	General Fund, General Plan Surcharge Fee
Policy 8.1: Implementation an Electronic Document Management System				
8.1.1	Document Access	All CEDA divisions	By December 2006	General Fund, Permit Fees, Service Charges
8.1.2	Permit Processes and Code Enforcement	All CEDA divisions	By December 2006	General Fund, Permit Fees, Service Charges
8.1.3	E-Government Services	All CEDA divisions	By December 2006	General Fund, Permit Fees, Service Charges

Table 7-1
Implementation Program

Actions[1]		Agency	Timeframe	Funding
8.1.4	Customer Relationship Management	All CEDA divisions	By December 2006	General Fund, Permit Fees, Service Charges
Policy 8.2: On-Line Access to Information				
8.2.1	Public Notices and Documents	All CEDA divisions	Ongoing, 1999 – 2006	General Fund, Permit Fees, Service Charges
8.2.2	Housing & Community Development Web Site	Housing and Community Development (CEDA)	Ongoing, 1999 – 2006 (current web site to undergo periodic updating and improvement)	General Fund
Policy 8.3: Geographic Information System				
8.3.1	Update GIS Parcel Layer	Planning & Zoning, Housing and Community Development (CEDA)	By December 2006	General Fund
8.3.2	Web-Based GIS	Planning & Zoning, Housing and Community Development (CEDA)	By December 2006	General Fund

[1]For a complete description of each action, see the Goals and Policies section that precedes Table 7-1.

8. QUANTIFIED OBJECTIVES

State law (California Government Code Section 65583[b]) requires that the City's Housing Element contain quantified objectives, relative to the maintenance, preservation, improvement, and development of housing. The California Department of Housing and Community Development's guidelines publication, *Housing Element Question and Answers*, recommends that housing elements contain three broad categories of quantified objectives: new construction, rehabilitation, and conservation. A subset of the conservation objective is the preservation of at-risk subsidized rental housing. Table 8-1 provides a summary of quantified objectives for these broad categories by income level.

Table 8-1
City of Oakland Quantified Objectives (1999 – 2006)

Activity Type	Number of Units by Affordability Level				
	Very Low	Low	Moderate	Above Moderate	Total
New Housing Construction[1]	950	650	2,300	3,873	7,773
Housing Rehabilitation					
Substantial[1]	400	300	N/A	N/A	700
Moderate[2]	200	140	N/A	N/A	340
Minor/Paint[2]	1,500	700	N/A	N/A	2,200
Housing Conservation					
Preservation of At-Risk Housing[3]	990	125	N/A	N/A	1,115
HOPE VI Revitalization of Public Housing	307				307

N/A: Not applicable.

[1]Includes units constructed, under construction, approved, and funded. For very- and low-income, estimate includes units that can be assisted with present level of local financial resources. For moderate- and above-moderate, the objective is to facilitate the construction of units sufficient to meet the City's regional housing allocation for total housing units.

[2]Based on units completed to date and estimate of units that can be assisted with existing levels of financial resources.

[3]Based on assessment in Chapter 3 regarding subsidized rental housing units at risk.

APPENDIX A: HOUSING CONDITION SURVEY METHODOLOGY

The City conducted a sample survey of exterior housing conditions in March 2002. The sample was drawn by census tract to include a representation of neighborhoods by housing type, age, income level, and tenure. The survey was conducted as an exterior assessment of housing conditions ('windshield survey") according to a rating process and methodology similar to that recommended by the California Department of Housing and Community Development for the selection of target areas for housing rehabilitation programs. To reduce the potential for sampling bias, the surveyors followed a random driving path in each of the neighborhoods included in the survey.

The survey included the following components and assigned a rating factor (point score) to each component:

- foundation
- roof
- siding
- doors and windows
- electrical system (if visible)

The housing condition survey included 1,217 housing units in ten census tracts that were geographically dispersed throughout the City. Because one two of the census tracts covered part of downtown and West Oakland (where there are several mid- to high-rise housing developments), the survey results was more heavily weighted toward multifamily units than the percentage citywide. The estimate of citywide housing rehabilitation need was statistically corrected by weighting the multifamily and single-family results to reflect the actual percentage of each of these types of housing units in Oakland.

Housing/Property Condition Survey Form

APPROXIMATE AGE

<10 years ☐ 11-20 years ☐ 21-30 years ☐ 31-50 years ☐ 50 + years ☐

STRUCTURE TYPE

Single Family	☐	Multi-family (# of unity _____)	☐
Manufactured Home	☐		
Duplex	☐	Other (Explain _____)	☐

DWELLING UNIT CONDITION

A. Foundation

Good Condition	0	☐
Cracked/broken, but reparable	5	☐
Needs partial replacement	10	☐
Needs complete replacement	20	☐
No foundation	25	☐
Not visible (from car)	0	☐

B. Roofing

Good Condition	0	☐
Cracked/broken/curled shingles/ shakes (incl. broken downspouts & rain gutters)	5	☐
Needs partial re-roofing	10	☐
Needs complete re-roofing	20	☐
Roof structure needs replacement (roofline is bowed, wavy or uneven)	25	☐

C. Siding (incl. fascia boards & gables)

Good Condition	0	☐
Needs repainting	3	☐
Cracked/broken in spots, but reparable	5	☐
Needs replacement (siding is too deteriorated to repair)	10	☐
Not visible	0	☐

D. Windows/Doors (incl. jambs/frames)

Good Condition	0	☐
Needs repainting	3	☐
Cracked/broken, but reparable	5	☐
Need complete replacement	10	☐
Single Pane Windows	5	☐

DWELLING UNIT CONDITION RATING

0	=	Excellent
3 – 9	=	Sound
10 – 15	=	Minor rehabilitation
16 – 39	=	Moderate rehabilitation
40 – 55	=	Substantial rehabilitation
56 +	=	Dilapidation

Definitions

Excellent: A dwelling unit that is new or well maintained and structurally intact (no visible deficiencies). Foundation appears structurally undamaged, and rooflines are straight. Windows, doors, and siding are in good repair. Exterior paint is in good condition.

Sound: A dwelling unit that requires minor deferred maintenance, such repainting, window repairs, the replacement of a few shingles on the roof, or the repair of cracks in the foundation.

Minor Rehabilitation: A dwelling unit that shows signs of multiple deferred maintenance, or that requires the repair of one major component.

Moderate Rehabilitation: A dwelling unit that requires multiple repairs and the replacement of a major component.

Substantial Rehabilitation: A dwelling unit that requires the repair or replacement of all exterior components.

Dilapidated: A dwelling unit that suffers from excessive neglect, appears structurally unsound and not safe for human habitation, and may not be feasible to rehabilitate.

APPENDIX B: LIST OF PRIVATE ASSISTED HOUSING

Property Name	Property Address	Special Use	Year Completed	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
Allen Temple Arms IV	7607 International Blvd.	Disabled or HIV/AIDS	2001	24	23	0	0	21	2	0	0	0	2	0
Coolidge Ct	3800 Coolidge Ave	Disabled or HIV/AIDS	1998	19	18	0	18	0	0	0	0	0	9	18
CURA-North	531 24th Street	Disabled or HIV/AIDS	2001	8	8	8	0	0	0	0	0	0	2	0
Homes Now in the Community	1800 Linden St	Disabled or HIV/AIDS	1983	10	10	0	0	6	4	0	0	0	1	10
Humphrey/Lane Homes	2787 79th Ave	Disabled or HIV/AIDS	1984	12	12	12	0	0	0	0	0	0	4	0
Marlon Riggs Apts	269 Vernon St	Disabled or HIV/AIDS	1996	13	12	0	0	12	0	0	0	0	1	0
Peter Babcock House	2350 Woolsey St	Disabled or HIV/AIDS	1996	5	5	5	0	0	0	0	0	0	1	0
Providence House	540 23rd St	Disabled or HIV/AIDS	1990	41	40	0	0	34	6	0	0	0	40	40
Rosa Parks House	521 W. Grand Ave	Disabled or HIV/AIDS	1999	11	11	0	2	7	2	0	0	0	1	0
		Subtotal		**143**	**139**	**25**	**20**	**80**	**14**	**0**	**0**	**0**	**61**	**68**
Adcock/Joiner Apts.	532 16th St	Families	1994	50	50	0	25	25	0	0	0	0	5	0
Adeline Lofts	2320 Adeline St	Families	2002	38	37	0	0	12	13	12	0	0	8	0
Apollo Housing (MORH II) #1	1050 7th St	Families	1980	77	77	0	11	22	44	0	0	0	0	77
Apollo Housing (MORH II) #2	725 Market St	Families	1980	77	77	0	11	22	44	0	0	0	0	77
Apollo Housing (MORH II) #3	1055 8th St	Families	1980	77	77	0	11	22	44	0	0	0	0	77
Courtyards at Acorn	923 Adeline	Families	2000	87	87	0	6	7	20	52	2	0	0	0
Drasnin Manor	2530 International Blvd	Families	1993	26	26	0	0	3	5	18	0	3	3	0
E.C. Reems Gardens	1600-2795 Alvingroom Court	Families	1999	126	118	0	0	16	64	38	0	0	0	0
Effie's House	829 E 19th St	Families	1999	21	20	0	11	9	0	0	0	0	0	0
Eldridge Gonaway Commons	1165 3rd Ave	Families	1984	40	39	0	0	10	14	13	2	0	3	39

Property Name	Property Address	Special Use	Year Completed	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
Foothill Plaza	2701 64th Avenue	Families	1988	54	11	0	0	6	5	0	0	0	1	0
Frank G. Mar	1220 Harrison St	Families	1990	119	119	0	0	51	35	27	6	38	8	0
Hismen Hin-nu Terrace	2555 International Blvd	Families	1995	92	92	0	0	18	34	30	10	0	5	0
Howie Harp Plaza	430 28th St	Families	1995	20	19	0	0	0	7	12	0	0	0	19
International Blvd Family Housing	6600 International Blvd	Families	2002	30	30	0	0	7	10	11	2	0	8	0
James Lee Court	690 15th St	Families	1992	26	25	0	0	4	7	10	4	0	0	0
Jubilee West Phase I	Scattered in West Oakland	Families	1994	6	6	0	0	0	1	4	1	0	0	0
Jubilee West Phase II	Scattered sites in West Oakland	Families	1998	8	8	0	0	0	0	8	0	0	0	0
Keller Plaza	5321 Telegraph Ave	Families	1973	201	201	0	40	120	41	0	0	0	1	168
Kenneth Henry Ct	6455 Foothill Blvd	Families	1992	51	51	0	0	8	29	12	2	0	19	11
Lottie Johnson Apts	970 14th St	Families	1974	27	22	0	8	12	2	0	0	0	0	22
Madison Park Apts	100 9th St	Families	1995	98	98	0	20	69	9	0	0	0	5	96
Marcus Garvey Commons	721 Wood St	Families	1992	22	21	0	0	4	7	8	2	0	4	0
Marin Way Ct	2000 International Blvd	Families	1987	20	19	0	0	0	19	0	0	0	2	0
MORH I Housing	741 Filbert Street	Families	1972	126	125	0	0	0	0	56	69	0	1	0
Nueva Vista	3700 International Blvd	Families	1986	30	29	0	0	8	14	7	0	0	0	0
Oak Center Homes	850 18th St.	Families	1983	89	89	0	0	11	38	33	7	0	1	89
Oak Center I	1601 Market St, Unit 106	Families	1972	79	76	0	0	33	20	11	12	0	1	76
Oak Village	780 13th St, #103	Families	1973	117	3	0	0	2	1	0	0	0	0	0
Oakland Point Limited Partnership	1448 10th St.	Families	2002	31	31	0	6	1	16	3	5	0	0	0
Piedmont Apts	215 W MacArthur Blvd	Families	1998	250	250	0	20	206	24	0	0	0	0	0
San Antonio Terrace	1485 E 22nd St	Families	1990	23	22	0	0	0	11	11	0	0	1	0
Santana Apts	2220 10th Ave	Families	1992	30	30	0	6	12	6	6	0	0	4	0
Slim Jenkins Ct	700 Willow St	Families	1991	32	13	0	0	0	13	0	0	0	2	0
Stanley Avenue Apartments	6006 International Blvd	Families	2003	24	23	0	0	5	5	11	2	0	8	0
Swans Market Housing	918 Clay St.	Families	1999	18	18	0	0	8	10	0	0	0	18	0
Taylor Methodist	1080 14th St	Families		12	12	0	0	0	8	4	0	0	0	0
Town Center at Acorn	1143-10th St.	Families	2000	206	206	0	18	25	63	90	10	0	0	25

Property Name	Property Address	Special Use	Year Completed	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
United Together Manor	9410 MacArthur Blvd	Families	1992	18	17	0	0	11	6	0	0	0	1	0
West Street	3927 West St.	Families	1999	3	3	0	0	0	1	2	0	0	0	0
		Subtotal		**2481**	**2277**	**0**	**193**	**769**	**690**	**489**	**136**	**41**	**109**	**776**
Bayporte Village	Market St. between 8th and 10th	Homeownership	2000	84	84									
Central East Oakland Infill	scattered sites	Homeownership		4	4									
Elmhurst Infill Housing (Wang)	scattered sites	Homeownership		8	8									
Elmhurst Scattered Site	1153 79th Avenue	Homeownership		7	7									
Golf Links Road Rehabilitation	8200 - 8400 Golf Links Road	Homeownership		21	21									
Habitat for Humanity	82nd Avenue and International Blvd	Homeownership	2002	3	3									
Habitat Village	277 105th Avenue	Homeownership	2001	39	39									
Homeownership - 4100 MLK	4100 Martin Luther King Jr Way	Homeownership	2002	1	1									
Leola Terrace	2428 90th Avenue	Homeownership		8	8									
MLK Plaza Homes	Dover St, 58th St and Aileen St	Homeownership	2002	11	11									
North Oakland Infill (Ward)	scattered sites	Homeownership		4	4									
Oakwood Estates	336-342 105th Avenue	Homeownership		36	36									
San Pablo Gateway	5216 San Pablo Avenue	Homeownership	2000	17	17									
Town Square	1300 block of 101st Avenue	Homeownership		27	27									
Traditional Homes	1044 - 1048 91st Avenue	Homeownership		2	2									
Victoria Court	1424 and 1528 Adeline St	Homeownership		16	16									
Victorian Village	15th St. and Market St	Homeownership		56	56									
Villas at Jingletown	2806 East 10th Street	Homeownership		53	53									
West Oakland Infill	scattered sites	Homeownership		11	11									
		Subtotal		**5370**	**4962**									
Aztec Hotel	583-587 8th St	Residential Hotel	1993	60	32	32	0	0	0	0	0	0	4	0

Property Name	Property Address	Special Use	Year Completed	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
C.L. Dellums Apts	644 14th St	Residential Hotel	1995	73	72	72	0	0	0	0	0	0	6	72
California Hotel	3501 San Pablo Ave	Residential Hotel	1990	150	149	133	16	0	0	0	0	0	4	9
Coit Apts	1445 Harrison St	Residential Hotel	1995	107	107	105	0	0	2	0	0	0	0	105
Hamilton Hotel	2101 Telegraph Ave	Residential Hotel	1997	92	92	92	0	0	0	0	0	0	0	92
Harrison Hotel	1415 Harrison Street	Residential Hotel	1996	81	80	80	0	0	0	0	0	0	59	59
Hugh Taylor House	1935 Seminary Ave	Residential Hotel	1994	43	25	21	0	4	0	0	0	0	2	25
Madrone Hotel	477 8th St	Residential Hotel	1988	32	32	31	1	0	0	0	0	0	0	0
Oaks Hotel	587 15th St	Residential Hotel	1985	85	85	84	1	0	0	0	0	0	0	0
Old Oakland Hotel	805 Washington	Residential Hotel	1989	37	22	22	0	0	0	0	0	0	0	0
		Subtotal		**760**	**696**	**672**	**18**	**4**	**2**	**0**	**0**	**0**	**75**	**362**
Allen Temple Arms I	8135 International Blvd	Seniors	1982	76	75	0	0	75	0	0	0	75	7	75
Allen Temple Arms II	8135 International Blvd	Seniors	1987	51	51	0	13	38	0	0	0	51	7	51
Allen Temple Arms III	10121 International Blvd	Seniors	2001	50	49	0	0	49	0	0	0	49	5	0
Bancroft Senior Homes	5636 Bancroft Ave	Seniors	2001	61	60	0	0	60	0	0	0	60	3	0
Baywood	225 41st St	Seniors	1981	77	77	0	5	72	0	0	0	77	10	77
Beth Asher	3649 Dimond	Seniors	1971	49	49	0	34	15	0	0	0	49	0	49
Beth Eden	1100 Market St	Seniors	1975	54	54	0	0	54	0	0	0	54	10	54
Casa de las Flores	3430 Foothill Blvd	Seniors	1982	20	19	0	12	7	0	0	0	20	0	20
Doh On Yuen	211 8th St	Seniors		48	46	0	36	10	0	0	0	46	0	46
E.E. Cleveland Manor	2611 Alvingroom Ct	Seniors	1990	54	53	0	13	40	0	0	0	53	4	53
Glen Brook Terrace	4030 Panama Ct	Seniors		66	66	0	57	9	0	0	0	65	0	65
Hotel Oakland	270 13th St	Seniors	1981	315	313	0	77	236	0	0	0	313	313	313
Irene Cooper Terrace	1218 2nd Ave	Seniors	2000	40	39	0	0	39	0	0	0	39	0	0
J.L. Richards Terrace	250 E 12th St	Seniors	1988	80	80	0	20	60	0	0	0	80	8	80
Lake Merritt Way	1417 1st Ave	Seniors	1977	55	54	0	0	54	0	0	0	54	54	54
Lakeside Apts	136 E 12th St	Seniors	1974	66	66	0	12	54	0	0	0	66	66	66
Las Bougainvilleas	1231-7 37th Ave	Seniors	1998	67	67	0	0	66	1	0	0	67	6	67
Linda Glen	32 Linda Ave	Seniors	1973	42	42	0	33	9	0	0	0	42	10	40

Property Name	Property Address	Special Use	Year Completed	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
Mark Twain Senior Center	2426-38 35th Ave	Seniors	1996	109	106	68	32	6	0	0	0	106	12	22
Noble Towers	1515 Lakeside Dr	Seniors	1982	195	195	0	0	195	0	0	0	195	14	195
Northgate Terrace	550 24th St	Seniors	1970	201	200	0	180	20	0	0	0	200	10	155
Oak Center Towers	1515 Market St	Seniors	1974	196	195	0	173	22	0	0	0	195	4	195
Otterbein Manor	5375 Manila Ave	Seniors	1973	39	39	0	31	8	0	0	0	38	0	38
Park Blvd Manor	4135 Park Blvd	Seniors		42	39	0	33	6	0	0	0	39	0	39
Park Village	3761 Park Blvd Way	Seniors	1978	84	84	0	0	84	0	0	0	84	2	84
Posada de Colores	2221 Fruitvale Ave	Seniors	1979	100	100	0	0	99	1	0	0	100	14	100
Rose of Sharon	1600 Lakeshore Ave	Seniors	1977	141	139	0	83	56	0	0	0	139	30	88
San Pablo Hotel	1955 San Pablo Ave	Seniors	1995	144	144	144	0	0	0	0	0	144	144	0
Satellite Central	540 21st St	Seniors	1970	151	150	0	115	35	0	0	0	150	0	150
Sister Thea Bowman Manor	6400 San Pablo Ave	Seniors	1990	56	55	0	14	41	0	0	0	55	6	55
Sojourner Truth Manor	6015 Martin Luther King Jr Wy	Seniors	1976	88	87	0	74	13	0	0	0	87	10	87
Southlake Tower	1501 Alice St	Seniors	1979	130	129	0	0	129	0	0	0	129	14	129
St. Andrew's Manor	3250 San Pablo Ave	Seniors	1973	60	59	0	51	8	0	0	0	59	6	59
St. Marks Hotel/Victoria Plaza	394 12th St	Seniors	1986	101	100	0	0	100	0	0	0	100	7	100
St. Mary's Gardens	801 10th St	Seniors	1979	100	100	0	0	100	0	0	0	100	9	100
St. Patrick's Terrace	1212 Center St	Seniors	1973	66	65	0	57	8	0	0	0	65	4	65
Valdez Plaza	280 28th St	Seniors	1981	150	150	0	0	150	0	0	0	150	20	150
Westlake Christian Terrace I	251 28th St	Seniors		200	200	0	158	42	0	0	0	200	0	91
Westlake Christian Terrace II	275 28th St	Seniors	1977	200	200	0	0	200	0	0	0	200	0	40
		Subtotal		**3824**	**3796**	**212**	**1313**	**2269**	**2**	**0**	**0**	**3795**	**809**	**3052**
Hale Laulima House	369 Fairmount Ave	Transitional Housing	1995	1	1	0	0	0	0	0	1	0	1	0
Henry Robinson Multi-Service Center	559 16th St	Transitional Housing	1993	62	62	32	0	0	24	6	0	0	0	0
Matilda Cleveland Housing	8314 MacArthur Blvd	Transitional Housing	1992	14	14	3	0	2	3	6	0	0	1	0
Transitional Housing	1936 84th Ave	Transitional Housing	1991	1	1	0	0	0	1	0	0	0	0	0

Property Name	Property Address	Special Use	Year Completed	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
Transitional Housing	3501 Adeline St	Transitional Housing	1991	1	1	0	0	0	1	0	0	0	0	0
Transitional Housing	5239-41 Bancroft Ave	Transitional Housing	1991	3	3	0	0	1	1	1	0	0	0	0
Transitional Housing	2400 Church St & 6850 Halliday	Transitional Housing	1992	2	2	0	0	0	2	0	0	0	0	0
Transitional Housing	173 Hunter Ave	Transitional Housing	1991	1	1	0	0	0	0	1	0	0	0	0
Transitional Housing	3824 West Street	Transitional Housing	1991	1	1	0	0	0	0	1	0	0	0	0
Transitional Housing	9905 Walnut Ave	Transitional Housing	1992	4	4	0	0	0	4	0	0	0	0	0
		Subtotal		**90**	**90**	**35**	**0**	**3**	**36**	**15**	**1**	**0**	**2**	**0**

Source: City of Oakland Community and Economic Development Agency, April 2003.

APPENDIX C: DETAILED SITE INVENTORY

Appendix C presents the inventory of sites suitable for residential development in Oakland, as discussed and summarized in Chapter 4, Land Inventory. Background on assumptions and sources also are included. The appendix text and tables are organized according to the three groups of sites included in the inventory:

Group 1: Sites with housing projects recently completed and under construction;

Group 2: Sites with housing projects in the predevelopment process; and

Group 3: Additional housing opportunity sites.

The three groups are ordered according to the status of housing development on the sites.

Group 1: Sites With Housing Projects Recently Completed And Under Construction

Four tables identify the inventory of Group 1 sites:

Table C-1, Sites with Completed Housing Projects: Affordable Projects with City and/or Other Public Funds,

Table C-2, Sites with Completed Housing Projects: Private Sector Projects,

Table C-3, Sites with Projects Under Construction: Affordable Projects with City and/or Other Public Funds, and

Table C-4, Sites with Projects Under Construction: Private Sector Projects.

The data describing housing potential on these sites are actual data for the sites/projects listed, as available from City of Oakland records and other sources. Information about affordable housing projects that involve the substantial rehabilitation of old units is provided in the documentation that follows Tables C-1 and C-3.

Group 2: Sites With Housing Projects In The Predevelopment Process

Five tables identify the inventory of Group 2 sites:

Table C-5: Sites with Approved Housing Projects,

Table C-6: Sites with Funded Housing Projects in Predevelopment,

Table C-7: Sites with Affordable Projects in Disposition and Development Agreement (DDA) Process,

Table C-8: Sites with Affordable Projects in Site Acquisition, and

Table C-9: Sites with Private Sector Projects in Predevelopment.

The data describing housing potentials on the Group 2 sites are actual data for the sites/projects listed, as available from City of Oakland records and other sources. Information about the affordable housing projects that involve the preservation of affordable housing units is provided in the documentation that follows Table C-4.

Group 3: Additional Housing Opportunity Sites

Table C-10 presents the inventory of additional housing opportunity sites. The criteria for identifying the opportunity sites are explained in the text in Chapter 3. The sites were identified by City of Oakland staff, and the parcel numbers and parcel size data taken from Alameda County Assessor's parcel records.

Housing unit potentials for the opportunity sites are identified in Table C-10 in two ways. First, the maximum allowable number of units is identified based on the maximum residential densities allowable under the Oakland General Plan. Table C-10 identifies the General Plan Land Use Classification for each site, the maximum permitted residential density for that classification, and the maximum number of units allowable on the site under that density.

Second, the potential number of housing units is identified based on average densities for comparable recent developments (such as those for projects on sites in Group 1 and Group 2) or on applicable plans and concepts for development (such as the BART transit village plans). The potential number of units includes a lower and a higher estimate. Table C-10 identifies the density assumptions and the estimated number of housing units under those assumptions. The densities based on recent development are average densities for different areas of Oakland and are not densities selected based on site-by-site analysis. Tables C-11 and C-12 identify densities for new housing projects in downtown Oakland and East Oakland areas. The density assumptions for estimating housing potentials on the opportunity sites were based on analysis of those comparables. It can be noted from Table C-10 that, for some sites, potential housing units were directly input into the table from applicable plans and identified development concepts, and were not calculated from density assumptions. Housing unit potentials for the BART transit villages, Oak Knoll base reuse, identified affordable housing sites, and other selected sites were identified in that manner.

Planning Districts Identified On Inventory Tables

Tables C-1 through C-10 identify the planning district for each of the sites/projects, using the districts from the General Plan Land Use Element. Sub-areas also are identified for the Oakland Central (OC) district, which includes downtown Oakland. A listing and map of the OC sub-areas also are included at the end of this appendix, following the map of the planning districts.

Table C-1
Completed Affordable Projects with Public Funding (1/1/99 – 6/30/02)

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT				AFFORDABILITY						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Year Complete	Units at Completion	New Construction	Substantial Rehabilitation	Net Units	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Not Restricted	Special Use	Rental	Owner	Units per Acre	Comments
San Pablo Gateway	5200 San Pablo Ave	NO	--	2000	17	Yes	No	17	Yes	17	0	7	10	0	Family	No	Yes	27	--
Adeline Street Lofts	2320-2340 Adeline Street	WO	--	2002	38	Yes	No	38	Yes	37	4	33	0	1	Family	Yes	No	49	Conversion of nonresidential space to residential
Courtyards at Acorn	Union to Adeline, 8th to 10th Streets	WO	--	2000	87	No	Yes	87	Yes	87	0	87	0	0	Family/ Disabled	Yes	No	27	HUD determined units uninhabitable
Bayporte Village	Market, Filbert, 8th St	WO	--	2000	71	Yes	No	71	Yes	71	0	69	2	0	Family/ Disabled	No	Yes	--	198 units demolished prior to 1999
Town Center at Acorn	Filbert to Adeline, 8th to 10th Streets	WO	--	2000	206	No	Yes	206	Yes	206	102	104	0	0	Family/ Disabled	Yes	No	26	HUD determined units uninhabitable
Swans - condos / live-work	818 Clay Street	OC	OO	2001	21	No	Yes	21	No	0	0	0	0	21[1]	N/A	Yes	Yes	39	Reuse of vacant former retail building plus new construction
Swans – rental	819 Clay Street	OC	OO	2001	18	Yes	No	18	Yes	18	0	18	0	0	Family	Yes	Yes	84	Reuse of vacant former retail building plus new construction
Irene Cooper Terrace (Evergreen)	1218 2nd Ave	SA	--	2000	40	Yes	No	40	Yes	39	39	0	0	1	Seniors	Yes	No	145	--

Table C-1
Completed Affordable Projects with Public Funding (1/1/99 – 6/30/02)

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT				AFFORDABILITY						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Year Complete	Units at Completion	New Construction	Substantial Rehabilitation	Net Units	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Not Restricted	Special Use	Rental	Owner	Units per Acre	Comments
Bancroft Senior Homes	2320-2320B 55th Ave	CE	--	2002	61	Yes	No	61	Yes	60	60	0	0	1	Seniors	Yes	No	44	--
Habitat/82nd Ave.	1419, 1425 &1431 82nd Ave.	EH	--	2002	3	Yes	No	3	Yes	3	0	3	0	0	Families	No	Yes	9	--
Allen Temple Arms IV	7607 International Blvd.	EH	--	2001	24	Yes	No	24	Yes	23	23	0	0	1	Disabled or HIV/AIDS	Yes	No	64	--
Allen Temple Arms III	10121 International Blvd	EH	--	2001	50	Yes	No	50	Yes	49	49	0	0	1	Seniors	Yes	No	43	--
Habitat Village	350-360, 377 & 383 105th Ave.	EH	--	2001	40	Yes	No	40	Yes	40	0	40	0	0	Families	No	Yes	10	--
Wang	1063 82nd Ave.	EH	--	2002	2	Yes	No	2	Yes	2	0	2	0	0	Families	No	Yes	16	--
COMPLETED AFFORDABLE PROJECTS TOTAL	--	--	--	--	678	--	--	678	--	652	277	363	12	26	--	--	--	--	--

Source: City of Oakland; Hausrath Economics Group.

[1]17 of 21 units affordable to moderate-income households.

Table C-2

Completed Affordable and Private Sector Projects (1/1/99 – 6/30/02)

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT				AFFORDABILITY[1]						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Year Completed	Units	New	Rehabilitation	Reuse	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Above Mod Income	Special Use	Rental	Owner	Units per Acre	Comments
Bakery Lofts	46th St. near Adeline	NO	--	2002	30	--	--	30	No	--	--	--	6	24	--	X	--	--	Units in Oakland - 57 total units in Oakland and Emeryville; reuse of former industrial/ Remar Bakery
Piedmont Avenue Lofts	40th St. & Broadway	NO	--	2001	19	19	--	--	No	--	--	--	--	19	--	--	X	28	--
Union Street Studios	1920 Union off W. Grand	WO	--	2000	19	--	--	19	No	--	--	--	19	--	--	X	--	--	Reuse of former industrial to L/W
West Clawson Lofts	3240 Peralta	WO	--	2000	28	--	--	28	No	--	--	--	--	28	--	X	--	--	Reuse of former school
Peralta Associates live-work	2121 Peralta at W. Grand	WO	--	2000	41	--	--	41	No	--	--	3	30	8	--	X	--	11	Reuse of former PG&E facility
YWCA	1515 Webster	OC	CC	2000	70	--	70		No	--	--	70	--	--	70	X	--	169	Student housing for CCAC; residential floors of historic bldg vacant many years

Table C-2

Completed Affordable and Private Sector Projects (1/1/99 – 6/30/02)

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT				AFFORDABILITY[1]						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Year Completed	Units	New	Rehabilitation	Reuse	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Above Mod Income	Special Use	Rental	Owner	Units per Acre	Comments
The Landing	99 Embarcadero	OC	JLD	2000	282	282	--	-	No	--	--	--	135	147	--	X		31	--
New Market Lofts / former Safeway	201 4th St.	OC	JLD	2001	46	--	--	46	No	--	--	--	--	46	--	--	X	134	Reuse of former warehouse/office building
Allegro	308 Jackson/240 3rd/1893rd	OC	JLD	2001	312	312	--	--	No	--	--	--	196	116	--	X		113	--
4th Street Lofts/Tower Lofts	247 4th St	OC	JLD	1999	61	61	--	--	No	--	--	--	--	61	--	--	X	177	--
Phoenix Lofts	737 2nd St.	OC	JLD	2000	31	--	--	31	No	--	--	--	--	31	--	--	X	77	Reuse of former industrial
Perkins Street Residential Care	468-484 Perkins (Perkins & Bellevue)	OC	LGA	2002	56	56	--	--	No	--	--	--	--	56	56	X	--	95	Housing for people with Alzheimer's
The Essex on Lake Merritt	208 17th St.	OC	KC	2002	270	270	--	--	No	--	--	--	--	270	--	X	--	274	--
Gem Building Condos	485 8th St.	OC	OO	2000	16	16	--	--	No	--	--	--	16	0	--	--	X	124	--
8th Street Lofts	675 8th St./Jerry Adams St.	OC	OO	2002	18	18	--	--	No	--	--	--	13	5	--	X	--	97	--
Keating/Old Town Square	555 10th St.	OC	OO	end '98 - early '99	98	98	--	--	ORA[2]	--	--	85	13	0	--	---	X	71	--

Table C-2

Completed Affordable and Private Sector Projects (1/1/99 – 6/30/02)

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT				AFFORDABILITY[1]						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Year Completed	Units	New	Rehabilitation	Reuse	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Above Mod Income	Special Use	Rental	Owner	Units per Acre	Comments
COMPLETED PRIVATE SECTOR PROJECTS TOTAL	--	--	--	--	1,397	1,132	70	195	--	0	0	158	428	811	--	--	--	--	--

Source: City of Oakland; Hausrath Economics Group.

[1]Numbers of units by affordability category represent numbers of units rented or sold at rents or prices affordable to households in each category. This information on actual prices and rents is from project developers, leasing agents, and other sources. Some of the data presented are estimates or approximations based on generalized information or on anticipated rents/prices for units not yet rented/sold at the time of this inventory.

[2]Oakland Redevelopment Agency involvement.

Table C-3

Affordable Projects Under Construction, with City and/or Other Public Funds

PROJECT NAME, LOCATION, AND STATUS			UNIT COUNT				AFFORDABILITY						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Units at Completion	New Construction	Substantial Rehabilitation	Net Units	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Not Restricted	Special Use	Rental	Owner	Units per Acre	Comments
MLK Plaza	Aileen, Dover, & 58th	NO	11	Yes	No	11	Yes	11	0	6	5	0	Families	No	Yes	15	--
Chestnut Court and Linden Court	2240 Chestnut St. & 1089 26th St.	WO	151	Yes	Yes	68	Yes	151	83	68	0	0	Families	Yes	No	32	40% of 85 OHA units are very low; other units have no specific affordability except for 2 manager units that are unrestricted
Fruitvale BART Transit Village	3301-3401 E. 12th St.	FV	47	Yes	No	47	Yes	10	3	7	0	37[1]	Families	Yes	No	12	Part of first phase of mixed use Fruitvale Transit Village project
International Boulevard I (RCD - 2 sites)	6600 International & 1406 Seminary	CE	29	Yes	No	29	Yes	29	4	25	0	0	Families	Yes	No	64	--
International Boulevard II	6006 International	CE	24	Yes	No	22	Yes	23	23	0	0	1	Family, Artist, HIV	Yes	No	37	Two replacement units

Table C-3

Affordable Projects Under Construction, with City and/or Other Public Funds

PROJECT NAME, LOCATION, AND STATUS			UNIT COUNT				AFFORDABILITY						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Units at Completion	New Construction	Substantial Rehabilitation	Net Units	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Not Restricted	Special Use	Rental	Owner	Units per Acre	Comments
Foothill Family Apartments	Foothill bet. 68th & 69th	CE	66	Yes	No	66	May apply	66	66	0	0	0	Families	Yes	No	--	Affordable, tax credit project
Palm Villa	MacArthur Ave. betw. 90th & 94th	EH	78	Yes	No	78	Yes	78	0	0	78	0	Families Disabled	No	Yes	14	--
Wang Infill	1226 94th Ave.	EH	1	Yes	No	1	Yes	1	0	1	0	0	Families	No	Yes	14	--
AFFORDABLE PROJECTS UNDER CONSTRUCTION TOTAL	--	--	407	--	--	322	--	369	179	107	83	38	--	--	--	--	--

Source: City of Oakland; Hausrath Economics Group

[1]37 units affordable to moderate-income households.

Table C-4

Housing Projects Under Construction, Private Sector Projects (7/1/02)

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT				AFFORDABILITY[1]						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Expect Complete	Units	New	Rehabilitation	Reuse	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Above Mod Income	Special Use	Rental	Owner	Units per Acre	Comments
Flecto Project / 46th St. Lofts	47th & Adeline	NO	--	2002	34	34	--	--	No	--	3	--	--	31	--	--	--	--	--
Magnolia Row	Magnolia & 32nd St.	WO	--	2003	36	36	--	--	No	--	--	--	--	36	--	--	--	--	--
Landmark Place/Preservation Park III	1101-20 MLK Jr. Way	OC	CC	2003	92	92	--	--	ORA[2]	--	--	--	--	92	--	--	--	--	--
Sierra (former Dreyers)	311 Oak St.	OC	JLD	2002	229	229	--	--	No	--	--	--	--	229	--	--	--	--	--
425 28th Street	27th/28th/Telegraph/Broadway	OC	VSA		20	10	--	10	No	--	--	--	--	20	--	--	--	--	--
Old Sears Building	27th & Telegraph	OC	VSA	2002	54		--	54	No	--	--	--	17	37	--	--	--	--	--
Water Park Lofts	2875 Glascock	FV	--	2002	27	27	--	--	No	--	--	--	--	27	--	--	--	--	--
Durant Square	International & Durant	EH	--	2003	264	264	-	--	No	--	--	--	103	161	--	--	--	--	--
Alta Villa	Redwood Rd. @ Crestmont Dr.	SH	--	--	22	22	--	--	No	--	--	--	--	22	--	--	--	--	--

Table C-4

Housing Projects Under Construction, Private Sector Projects (7/1/02)

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT				AFFORDABILITY[1]						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Expect Complete	Units	New	Rehabilitation	Reuse	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Above Mod Income	Special Use	Rental	Owner	Units per Acre	Comments
Bayview Crest	8211 Skyline Circle	SH	--	--	8	8	--	--	No	--	--	--	--	8	--	--	--	--	--
PRIVATE SECTOR PROJECTS UNDER CONSTRUCTION TOTAL	--	--	--	--	786	722	0	64		0	3	0	120	663	--	--	--	--	--

Source: City of Oakland; Hausrath Economics Group

[1]Numbers of units by affordability category represent numbers of units rented or sold at rents or prices affordable to households in each category. The information on actual prices and rents is from project developers, leasing agents, and other sources.

Some of the data presented are estimates or approximations based on generalized information or on anticipated rents/prices for units not yet rented/sold at the time of this inventory.

[2]Oakland Redevelopment Agency involvement.

Table C-5

Approved Private Sector Housing Projects (7/1/02)

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT				AFFORDABILITY[1]						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Expect Complete	Units	New	Rehabilitation	Reuse	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Above Mod Income	Special Use	Rental	Owner	Units per Acre	Comments
Green City Loft Project	1007 41st St.	NO	--	--	31	31	--	--	No	--	--	--	--	--	--	--	X	69	Approved by April 18, 2001; half in Oakland; 62 total units
Precision Dye / Live-Work	Hanna & 32nd	WO	--	--	37	--	--	37	No	--	--	--	--	--	--	N/A	N/A	--	Approved 2001
Chase & Wood	Chase & Wood	WO	--	--	22	22	--	--	No	--	--	--	--	--	--	N/A	N/A	--	Approved 2001
1640 Broadway (17th & Broadway)	1640 Broadway	OC	CC	--	254	254	--	--	No	--	--	--	--	--	--	--	X	498	Approved 10/01/2002; all housing project
Hotel Site/Chinatown (Arioso)	9th & Franklin	OC	CT	2003	88	88	--	--	ORA /b/	--	--	--	--	--	--	X	--	147	Approved 8/00
14th & Jackson	210 14th St.	OC	KC	2003	50	50	--	--	No	--	--	--	--	--	--	X	--	218	Approved 6/02
Cox Cadillac	230 Bay Place	OC	LGA	2003	176	176	--	--	No	--	--	--	--	--	--	X	--	81	Approved 12/01; reuse former auto showroom for retail component
Housewives Market	801-27 Clay St.	OC	OO	2003	200	200	--	--	ORA /b/	--	--	--	--	--	--	--	X	145	--

Table C-5

Approved Private Sector Housing Projects (7/1/02)

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT				AFFORDABILITY[1]						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Expect Complete	Units	New	Rehabilitation	Reuse	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Above Mod Income	Special Use	Rental	Owner	Units per Acre	Comments
Telegraph Gateway	2401 Telegraph Ave.	OC	VSA	2002	50	50	--	--	No	--	--	--	--	--	--	X	--	153	Entitlements approved; const. 2002
Upper Lake Merritt Residential/Valdez & 23rd	2315 Valdez @ 23rd	OC	VSA	2004-06	237	237	--	--	No	--	--	--	--	--	--	X	169	--	Approved 1/02
Derby/Live-Work	400-450 Derby St.	FV	--	2003	34	--	--	34	No	--	--	--	--	--	--	--	49	--	--
APPROVED PRIVATE SECTOR PROJECTS TOTAL	--	--	--	--	1,179	1,108	0	71	--	N/A	N/A	N/A	N/A	N/A	--	--	--	--	--

Source: City of Oakland; Hausrath Economics Group

[1]Information on rents/prices and affordability by income category not yet available.

[2]Oakland Redevelopment Agency involvement.

Table C-6

Funded Affordable Housing Projects in Predevelopment

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT				AFFORDABILITY						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Expect Complete	Units at Completion	New Construction	Substantial Rehabilitation	Net Units	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Not Restricted	Special Use	Rental	Owner	Units per Acre	Comments
Downs Memorial	1027 60th St.	NO	--	--	17	Yes	No	17	Yes	16	16	0	0	1	Seniors	Yes	No	57	--
Sister Thea Bowman Manor II	6400 San Pablo Avenue	NO	--	--	47	Yes	No	47	Yes	46	46	0	0	1	Seniors	Yes	No	128	--
North Oakland Senior Housing	3255 San Pablo Ave.	WO	--	--	64	Yes	No	64	Yes	64	64	0	0	0	Seniors	Yes	No	122	--
Mandela Gateway – rental	1420 & 1364 7th St.	WO	--	--	167	Yes	No	121	Yes	121	84	35	0	2	Families, Disabled	Yes	No	38	HOPE VI project to demolish and rebuild existing public housing. Only new incremental units are counted.
Mandela Gateway - for sale	8th St./Kirkham	WO	--	--	19	Yes	No	19	Yes	19	0	19	0	0	Families, Disabled	No	Yes	--	--
Palm Court	10th and Union	WO	--	--	12	Yes	No	12	Yes[1,2]	12	0	12	0	0	Families, Disabled	No	Yes	--	--
Chestnut Court Ownership	2240 Chestnut St.	WO	--	--	15	Yes	No	15	Yes	15	0	15	0	0	Families, Disabled	No	Yes	23	--
Southlake Towers	1501 Alice St.	OC	CC	--	130	No	Pres[3]	130	Yes	129	0	129	0	1	Seniors	Yes	No	163	Preservation of affordable units
Lake Merritt Apartments	1417 First Ave.	OC	CM	--	55	No	Pres[3]	55	Yes	54	11	43	0	1	Seniors	Yes	No	98	Preservation of affordable units
592 Northgate (Northgate Apartments)	592 Northgate (23rd & Northgat	OC	VSA	--	42	Yes	No	42	Yes	41	21	20	0	1	Families	Yes	No	97	--

Table C-6

Funded Affordable Housing Projects in Predevelopment

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT				AFFORDABILITY						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Expect Complete	Units at Completion	New Construction	Substantial Rehabilitation	Net Units	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Not Restricted	Special Use	Rental	Owner	Units per Acre	Comments
	e)																		
Fruitvale Ave. Homes	2662 Fruitvale A.	FV	--	--	4	Yes	No	4	Yes	4	0	4	0	0	Families	No	Yes	13	--
Coliseum Gardens	6722 Olmstead	CE	--	--	396	Yes	No	218	Yes[2]	218	84	134	0	0	Families, seniors	Yes	Yes	--	HOPE VI project to demolish and rebuild existing public housing. Only new incremental units are counted.
Eastmont Court	6850 Foothill Blvd.	CE	--	--	19	Yes	No	19	Yes	18	18	0	0	1	Physically disabled	Yes	No	52	Using HUD 811 funds for development
Horizon Townhomes	98th/MacArthur Ave.	EH	--	--	18	Yes	No	18	Yes	14	0	9	5	4	Families	No	Yes	22	--
Leola Terrace Phase II	90th Ave. @ MacArthur Blvd.	EH	--	--	4	Yes	No	4	Yes	4	0	4	0	0	Families	No	Yes		--
AACWA – homeownership	scattered sites	N/A	--	--	9	Yes	No	9	Yes	9	0	9	0	0	Families	No	Yes	10	--
AFFORDABLE PROJECTS IN PREDEVELOPMENT TOTAL	--	--	--	--	1018	--	--	794	--	1006	568	433	5	12	--	--	--	--	--

Source: City of Oakland; Hausrath Economics Group.

[1]Required to be affordable to very low- and low-income households; mix among these two affordability groups not available.

[2]Expected to apply for City funding.

[3]Preservation.

Table C-7

Affordable Projects in Disposition and Development Agreements (7/1/02)

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT				AFFORDABILITY						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Expect Complete	Units at Completion	New Construction	Substantial Rehabilitation	Net Units	City Assist	Subsidized Units	Very Low Income	Low Income	Moderate Income	Not Restricted	Special Use	Rental	Owner	Units per Acre	Comments
West Oakland	All West Oakland	WO	--	--	5	Yes	No	5	Yes	5	0	5	0	0	Family	No	Yes	26	DDA in negotiation
Toler Heights	98th Ave. @ MacArthur	EH	--	--	6	Yes	No	6	Yes	6	0	0	6	0	Family	No	Yes	8	DDA complete
Wang (Citizens)	W--82nd & 94th Aves.; C--various	EH	--	--	23	Yes	No	23	Yes	23	0	8	10	5	Family	No	Yes	10	Wang has proposed for most Citizen sites; DDA in negotiation
AFFORDABLE PROJECTS IN DDA PROCESS TOTAL	--	--	--	--	34	--	--	34	--	34	0	13	16	5	--	--	--	--	--

Source: City of Oakland; Hausrath Economics Group.

Table C-8
Affordable Housing Projects in Site Acquisition (7/1/02)

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT[1]				AFFORDABILITY[1]						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Expect Complete	Units at Completion	New Construction	Substantial Rehabilitation	Net Unit	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Not Restricted	Special Use	Rental	Owner	Units per Acre	Comments
1662 & 1664 7th Street, 1672 7th St., 1676 7th Street, 715 Campbell, 1666 7th St.	1662 & 1664 7th Street, 1672 7th St., 715 Campbell, 1666 7th St.	WO	--	--	70	Yes	No	70	Yes	70	X	X	--	--	Family	Yes	No	98	Site acquisition closed on 1662-64 and 1672 7th St.; this is a land assembly of six parcels; two parcels not closed, one parcel bought without Agency funds
2001 Linden Street	2001 Linden St.	WO	--	--	8	Yes	No	8	Yes	8	X	X	--	--	--	Yes	No	29	Site acquisition closed
1109 Oak Street / 11th & Oak	1109 Oak St.	OC	CM	--	39	Yes	No	39	Yes	39	X	X	--	--	Seniors	Yes	No	260	Site acquisition closed
160 14th Street / 14th & Madison	160 14th St.	OC	KC	--	96	Yes	No	96	Yes	96	X	X	--	--	Family	Yes	No	293	Site acquisition closed
1173 28th St.	1173 28th St.	SA	--	--	47	Yes	No	47	Yes	47	X	X	--	--	--	--	--	37	Site acquisition in process
1091 Calcot	1091 Calcot	FV	--	--	73	Yes	No	73	Yes	73	X	X	--	--	--	--	--	108	Site acquisition in process
2946 Int'l Blvd.	2946 Int'l Blvd.	FV	--	--	54	Yes	No	54	Yes	54	X	X	--	--	--	--	--	89	Site acquisition in process
5825 Foothill	5825 Foothill	CE	--	--	30	Yes	No	30	Yes	30	X	X	--	--	--	No	Yes	30	Site acquisition in process

Table C-8

Affordable Housing Projects in Site Acquisition (7/1/02)

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT[1]				AFFORDABILITY[1]						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Expect Complete	Units at Completion	New Construction	Substantial Rehabilitation	Net Unit	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Not Restricted	Special Use	Rental	Owner	Units per Acre	Comments
10211 Byron	10211 Byron	EH	--	--	50	Yes	No	50	Yes	50	X	X	--	--	--	Yes	No	125	Site acquisition closed
10900 Edes Ave.	10900 Edes Ave.	EH	--	--	20	Yes	No	20	Yes	20	X	X	--	--	--			10	Site acquisition in process
4868, 4858, 4862 Calaveras	4868, 4858, 4862 Calaveras	LH	--	--	65	Yes	No	65	Yes	65	X	X	--	--	--	Yes	No	61	Site acquisition closed
AFFORDABLE SITE ACQUISITION PROJECTS TOTAL	--	--	--	--	552	--	--	552	--	552	--	--	--	--	--	--	--	--	--

Source: City of Oakland; Hausrath Economics Group

[1]Site Acquisition sites have tentative unit counts. All units will be at least low income, with number of very low income units unknown at this time.

Table C-9

Private Sector Housing Projects in Predevelopment

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT				AFFORDABILITY[1]						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Expect Complete	Units	New	Rehabilitation	Reuse	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Above Mod Income	Special Use	Rental	Owner	Units per Acre	Comments
Allied Arts	32nd & Hanna	WO	--	--	14	14	--	--	No	--	--	--	--	--	--	N/A	N/A	--	Predevelopment; application submitted
Romax Iron Works Site/Lofts-Live/Work	Near Peralta & Hollis	WO	--	--	100	100	--	--	No	--	--	--	--	--	--	N/A	N/A	--	Predevelopment
Central Station Project/former Amtrak site	16th & Wood	WO	--	--	376	376	--	--	No	--	--	--	--	--	--	N/A	N/A	--	Predevelopment / live-work units
14th & Harrison Residential	1331 Harrison	OC	CC	--	98	98	--	--	No	--	--	--	--	--	--	--	X	285	Predevelopment; Environmental review being finalized
Wheelink	426 Alice (4th & Alice)	OC	JLD	--	94	94	--	--	No	--	--	--	--	--	--	--	X	133	Final EIR 6/02; Planning Commission approval 6/02; to Council 7/02
2nd & Broadway Mixed Use (Roscoe's site)	200-228 Broadway	OC	JLD	--	115	115	--	--	No	--	--	--	--	--	--	--	X	160	DEIR published 2/02; Planning Commission approval 6/02; to Council 7/02

Table C-9

Private Sector Housing Projects in Predevelopment

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT				AFFORDABILITY[1]						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Expect Complete	Units	New	Rehabilitation	Reuse	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Above Mod Income	Special Use	Rental	Owner	Units per Acre	Comments
300 Harrison (City Lofts)	3rd & Harrison	OC	JLD	--	91	91	--	--	No	--	--	--	--	--	--	--	X	132	Predevelopment; DEIR to be published 8/02
Uptown / Forest City Residential	Area bounded by San Pablo, Telegraph, 18th, and 21st Street	OC	UT	--	807	807	--	--	ORA[2]	--	--	--	--	--	--	X	--	85	Predevelopment; ENA with Forest City
Glascock / Lofts	Glascock/Derby (2 blocks)	FV	--	--	100	100	--	--	No	--	--	--	--	--	--	--	X	27	Signature Properties
Ford Street Project	3041 Ford St. at Lancaster	FV	--	--	64	64	--	--	No	--	--	--	--	--	--	N/A	N/A	--	Predevelopment; Environmental review to begin
Wattling St. Lofts	Wattling St. @ 38th Ave.	FV	--	--	130	130	--	--	No	--	--	--	--	--	--	N/A	N/A	--	Predevelopment
Leona Quarry - single-family detached	7100 Mountain Boulevard	SH	--	--	19	19	--	--	No	--	--	--	--	--	--	--	X	2	Predevelopment; DEIR published
Leona Quarry - lofts, flats, townhouses	7100 Mountain Boulevard	SH	--	--	545	545	--	--	No	--	--	--	--	--	--	--	X	12	Predevelopment; DEIR published

Table C-9

Private Sector Housing Projects in Predevelopment

PROJECT NAME, LOCATION, AND STATUS					UNIT COUNT				AFFORDABILITY[1]						HOUSING TYPE/TENURE/DENSITY				
Project	Location	District	Sub- area	Expect Complete	Units	New	Rehabilitation	Reuse	City Assisted	Subsidized Units	Very Low Income	Low Income	Moderate Income	Above Mod Income	Special Use	Rental	Owner	Units per Acre	Comments
Keller Townhomes	Keller b/t Greenridge Dr. and Rilea Way	SH	--	--	34	34	--	--	No	--	--	--	--	--	--	--	X	9	Single-family attached duplexes
PRIVATE SECTOR PROJECTS IN PREDEVELOPMENT TOTAL	--	--	--	--	2,587	2,573	0	0	--	N/A	N/A	N/A	N/A	N/A	--	--	--	--	--

Source: City of Oakland; Hausrath Economics Group

[1]Information on rents/prices and affordability by income category not yet available.

[2]Oakland Redevelopment Agency involvement.

Table C-10

Additional Housing Opportunity Sites

SITE IDENTIFICATION			SITE SIZE		ESTIMATED BUILD-OUT (High and Low Estimates)					CURRENT ZONING			GENERAL PLAN			COMMENTS	
					Est. Density (units per acre)		Estimated # of Units										
Site #	Location	APN	SqFt	Acres	Low	High	Low	High	Permits Needed?	Zone	Sq Ft per Unit	Max # of Units per Zoning	Land Use Type	Units per Acre	Max # of Units under GP	Zoning Explanation	Existing Uses/Comment
EO-1	10451 MacArthur Blvd.	047-5576-007-03	23,000	0.53	14	28	7	15	Permitted	C-28	450	51	Community Commercial	167	88	R-70 permitted in C-28.	Vacant
EO-2	9801-9849 MacArthur Blvd.	048-5598-023-01; 046-5490-012-01; 046-5490-002-00; 046-5490-003-00	15,667	0.36	14	28	5	10	Requires CUP	R-50 & C-10	1500	10	Neighborhood Center Mixed-Use	167	60	Multiple zones, but R-50 permitted in C-10.	Vacant
EO-3	9601 MacArthur Blvd.	046-5489-001-01	10,757	0.25	14	28	3	7	Requires CUP	R-50	1500	7	Neighborhood Center Mixed-Use	167	41		Vacant
EO-4	9439-9547 MacArthur Blvd.	046-5488-016-01; 046-5488-013-00; 046-5488-014-00; 046-5488-011-00; 046-5488-012-00	61,461	1.41	14	28	20	40	Requires CUP	R-50	1500	40	Urban Residential	167	236	CUP required for more than 2 units in R-50	Vacant
EO-5	8201-8237 MacArthur Blvd.	043-4620-001-01; 043-4620-001-02; 043-4621-001-00	40,318	0.93	14	28	13	26	Requires CUP	R-50 & C-10	1500	26	Urban Residential	167	155	Multiple zones, but R-50 permitted in C-10.	Mostly vacant
EO-6	7951-7985 MacArthur Blvd.	040-3407-001-00; 040-3407-002-00	15,265	0.35	14	28	5	10	Requires CUP	R-50 & C-10	1500	10	Urban Residential	167	59	Multiple zones, R-50 permitted in C-10.	Vacant
EO-7	7823 MacArthur Blvd.	040-3403-002-00	18,500	0.42	14	28	6	12	Permitted	C-28	450	41	Neighborhood Center Mixed-Use	167	71	R-70 permitted in C-28.	Vacant
EO-8	7526-7540 MacArthur Blvd.	040A-3409-001-13; 040A-3409-012-00; 040A-3409-013-00	64,871	1.49	14	28	21	42	Requires CUP	C-20	1500	43	Neighborhood Center Mixed-Use	167	249	R-50 permitted in C-20.	Vacant
EO-9	10507-10511 International Blvd.	045-5194-001-00	10,000	0.23	45	65	10	15	Permitted	C-40	450	22	Community Commercial	167	38	R-70 permitted in C-40.	Pawn shop / parking lot
EO-10	10102 International Blvd.	047-5516-017-01	11,062	0.25	45	65	11	17	Permitted	C-40	450	24	Community Commercial	167	42	R-70 permitted in C-40.	Auto repair and tire sales
EO-11	9945-9959 International Blvd.	44-4972-006-05	10,500	0.24	45	65	11	16	Permitted	C-40	450	23	Community Commercial	167	40	R-70 permitted in C-40.	Parking lot
EO-12	9600-9628 International Blvd.	046-5424-001-00; 046-5424-024-00; 046-5424-025-00; 046-5424-022-00; 046-5424-023-00	26,600	0.61	45	65	27	40	Permitted	C-40	450	59	Neighborhood Center Mixed-Use	167	102	R-70 permitted in C-40.	Vacant
EO-13	9000-9012 International Blvd.	046-5421-012-01; 046-5421-010-00	13,750	0.32	45	65	14	21	Permitted	C-40	450	30	Neighborhood Center Mixed-Use	167	53	R-70 permitted in C-40.	Vacant
EO-14	8700 International Blvd.	043-4580-013-00	10,228	0.23	45	65	11	15	Permitted	C-40	450	22	Urban Residential	167	39	R-70 permitted in C-40.	Car wash
EO-15	8603-8629 International Blvd.	042-4252-001-00; 042-4252-002-00; 042-4252-003-02; 042-4252-004-02; 042-4252-005-02; 042-4252-006-00	18,080	0.42	45	65	19	27	Permitted	C-40	450	40	Urban Residential	167	69	R-70 permitted in C-40.	Vacant
EO-16	8332 International Blvd.	043-4551-011-01	12,632	0.29	45	65	13	19	Permitted	C-40	450	28	Neighborhood Center Mixed-Use	167	48	R-70 permitted in C-40.	Auto repair
EO-17	8001-8023 International Blvd.	041-4202-001-00; 041-4202-002-00; 041-4202-003-00	30,055	0.69	45	65	31	45	Requires CUP	C-40 [70%] & R-50 [30%]	1500 & 450	52	Urban Residential	167	115	Multiple zones. R-70 permitted in C-40 . Allowable density proportionate to lot area in zone as required by Zoning Ordinance	Two bldgs / Vacant Lot
EO-18	8000 International Blvd.	040-3368-023-01	25,004	0.57	45	65	26	37	Permitted	C-40 [90%] & R-30 [10%]	450	55	Urban Residential	167	96	Multiple zones. R-70 permitted in C-40. Allowable units calculated using density for C-40, as permitted by Zoning Ordinance.	Vacant
EO-19	7915-7991 International Blvd.	041-4198-001-01; 041-4198-005-00	31,908	0.73	45	65	33	48	Permitted	C-40	450	70	Urban Residential	167	122	R-70 permitted in C-40.	Auto repair
EO-20	7700-7744 International Blvd.	040-3355-056-00; 040-3355-055-00; 040-3355-054-00; 040-3355-051-01; 040-3355-053-00; 040-3355-050-01	25,004	0.57	45	65	26	37	Permitted	C-40	450	55	Urban Residential	167	96	R-70 permitted in C-40.	Mostly vacant
EO-21	International & 73rd	041-4189-016-02	100,800	2.31	45	65	104	150	Interim CUP	C-40 (10%) & R-50 (90%)	1500 & 450	82	Community Commercial	167	386	Unclear exactly which lot this is, but the zoning is likely a combination of about 10% C-40 (along International Blvd.) and 90% R-50 (remainder of lot). Units is therefore calculated at this ratio, as required in Zoning Ordinance.	Parking lot

Table C-10

Additional Housing Opportunity Sites

SITE IDENTIFICATION			SITE SIZE		ESTIMATED BUILD-OUT (High and Low Estimates)					CURRENT ZONING			GENERAL PLAN			COMMENTS	
					Est. Density (units per acre)		Estimated # of Units										
Site #	Location	APN	SqFt	Acres	Low	High	Low	High	Permits Needed?	Zone	Sq Ft per Unit	Max # of Units per Zoning	Land Use Type	Units per Acre	Max # of Units under GP	Zoning Explanation	Existing Uses/Comment
EO-22	7101-7135 International Blvd.	041-4129-001-02; 041-4129-004-00	21,875	0.50	45	65	23	33	Permitted	C-40	450	48	Community Commercial	167	84	R-70 permitted in C-40.	Vacant storefronts
EO-23	7025 International Blvd.	041-4131-003-01	10,150	0.23	45	65	10	15	Permitted	C-40	450	22	Urban Residential	167	39	R-70 permitted in C-40.	Vacant
EO-24	7000-7016 International Blvd.	039-3312-030-00; 039-3312-033-01	13,961	0.32	45	65	14	21	Permitted	C-40	450	31	Urban Residential	167	54	R-70 permitted in C-40.	Auto repair
EO-25	9451 MacArthur Blvd.	046-5488-012-01	38,500	0.88	14	28	12	25	Requires CUP	R-50	1500	25	Urban Residential (1/3) and Mixed Housing Type Res (2/3)	167/40	66		
EO-26	9507 Edes (Armistice Powell)	045-5292-005	31,767	0.73			6	6	Rezone or subdivide	R-50	4000	1	Detached Unit Residential	1	1	Zoning density cannot be greater than GP density, currently 1 unit unless amended or subdivided	Possible Affordable housing site
EO-27	5318 Fairfax	035-2389-012	19,200	0.44	40	60	18	26	Permitted	C-30	450	42	Neighborhood Center Mixed-Use	167	74	R-70 permitted in C-30.	Parking lot
EO-28	6850 Foothill	039-3298-017-01	15,889	0.36	20	20	7	7	Permitted	C-30	450	35	Mixed Housing Type Residential	40	15	R-70 permitted in C-30.	Mixed use
EO-29	2901 68th Ave.	039-3281-009-02	16,500	0.38	40	60	15	23	Permitted	C-30 & R-70	450	36	Community Commercial	167	63	Multiple zones, but R-70 permitted in C-30.	
EO-30	6620 Foothill	039-3279-013-02	15,000	0.34	40	60	14	21	Permitted	C-30	450	33	Community Commercial	167	58	R-70 permitted in C-30.	Mixed Use/Housing
EO-31	6403 Foothill	039-3276-028-02	14,715	0.34	40	60	14	20	Permitted	C-30	450	32	Urban Residential	167	56	R-70 permitted in C-30.	Housing/Mixed Use
EO-32	6001 Foothill	038-3201-001	8,600	0.20	40	60	8	12	Permitted	C-30	450	19	Urban Residential	167	33	R-70 permitted in C-30.	Residential/Mixed Use
EO-33	5833 Foothill	038-3182-023; 038-3182-022; 038-3182-021; 038-3182-006	29,288	0.67	40	60	27	40	Permitted	C-30	450	65	Neighborhood Center Mixed Use	167	112	R-70 permitted in C-30.	Demo of old bowling alley has occurred and site grading work
EO-34	5490 Foothill	035-2376-001	6,013	0.14	40	60	6	8	Permitted	C-30	450	13	Urban Residential	167	23	R-70 permitted in C-30.	Commercial/Mixed-Use
EO-35	5310 Fairfax; 5308 Fairfax; 5319 Foothill; 5323 Foothill Blvd	035-2389-013; 035-2389-014; 035-2389-015; 035-2389-016	20,400	0.47	40	60	19	28	Permitted	C-30	450	45	Neighborhood Center Mixed Use	167	78	R-70 permitted in C-30.	
EO-36	4825 Foothill	035-2385-001	15,750	0.36	40	60	14	22	Permitted	C-30	450	35	Urban Residential	167	60	R-70 permitted in C-30.	Non conforming auto use. Excellent site for housing
EO-37	4529 Foothill	035-2401-001-01	19,680	0.45	40	60	18	27	Permitted	C-30	450	43	Urban Residential	167	75	R-70 permitted in C-30.	Housing. *OUSD considering this site for school expansion.
EO-38	3815 Foothill	033-2138-053-01	6,094	0.14	40	60	6	8	Permitted	C-30	450	13	Urban Residential	167	23	R-70 permitted in C-30.	Vacant
EO-39	3601 Foothill	033-2134-001	5,013	0.12	40	60	5	7	Permitted	C-30	450	11	Neighborhood Center Mixed Use	167	19	R-70 permitted in C-30.	Existing market no longer in use; neighbor (3615) interested in developing
EO-40	1750 35th Ave.	033-2128-003-00	5,990	0.14	40	60	6	8	Permitted	C-30	450	13	Urban Residential	167	23	R-70 permitted in C-30.	Through lot, vacant
EO-41	2301 Foothill	020-0158-029-01	7,174	0.16	40	60	7	10	Intermim CUP	C-20	1,500	4	Urban Residential	167	28	R-50 permitted in C-20.	Small vacant parcel between Foothill and E 16th.
EO-42	2202 E. 22nd St.	022-0296-014; 022-0296-012-02; 022-0296-015	8,125	0.19	20	30	4	6	Requries CUP	R-50	1,500	5	Mixed Housing Type	40	5	General Plan Density same as Zoning Density for Mixed Housing Type Residential	Several vacant parcels on corner
EO-43	2141 23rd Avenue	021-0291-001	5,170	0.12	20	30	2	4	Requries CUP	R-50	1,500	3	Mixed Housing Type	40	3	General Plan Density same as Zoning Density for Mixed Housing Type Residential	Vacant corner parcel
EO-44	E 23rd St. & 23rd Ave.; Next to 2319 23rd Ave.	026-0757-003; 026-0757-002; 026-0757-001; 026-0757-015; 026-0757-014; 026-0757-013	21,755	0.50	20	30	10	15	Requries CUP	R-50	1,500	14	Mixed Housing Type	40	14	General Plan Density same as Zoning Density for Mixed Housing Type Residential	Several parcels on slope at corner
EO-45	1000 E. 10th St. at 9th Ave.; 1002, 920, 926 E. 10th	019-0017-021; 019-0017-016; 019-0017-009-05	15,276	0.35	20	30	7	11	Requires CUP	M-20/S-13	800	19	Housing and Business Mix	40	14	Density cannot exceed GP density.. Maximum 14 units allowed.	Vacant
EO-46	1100 8th Ave. (at E. 11th St.)	019-0034-010	30,000	0.69	20	30	14	21	Requires CUP	M-20/S-13	800	37	Housing and Business Mix	40	28	Density cannot exceed GP density.. Maximum 28 units allowed.	Code compliance issues, open storage. Blighted
EO-47	E. 15th St. and 14th Ave.; Next to 1334	020-0169-008; 020-0169-007	8,850	0.20	55	75	11	15	Permitted	C-40	450	19	Community Commercial	167	34	R-70 permitted in C-40.	Vacant corner parcel(s)
EO-48	252 International (at 3rd Ave.)	020-0131-007	4,050	0.09	55	75	5	7	Permitted	C-40	450	9	Urban Residential	167	16	R-70 permitted in C-40.	Vacant. Next to employment development center(?)
EO-49	1420 1st Ave.	020-0130-012; 020-0130-013	9,393	0.22	55	75	12	16	Permitted	C-40	450	20	Urban Residential	167	36	R-70 permitted in C-40.	Vacant

Table C-10

Additional Housing Opportunity Sites

SITE IDENTIFICATION			SITE SIZE		ESTIMATED BUILD-OUT (High and Low Estimates)					CURRENT ZONING			GENERAL PLAN			COMMENTS	
					Est. Density (units per acre)		Estimated # of Units										
Site #	Location	APN	SqFt	Acres	Low	High	Low	High	Permits Needed?	Zone	Sq Ft per Unit	Max # of Units per Zoning	Land Use Type	Units per Acre	Max # of Units under GP	Zoning Explanation	Existing Uses/Comment
EO-50	73rd & Bancroft	039-3291-019	994,039	22.82			60	60	Permitted	C-30	450	2208	Community Commercial	167	3,809	R-70 permitted in C-30.	Numbers of units estimated based on preliminary development concepts for the site.
EO-51	2819-2833 MacArthur Blvd.	028-0916-043-04; 028-0916-043-05; 028-0916-027-02	58,971	1.35			60	80	Permitted	C-30/S-4	450	131	Urban Residential	167	226	R-70 permitted in C-30.	Numbers of units estimated based on preliminary development concepts for the site.
FVTV-1	Fruitvale BART parking lot	033-2197-013-03; 033-2177-016-06	44,900	1.03			200	200	Requires General Plan Amendment	S-15	450	99	Neighborhood Center Mixed Use	167	172		Parking lot Units based on transit village concept plans
COLTV-1	Coliseum BART parking lot		348,480	8.00			300	300	Interim CUP	M-20	0	0	Community Commercial	167	1,336	Coliseum Concept Plan	Parking lot Units based on transit village concept plans
WOTV-1	7th St. b/t Union & Kirkham	004-0049-001; 004-0049-002-01; 004-0049-002-02; 004-0049-003; 004-0049-004; 004-0051-018-01; 004-0051-018-02	113,256	2.60	67		175	175	Requires CUP/GPA	M-30/S-15 & M-20/S-15	450	251	Community Commercial; Business Mix	167	434	Multiple zones. 60% of area is in M-30/S-15; 40% of area is in M-20/S-15. General Plan Amendment required because part of site is designated for Business Mix. Transit Village Concept Plan calls for mixed-use including 175 units residential. Text of GP designates it residential, but GP map fails to reflect this.	USPS driver training Units based on transit village concept plans
WOTV-2	7th St. b/t Mandela & Kirkham	004-0069-002-01	50,809	1.17	51		60	60	Requires CUP	M-20/S-15	450	112	Neighborhood Center Mixed Use	167	195		Parking lot Units based on transit village concept plans
WOTV-3	7th St. b/t Mandela & Kirkham	004-0069-001; 004-0069-002-02	23,485	0.54	74		40	40	Requires CUP	M-20/S-15	450	52	Neighborhood Center Mixed Use	167	90		Gas station / Parking lot Units based on transit village concept plans
WOTV-4	5th St. b/t Chester & Mandela	004-0077-003; 0040071-003	169,884	3.90	23		90	90	Permitted	C-35/S-15	450	377	Neighborhood Center Mixed Use	167	651	R-70 permitted in C-35.	BART station parking lot Units based on transit village concept plans
WOTV-5	7th St. b/t Chester & Center	004-0079-010; 004-0079-011; 004-0079-012; 004-0079-013; 004-0079-014; 004-0079-015; 004-0079-016; 004-0079-017	28,931	0.66	45		30	30	Permitted	C-35/S-15	450	64	Neighborhood Center Mixed Use	167	111	R-70 permitted in C-35.	Retail / parking lot Units based on transit village concept plans
WOTV-6	7th St. b/t Henry & Chester	004-0095-013; 004-0095-014; 004-0095-015; 004-0095-016; 004-0095-017; 004-0095-018; 004-0095-019	19,913	0.46	66		30	30	Permitted	C-35/S-15	450	44	Neighborhood Center Mixed Use	167	76	R-70 permitted in C-35.	Vacant gas station / 3 resid. units / vacant lot Units based on transit village concept plans
WOTV-7	7th St. b/t Peralta & Henry	004-0097-entire block (parcels 1-19)	22,202	0.51	24		12	12	Requires CUP	C-35/S-15 [40%] & R-36 [60%]	2500 & 450	25	Neighborhood Center Mixed Use	167	85	Multiple zones. R-70 permitted in C-40 . Allowable density proportionate to lot area in zone as required by Zoning Ordinance	Warehouse / 1 resid. unit / office / vacant lot Units based on transit village concept plans
WOTV-8	7th St. b/t Campbell & Peralta	006-0003-017; 006-0003-018; 006-0003-019; 006-0003-020; 006-0003-021; 006-0003-022;	19,913	0.46			10	10	Requires CUP	C-35/S-15 [70%] & R-36 [30%]	2500 & 450	33	Community Commercial	167	76	Multiple zones. R-70 permitted in C-40 . Allowable density proportionate to lot area in zone as required by Zoning Ordinance	Retail / residential Units based on transit village concept plans
WOTV-9	5th St. @ Mandela	000-0390-010-01	163,500	3.75			130	130	Requires CUP	M-20/S-15	450	363	Community Commercial	167	979		Vacant / parking Numbers of units estimated based on preliminary development concepts for the site.
NO-1	3823/3829 MLK Way		21,250	0.49			50	50	Interim CUP	C-10	1500	14	Neighborhood Center Mixed Use	167	81	R-50 permitted in C-10.	Sites owned by City for affordable housing

Table C-10

Additional Housing Opportunity Sites

SITE IDENTIFICATION			SITE SIZE		ESTIMATED BUILD-OUT (High and Low Estimates)					CURRENT ZONING			GENERAL PLAN			COMMENTS	
					Est. Density (units per acre)		Estimated # of Units										
Site #	Location	APN	SqFt	Acres	Low	High	Low	High	Permits Needed?	Zone	Sq Ft per Unit	Max # of Units per Zoning	Land Use Type	Units per Acre	Max # of Units under GP	Zoning Explanation	Existing Uses/Comment
NO-2	3881 Martin Luther King; 852 42nd St., 850 42nd St., 865 43rd St., 832-834 53rd St.		25,000	0.57			6	6	Permitted	C-10	1500	16	Mixed Housing Type Residential; Neighborhood Center Mixed Use	10	6	Zoning density cannot be greater than GP density. Projected number of units is within GP density	Subject to CDBG restrictions
									N/A	R-40/S-18	4000	0					Incorporate information from NO-2-AFF /b/ /f/, above.
									N/A	R-40/S-18	4000	0					Incorporate information from NO-2-AFF /b/ /f/, above. **Note: Per Jeff Angell, construction on both lots was completed 10/02.**
									N/A	R-40/S-18	4000	0					Incorporate information from NO-2-AFF /b/ /f/, above. **Note: Per Jeff Angell, site is currently under construction.**
MATV-1	W. MacArthur/Telegraph/40th	012-0067-(entire block east of fwy); 012-0068-(entire block east of fwy); 012-0069-(entire block east of fwy)	265,000	6.08			700	700	Interim CUP	R-70/S-18	450	588	Neighborhood Center Mixed Use	167	767		BART parking, commercial at street Units based on transit village concept plans, subject to FAR limits and need for replacement parking
MATV-2	40th/MLK/Apgar	012-0068-(entire block west of fwy except parcel 27); 012-0069-(entire block west of fwy)	56,670	1.30			120	120	Permitted	R-70/S-18 & C-30/S-18	450	125	Neighborhood Center Mixed Use	167	217	Multiple zones, but R-70 permitted in C-30.	Vacant, commercial in portion Units based on transit village concept plans
DT-1	20 project of 10-50 units			0.00			200	400	N/A						1,000	Scattered sites	
DT-2	13th/14th/Jefferson/MLK Way	002-0029-001-01	72,000	1.65	100	130	165	215	Permitted	C-51/S-17	150	480	Central Business District	500	826	R-90 permitted in C-51.	Vacant
DT-3	23rd/24th/Valdez/Waverly	008-0669-009; 008-0669-010; 008-0669-013; 008-0669-014; 008-0669-015; 008-0669-016; 008-0669-012	46,350	1.06	100	130	106	138	Permitted	C-55 & R-90	150	309	Urban Residential	167	178	Multiple zones, but R-90 permitted in C-55	Vacant/parking lot; vacant/underutilized buildings
DT-4	15th & Harrison	008-0626-024; 008-0626-025	22,800	0.52	100	130	52	68	Permitted	C-55/S-17	150	152	Central Business District	500	262	R-90 permitted in C-55.	
DT-5	9th/10th/Jefferson	002-0025-006; 002-0025-007; 002-0025-008; 002-0025-009; 002-0025-010	22,500	0.52	100	130	52	67	Permitted	R-80/S-17	300	75	Central Business District	500	258		Vacant/parking lot
DT-6	1633 Harrison St. (17th & Harrison)	008-0625-022	10,008	0.23	100	130	23	30	Permitted	C-55/S-17	150	66	Central Business District	500	115	R-90 permitted in C-55.	Vacant/parking lot
DT-7	6th/7th/Franklin	001-0197-004; 001-0197-005; 001-0197-006; 001-0191-007-01	82,500	1.89	100	130	189	246	Interim CUP	C-40/S-4/S-17 & C-40/S-7	450	183	Central Business District	500	947	Multiple zones, but R-70 permitted in C-40.	Vacant/parking lot
DT-8	27th & Telegraph	009-0682-001; 009-0682-002	118,000	2.71	100	130	271	352	Permitted	C-45	300	393	Community Commercial; Urban Residential	167	452	R-80 permitted in C-45.	
DT-9	124 Grand Ave.; 2264 Webster St. (Valdez/Webster/Grand/23rd)	008-0655-007; 008-0655-009-01	30,000	0.69	100	130	69	90	Permitted	C-55/S-4/S-17	150	200	Central Business District	500	344	R-90 permitted in C-55.	Vacant/parking lot
DT-10	24th/Webster/Valdez	008-0672-005; 008-0672-006; 008-0672-007-01; 008-0672-007-02; 008-0672-008; 008-0672-014-01; 008-0672-015; 008-0672-018; 008-0672-019	52,000	1.19	100	130	119	155	Interim CUP	C-40/S-19 & C-40	450	115	Urban Residential	167	199	Multiple zones, but R-70 permitted in C-40.	

Table C-10

Additional Housing Opportunity Sites

SITE IDENTIFICATION			SITE SIZE		ESTIMATED BUILD-OUT (High and Low Estimates)					CURRENT ZONING			GENERAL PLAN			COMMENTS	
					Est. Density (units per acre)		Estimated # of Units										
Site #	Location	APN	SqFt	Acres	Low	High	Low	High	Permits Needed?	Zone	Sq Ft per Unit	Max # of Units per Zoning	Land Use Type	Units per Acre	Max # of Units under GP	Zoning Explanation	Existing Uses/Comment
DT-11	Oak/5th Av/Embarc/12th St	000-0455-004-01; 000-0455-004-02; 000-0455-015; 000-0445-012	592,416	13.60	75	98	1,020	1,333	Permitted	S-2/S-4 [40%] & S-2/S-4/S-17 [30%] & OS(LP)/S-4 [10%] & OS(RCA)/S-4 [10%] & M-40 [10%]	200 for S-2, 0 for OS	2040	Central Business District (50%) /Estuary Plan (PARKS)(50%)	300 for CDB, 0 for Parks	2,040	Multiple zones. 70% of area is S-2 zone, 20% is OS zone, and 10% is M-40 zone and multiple GP designations: 50% CBD; 50% Estuary. Number of units based on proportion in each zone, as required by Zoning Ordinance. Note: Percentages are based on total square footage of lots as provided by zoning map, which is 1,165,592 rather than the total on this spreadsheet, which is 592, 416.	Vacant/parking lot; vacant/underutilized buildings Densities based on units per gross acre as streets must be built.
DT-12	24th/27th/Valdez	008-0671-024; 008-0671-025; 008-0671-026; 008-0671-027-02; 008-0671-031-02; 008-0671-032-02; 008-0671-033-02; 008-0671-034-02; 008-0671-035-02; 008-0671-037-03; 008-0671-028-02; 008-0671-029-02; 008-0671-030-02; 008-0671-036-02; 008-0671-023-03; 008-0671-004-02	105,691	2.43	100	130	243	315	Permitted	R-90	150	405	Urban Residential; Community Commercial	167	405	Units allowed by Zoning cannot exceed number of units allowed by General Plan	Vacant/parking lot
DT-13	301 12th St.; 285 12th St. (12th/Harrison)	002-0063-006	75,000	1.72	100	130	172	224	Permitted	C-55/S-17	150	500	Central Business District	500	861	R-90 permitted in C-55.	Vacant/parking lot; vacant/underutilized buildings
		002-0069-003-01							N/A	C-55/S-4/S-17	150	0				R-90 permitted in C-55.	Incorporate information from DT-13, above.
DT-15	8th & Washington	001-0201-008; 001-0201-009; 001-0201-010; 001-0201-011	18,550	0.43	100	130	43	55	Permitted	C-52/S-7/S-17	300	61	Central Business District	500	213	R-80 permitted in C-52.	Vacant/parking lot
DT-16	7th/8th/Broadway	001-0195-003; 001-0195-004-02; 001-0195-008; 001-0195-009; 001-0195-010	19,814	0.45	100	130	45	59	Permitted	C-40/S-8/S-17 [50%] & C-40/S-4/S-17 [10%] & C-51/S-8/S-17 [30%] & C-51/S-17 [10%]	450 & 150	70	Central Business District	500	227	Multiple zones. R-70 permitted in C-40 zone (60% of area) & R-90 permitted in C-51 zone (40% of area). Allowable units for Zoning calculated by taking proportion of land in each zone, as directed by Zoning Ordinance.	Vacant/parking lot
DT-17	14th & Jackson	008-0627-019-02; 008-0627-021; 008-0627-020	23,640	0.54	100	130	54	71	Permitted	C-55/S-4/S-17 & R-90/S-17	150	157	Central Business District	500	271	Multiple zones, but R-90 permitted in C-55	Vacant/parking lot; vacant/underutilized buildings
DT-19	20th/22nd/San Pablo	008-0647-019-01; 008-0647-020-01; 008-0647-021-01; 008-0647-016; 008-0647-017; 008-0659-022; 008-0659-023	72,307	1.66	100	130	166	216	Permitted	C-51/S-17	150	482	Central Business District	500	830	R-90 permitted in C-51.	

Table C-10

Additional Housing Opportunity Sites

SITE IDENTIFICATION			SITE SIZE		ESTIMATED BUILD-OUT (High and Low Estimates)					CURRENT ZONING			GENERAL PLAN			COMMENTS	
					Est. Density (units per acre)		Estimated # of Units										
Site #	Location	APN	SqFt	Acres	Low	High	Low	High	Permits Needed?	Zone	Sq Ft per Unit	Max # of Units per Zoning	Land Use Type	Units per Acre	Max # of Units under GP	Zoning Explanation	Existing Uses/Comment
DT-20	20th/Castro/San Pablo	003-0039-002-02; 003-0039-003	70,225	1.61	100	130	161	210	Permitted	C-51/S-17	150	468	Central Business District	500	806	R-90 permitted in C-51.	Greyhound bus depot
DT-21	MLK/7th/8th	001-0211-012; 001-0211-011; 001-0211-015	33,000	0.76	100	130	76	98	Permitted	R-80/S-17	300	110	Central Business District	500	379		Vacant/parking lot; vacant/underutilized buildings
DT-22	24th & Telegraph	008-0664-001; 008-0664-002; 008-0664-003; 008-0664-004; 008-0664-043-03; 008-0664-044	32,098	0.74	100	130	74	96	Permitted	C-45	300	106	Community Commercial	167	123	R-80 permitted in C-45.	Vacant/parking lot; vacant/underutilized buildings
DT-24	226 13th St. (13th/14th/Jackson/Alice)	002-0077-001	60,000	1.38	100	130	138	179	Permitted	C-55/S-4/S-17	150	400	Central Business District	500	689	R-90 permitted in C-55.	Parking lot
DT-26	Clay/8th/9th	001-0203-001; 001-0203-002; 001-0203-003; 001-0203-004; 001-0203-005; 001-0203-008; 001-0203-010	32,500	0.75	100	130	75	97	Permitted	C-52/S-7/S-17	300	108	Central Business District	500	373	R-80 permitted in C-52.	
DT-27	20th/21st/San Pablo	008-0645-015-01; 008-0645-018-01; 008-0645-018-02; 008-0645-019; 008-0645-020; 008-0645-021; 008-0645-022; 008-0645-023; 008-0645-024; 008-0645-025	65,000	1.49	100	130	149	194	Permitted	C-51/S-17	150	433	Central Business District	500	746	R-90 permitted in C-51.	
DT-28	E. 11th St/2nd Av (SA)	019-0025-002-05; 019-0027-013-03	112,113	2.57	100	130	257	335	Permitted	S-2/S-4 & OS (LP)/S-4 & OS (RCA)/S-4	300	336	Urban Residential	167	430	Multiple zones. 90% in S-2/S-4; 5% in OS (LP)/S-4 (5%) ; and 5% in OS (RCA)/S-4 (5%). Zoning counted by proportion of area in zone as directed by Zoning Ordinance.	Vacant/parking lot; vacant/underutilized buildings. These are two separate sites on opposite corners; figures represent total area and capacity.
DT-29	14th/16th/Jefferson/MLK	003-0071-001; 003-0071-002; 003-0071-003; 003-0071-004; 003-0071-005; 003-0071-006; 003-0071-007; 003-0071-009; 003-0071-010	45,700	1.05	100	130	105	136	Permitted	C-51/S-17	150	304	Central Business District	500	525	R-90 permitted in C-51.	Vacant/parking lot; vacant/underutilized buildings
DT-30	20th/21st/Telegraph	008-0649-001-01; 008-0649-001-02; 008-0649-009; 008-0649-010	32,868	0.75	100	130	75	98	Permitted	C-55/S-17	150	219	Central Business District	500	377	R-90 permitted in C-55.	Vacant/parking lot
DT-31	1309 and 1329 Madison (13th/14th/Madison)	002-0079-004; 002-0079-005	27,000	0.62	100	130	62	81	Permitted	C-51/S-4/S-7	150	180	Central Business District	500	310	R-90 permitted in C-51.	Vacant/parking lot
DT-32	22nd & Telegraph	008-0648-011	21,000	0.48	100	130	48	63	Permitted	C-55/S-17	150	140	Central Business District	500	241	R-90 permitted in C-55.	Vacant/underutilized buildings
DT-33	13th/14th/Oak	002-0091-001	23,275	0.53	100	130	53	69	Permitted	S-2/S-4/S-17	300	77	Central Business District	500	267	R-80 permitted in S-2.	
DT-34	1314 Franklin St. (13th/14th/Webster/Franklin)	002-0055-001	60,000	1.38	100	130	138	179	Permitted	C-55/S-17	150	400	Central Business District	500	689	R-90 permitted in C-55.	Vacant/underutilized buildings
DT-35	26th/27th/Broadway	009-0685-018-06	45,489	1.04	100	130	104	136	Interim CUP	C-40/S-19	450	101	Community Commercial	167	174	R-70 permitted in C-40.	
DT-36	7th/Washington/Clay	001-0203-020; 001-0203-024; 001-0203-025; 001-0203-021; 001-0203-022; 001-0203-023	26,875	0.62	100	130	62	80	Permitted	C-52/S-7/S-17	300	89	Central Business District	500	308	R-80 permitted in C-52.	Vacant/parking lot; vacant/underutilized buildings

Table C-10

Additional Housing Opportunity Sites

SITE IDENTIFICATION			SITE SIZE		ESTIMATED BUILD-OUT (High and Low Estimates)					CURRENT ZONING			GENERAL PLAN			COMMENTS	
					Est. Density (units per acre)		Estimated # of Units										
Site #	Location	APN	SqFt	Acres	Low	High	Low	High	Permits Needed?	Zone	Sq Ft per Unit	Max # of Units per Zoning	Land Use Type	Units per Acre	Max # of Units under GP	Zoning Explanation	Existing Uses/Comment
DT-37	7th/8th/Clay	001-0209-009; 001-0209-010; 001-0209-011; 001-0209-014-01; 001-0209-015	41,250	0.95	100	130	95	123	Permitted	C-40/S-4/S-17 [50%] & C-51/S-4/S-7 [50%]	450 for C-40; 200 for C-51	148	Central Business District	500	473	Multiple zones. 50% in C-40 (which permits R-70) and 50% in C-51 (which permits R-90). Allowable units calculated using proportion in each zone as directed by Zoning Ordinance	Vacant/parking lot; vacant/underutilized buildings
DT-38	8th & Jefferson	001-0211-004; 001-0211-005; 001-0211-006; 001-0211-016	35,196	0.81	100	130	81	105	Permitted	R-80/S-17	300	117	Central Business District	500	404		Vacant/parking lot; vacant/underutilized buildings
DT-39	2nd St. near Clay St.	001-0133-001; 001-0133-002	26,000	0.60			24	24	Interim CUP	M-30	0	0	Estuary Plan (Off Price Retail)	40	24		Vacant former industrial building Numbers of units estimated based on preliminary development concepts for the site.
DT-40	2nd St. bet. Alice & Jackson	001-0157-009; 001-0157-003	35,000	0.80	100	130	80	104	Permitted	M-20/S-4 & C-45/S-4	150 for C-45/0 for M-20	93	Esturary Plan (Mixed Use District)	167	134	Multiple zones: 60% in M-20/S-4 and 40% in C-45/S-4	Vacant industrial buildings
DT-41	Webster/Harrison/2nd/3rd	001-0149-005	19,500	0.45	100	130	45	58	Permitted	C-45	300	65	Esturary Plan (Mixed Use District)	167	75	R-80 permitted in C-45.	Parking lot
DT-42	175 2nd St.	001-0159-005	57,750	1.33	100	130	133	172	Interim CUP	M-20/S-4	0	0	Esturary Plan (Mixed Use District)	167	221		Vacant industrial building
DT-43	2nd & Harrison	001-0149-007	30,000	0.69	100	130	69	90	Permitted	C-45/S-4	300	100	Esturary Plan (Mixed Use District)	167	115	R-80 permitted in C-45.	Warehouse
OK-01	Mountain @ Sequoyah	043A-4675-003-15	7,604,000	174.56			577	577	Needs General Plan amendment to conform to Reuse Plan	R-30	5000	1	Community Commercial; Mixed Housing Type Residential; Institutional		577		Planning designation based on Oak Knoll reuse plan

Table C-11
Downtown and Central Area Project Densities

Project	Status	Units	Square Feet	Acres	Units/ Acre	Type	Afford-able
Jack London District (JLD)							
Phoenix Lofts	C	31	17,500	0.40	77	Reuse	No
New Market Lofts	C	46	15,000	0.34	134	Reuse	No
The Landing	C	282	393,316	9.03	31	New	No
Allegro	C	312	120,000	2.75	113	New	No
4th St. Lofts/Tower Lofts	C	61	14,992	0.34	177	New?	No
Sierra/Dreyers	UC	229	60,000	1.38	166	New	No
Wheelink	P	94	30,767	0.71	133	New	No
2nd & Broadway/Roscoes	P	115	31,250	0.72	160	New	No
300 Harrison	P	91	30,000	0.69	132	New	No
Old Oakland (00)							
Swans – condos/live-work	C	21	23,500	0.54	39	Reuse	No
Swans – rental	C	18	9,375	0.22	84	New	Yes
Keating/Old Towne Sq.	C	98	60,000	1.38	71	New	No
Gem Bldg. Condos	C	16	5,625	0.13	124	New	No
8th St. Lofts	C	18	8,106	0.19	97	New	No
Housewives Mkt.	A	200	60,000	1.38	145	New	No
Chinatown (CT)							
Arioso	A	88	26,000	0.60	147	New	No
City Center/Government Center (CC)							
YWCA	C	70	18,000	0.41	169	Rehab	No
Southlake Towers/Alice St	P	130	34,730	0.80	163	Rehab/Seniors	Yes
Landmark Place/Pres.Park III	UC	92	30,000	0.69	134	New	No
1640 Broadway	A	254	22,210	0.51	498	New	No
14th & Harrison	P	98	15,000	0.34	285	New	No
Uptown (UT)							
Forest City	P	807	370,260	8.5	85	New	No

Table C-11
Downtown and Central Area Project Densities

Project	Status	Units	Square Feet	Acres	Units/ Acre	Type	Afford-able
Kaiser Center (KC)							
The Essex	C	270	42,987	0.99	274	New	No
14th & Jackson	A	50	10,000	0.23	218	New	No
14th & Madison	SA	96	14,250	0.33	293	New/Families	Yes
County Buildings/Metro Center/Laney (CM)							
Lake Merritt Apts.	P	55	24,460	0.56	98	Rehab/Seniors	Yes
11th & Oak	SA	39	6,532	0.15	260	New/Seniors	Yes
Valdez/Northgate Area (VSA)							
Telegraph Gateway	A	50	14,200	0.33	153	New	No
23rd & Valdez	A	237	60,984	1.40	169	New	No
592 Northgate/Apts.	P	42	18,786	0.43	95	New/Families	Yes
Lake Merritt/Grand/Adams Point (LGA))							
Perkins St. Residential Care	C	56	25,641	0.59	95	New	No
Cox Cadillac	A	176	94,961	2.18	81	New	No
Overall Average Densities							
All New Construction	--	3,871	1,565,867	35.95	108	--	No
All New Except The Landing & 1640 Broadway	--	3,335	1,150,341	26.41	126	--	No
All New Except The Landing, 1640 Broadway, The Essex, and Uptown/Forest City	--	2,258	737,094	16.92	133	--	No

Source: City of Oakland; Hausrath Economics Group.

NOTE: Project data shown as of 7/1/02.

C = Completed
UC = Under Construction
A = Approved
SA = Site Acquisition
P = Predevelopment
Afford. = Affordable housing projects with City and/or other public funds.

Table C-12
East Oakland Project Densities

Project		District	Units	Square Feet	Acres	Units/ Acre	Type
Affordable Housing Projects							
Completed:							
Allen Temple Arms III	Int'l. Blvd.	EH	50	50,277	1.15	43	Seniors
Allen Temple Arms IV	Int'l. Blvd.	EH	24	16,250	0.37	64	Disabled/ HIV-AIDS
Habitat Village	105th Ave.	EH	40	182,314	4.19	10	Families
Habitat 82nd	82nd Ave.	EH	3	15,000	0.34	9	Families
Wang	82nd Ave.	EH	2	5,500	0.13	16	Families
Under Construction:							
Palm Villa	MacArthur Blvd	EH	78	243,418	5.59	14	Disabled/ Families
Wang Infill	94th Ave.	EH	1	3,125	0.07	14	N/K
DDA Negotiations:							
Toler Heights.	98th & MacAr.	EH	6	31,035	0.71	8	Families
Wang/Citizens	82nd & 94th	EH	23	104,485	2.40	10	Families
Funded/Predevelopment:							
Horizon Townhomes	98th & Maker	EH	18	35,000	0.80	22	Families
Completed:							
Bancroft Senior Homes	55th Ave.	CE	61	60,984	1.40	44	Seniors
Under Construction:							
Int'l. Blvd. I (2 sites)	Int'l./Seminary	CE	29	19,798	0.45	64	Families
Int'l. Blvd. II	Int'l & 66th	CE	24	28,354	0.65	37	Families, HIV, Artists
Funded/Predevelopment:							
Eastmont Court	Foothill Blvd.	CE	19	16,000	0.37	52	Disabled

Table C-12
East Oakland Project Densities

Project		District	Units	Square Feet	Acres	Units/ Acre	Type
Under Construction:							
Fruitvale Transit Village	12th St.	FV	47	165,300	3.79	12	Mixed-use
Funded/Predevelopment:							
Fruitvale Ave.	Fruitvale	FV	4	13,670	0.31	13	Families
Homes Completed:							
Irene Cooper Terrace	2nd Ave.	SA	40	12,000	0.28	145	Seniors
Private Sector Projects:							
Under Construction:							
Durant Square	Int'l Blvd.	EH	264	800,000	18.3	14	Mixed-use
Water Park Lofts	Glasscock	FV	27	N/K	N/K	~30	N/K
Approved:							
Derby Live-Work	Derby	FV	34	30,000	0.69	49	Reuse
Predevelopment:							
Glasscock Lofts	Glasscock / Derby	FV	100	161,172	3.70	27	N/K
Affordable Site Acquisitions:							
10900 Edes Ave.	N/K	EH	20	83,842	1.92	10	N/K
10211 Byron	N/K	EH	50	17,424	0.40	125	N/K
5825 Foothill Blvd.	N/K	CE	30	42,913	0.99	30	N/K
1091 Calcot	N/K	FV	73	29,436	0.68	108	N/K
2946 Int'l. Blvd.	N/K	FV	54	26,400	0.61	89	N/K
1173 28th St.	N/K	SA	47	54,961	1.26	37	N/K
Overall Average Densities:							
All New Construction		--	1,107	2,218,658	50.93	22	--
Single Family Projects		--	177	682,389	15.67	11	--
Transit Village, Durant Square, and Glasscock Lofts along Estuary		--	411	1,126,472	25.86	16	--

Table C-12
East Oakland Project Densities

Project	District	Units	Square Feet	Acres	Units/ Acre	Type
Multifamily Projects	--	519	409,797	9.41	55	--
Int'l. Blvd.	--	181	141,079	3.24	56	--
MacArthur Blvd.	--	18	35,000	0.80	22	--
Foothill Blvd.	--	49	58,913	1.35	36	--
All Elmhurst (EH)	--	579	1,587,670	36.45	16	--
All Central East Oakland (CE)	--	163	168,049	3.86	42	--
All Fruitvale (FV)	--	278	395,978	9.09	31	--
All San Antonio (SA)	--	87	66,961	1.53	57	--

Source: City of Oakland; Hausrath Economics Group

N/K: Not Known
EH = Elmhurst
CE = Central East Oakland
FV = Fruitvale
SA = San Antonio

NOTE: Project data shown as of 7/1/02.

.

Figure C-1
District Locations – Planning Area Boundary Map

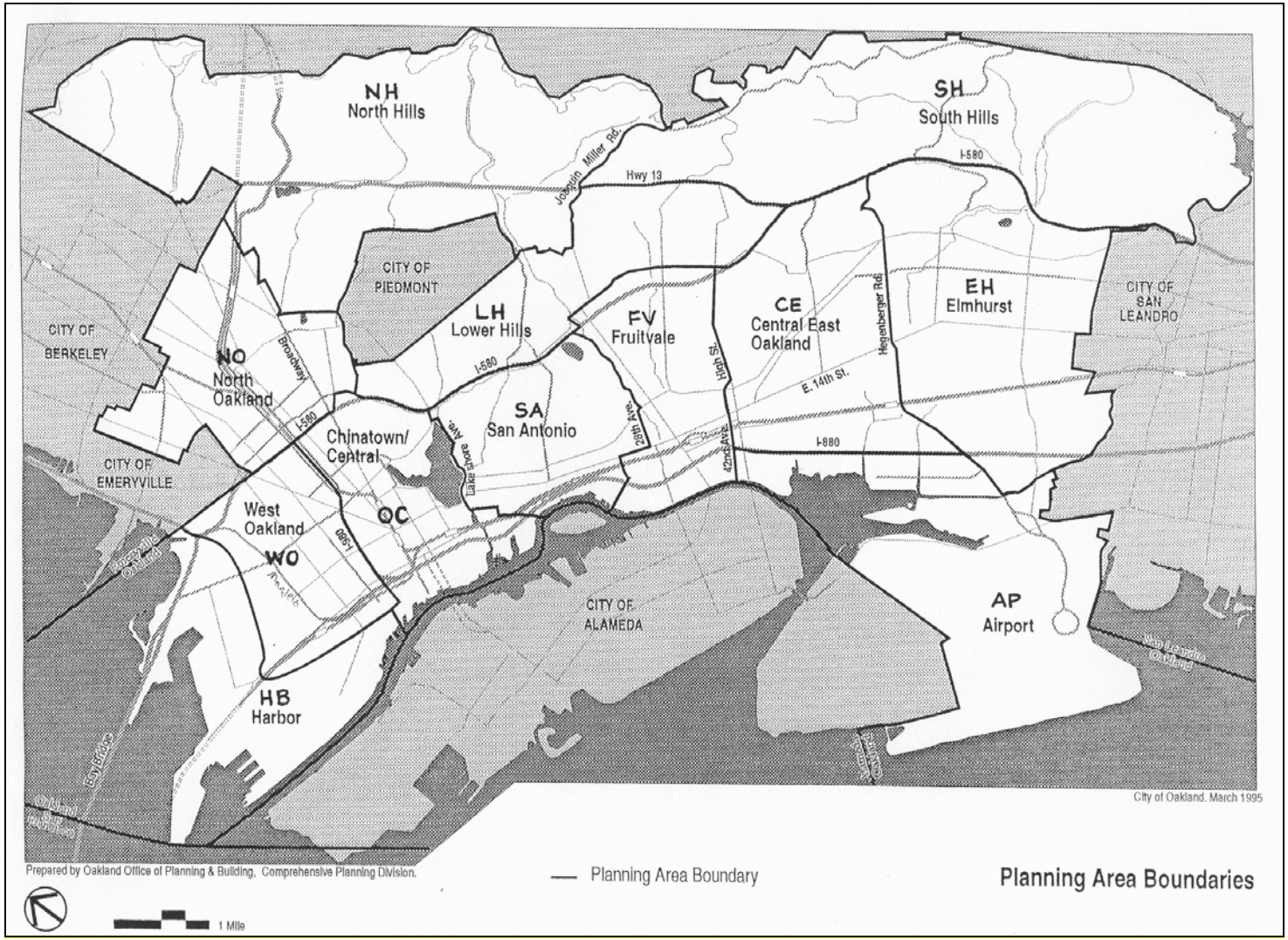


Figure C-2
Oakland Central (OC) Sub-Area Map

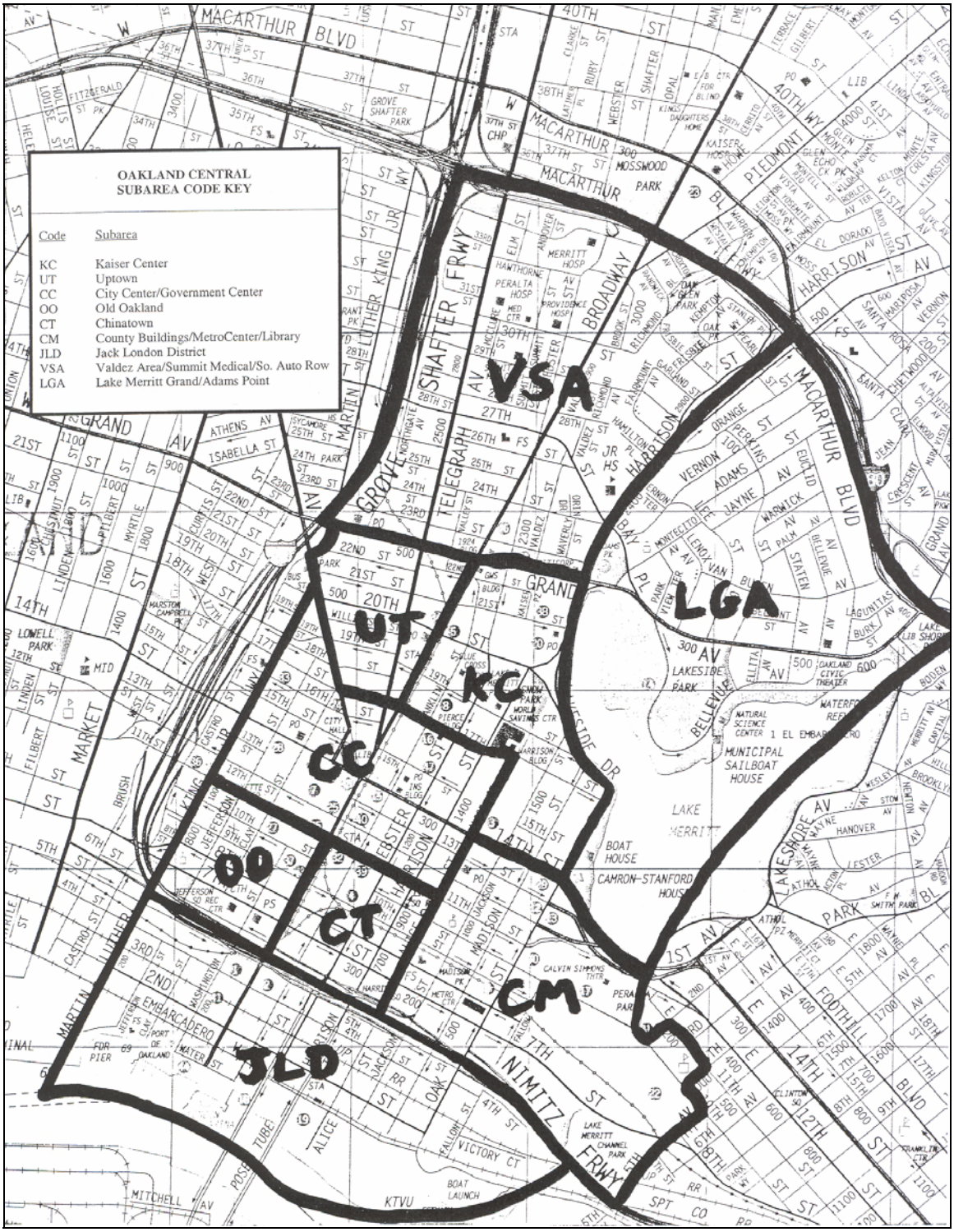


Figure C-3
Market-Rate Developments
Completed, Underway and Planned as of mid-2002

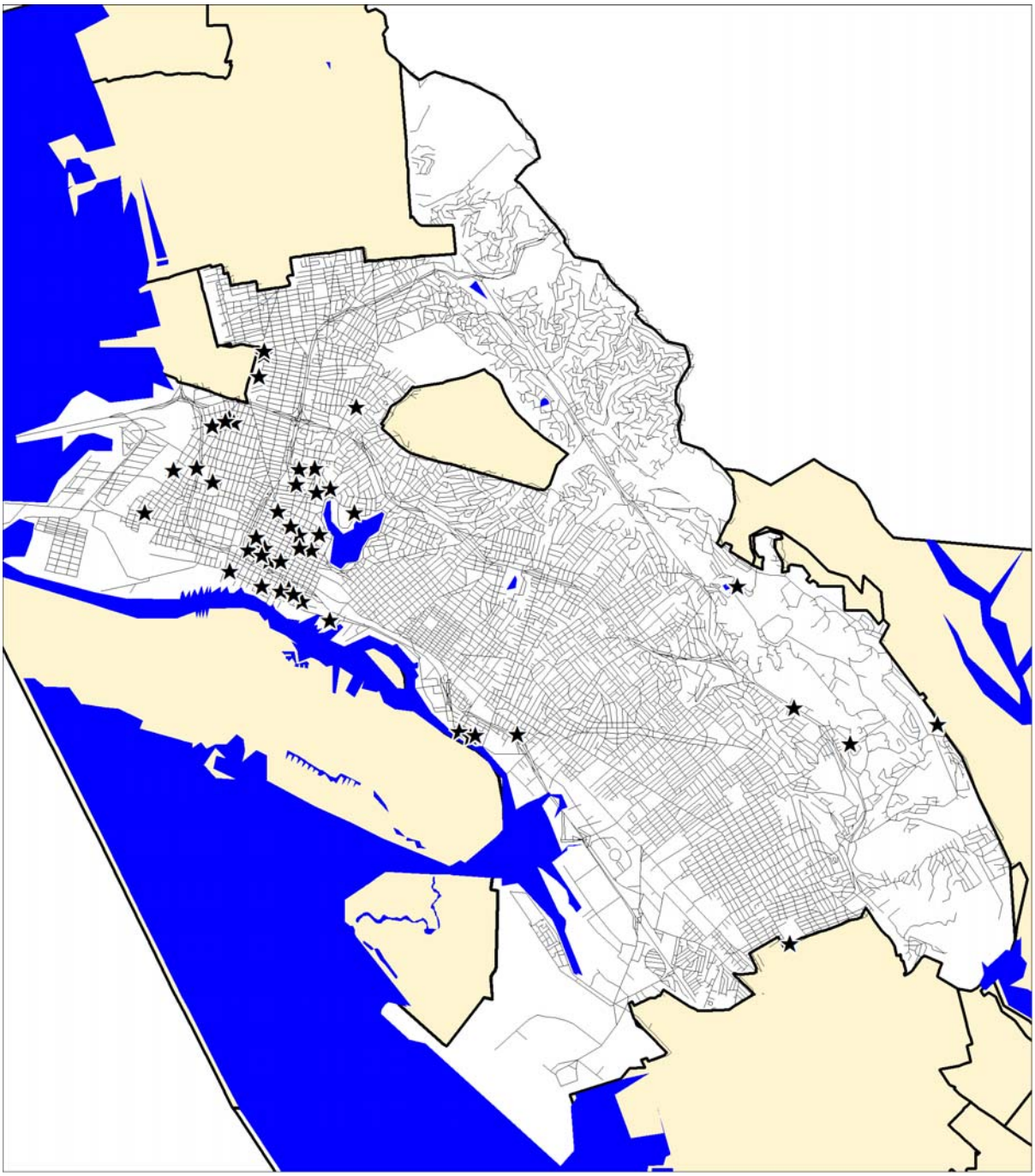


Figure C-4
Market-Rate Developments (Downtown Detail)

Figure C-5
Affordable Housing Developments
Completed, Underway or Planned as of mid-2002

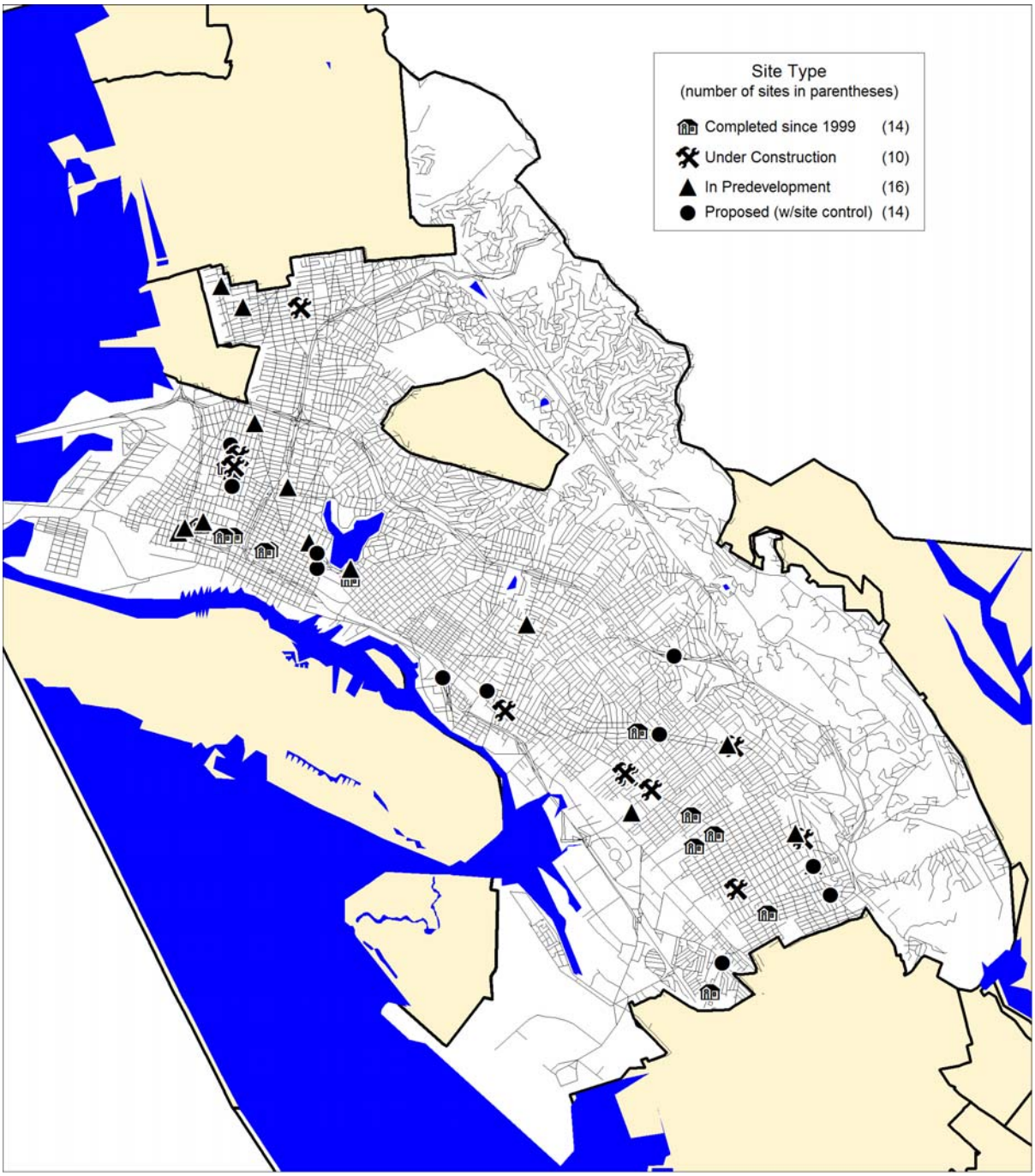


Figure C-6
Opportunity Sites for Residential Development

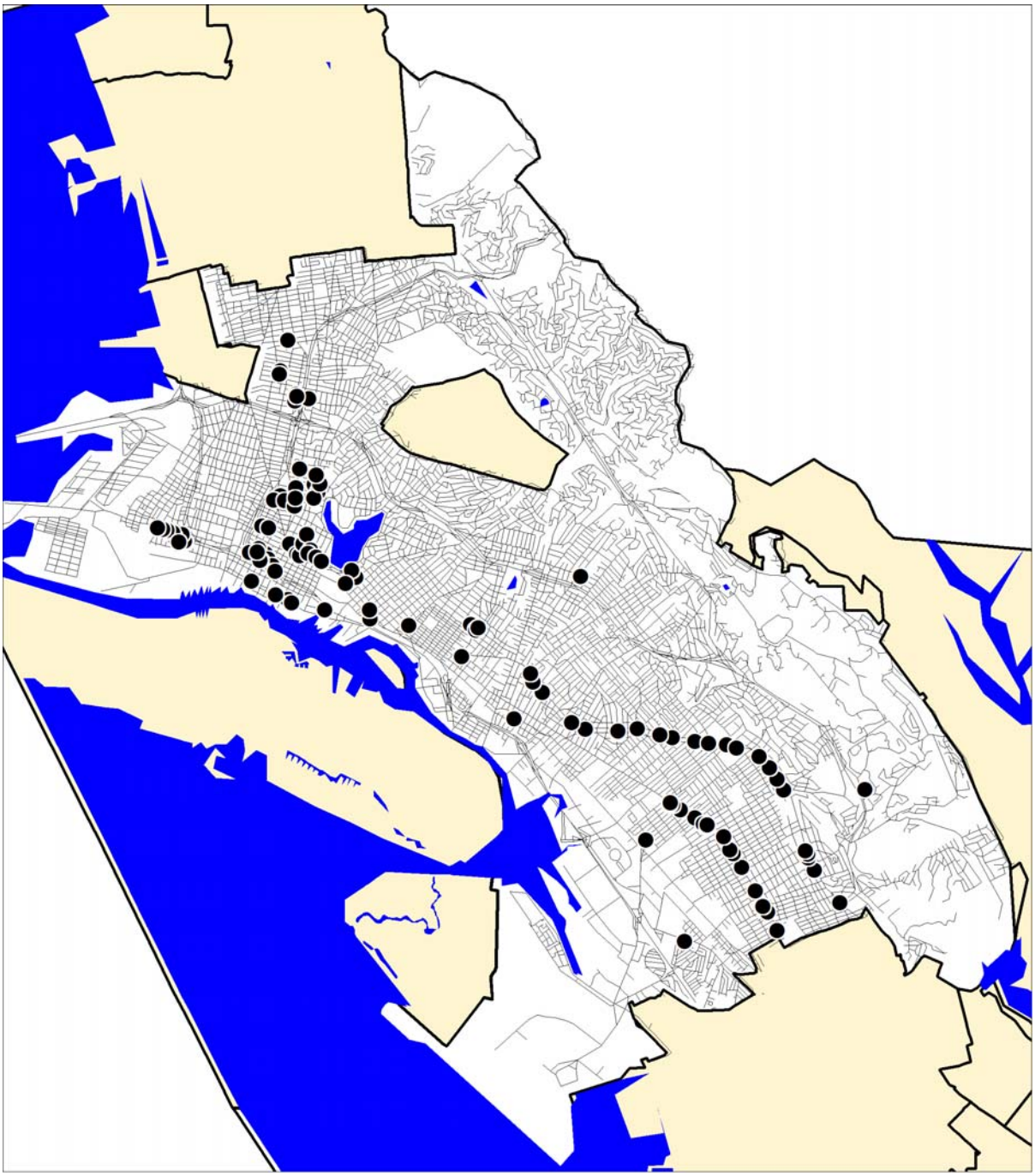


Figure C-7
Opportunity Sites for Residential Development
(Downtown Detail)

APPENDIX D: HOUSING PROGRAM DIRECTORY

Housing Rehabilitation Programs

NAME	PURPOSE	MAXIMUM	LOAN TERM	ELIGIBILITY/APPLICANT	PROPERTY	COMMENTS
1. HMIP AMORTIZED LOAN (510) 238-3909	To provide low interest rehab loans to low and moderate income owner-occupants of 1-4 unit dwellings.	Loans of up to $40,000 for single-family unit plus $5,000 for each additional unit up to 4 units.	Up to 20 years; fixed interest rate of 6%. Monthly principal and interest payments. Loan is secured by a Deed of Trust.	Low and moderate income homeowners meeting income guidelines for amortized loans shown on page 7. Borrower must demonstrate ability to make loan payment.	Located in one of the Seven Community Development Districts.	The primary purpose of this loan is to correct code violations, but other home maintenance needs can be financed. May include access modifications.
2. HMIP DEFERRED PAYMENT LOAN (510) 238-3909	To provide rehab resources to any low-income homeowner unable to qualify for a conventional mortgage loan.	Loans of up to $40,000	No interest on loan. No monthly payments. Secured by a Deed of Trust. Due and payable when house is sold or title is transferred. For borrower under 62 years of age, income will be reassessed every three years to determine ability to pay.	Low income homeowners meeting income guidelines for deferred loans shown on page 7.Family income must fall within HUD's definition of low income.	Located in one of the Seven Community Development Districts.	Can be used only for repairs required by code or repairs of major systems in danger of failure. May include access modifications.

NAME	PURPOSE	MAXIMUM	LOAN TERM	ELIGIBILITY/APPLICANT	PROPERTY	COMMENTS
3. MINOR HOME REPAIR PROGRAM **(Alameda County)** (510) 670-5404	To provide grants for emergency home repairs for homeowners.	Maximum grant is $1,500.	Grant	Homeowners who are 62 years or older or disabled and meet income guidelines on page 7.	Owner-occupied and located in one of the Seven Community Development Districts.	The program is administered through the County of Alameda.
4. ACCESS IMPROVEMENT PROGRAM (510) 238-3909	To provide grants for accessibility modifications for rental and owner occupied properties.	Grants of up to $15,000. A maximum $4,000 grant is available toward construction of new accessible units in buildings of 3 or fewer units.	Grant	Property owners of existing owner-occupied or rental housing. Property owners of new construction housing projects.	Property must be located in one of the 7 Community Development Districts.	Property owner agrees to the removal of architectural barriers and to rent property to disabled tenant for 5 years. Owner occupied residents must agree to continue to reside in unit.
5. EMERGENCY HOME REPAIR PROGRAM (510) 238-3909	Provides loan funds for home repairs that threaten the health and safety of the occupants.	Up to $7,500	No interest; no monthly payments. Loan must be repaid when house is sold or refinanced.	Borrowers must be owner-occupants of a single family home and must meet income criteria (at or below 50% of area median income) on page 7.	Property must be located in one of the 7 Community Development Districts.	Loan funds can only be used for *major* emergencies such as roof repairs, sewer repairs or other major mechanical systems, i.e., electrical, plumbing.

NAME	PURPOSE	MAXIMUM	LOAN TERM	ELIGIBILITY/APPLICANT	PROPERTY	COMMENTS
6. LEAD SAFE HOMES PROGRAM (510) 238-3909	To address lead paint hazards and code violations for deteriorated exterior paint of owner occupied homes.	Varies (based on property).	Grant	Owner-occupied properties. Borrower income cannot exceed limits on page 7 for 80% of median income.	Property must be located in one of the 7 Community Development Districts	

First Time Homebuyer Programs

NAME	PURPOSE	MAXIMUM	LOAN TERM	ELIGIBILITY/APPLICANT	PROPERTY	COMMENTS
7. FIRST- TIME HOMEBUYERS MORTGAGE ASSISTANCE PROGRAM (MAP) (510) 238-7486	To assist low and moderate income, first-time homebuyers to purchase homes in the City of Oakland.	Loan amount is up to $50,000.	No payments while the homebuyer lives in the home. 3% annual simple interest due when loan is repaid. Loan is due if borrower sells, refinances, or rents the property. Loan is secured with a Deed of Trust.	First-time homebuyers meeting income limits (at or below 80% of area median income) on page 7. Borrowers must be owner-occupants.	Single-family dwellings only. Must be owner-occupied. Property may be located anywhere within the City of Oakland.	In conjunction with participating lenders, the City of Oakland offers free Home Buyer Education workshops for first-time homebuyers.
8. PUBLIC SAFETY EMPLOYEE AND O.U.S.D TEACHERS DOWN PAYMENT ASSISTANCE PROGRAM (510) 238-3909	To assist City of Oakland sworn Police and Fire Services officers and Oakland Unified School District Teachers to purchase homes in the City of Oakland.	Up to $20,000.	10-year term with 6% interest; no payments or interest due during first 5 years. Monthly payments of principal and interest must be made during years six (6) through ten (10). Remaining balance due after 10 years, or when home is sold or refinanced.	City of Oakland Public Safety Officials (Sworn Police Officer, Police Dispatcher, Sworn Firefighter, or Oakland Unified School District Certified K-12 Teachers) at or below 120% of median income level.	Single-family homes, condos, townhomes live/work units and manufactured housing, citywide.	

Housing Development Programs

NAME	PURPOSE	MAXIMUM	LOAN TERM	ELIGIBILITY/APPLICANT	PROPERTY	COMMENTS
9. AFFORDABLE HOUSING SITE ACQUISITION PROGRAM	To assist affordable housing developers in acquiring sites appropriate for the development of affordable housing	100% of acquisition cost and a pre-approved budget for holding costs (insurance, property taxes, maintenance).	Principal and interest payments due and payable in three years or the start of project construction, whichever is earlier. Interest rate is equal to the cost of funds to the Redevelopment Agency at the time loan is closed	Affordable housing developers – nonprofits and for-profit – who demonstrate that the entity does not have the resources to purchase the property without public assistance. Developers must meet the City's Minimum Developer Qualifications including experience successfully developing a minimum of three affordable housing projects.	Vacant land and vacant buildings suitable for residential development. Residential buildings must have been vacant for 1 year prior to application. The program can be used to acquire property with active retail businesses provided the developer makes every effort to maintain a retail use. (Does not apply if no business has operated for at least one year.)	Funds are available Citywide with priority given to applications in the City's Targeted Neighborhood Program target areas, Downtown and the Enhanced Enterprise Community area. Proposed new projects should be at least 10 units with a minimum of 25% of the total units affordable at 80% of median income

NAME	PURPOSE	MAXIMUM	LOAN TERM	ELIGIBILITY/APPLICANT	PROPERTY	COMMENTS
10. HOUSING DEVELOPMENT PROGRAM (510) 238-3502	To preserve and expand the supply of affordable housing for low and moderate income households.	Up to 40% of total development costs.	30 – 55 years, 3% interest, payments due if cash flow permits.	For profit and nonprofit developers that meet the City's minimum standards for developer experience and qualifications. Additional information available from the Housing Development unit.	New construction and substantial rehabilitation of existing property. Generally restricted to properties of 10 or more units. Priority given to projects in the Targeted Revitalization Neighborhoods.	Funds are allocated through periodic competitive funding rounds. Rents and tenant incomes (for rental properties), or sales prices and buyer incomes (for ownership properties) will be restricted through regulatory agreements.
11. PREDEVELOP-MENT LOAN PROGRAM (510) 238-3502	To provide loans and grants to non-profit housing developers to cover pre-development costs (feasibility analyses and preparation of loan applications) and to cover costs of preparing projects for syndication.	$35,000 per project, but actual amount is limited to amount needed to prepare applications for projects financing.	18 months at 6% interest rate; repayment of interest and principal will be deferred until receipt of project financing or the end of the 18-month period.	Nonprofit organizations with stable administrative structure and previous housing development experience. Applicants must secure finding from other non-City sources for an amount equal to one-half the requested loan amount.	Projects must be located in Oakland and have at least 20% of units ear-marketed for lower income persons.	Priority will be given to projects with substantial community support, and which have a high probability of obtaining funding.

NAME	PURPOSE	MAXIMUM	LOAN TERM	ELIGIBILITY/APPLICANT	PROPERTY	COMMENTS
12. ACQUISITION & REHABILITATI ON PROGRAM (510) 238-3502	To assist developers in the acquisition and rehabilitation of vacant and blighted properties. Properties must be used to provide affordable homeownership or rental opportunities to households earning up to 80% of area median income.	Up to $100,000 per housing unit.	Specific loan terms are being developed for the program.	Experienced nonprofit or for-profit developers and owners of affordable ownership or rental properties.	Properties must be from 1-20 units.	Program guidelines are under development as of May 2002.

Miscellaneous Housing Programs and Services

NAME	PURPOSE
13. CENTER FOR INDEPENDENT LIVING (510) 763-9999, TDD (510) 763-9998	The City provides funding to the non-profit organization, Center for Independent Living, to provide the disabled population with housing search, counseling and a variety of referral services regarding housing.
14. CODE ENFORCEMENT RELOCATION PROGRAM (CERP) (510) 986-2721	The Code Enforcement Relocation Ordinance provides for payment of relocation benefits to tenants by rental property owners when the property owner has effectively displaced tenants due to non-compliance with Housing Code requirements to provide a minimum standard of safe housing.
15. EMERGENCY HOUSING PROGRAM (510) 986-2721	To provide emergency shelter and essential services to the homeless population in Oakland, the City annually funds local shelters, emergency housing programs, and a legal advocacy program for the homeless. In addition, the City provides funding for transitional housing. The City also provides assistance for housing for low-income and homeless persons with HIV/AIDS.
16. FAIR HOUSING SERVICES (510) 836-2687 (Sentinel East Bay) or (510) 548-8776 (Housing Rights)	The city provides funding to two non-profit organizations, Operation Sentinel East Bay and Housing Rights, Inc., to offer Fair Housing Services to landlords, tenants and families with children. These organizations provide landlord-tenant counseling and investigate legal remedies for housing discrimination.
17. HOME EQUITY CONVERSION (510) 271-7931	The City provides funds to a non-profit organization, Eden Council for Hope and Opportunity (ECHO), to provide reverse mortgage program services to seniors.
HOUSING COUNSELING	The City provides funding to several nonprofit organizations that provide counseling and assistance to homeowners with mortgage default and delinquency situations, and counseling services for persons interested in low and moderate-income homeownership opportunities.

NAME	PURPOSE
18. HOUSING RESIDENTIAL RENT AND RELOCATION BOARD (HRRRB) (510) 238-3721	The Board acts as a legal mechanism to prevent excessive residential rent increases. It also works to encourage open communication and to foster a climate of understanding between Oakland landlords and tenants. If a landlord increases rents by more than 3% in less than a 12 month period, the tenant may file a petition with the HRRRB. Tenants have 30 days to file after receiving the written notice from their landlord. Upon receipt of the petition, the staff member notifies the landlord of the tenant's complaint. Landlords are asked to bring supportive information showing justification for the additional increase. The justifications that will establish rental increases above the 3% annual rental increase limits are: 1) capital improvement costs; 2) increased housing service costs; 3) past history of rent increases; 4) increased debt service costs; and 5) other relevant factors. The Board also hears appeals related to Housing Code Compliance issues and those related to Relocation Services.
19. PROJECT SHARE (510) 845-9030	The City provides funding to a non-profit organization, Eden Council for Hope and Opportunity (ECHO), to provide education and publicity for shared housing. ECHO also provides counseling services and assistance in arranging group living situations.
20. RELOCATION SERVICES (510) 986-2721	This program provides services to families who live in housing scheduled for demolition or rehabilitation and who are forced to relocate due to City or Redevelopment Agency action. Relocation Services provides (1) referrals to available comparable replacement housing, (2) relocation payments for those meeting eligibility conditions, (3) counseling and other services. Recipients of public funds are strong encouraged to meet with Relocation Services Staff to assure compliance with relocation laws.
21. RENTAL ASSISTANCE PROGRAM (510) 836-4826	The Rental Assistance Program (RAP) is designed to help people who have fallen behind in rental payments or who need money for a security deposit. The City provides money to a non-profit organization, ECHO, which draws up contracts between tenants and landlords to pay the amount owed in installments. The agreement is co-signed by ECHO.

Source: *Directory of Housing Programs*, City of Oakland, Community and Economic Development Agency, April 2003.

APPENDIX E: HOUSING CONSTRAINTS

This appendix to the Housing Element contains detailed information used to evaluate potential governmental and non-governmental constraints to the availability and affordability of housing that may affect the ability of the City of Oakland to achieve its housing goals and objectives. Potential constraints to housing development include land use controls, development standards, infrastructure, residential development fees, development, and building permit application processing times. A discussion of these areas of Oakland policy, regulations, and procedures follows.

A. LAND USE CONTROLS

The key residential land use policy and regulatory mechanisms used by the City of Oakland are the *General Plan Land Use and Transportation Element* adopted March 1998 and the Oakland Planning Code (Zoning Ordinance), currently under revision to reflect the updated General Plan. In the event there is a conflict between the General Plan and the zoning, the City has adopted interim controls titled, *Guidelines for Determining Project Conformity with the General Plan and Zoning Regulations*, to guide development until the zoning code is amended.

General Plan

The City of Oakland revised its General Plan in March 1998 by adopting the revised *Land Use and Transportation Element*. The General Plan outlines the vision for Oakland for the next 20 years, establishing policies to encourage sustainable economic development, ensure and build on the transportation network, increase residential and commercial development in downtown, reclaim the waterfront for open space and mixed uses, and protect existing neighborhoods while concentrating new development in key areas. The Policy Framework and Strategy Diagram show those areas that will be maintained and enhanced and those that are targeted for growth and change.

Fifteen broad classifications are depicted on the Land Use Diagram, grouped into five categories, to graphically depict the type and intensity of allowable future development in various parts of the City. These classifications are important in understanding the diagram and the City's current and proposed land use patterns. The Land Use Diagram is intended to reflect both existing and historical patterns of development in Oakland. The Land Use Diagram graphically represents the intentions of the General Plan's Policy Framework, while the Strategy Diagram reflects areas of growth, enhancement, and conservation. These diagrams also provide a basis for evaluating future development and future demand for services. The two diagrams satisfy state requirements that the General Plan designate the general distribution, location and extent of land uses and establish standards for population density and building intensity.

The Land Use classifications and diagrams generally describe citywide development patterns. Designating an area with a particular classification does not entitle a property owner to automatically develop at the maximum stated density. Maximum densities for individual properties will be specified in implementing ordinances, in particular the zoning and subdivision ordinances. As shown in Table E-1, each land use classification is described in terms of the intent and purpose of the classification, the desired character and uses, and the intensity/density.

Table E-1
General Plan Land Use Classifications

Classification	Intent/Purpose	Desired Character and Use	Maximum Intensity/Density
Neighborhood Housing Classifications	Mixed Housing Type Residential	Residential, live-work, small commercial	30 units/gross acre
	Detached Unit Residential	Residential, detached, single-family homes	11 units/gross acre
	Hillside Residential	Residential, detached single-family homes on hillside lots	5 units/gross acre
Corridor Mixed Use Classifications	Urban Residential	Residential, multi-unit, mid-rise or high-rise	125 units/gross acre
	Neighborhood Center Mixed Use	Commercial, with mixed use retail and housing	125 units/gross acre; 4.0 non-residential FAR
	Community Commercial	Commercial, with urban residential and mixed use	125 units/gross acre; 5.0 non-residential FAR
Industry, Commerce, and Institutional Classifications	Regional Commercial	Commercial, office, entertainment, with residential, mixed use.	Maximum residential density is 125 units per gross acre, in a mixed use project. The maximum FAR for this classification is 4.0.
	General Industry and Transportation	Heavy industrial and manufacturing, transportation, rail yards, maritime terminals, distribution and warehousing, and similar uses	The maximum overall FAR for this classification is 2.0
	Institutional	Educational and cultural facilities, institutions, health services, and medical facilities. Some mixed use housing and commercial development, when compatible	The maximum FAR for this classification is 8.0.
Special Mixed Use Classifications	Central Business District (CBD)	Mix of large-scale offices, commercial, urban (high-rise) residential, institutional, open space, cultural, educational, arts, entertainment, service, community facilities, and visitor uses.	The allowable residential density is 300 units per gross acre. The Maximum FAR is 20.0.

Table E-1
General Plan Land Use Classifications

Classification	Intent/Purpose	Desired Character and Use	Maximum Intensity/Density
	Mixed Use Waterfront District		Superceded by Estuary Policy Plan, adopted June 1999
	Housing and Business Mix	Mixed housing type, destiny housing, "live-work," low impact light industrial, commercial, and service businesses, and compatible community facilities.	The maximum residential density is 30 principal units per gross acre. The maximum non-residential FAR is 3.0.
Recreation and Open Space Classifications	Resource Conservation	No residential uses.	
	Urban Park and Open Space	No residential uses. Urban parks, schoolyards, cemeteries, and other active outdoor recreation spaces.	

Source: City of Oakland General Plan, 1998.

Guidelines for Determining Project Conformity

To ensure that the transition period between the adoption of the 1998 General Plan and the update of the Planning Code does not constrain development or create inconsistent development decisions, the City adopted *Guidelines for Determining Project Conformity with the General Plan and Zoning Regulations*. These guidelines were adopted in May 1998 to ensure that development approvals would be consistent with the policies of the updated General Plan. These guidelines require that the net residential density of a development proposal not exceed the lesser of the current zoning standards or the General Plan policies.

Under the guidelines, a proposed development must:

- fit under the category(ies) of land use provided for in the General Plan classification in which the project will be located,
- conform to the permitted density under the General Plan, and
- be consistent with General Plan policies.

If a proposal meets each of these criteria, the City determines whether the project also meets the requirements of the zone in which the proposal will be located. In the event of a conflict between the current zoning requirements and the new General Plan requirements, the City determines a "best fit" according the policies of the General Plan, which prevail over the Planning Code. There are two situations in which the "best fit" criteria are applied:

- a proposal clearly complies with the General Plan, but does not comply with current zoning; and

- a proposal can be interpreted to comply with the General Plan (General Plan policies are silent on whether a specific proposal complies), but does not comply with current zoning.

In the former case, a project can be permitted with an interim conditional use permit or with a rezoning to a district with which the proposal is most consistent ("best fit" zone). In the latter case, the proposal can be permitted with a rezoning or variance, or modified to "fit" with current zoning requirements.

In practice, the application of the project conformity guidelines has facilitated continued residential development in Oakland. Project modifications that have been required have not significantly affected the number or cost of housing units developed in Oakland since 1998. Chapter 4, Land Inventory, documents the number of housing units that have been constructed or approved since 1998, including many affordable housing units.

Planning Code

Zoning regulations implement the General Plan through specific development standards for permitted land uses, density, parking, and other aspects of land use. Because a General Plan land use classification is broad, more than one zoning district may correspond with that classification. Zoning districts are designed to reflect the unique characteristics of residential, commercial, or industrial districts while implementing the broad intent and policies of the General Plan. The Planning Code is accompanied by a map that designates the various zoning districts specified in the Code.

The City is in the process of revising its Planning Code to make it consistent with the updated General Plan. Until the Code is amended, existing land use designations and zoning and subdivision controls will apply, except where such action would expressly conflict with the Oakland General Plan. Where there is an express or potential conflict, the *Guidelines for Determining Project Conformity* describe above apply.

Zoning and Density Standards

The standards associated with each zoning district specify land uses and development patterns allowed under the General Plan land use classifications. Zoning standards are more detailed than the General Plan policies. Among other details, the Planning Code defines and specifies permitted and conditional land uses and accessory activities and facilities in each zone, as shown in Table E-2.

Table E-2
Permitted and Conditional Uses in Residential Zones

	Low-Density					Medium Density			High Density		
	R-1/10	R-20	R-30	R-35	R-36	R-40	R-50	R-60	R-70	R-80	R-90
Facility Classifications											
One-Family Dwelling	P	P	P	P	P	P	P	P	P	P	P
One-Family Dwelling with Secondary Unit[1]	P	P	P	P	P	P	P	P	NP	NP	NP
Two-Family Dwelling	NP	NP	NP	CUP	P	CUP	P	P	P	P	P
Multifamily Dwelling	NP	NP	NP	NP	CUP	CUP	CUP	P	P	P	P
Rooming House	NP	NP	NP	NP	NP	NP	NP	CUP	CUP	P	P
Mobile Home	S-6 Mobile home park combining zone										
Activity Classifications											
Residential Care occupying a One-Family Dwelling Residential Facility[2]	P	P	P	P	P	P	P	P	P	P	P
Residential Care (except when occupying a One-Family Dwelling Residential Facility)	NP	NP	NP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP
Service-Enriched Permanent Housing	NP	NP	NP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP
Transitional Housing	NP	NP	NP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP
Emergency Shelter	NP	NP	NP	NP	NP	NP	NP	CUP	CUP	CUP	CUP

Source: City of Oakland Planning Code, 2001.

Note: P: Permitted Use
CUP: Conditional Use Permit
NP: Not Permitted

[1] Secondary units larger than 650 square feet require a CUP

[2] State law requires that residential care facilities of six or fewer be permitted as of right in any zone permitting single-family residential uses. Larger care facilities may be permitted through a conditional use permit process.

Development Standards

Development standards specified in the Planning Code include: density; minimum lot area, width, and frontage; maximum height; and minimum yard and set-back distances, as shown in Table E-3. The City may vary, or allow exceptions to, these standards through the application of planned unit development overlay zones, conditional use permits, density bonuses, and other mechanisms to improve the quality of residential development, provide flexibility in unusual circumstances, and increase opportunities for affordable housing.

Table E-3
Zoning Classifications and Residential Development Standards

Type of Use	Zoning Classification	Density	Lot Size		Yard Setbacks			Open Space
			Area Sq. Ft.	Width/ Frontage	Front	Rear	Side	
Low Density	R-1 One acre estate	1 unit/lot	1 acre 43,560	100 ft.	25 ft.	35 ft.	6 ft.	Single-family
	R-10 Estate residential	1 unit/lot	25,000	100 ft.	25 ft.	35 ft	6 ft.	
	R-20 Low density residential	1 unit/lot	12,000	90 ft.	20 ft.	25 ft	6 ft	
	R-30 One-family residential	1 unit/lot	5,000	45/25 ft.	20 ft.	20 ft.	5 ft. or 10% of lot width on steep slopes	
	R-35 Special one-family residential	1 unit/lot or 2 units/lot w/CUP	5,000	45 ft./25 ft.	20 ft.	15 ft	5 ft	300 sq. ft. of group usable open space per DU
	R-36 Small lot residential	1 unit/lot plus 2nd unit w/CUP	<4,000	45 ft./25 ft.	10 ft.	15 ft.	3 ft.	
		2 units/lot or 3 units/lot w/CUP	>4,000	45 ft /25 ft.	20 ft.	15 ft.	3 ft.	300 sq. ft. of group usable open space per DU on lots w/2 or more units
Medium Density	R-40 Garden apartment residential	1 unit/lot plus 2nd unit w/CUP	<4,000	45 ft./25 ft.	20 ft.	15 ft.	5 ft.	300 sq. ft. of group usable open space per DU on lots w/2 or more units
		2 units/lot or 3 units/lot w/CUP	>4,000	45 ft./25 ft.				
	R-50 Medium density residential	1 unit/lot plus 2nd unit w/CUP	<4,000	45 ft./25 ft.	15 ft.	15 ft.	4 ft.	200 sq. ft. of group usable open space per unit
		2 units/lot or 1 DU per 1,500	>4,000	45 ft./25 ft.				

Table E-3
Zoning Classifications and Residential Development Standards

Type of Use	Zoning Classification	Density	Lot Size		Yard Setbacks			Open Space
			Area Sq. Ft.	Width/ Frontage	Front	Rear	Side	
	R-60 Medium-high density residential	1 DU per 800 sq. ft. of lot area; 1 rooming unit per 400 sq. ft. of lot area	4,000 sq. ft.	25/25 ft.	10 ft.	15 ft.	4 ft.	200 sq. ft. usable open space per DU; 130 sq. ft. per efficiency DU; 100 sq. ft. per rooming unit
High Density	R-70 High density residential	1 DU/450 sq. ft.; 1 efficiency DU/300 sq. ft.; 1 rooming unit 225 sq. ft.	4,000 sq. ft.	25/25 ft.	10 ft.	10 ft.	None	150 sq. ft. group usable open space per DU; 100 sq. ft. per efficiency DU; 75 sq. ft. per rooming unit
	R-80 High-rise apartment residential	1 DU/300 sq. ft.; 1 efficiency DU/200 sq. ft.; 1 rooming unit 150 sq. ft.	4,000 sq. ft.	25/25 ft.	10 ft.	10 ft.	None	Central Business District Only: 75 sq. ft. group usable open space per DU; 50 sq. ft. per efficiency DU; 38 sq. ft. per rooming unit Other City locations: See R-70 standards
	R-90 Downtown apartment residential	1 DU/150 sq. ft. lot; 1 rooming unit/75 ft. lot area	4,000 sq. ft.	25/25 ft.	10 ft.	10 ft.	None	75 sq. ft. group usable open space per DU; 50 sq. ft. per efficiency DU; 38 sq. ft. per rooming unit

Source: City of Oakland Planning Code.
Note: On each lot containing residential facilities with a total of two or more living units, courts shall be provided.

Zoning Requirements

Zoning requirements can potentially constrain the City's ability to accommodate its housing needs. These requirements tend to have the greatest impact on housing costs and availability for low- and moderate-income households. This section describes the City's zoning requirements and their potential impact of housing availability and affordability.

Density. As shown in Table E-3**,** the City's multifamily zones permit densities of up to 30 dwelling units per acre in exclusive or primarily residential zones, up to 125 units per acre in urban mixed-use zones, and up to 300 units per acre in the central business district before density bonuses.

Density Bonus and Incentives. A density bonus is a permitted increase in density over the maximum otherwise allowed by the City. Density bonuses are intended to provide an incentive to developers to construct affordable housing or provide other amenities desired by the City. California law (Government Code Section 65915) requires cities and counties to grant density bonuses to developers who propose to construct a specified percentage of housing affordable to very low- or low-income households or senior housing. The Oakland ordinance allows developers to request a density bonus for projects of five or more dwelling units. Affordability is defined in Section 17.107.020 of the Municipal Code

The City will grant a density bonus if at least:

- 20 percent of dwelling units will be affordable to low-income households, or
- 10 percent of dwelling units will be affordable to very low-income households, or
- 50 percent of the dwelling units will be affordable to moderate-income households or seniors.

A density bonus incentive is offered by the City to facilitate the construction of affordable or senior housing and may be combined with other incentives, such as priority processing and relaxation of one more of the following zoning standards:

- required off-street parking
- required setbacks
- maximum building height
- required open space
- maximum floor area ratio
- minimum lot area

Parking. The City's parking requirements vary by land use and zoning district and are summarized below.

One Family Dwelling. The standard residential off-street parking requirement is two spaces per dwelling unit in zones R-1 through R-30. In zones R-35, R-36, and R-40, the requirement is reduced to one and one-half spaces per unit. It is also possible to have one space per dwelling unit in R-36, when the lot is less than 4,000 square feet and/or 45 ft. in width.

One-Family Dwelling with Secondary Unit. The parking requirement is one space for the secondary unit in zones R-1 through R-50, and in C-5, C-10, C-20, unless the lot already contains at least three parking spaces.

Two-Family Dwelling, Multi-Family Dwelling. In zone R-40, one and one-half spaces per dwelling unit are required. In any other zone, one space per dwelling unit is required. In the Old Oakland Commercial zone (C-52), no off-street parking spaces are required. In the Transit Oriented zone (S-15), one-half parking space per dwelling unit is required. Special requirements operate in the Residential Parking (S-12) and Community Restoration (S-14) combining zones. In the S-12 zone, one off-street parking space is required for each three habitable rooms (or the parking requirements of the basic zone, whichever is greater). If there are five or more parking spaces, an additional 0.2 spaces are required for each additional dwelling unit.

Rooming House. One parking space is required for each two rooming units in any other zone except C-52, in which no parking spaces are required.

Mobile Home. One parking space is required for each living unit, plus one additional space for each four living units in any other zone than C-51, where no spaces are required.

Residential Care Facility. One parking space is required for each three employees on site during the shift that has maximum staffing, and one space for each facility vehicle.

Service-Enriched Permanent Housing. Two spaces parking spaces are required for each three dwelling units and one space for each three rooming units, plus one space for each three employees on site during the shift that has maximum staffing, plus one space for each facility vehicle.

Transitional Housing. One parking space is required for each three dwelling units and one space for each four rooming units, plus one space for each three employees on site during the shift that has maximum staffing, plus one space for each facility vehicle.

Emergency Shelter. One parking space is required for each three employees on site during the shift that has maximum staffing, plus one space for each facility vehicle.

Lot Coverage. Lot coverage is measured as the percentage of a site covered by buildings and other structures, excluding non-covered paved areas. The maximum permitted lot coverage ranges from 15 percent to 40 percent in the single-family residential districts (R-1 through R-30). In R-35 through R-40, maximum lot coverage is 40% of the site or 50% with a conditional use permit where there are two or more dwelling units. In R-50 the maximum coverage is 50%. There are no lot coverage limits in the R-60 through R-90 zones.

Lot sizes. Minimum lot sizes for single-family homes range from one acre in the R-1 zone to 4,000 square feet in the R-36 and R-40 zones. Smaller lots are allowed in these zones with a use permit where there are existing buildings. In multifamily zones, residential density is regulated by minimum standards for lot area per dwelling unit with a use permit where there are existing buildings. In medium density zones, the minimum lot area per dwelling unit is 800 square feet. In high-density zones, the minimum lot area per dwelling unit ranges from 450 to 150 square feet

Height. The maximum height of buildings without a use permit in the R-1 through R-50 zones is 25 to 30 feet, depending on roof pitch, or two stories. Residential buildings can be three stories with a conditional use permit in zones R-36 and R-50. A 40-foot height is allowed in the R-60 zone with a use permit, and in the R-70 zone as a permitted height. Apartment houses in zones R-80 and R90 do

not have a height limits. Additional height is allowed in some districts with a conditional use permit. Additional height is also permitted on steely sloped lots.

Yards. In the lowest-density single-family zones, front yards must be at least 25 feet, rear yards not less than 35 feet on lots less than 100 feet in depth, and side yards six feet. As densities increase, required yard sizes decrease to 20 feet in the front, 15 feet in the rear and five feet on the side in the R-36 zone. In the R-60 zone a minimum front yard of ten feet is required, 15 feet is required in the back, and four feet on the side. Open space requirements also factor into the multifamily zones, as discussed below. In high-density zones (R-70 through R-90), front and back yard requirements are ten feet, with no yard required in the side. Open space requirements apply as described below.

Residences in commercial zones. The City's Planning Code allows residential uses in all commercial zones, with a few exceptions. These distinctions are shown in Table E-4, below.

Table E-4
Residential Uses in Commercial Zones

		C-5	C-10	C-20	C-25	C-27	C-28	C-30	C-31	C-35	C-40	C-45	C-51	C-52	C-55
Density		R-40	R-50	R-50	R-70	R-70	R-70	R-70	R-70	R-70	R-70	R-80	R-90	R-80	R-90
One-Family Dwelling		P	P	CUP	P	P	P	P	P	P	P	P	P	P	P
One-Family Dwelling with Secondary Unit		CUP	CUP	CUP	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Two-Family Dwelling		P	P	CUP	P	P	P	P	P	P	P	P	P	P	P
Multi-Family Dwelling		P	CUP	CUP	P	P	P	P	P	P	P	P	P	P	P
Rooming House		P	NP	NP	P	P	NP	P	NP	P	P	P	P	CUP	P
Manufactured Home		P	P	CUP	P	P	P	P	P	P	P	P	P	P	P
Residential Care Occupying a One Family Dwelling Residential Facility	<6	P	P	CUP	P	P	P	P	P	P	P	P	P	P	P
	>6	P	P	CUP	P	P	P	P	P	P	P	P	P	P	P
Residential Care (except when occupying a One Family Dwelling Residential Facility)		CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP
Service—Enriched Permanent Housing		CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP
Transitional Housing		CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP
Emergency Shelters		CUP	CUP	NP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP	CUP

Source: City of Oakland Planning Code.

Note: P: Permitted Use. CUP: Conditional Use Permit.
NP: Not Permitted. NA: Not Applicable.

Secondary Residential Units. The Planning Code allows a secondary unit smaller than 650 square feet by right and over 650 square feet with a conditional use permit in R-1 through R-60 zones when incidental to a primary residence located on the same lot or parcel. The secondary unit should not exceed 50 percent of the floor area of the primary dwelling unit. The floor area of the secondary unit must be at least 220 square feet but no more than 1,200 square feet. A parking space must be provided for the secondary unit, unless the lot already contains at least three parking spaces.

Rooming House. The Planning Code allows the development of Single Room Occupancy (SRO) residential units with a conditional use permit in the R-60 and R-70 zones, and as a permitted use in the R-80 and R-90 zones. Non-residential buildings may also be converted to SROs. Development standards relating to common facilities, facility size, security, manager's office, parking, and development plan review are included.

Residential Care Residential Activities. Permanent Residential, defined as residential care homes of six or fewer occupants, are permitted by right in all residential zones (R-1 through R-90) and in all commercial zones that allow Permanent Residential.[22]

For seven or more occupants, residential care is permitted in a single-family dwellings in the C-5, C-10, C-25 through C-35, C-40 through C-55, S-1, S-2, and S-19, and conditionally permitted if located in a multi-family dwelling in the R-35 through R-90, C-5 through C-35, C-40 through C-55, S-1, S-2, S-15, and S-19.

Service-Enriched Permanent Housing Residential Activities. This land use includes permanent housing in which residents are tenants who live independently and have access to various voluntary support services, such as, health, mental health, education and employment/training services. These services may be provided on-site or off-site. Service-enriched permanent housing is allowed as a conditional use in multifamily zones R-35 and R-36, R-70 through R-90, and in all of the commercial zones allowing residential uses (same as residential care residences).

Transitional Housing Residential Activities. This land use category includes all types of "transitional housing programs" defined by the State of California that are designed to assist persons in obtaining skills necessary for independent living in permanent housing. Transitional housing typically includes support services with individualized case management, use of living units in compliance with rules and regulations, and use of the facilities for a period from one month to twenty-four months. This use is also only allowed as a conditional use in multifamily zones R-35 and R-36, and R-70 through R-90. It is also a conditional use in all of the commercial zones allowing residential uses (same as residential care residences).

Emergency Shelter Residential Activities. This land use category includes the provision of short term housing, partly on a less-than-weekly basis and partly for a longer period, with or without a fee, to individuals who are homeless and who may require special services. This use is conditionally permitted in high-density residential zones (R-70 through R-90) and in all commercial zones allowing residential uses (C-5 through C-55, except for C-20) with a use permit,

Open Space. The City's standards for the development and maintenance of open areas are intended to serve the need for leisure, recreation, and space without being a constraint on development. To maximize flexibility, the Planning Code defines group space and private space differently, and has specific requirements for each zone. One square foot of private usable open space is considered

[22] (C-5, C-10, C-25, C-27, C-28, C-30, C-31, C-35, C-40, C-45, C-51, C-52, C-55, S-1, and S-2, S-15, and S-19).

equivalent to two square feet of group usable open space. Requirements for both group and private open space relate to usability, location, size and shape, accessibility, openness, and enclosure.

In medium density multifamily zones (R-40 through R-60), 100 to 300 feet of group usable open space per unit is required, depending on the zone and type of unit (regular dwelling unit, efficiency unit, rooming unit, etc.). After analyzing the open space requirements for higher density residential projects, the City found that the requirements were a "constraint" and reduced the standards, as follows: from 150 to 75 square feet of usable group open space per standard dwelling unit is required for regular dwelling units, from 100 to 50 square feet for efficiency units, and from 75 to 38 square feet for rooming units. Less open space is required for efficiency and single-room units. Open space can include roofed areas, open parking areas, and drives. The S-17 Overlay Zone, adopted July 10, 2001, reduced the standards in the C-45, C-51, C-52, and C-55, R-80, R-90, and S-2 zones in the Central Business District. (Commercial zones, which allow residential development, reference the R-80 and R-90 residential zoning standards for residential projects.)

B. CODES AND ENFORCEMENT

Building and Fire Codes

The principal regulations governing building construction in Oakland are the Oakland Building, Electrical, Plumbing, Mechanical and Fire Codes, which are based on the 1998 Uniform Building Code and its related codes. These Codes are administered by the Building Services Division of the Community and Economic Development Agency (CEDA), which is comprised of all operations related to permit processing, building plan review, construction inspection, and code enforcement.

The Oakland Fire Code is administered by the Oakland Fire Department's Fire Prevention Division, headed by the Fire Marshal, and is intended to ensure that all buildings meet minimum fire safety requirements.

Related regulations are the Oakland Dangerous Buildings Code are based on the Uniform Dangerous Buildings Code and the Oakland Housing Code, which was specially developed by the City in the 1950s and is generally more restrictive than the Oakland Building Code. Both the Dangerous Buildings and Housing codes are used for the abatement of unsafe conditions in residential structures. Buildings that are unsafe and/or exhibit code violations can be ordered vacated, rehabilitated, or demolished by either the Building Services Division under the Dangerous Building Code or under the Housing Code.

Actions under the Dangerous Building Code are usually limited to residential buildings and nonresidential buildings considered "extremely" hazardous. Residential buildings with code violations that are not "extremely hazardous" are usually processed under the Oakland Housing Code. The great majority of buildings demolished for code violations over the years have been processed under the Oakland Housing Code.

The City applies these codes to address the most severe and unsafe conditions in residential structures. The City does not apply these codes in a manner that complicates the efforts of most property owners to update, remodel, or rehabilitated their dwelling units (see below).

Housing Code Enforcement

The Building Services Division of CEDA is responsible for enforcement of the Oakland Housing Code through Code Compliance. Code Compliance provides the following services related to housing, zoning, and building codes:

- inspection and response to complaints of violations, deficiencies, or other problems related to the Oakland Housing Code (unsafe or unsanitary buildings that jeopardize the health and/or safety of the occupants or the neighborhood);
- responses to zoning complaints alleging violations of the Zoning Regulations (illegal multifamily occupancy in a one-family zone, businesses in residential zones);
- investigation of public nuisance structures or conditions (graffiti, environmental conditions, or substandard buildings which are causing a blight);
- inspections of additions, alterations, or repairs performed without the benefit of a permit; and
- enforcement of abatement conditions.

When a complaint is alleged in a residential structure, a Code Compliance representative will inspect the structure to verify the complaint. If the allegation is verified, an official Notice to Abate is issued to the responsible party. The notice sets forth the violation, citing the applicable Code number, and also explains what must be done to abate the violation. If the violation is not abated within a suitable timeframe, then enforcement proceedings may be instituted.

These proceedings may include a Citation to Appear before a Municipal Judge for a hearing, a hearing before the Prosecuting Attorney to show cause why a complaint should not be issued; or a hearing with the Housing, Residential Rent and Relocation Board to show cause why the structure should not be declared either vacated or demolished (depending on the status). Primary emphasis is stressed on the abatement of hazardous, unsanitary conditions, rather than nuisance complaints between property owners and tenants.

Some developers have reported that the City's practice of placing liens on properties whose owners do not correct code violation creates a disincentive for developers to acquire and improve or redevelop those properties. This problem occurs in a small number of cases in which a property owners refuses to make needed repairs and a developer expresses an interest in acquiring the property. The City also charges fees for property re-inspections, which can add significantly more to the cost of clearing liens from properties with code violations.

C. ON AND OFF-SITE IMPROVEMENT REQUIREMENTS

A parcel or tract map is reviewed by the City Engineer, who determines the extent of public improvements required. Such improvements may include, but are not limited, to streets, sidewalks, sanitary sewer, storm drainage, curbs, gutters, and street lighting. These on and off-site improvements required by the City are standard when compared with other cities in the Bay Area and do not pose a development constraint.

Street Widths and Sidewalk Requirements

There are standard street widths required for development projects, which vary depending on the size of the development and its location (such as on a collector street). Forty feet is standard for minor residential streets, with four-foot sidewalks. Fifty-foot streets are required in primarily residential areas, with four-foot sidewalks, for larger residential units. For collector streets, 56 feet is required. In the case of commercial and large multifamily development, near parks and schools, wider collector streets are required with wider sidewalks.

Water and Sewer Connections

The East Bay Municipal Utility District (EBMUD) supplies water and provides wastewater treatment for the City of Oakland, as well as several other cities in Alameda County. For sewer service, the developer must construct all lines within the subdivision and pay a trunk connection fee to the EBMUD per dwelling unit. Fees can vary within the City based on the location and type (single or multifamily) of the development. In addition to the connection fee, the developer must pay a capacity fee to EBMUD for each unit. These fees are shown in Table E-5.

D. PERMIT AND DEVELOPMENT IMPACT FEES

The City of Oakland charges a number of planning, building, and engineering fees to cover the cost of processing development requests, providing public facilities and services to new development, and mitigating the environmental impacts of new development. Table E-5 summarizes the various Planning and Zoning Division, Building Services Division, and infrastructure development fees charged by the City and other jurisdictions (e.g., EBMUD).

Planning and Zoning Division

Planning

Planning fees are usually flat rate charges, not per unit charges, and can be spread over the entire development. According to a 1998 study by the California Housing and Community Development Department (HCD), planning fees for a 2,500-square-foot single-family home with a 400-square-foot garage in a 25-unit subdivision averaged $561.00. Currently, these fees average approximately $787.00. Planning fees for an average apartment in a 45-unit multifamily development were $80.00, according to the study. They now average approximately $214.00. If with the increase, the City's planning fees typically amount to less two-tenths of one percent of the cost of a new housing unit.

Building Services Division Fees

Building permit fees are more substantial than planning fees and have a greater effect on the final cost of a housing unit. Such fees include building inspection fees, plan check fees, sewer connection and permit fees, off-site improvement fees, construction taxes, and similar charges. In the 1998 HCD study, Building Department plan check, permit, and inspection fees for the single-family home averaged $6,786, while for a 1,000-square-foot multifamily unit, Building Department fees averaged $3,416. The City's development permit fees could be significant for an affordable multifamily housing project. These fees have not been a constraint to developers constructing market-rate housing that also includes some affordable units. These fees are detailed in Table E-5.

Infrastructure Fees

Water and sewer facilities impact fees are levied directly by the East Bay Municipal Utilities District (EBMUD). EBMUD charges between $800 and $3,600 for new water connection, depending on the number of meters per lateral line. The most expensive connection is a single meter on a 2-inch line at $3,600. A typical residential unit will have between a 5/8-inch and 1-inch line, for a cost of approximately $2,600 per connection. The lowest cost connection per dwelling unit, about $800, is for a 5/8-inch line with eight meters. EBMUD also charges a system capacity fee of approximately $1,100 to account for the additional demand of a new water connection. EBMUD charges a wastewater capacity fee of approximately $600 per dwelling unit for connections to the regional wastewater treatment system. Developers are required to provide laterals to connect to local sewer lines that fee into the regional system. EBMUD charges additional fees when unusual conditions exist, such as when the meter is more than 25 feet from the lateral line, underground utilities or other obstructions are in the way of a lateral line, or traffic conditions requires special traffic control measures. Other charges may include a system capacity charge based on the meter size or domestic demand in excess of average.

Total Fees

Currently the total average development costs for a 2,500-square-foot single-family home with a 400-square-foot garage in a 25-unit subdivision, adding 11 percent for increased land and building costs since 1998 would be approximately $17,656.00. The current total average development costs for a 1,000-square-foot apartment unit in a 45-unit subdivision, adding 11 percent for increased land and building costs would be approximately $8,336. This is very similar to the total of $17,013 for the single-family home and $9,495 for a multifamily unit shown in the 1998 HCD study. Table E-5 below summarizes the major local permit costs that a developer would have to bear in undertaking a new residential development in the City of Oakland.

Table E-5
Permit and Development Impact Fees

Fee Type	Fee Amount	
	Single Family	Multiple Family
Planning Application Processing Fee	2,500 sq. ft. single-family home with a 400 sq. ft. garage in a 25-unit subdivision value = $366,300	1,000 sq. ft. apartment in a 45-unit multifamily subdivision value = $107,317
General Plan Amendment	$2,239	$2,239
Rezoning	$2,410	$2,410
Subdivisions		
Tentative Parcel Map (1–4 lots)	$2,578	$2,578
Tentative Tract Map (5 or more lots)	$4,570 +$220/lot	$4,570 +$220/lot

Table E-5
Permit and Development Impact Fees

Fee Type	Fee Amount	
	Single Family	Multiple Family
Preliminary PUD	$3,667 +$10.70/10,000 sq. ft. of site area <4 acres + $0.017/sq. ft. of total floor area	$3,667 +$10.70/10,000 sq. ft. of site area <4 acres + $0.017/sq. ft. of total floor area
Final PUD	$3,046 +$0.016 per sq. ft. of total floor area	$3,046 +$0.016 per sq. ft. of total floor area
Major Conditional Use Permit[1]		
<15,000 sq. ft.	$2,067	$2,067
>15,000 sq. ft.	$2,748	$2,748
Environmental Exemption	$113	113
Environmental Initial Study	$642	642
Design Review	$2,219 >$150,000 value	$2,219
Plan Check, Permit & Inspection Fees		
Inspection	$2,010 $50,001 to $200,000 construction value: $414.00 for first $50,000 + $5.95 for each additional $1,000 to $200,000 $4.60 for each additional $1,000 from $200,001 and higher	$753
Processing and Plan Check	$1,547 77 percent of inspection fees	$580
Application	$45	$45
Records Management	$150	$56
Plot Plan	$680	$680
State Energy/Access Regulations	$562 28% of inspection fee	$211
Strong Motion Program	$27 .07/$1,000	$16 .15/1,000
Bedroom Fee	$440 $110/bedroom	$220

Table E-5
Permit and Development Impact Fees

Fee Type	Fee Amount	
	Single Family	Multiple Family
Electrical, plumbing, mechanical (estimate)	$650	$650
Infrastructure, Impact & District Fees		
Oakland USD – School Impact Fee	$4,825 1.93 sq. ft.	$1,930 1.93 sq. ft
EBMUD – Water Meter Connection	$2,580	$726
EBMUD – Acct Establishment Fee	$25/meter	$25/meter
EBMUD – Water Capacity Fee	$2,000/unit	$1,200/unit
EBMUD – Sewer Capacity Fee	$630/unit	$630/unit
City – Sewer Permit Fee	$435	$242
City – Sewer Connection Fee	$264	$158
Total	$17, 656.00	$8,336.00

Sources: HCD; City of Oakland

[1]Includes Environmental Initial Study

Comparison of Permit Fees

Table E-6 is a summary of building permit costs for three neighboring cities in the Oakland area. It shows that the City of Oakland is in the middle range for fees when compared to surrounding cities.

Table E-6
Permit Fee Comparison

City	Planning	Building - Plan Check, Permit & Inspection Fees	Infrastructure, Impact and District Fees								Total
			EBMUD Water Installation	EBMUD Water Capacity	EBMUD Sewer Installation (collected for the City)	City Sewer Permit	City Sewer Connection	School District	Other	Sub-Total	
Single Family											
Oakland	$920	$6,786	$2,580	$2,000	$605	$435	$284	$4,825	$425	$9,241	$17,013
Alameda	--	--	$2,580	$2,000	$605	--	--	--	--	--	--
Berkeley	--	$11,810[1]	$2,580	$2,000	$605	--	--	none	--	--	--
Emeryville	--	$6,772[2]	$2,580	$2,000	$605	--	--	--	--	--	--
Multi-Family											
Oakland	$80	$3,416	$726	$1,200	$630	$242	$158	$1,930	$225	$5,999	$9,495
Alameda	--	--	$726	$1,200	$630	--	--	--	--	--	--
Berkeley	--	$3,747[1]	$726	$1,200	$630	--	--	none	--	--	--
Emeryville	--	$2,162[2]	$726	$1,200	$630	--	--	--	--	--	--

Sources: Cities of Oakland; Alameda, Berkeley, Emeryville, 2001; EBMUD, 2002: telephone interview with building department personnel, 4/2002; City of Emeryville web site.

E. PERMIT PROCEDURES

Permit Requirements

Some types of land use proposals require discretionary action by one of several hearing bodies. Such actions include issuance of variances, conditional use permits, lot reduction permits, special development permits, exceptions, and mobile home certificates of compliance. The Oakland Community and Economic Development Agency administers the permit process through the Planning and Zoning Division and the Building Services Division. The most common discretionary actions are described below.

Conditional Use Permits

The Planning Code allows two types of uses in each zoning district: permitted uses; and conditional uses. The Conditional Use Permit (CUP) process allows the City the flexibility to determine if a specified use proposed at a certain location is compatible with its surrounding neighborhood and if special conditions of approval are needed. Conditional use permits insure the proper integration of uses, which, because of their special nature, and/or potential for becoming nuisances, may be suitable only in certain locations or zoning districts and then only when such uses can be controlled or designed in a particular manner. Details regarding permitted and conditional residential uses for each zone are provided in Table E-2, and development standards within these zones are indicated in Table E-4. Potential concerns addressed by the use permit include factors such as noise, dust, dirt, litter, fumes, odors, vibrations, and traffic congestion. Conditional uses are those that need special review to determine their compatibility with the surrounding area, and to establish special conditions to maintain harmony with the neighborhood.

In addition to general conditional use permit requirements, the Planning Code requires that residential care facilities, service-enriched permanent housing, and transitional housing, and emergency shelters comply with the following conditions:

1. Staffing of the facility must comply with state licensing requirements.

2. For properties in residential zones:

   - the operation of buses or vans to transport residents must not generate vehicular traffic substantially greater than that normally generated by residential activities in the surrounding area.
   - on-street parking demand due to visitors must not be substantially greater than that normally generated by the surrounding residential activities, and
   - the delivery of goods must occur within hours that are compatible with and will not adversely affect the livability of the surrounding properties.

3. The facility's program does not generate noise at levels that will adversely affect the livability of the surrounding properties.

4. No such facility shall be located closer than 300 feet from any other such activity or facility.

Planned Unit Development (PUD)

The planned unit development (PUD) procedure encourages design flexibility and offers varying special bonuses for worthwhile projects. For instance, in the R-30 one-family residential zone, developments can include multifamily buildings; in the R-35 and higher density zones, housing density bonuses are possible; commercial uses can be built within PUD projects in many residential zones; and height limits may be waived in any zone.

This process is used to review a large integrated development that is appropriately designed for a single tract of land or contiguous parcels when there is one common owner. Rezoning is the first stage in the process. The Planned Unit Development process applies to all rezone proposals, changes to the text of the Subdivision Ordinance, revisions to development control maps, or proposals affecting designated landmark or landmark site.

Variances

A variance is permission to waive or reduce specific development standards of the zoning district. Variances provide the flexibility to resolve difficulties or hardships when the strict application of regulations may be inappropriate due to special or extraordinary physical or topographic circumstances that occur on the property. The variance allows the property to be used in a manner consistent with the regulation and zoning district with minor variations so as to not adversely affect neighbors, adjacent properties, nor be contrary to adopted plans or development policy.

Variances from the development standards can be granted due to special circumstances peculiar to the subject property, including size, shape, topography, location, design constraints, or surroundings; or because of the location of Heritage or Landmark Trees, the strict application of the requirements of the Planning Code would deprive the subject property of privileges enjoyed by other properties in the vicinity and under identical zone classifications.

General Plan Amendment

A change to the text and/or designation of an area or parcel on the General Plan map requires a General Plan Amendment. The proposed legislative amendment must meet criteria specified in the General Plan for the City Council to approve a General Plan Amendment.

Zoning Amendment

A proposed change in zoning classification requires an amendment to the City's Development Control Maps (zoning maps). The process begins with an application to the Planning Department for a zone change. A public hearing before the Planning Commission is required to approve a zone change. That hearing is conducted within 60 days after a completed application is submitted to the City. A change that could affect the status of a designated landmark also requires review by the Landmarks Preservation Board. A proposed rezone from open space to another use requires review by the Parks and Recreation Advisory Commission. If the Planning Commission denies the rezone request, the applicant may appeal the decision to the City Council, which must take action on the appeal within 30 days. If the Planning Commission approves the rezone request, the recommendation is forwarded to the City Council for a final decision.

Tentative Parcel and Tract Map

A tentative parcel map is a proposal to subdivide one piece of land into a maximum of four parcels or condominium units. A tentative tract map is a proposal to subdivide land into five or more parcels or condominium units. Each of these must comply with the Oakland Planning Code and Zoning Regulations.

Design Review

Design review can pose a potential constraint to the development of housing if the process lacks clear guidelines and requires significant time in addition to other development approvals.

In all zones that permit residential uses, design review is required for construction of new residential units and for certain additions to existing residences. In some special zoning districts, design review is required for any exterior alterations to buildings. Design review is intended to address the compatibility of new construction and additions with surrounding development and preserve the architectural quality of Oakland's housing stock. Staff considers site characteristics, topography, neighborhood, scale, bulk, architectural context, height, material, texture, and overall character. There are several residential design review programs: Special Residential Design Review, Regular Design Review, and Mediated Design Review. Applications for design review are processed concurrently with other planning permits.

The majority of residential projects are reviewed under Oakland's Special Residential Design Review program, which was adopted in 1992. Special Residential Design Review (SRDR) applies to sites where there are only one or two residential units on a lot. The review is required for any project that results in the creation of a new unit or represents an addition of more than 10% to the existing floor area, footprint, or wall area.

Special Residential Design Review was designed to have lower fees and a quicker turnaround time than other types of zoning permits, including Regular Design Review. A final decision on an application is to be made within 15 working days of a complete application submittal. Special Residential Design Review involves no neighbor notification, which helps to speed up the process, and no appeal of the decision.

Projects that involve or result in the creation of three or more units on a lot are subject to Regular Design Review. Regular Design Review also applies to projects in certain base and overlay zoning districts – most typically, the R-36, S-10, and S-11 zones, but also including certain commercial districts – where any exterior changes are subject to design review. Regular Design Review is a full review process that involves notification to all owners of property within 300 feet of the proposed project. By state law, the City has 30 days to render a determination of completeness on an application. Once an application is complete, the Planning Code states that a decision must be rendered within 60 days. Unlike the Special Residential Design Review program, which includes no appeal process, the decision on a Regular Design Review application can be appealed to the City Planning Commission. Projects are reviewed against a set of adopted residential design criteria as well as special design review findings of the individual zoning districts.

Projects that involve designated historic properties are reviewed by the Landmarks Preservation Advisory Board. Design review of these properties is conducted concurrently with one of the design review procedures described above.

In 2001, the City Council adopted a trial design review program called Mediated Design Review. The program applies in Council District 1 (North Oakland) and the former Oakland Hills Fire area. Mediated Design Review applies to new construction of one or two units, additions of 500 square feet or more to existing buildings, and to upper-story additions of any size. The intent is to provide a forum for mediating conflicts with neighbors over potential impacts to adjacent properties, such as view obstruction or privacy. The Mediated Design Review process involves a number of steps that have effectively added time to the permit process. First, the applicant submits a set of plans to the Planning Department for initial review. Then, the planning department provides the applicant a list of owners of abutting properties. The applicant must show the plans to the identified neighbors, who, after viewing the plans, may choose to sit in a mediation session regarding the design and impacts. Unlike Special Residential Design Review, the applicant or neighbors may appeal the decision on the design review application. The pilot program of Mediated Design Review is currently being evaluated as to whether it will be continued.

Approval Process

The Planning and Zoning Division is responsible for processing development permits and carrying out the City's long-range planning efforts. The basic steps in the approval process are described below.

Pre-Application Meeting

Proposals may involve multiple permit approvals depending on the complexity of the land use issues and the location of the proposed project. The initial step is usually a Pre-Application meeting, which involves the review of preliminary plans and photographs of a proposed project. At this time, staff will evaluate the proposal, review compliance with the General Plan and Planning Code, determine appropriate applications and fees, offer comments on the proposal to meet the General Plan objectives and Planning Code development standards, identify related non-planning issues, and describe the permit process and timeline.

Application for Development Review and Development Agreement

The Basic Application for Development Review is an application form filed to accompany all zoning permit applications, and is submitted along with site plans and/or other data to the Planning and Community Development Department. Significant discretionary actions are the subject of a public hearing before one of several hearing bodies, depending on the specific action. An application for a development agreement is heard by the City Planning Commission at a public hearing. The hearing is noticed at least ten days before the hearing date, in accordance with state law. The Commission forwards its recommendations to the City Council within ten days. The City Council reviews the recommendation of the Planning Commission and may approve or disapprove the proposed development agreement, or approve it with changes and/or conditions. The decision of the Council is final.

Conditional Use Permit

An application for a major conditional use permit is also considered by the Planning Commission at a noticed public hearing. The Commission decides whether the proposal is consistent with general use permit criteria, and has the authority to grant or deny the application. This decision can be appealed to the City Council within ten calendar days. In order to grant a use permit, the Planning Commission must make specific findings that the project is:

- compatible with the neighborhood,
- an asset for the neighborhood,
- enhances the area,
- meets design review standards, and
- complies with the General Plan and other adopted city plans.

An application for a minor conditional use permit is normally considered by the Director of Planning and Zoning. However, the Director can refer this decision to the Planning Commission at his or her discretion.

Planned Unit Development (PUD)

A planned unit development (PUD) permit application is reviewed and approved by the Planning Commission at a noticed public hearing. A decision is required within 60 days after the application is filed, or within 60 days after final action on an environmental document. However, the date can be extended by agreement between the Director of Planning and Zoning or the Planning Commission and the applicant. A decision of the Planning Commission can be appealed to the City Council.

Permit Processing Times

The City of Oakland normally meets state-required timelines for the approval of development permits, as shown below in Table E-7. An expedited permit review could provide an additional level of certainty that the amount of time required for project approval will not adversely affect the developer's ability to access funding.

Table E-7
Application Processing Times

Application	Timeframe
General Plan Amendment	Up to 1 year
Rezone	6 months to 1 year
Tentative Subdivision Maps	Planning Commission – 50 days maximum (if not Environmental Impact Report)
Parcel Map	50 days maximum – from completed application
Final Subdivision Map	Within 30 days
Major Conditional Use Permit	Planning Commission – 4 to 6 months
Minor Conditional Use Permit	Zoning Administrator – 6 weeks to 3 months
Variance	Zoning Administrator – 6 weeks to 3 months
Building Permit	1 to 6 weeks
Residential Design Review	Up to 8 weeks
Special Design Review	2 weeks
Boundary Line Adjustment	3 weeks

Source: City of Oakland, 2001.

The majority of actual processing time for a use permit and/or a special development permit typically takes place during the planning staff initial project review. The planning staff works with the applicant to achieve a completed application that conforms to the various procedural, design and zoning requirements. Processing times vary depending on the size and complexity of the project, the completeness of the application, the conformance of the project to the Planning Code requirements, and the level of environmental review (e.g. Environmental Impact Report verses Negative Declaration). This process often takes place before the formal submittal of an application and review period begins. Factors that could affect the approval time for a project are shown in Table E-8.

Table E-8
Application Processing Constraints

Factors Affecting Service Levels and Application Processing Time
1) Volume of Applications
2) Number of General Inquires (phone, front counter, correspondence)
3) Extent and detail of code requirements
4) Minimum time lines for public notice (state law and zoning code)
5) Additional time and extent of noticing desired by some members of the community
6) Concurrent Special Projects
7) Subjective review issues (building and site design)
8) Generally high-level of community involvement and interest
9) Agenda item staff report and review chain
10) Adequate staffing

Source: Parsons, 2001.

APPENDIX F: APPROVAL AND ADOPTION

The following pages contain the State of California's letter approving the City's Housing Element, and the City Council resolution adopting the Housing Element, the environmental findings (Mitigated Negative Declaration under the California Environmental Quality Act) and the Mitigation Monitoring Measures.

Copies of the environmental review documents are available upon request from the City's Planning and Zoning Division in the Community and Economic Development Agency.

A. STATE APPROVAL LETTER

STATE OF CALIFORNIA - BUSINESS, TRANSPORTATION AND HOUSING AGENCY

ARNOLD SCHWARZENEGGER, Governor

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT
Division of Housing Policy Development
1800 Third Street, Suite 430
P. O. Box 952053
Sacramento, CA 94252-2053
(916) 323-3177
FAX (916) 327-2643

August 23, 2004

The Honorable Jerry Brown, Mayor
City of Oakland
One Frank Ogawa Plaza, Third Floor
Oakland, California 94612

Dear Mayor Brown

RE: Review of the City of Oakland's Adopted Housing Element

Thank you for submitting Oakland's revised housing element adopted on June 15, 2004 and received for our review on July 14, 2004. The Department of Housing and Community Development (Department) is required to review adopted housing elements and report our findings to the locality pursuant to Government Code Section 65585(h).

As you know, the Department's February 13, 2004 review found the revised draft addressed the statutory requirements of housing element law. Given the adopted element is substantially the same as the revised draft, the Department is pleased to find Oakland's housing element in compliance with State housing element law (Article 10.6 of the Government Code). We commend the City of Oakland for its clear vision and firm commitment to meet its regional housing needs through a variety of innovative strategies facilitating the completion of adaptive re-use projects, transit-oriented developments and rehabilitation of housing units for families and people with disabilities. These projects include the New Market Lofts (former Safeway), Peralta Associates live/work (reuse of former PG&E facility), mixed-use Fruitvale Transit Village project, and Towncenter at Acorn project involving rehabilitation of 206 units for very low- and low-income households. Effective implementation of the City's housing and land-use strategies will ensure Oakland can address its housing needs and create vibrant livable communities.

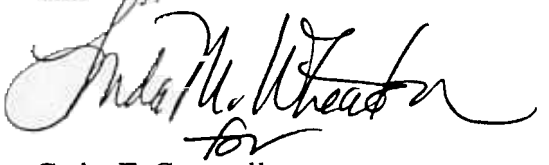
Pursuant to Government Code Section 65400, the City should monitor, evaluate, and report on the effectiveness of its housing and community development implementation actions. The annual implementation reports are annually required to be completed and submitted to the local legislative body and this Department by October 1.

For your information, upon completion of an amended or adopted housing element, a local government is responsible for distributing a copy of the element to area water and sewer providers (Government Code Section 65589.7). This section of law requires public and/or private water and wastewater providers give priority in their current and future resource or service allocations to proposed housing development projects which help meet the locality's share of the regional need for lower-income households.

In closing, we want to acknowledge the hard work and cooperation that Mr. Jeffrey Levin exhibited, during the course of our review. If we can be of further assistance in implementing the City's housing and land-use strategies, or answer your questions, please contact Michelle Woods, of our staff, at (916) 327-8881.

In accordance with their requests pursuant to the Public Records Act, we are forwarding a copy of this letter to the individuals listed below.

Sincerely,



Cathy E. Creswell
Deputy Director

cc: Jeffrey Levin, Housing Policy and Programs Coordinator
Mark Stivers, Senate Committee on Housing & Community Development
Suzanne Ambrose, Supervising Deputy Attorney General, AG's Office
Terry Roberts, Governor's Office of Planning and Research
Nick Cammarota, California Building Industry Association
Marcia Salkin, California Association of Realtors
Marc Brown, California Rural Legal Assistance Foundation
Rob Weiner, California Coalition for Rural Housing
John Douglas, AICP, Civic Solutions
Deanna Kitamura, Western Center on Law and Poverty
S. Lynn Martinez, Western Center on Law and Poverty
Alexander Abbe, Law Firm of Richards, Watson & Gershon
Michael G. Colantuono, Colantuono, Levin & Rozell, APC
Ilene J. Jacobs, California Rural Legal Assistance, Inc.
Richard Marcantonio, Public Advocates
Clifford Sweet, Alameda County Legal Aid Society
Mike Rawson, The Public Interest Law Project
David Booher, California Housing Council
Sue Hestor, Attorney at Law
James W. Sweeney, West Alameda Neighborhood Assoc.
Paul Campos, Home Builders Assoc. of Northern California
Shannon Dodge, Non-Profit Housing Association of Northern California
Eve Bach, Arc Ecology
William Litt, Bay Area Legal Aid
Allison Brooks, Livable Communities Initiative
Charlie Carson, Home Builders Association – Northern Division

B. RESOLUTION ADOPTING ENVIRONMENTAL FINDINGS AND THE HOUSING ELEMENT

APPROVED AS TO FORM AND LEGALITY:

DEPUTY CITY ATTORNEY

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2004 MAY 13 PM 4: 13

OAKLAND CITY COUNCIL

RESOLUTION NO. 78636 C. M. S

INTRODUCED BY COUNCILMEMBER _____ _____

RESOLUTION APPROVING A MITIGATED NEGATIVE DECLARATION AND ADOPTING THE HOUSING ELEMENT, AN ELEMENT OF THE GENERAL PLAN

WHEREAS, California Government Code Section 65583 requires that the City prepare an update to the Housing Element of the General Plan; and

WHEREAS, the City's share of regional housing need is based on a plan prepared by the Association of Bay Area Governments (ABAG), the "Regional Housing Needs Determination" that was adopted in 2000; and

WHEREAS, under the ABAG plan, Oakland must accommodate 7,733 new housing units between 1999 and 2006 for the following income categories: 2,238 units (very low income); 969 units (low income); 1,959 units (moderate income); and 2,567 units (above moderate income); and

WHEREAS, the City hired the consultant team of Parsons Harland Bartholomew & Associates to prepare the Housing Element and environmental documentation; and

WHEREAS, the City published a draft Housing Element and invitation for public comments on June 1, 2003; and

WHEREAS, the City Planning Commission reviewed the draft Housing Element and recommended approval to the City Council; and

WHEREAS, the City Council reviewed and revised the draft Housing Element and directed the City Manager to submit the draft Housing Element to the State Department of Housing and Community Development (HCD) for review prior to City adoption of the element; and

WHEREAS, on December 12, 2003 the revised draft Housing Element was submitted to HCD for its 60-day review; and

WHEREAS, on February 13, 2004, HCD found that the Housing Element "adequately addresses the statutory requirements described in State housing element law (Article 10.6 of the Government Code)"; and

WHEREAS, an Initial Study/Mitigated Negative Declaration was prepared under the California Environmental Quality Act of 1970 ("CEQA") for the revised draft Housing Element; and

WHEREAS, the revised draft Housing Element and the Mitigated Negative Declaration were circulated for public review from February 27, 2004 to March 30, 2004;

WHEREAS, no comments were received on the revised draft Housing Element; and

WHEREAS, four comment letters were received in response to the Mitigated Negative Declaration; and

WHEREAS, the East Bay Municipal Utility District (EBMUD) recommended modifications to three mitigations measures (D.1-2, D.2-2, D.3-2a) regarding the potential use of recycled water; and

WHEREAS, these modifications do not create new significant environmental effects and are not necessary to mitigate an avoidable significant effect; and

WHEREAS, none of the review comments warranted modifications to the draft Housing Element; and

WHEREAS, a duly noticed public hearing on the Housing Element was held by the City Planning Commission on April 21, 2004; and

WHEREAS, the City Planning Commission, before taking action on the Element, recommended approval of the Mitigation Negative Declaration and made the required California Environmental Quality Act (CEQA) findings, and then subsequently voted in favor of recommending to the City Council adoption of the Housing Element; and

WHEREAS, the Housing Element was considered at the regular, duly noticed, meeting of the City Council on June 15, 2004; and

WHEREAS, the requirements of CEQA, the CEQA guidelines as prescribed by the Secretary of Resources, and the City of Oakland's environmental review regulations have been satisfied by the preparation of an Initial Study/Mitigated Negative Declaration, and that based on the Initial Study the Housing Element will not have a significant effect on the environment because mitigation measures have been incorporated as conditions of approval of the Element; and

WHEREAS, the City Council finds and determines that the public safety, health, convenience, comfort, prosperity, and general welfare will be furthered by the adoption of the Housing Element; now, therefore, be it

RESOLVED: that the City Council finds and determines the foregoing recitals to be true and correct and hereby makes them a part of this Resolution; and be it

FURTHER RESOLVED: that the City Council, as the final decision-making body for the lead agency, has independently reviewed, considered and analyzed the Initial Study/Mitigated Negative Declaration for the Housing Element, approves said Initial Study/Mitigated Negative Declaration and determines that the Resolution complies with CEQA, based upon the findings of the City Planning Commission; and be it

FURTHER RESOLVED: that the City Council, as the final decision-making body for the lead agency, hereby confirms, adopts and incorporates into this Resolution the CEQA findings made by the City Planning Commission prior to taking action in approving the Housing Element; and be it

FURTHER RESOLVED: that the City Council approves, as conditions of approval of the Housing Element, the Mitigation Measures and Monitoring Program contained as Attachment A to this Resolution; and be it

FURTHER RESOLVED: that the City Council hereby adopts the Housing Element as an element of the General Plan; and be it

FURTHER RESOLVED: that the City Council hereby authorizes and directs the City Administrator to file the adopted Housing Element with the California Department of Housing and Community Development for certification; and be it

FURTHER RESOLVED: that the City Administrator, within five (5) days of this approval, is directed to file a Notice of Determination with the Alameda County Clerk; and be it

FURTHER RESOLVED: that the record before this Council relating to the Housing Element includes, without limitation, the following:

1 the Housing Element, including all accompanying maps and papers;

2. all final staff reports, final decision letters and other final documentation and information produced by or on behalf of the City, including without limitation the Initial Study and Proposed Mitigated Negative Declaration and supporting final technical studies and appendices, and all related/supporting final materials, and all final notices relating to the General Plan Amendment and attendant hearings;

3. all oral and written evidence received by the City Planning Commission and City Council during the public hearings on the general plan amendment; and all written evidence received by relevant City Staff before and during the public hearings on the general plan amendment;

4. all matters of common knowledge and all official enactments and acts of the City, such as (a) the General Plan; (b) Oakland Municipal Code, including, without limitation, the Oakland real estate regulations and Oakland Fire Code; (c) Oakland Planning Code; (d) other applicant City policies and regulations; and, (e) all applicable state and federal laws, rules and regulations; and be it

FURTHER RESOLVED: that the custodians and locations of the documents or other materials which constitute the record of proceedings upon which the City Council's decision is based are respectively: (a) Community and Economic Development Agency, Planning & Zoning Division, 250 Frank H. Ogawa Plaza, 3rd Floor, Oakland, California; and (b) Office of the City Clerk, 1 Frank H. Ogawa Plaza, 1st Floor, Oakland, California.

IN COUNCIL, OAKLAND, CALIFORNIA, JUN 15 2004, 2004

PASSED BY THE FOLLOWING VOTE:

AYES– BROOKS, BRUNNER, CHANG, NADEL, QUAN, REID, WAN AND PRESIDENT DE LA FUENTE – 8

NOES– Ø

ABSENT– Ø

ABSTENTION– Ø

ATTEST:

CEDA FLOYD
City Clerk and Clerk of the Council
of the City of Oakland, California

ATTACHMENT A

MITIGATION MEASURES AND MONITORING PROGRAM
CITY OF OAKLAND HOUSING ELEMENT

[Unless otherwise noted, the following Mitigation Measures are from the Land Use and Transportation Element Environmental Impact Report (LUTE EIR) dated February 1998]

I. AESTHETICS

Mitigation Measure F.2a: Develop guidelines or a "step back" ordinance for height and bulk for new development projects in the downtown area. Projects should be encouraged to be designed at pedestrian-scale on the street-side, with high towers or strong vertical elements stepping back from the street.

Monitoring Responsibility F.2a: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division

Monitoring Timeframe F.2a: December 2006

Mitigation Measure F.2c: Define view corridors and, based upon these views, designate appropriate height limits and other requirements. Views of Lake Merritt, the Estuary, and architecturally or historically significant buildings should be considered.

Monitoring Responsibility F.2c: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division

Monitoring Timeframe F.2c: December 2006

Mitigation Measure F.3a: Develop standard design guidelines for all Neighborhood Commercial areas that require continuous or nearly continuous storefronts located along the front yard setback, promote small scale commercial activities rather than large scale establishments at the ground level, restrict front yard parking lots and driveways, require small scale pedestrian-oriented signage, have a relatively low height limit, and promote the development of pedestrian friendly amenities at the street level. The standards design guidelines may be expanded to capture the unique or desired character of certain areas.

Monitoring Responsibility F.3a: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division

Monitoring Timeframe F.3a: December 2006

Mitigation Measure F.3c Develop design guidelines for parking facilities of all types.

Monitoring Responsibility F.3c: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division

Monitoring Timeframe F.3c: December 2006

III AIR QUALITY

Mitigation Measure E.4: Where residential development would be located above commercial uses, parking garages, or any other uses with a potential to generate odors, the odor-generating use should be properly vented (e.g., located on rooftops) and designed (e.g., equipped with afterburners) so as to minimize the potential for nuisance odor problems.

Monitoring Responsibility E.4: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division

Monitoring imeframe E.4: Prior to approval of a building permit

Mitigation Measure E.5a: The following Basic Control Measures shall be implemented at all construction sites:

- Water all active construction areas at least twice daily.
- Cover all trucks hauling soil, sand, and other loose debris *or* require all trucks to maintain at least two feet of freeboard.
- Pave, apply water three times daily, or apply (non-toxic) soil stabilizers on all unpaved access roads, parking areas, and staging areas at construction sites.
- Sweep daily (with water sweepers) all paved access roads, parking areas and staging areas at construction sites.
- Sweep streets daily (with water sweepers) if visible soil material is carried onto adjacent public streets.

Monitoring Responsibility E.5a: City of Oakland, Community and Economic Development Agency, Building Services Division; Public Works Agency

Monitoring Timeframe E.5a: During construction

Mitigation Measure E.5b: The following enhanced control measures shall be implemented at all construction sites when more than four acres are under construction at any one time:

- Hydroseed or apply (non-toxic) soil stabilizers to inactive construction areas (previously graded areas inactive for ten days or more).
- Enclose, cover, water twice daily or apply (non-toxic) soil binders to exposed stockpiles (dirt, sand, etc.)
- Limit traffic speeds on unpaved roads to 15 mph.
- Install sandbags or other erosion control measures to prevent silt runoff to public roadways.
- Replant vegetation in disturbed areas as quickly as possible.

Monitoring Responsibility E.5b: City of Oakland, Community and Economic Development Agency, Building Services Division; Public Works Agency

Monitoring Timeframe E.5b During and after construction

Mitigation Measure E.5c: BAAQMD dust control measures would be implemented by contractors of future development projects as outlined in BAAQMD *CEQA Guidelines* (1996) or any subsequent applicant BAAQMD updates. They are as follows:

Any stationary motor sources (such as generators and compressors) to be located within 100 feet of any residence or school (sensitive receptors) would be equipped with a supplementary pollution control system on its exhaust as required by Bay Area Air Quality Management District (BAAQMD) and California Air Resources Board (CARB).

- To minimize construction equipment emissions, low-NOx tune-ups should be performed on all construction equipment. Contractors should be required to utilize equipment with recent (within 30 days) low- NOx tune-ups to minimize NOx emissions This would apply to all diesel-powered equipment greater than 50 horsepower and periodic tune-ups (every 90 days) would be required for equipment used continuously for construction of a specific development.

Monitoring Responsibility E.5c: City of Oakland, Community and Economic Development Agency, Building Services Division; Public Works Agency

Monitoring Timeframe E.5c Before and during construction

V. CULTURAL RESOURCES

Mitigation Measure G.2: Establish criteria and interdepartmental referral procedures for determining when discretionary City approval of ground-disturbing activities should be subject to special conditions to safeguard potential archaeological resources.

Monitoring Responsibility G.2 City of Oakland, Community and Economic Development, Planning and Zoning Division

Monitoring Timeframe G.2: Prior to approval of a grading and/or building permit

Mitigation Measure Cultural Resources-1 (New - in addition to the LUTE EIR): In accordance with CEQA Section 15064.5, should previously unidentified cultural resources be discovered during future construction, the applicant is required to cease work in the immediate area and an immediate evaluation of the find should be conducted by a qualified archaeologist or qualified paleontologist. If the find is determined to be an historic or unique archaeological resource, contingency funding and a time allotment sufficient to allow for implementation of avoidance measures or appropriate mitigation to protect, preserve, remove or restore the artifacts uncovered should be available. Work may continue on part of the building site while historic or unique archaeological resource mitigation takes place.

Monitoring Responsibility CR-: City of Oakland, Community and Economic Development, Planning and Zoning Division

Monitoring Timeframe CR- During project construction

Mitigation Measure Cultural Resources-2 (New – in addition to the LUTE EIR): In the event that any human remains are uncovered during future construction, there should be no further excavation or disturbance of the site until after the Alameda County Coroner has been informed and has determined that no investigation of the cause of death is required or such investigation has occurred and appropriate actions have been taken, and (if the remains are determined to be of Native American origin) the descendants from the deceased Native American(s) have made a recommendation to the landowner or the person responsible for the excavation work, for means of treating or disposing of, with appropriate dignity, the human remains and nay associate grave good as provided in Public Resources Code Section 5097.98.

Monitoring Responsibility CR-2: City of Oakland, Community and Economic Development, Planning and Zoning Division

Monitoring Timeframe CR-2: During project construction

Mitigation Measure G.3a: Amend the Zoning Regulations text to incorporate the new preservation regulations and incentives.

Monitoring Responsibility G.3a: City of Oakland, Community and Economic Development, Planning and Zoning Division

Monitoring Timeframe G.3a: December 2006

Mitigation Measure G.3b: Develop and adopt design guidelines for Landmarks and Preservation Districts.

Monitoring Responsibility G.3b: City of Oakland, Community and Economic Development, Planning and Zoning Division

Monitoring TimeframeG.3b: December 2006

VII. HAZARDS AND HAZARDOUS MATERIALS

Mitigation Measure M.5: Hazards to construction workers and the general public during demolition and construction shall be mitigated by the preparation and implementation of site-specific health and safety plans, as recommended by the Occupational Safety and Health Administration.

Monitoring Responsibility M.5: City of Oakland, Community and Economic Development Agency, Building Services Division; Public Works Agency

Monitoring Timeframe M.5: Prior to approval of a demolition, grading, or building permit

XI. NOISE

Mitigation Measure L.3a: Establish design requirements for large-scale commercial development that requires adequate buffers from residential uses. Use of open space, recreation space, or transit installations as buffers should be encouraged.

Monitoring Responsibility L.3a: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division

Monitoring Timeframe 3a: Upon completion of the zoning code update (2005)

Mitigation Measure L.3b: Mixed residential/non-residential neighborhoods should be rezoned after determining which should be used for residential, mixed, or non-residential uses. Some of the factors that should be considered when rezoning mixed use areas include the future intentions of the existing residents or businesses, natural features, or health hazards.

Monitoring Responsibility L.3b: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division

Monitoring Timeframe L.3b Upon completion of the zoning code update (2005)

Mitigation Measure L.4: Where high density residential development would be located adjacent to existing lower density residential development, new development shall be designed to minimize noise impacts on any existing residential uses due to increased traffic on local roadways and increased parking activities.

Monitoring Responsibility L.4: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division

Monitoring Timeframe L.4 Ongoing

Mitigation Measure L.5a: The City should develop distinct definitions for home occupation, live/work and work/live operations; define appropriate locations for these activities and performance criteria for their establishment; and create permitting procedures and fees that facilitate the establishment of those activities which meet the performance criteria.

Monitoring Responsibility L.5a: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division

Monitoring Timeframe 5a: Upon completion of the zoning code update (2005)

Mitigation Measure L.5b: Avoid proliferation of existing incompatible uses by eliminating through appropriate rezoning actions, pockets of residential zoning within predominantly industrial areas.

Monitoring Responsibility L.5b: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division

Monitoring Timeframe L.5b: Ongoing. New zoning regulations which prohibit live/work conversions in industrial zones will be adopted with the zoning code update (2005)

Mitigation Measure L.5c: Establish performance-based standards which designate appropriate levels of noise, odors, light/glare, traffic volumes, or other such characteristics for industrial activities located near commercial or residential areas.

Monitoring Responsibility L.5c: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division

Monitoring Timeframe L.5c: Upon completion of the zoning code update (2005)

Mitigation Measure L.5d: Develop performance zoning regulations which permit industrial and commercial uses based upon their compatibility with other adjacent or nearby uses.

Monitoring Responsibility L.5d: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division

Monitoring Timeframe L.5d: Upon completion of the zoning code update (2005)

Mitigation Measure L.7: Future transit improvements shall be designed sufficiently so that future noise levels along these streets can be adequately estimated and considered in the design of future residential or other noise-sensitive developments.

Monitoring Responsibility L.7: City of Oakland, Community and Economic Development Agency, Planning Division and the City of Oakland, Public Works Agency, Transportation Services Division

Monitoring Timeframe L.7: Prior to construction

Mitigation Measure Noise-1 (New - in addition to the LUTE EIR): Standard construction activities shall be limited to between 7:00 a.m. and 7:00 p.m. Monday through Friday. No construction activities shall be allowed on weekends until after the buildings are enclosed without prior authorization of the Building Services and Planning Divisions of the Community and Economic Development Agency.

Monitoring Responsibility N-1: City of Oakland, Community and Economic Development Agency, Building Services and Planning and Zoning Division

Monitoring Timeframe N-1: Ongoing

Mitigation Measure Noise-2 (New - in addition to the LUTE EIR): To reduce daytime noise impacts due to construction, to the maximum feasible extent, the city shall require the applicant to develop a site-specific noise reduction program, subject to city review and approval, which includes the following measures:

Signs shall be posted at the construction site that include permitted construction days and hours, a day and evening contact number for the job site, and a day and evening contact number for the City in the event of problems;

An on-site complaint and enforcement manager shall be posted to respond to and track complaints;

A pre-construction meeting shall be held with the job inspectors and the general contractor/on-site project manager to confirm that noise mitigation and practices are completed prior to the issuance e of a building permit (including const5ruction hours, neighborhood notification, posted signed, etc.);

Equipment and trucks used for project construction shall utilize the best available noise control techniques (e.g., improved mufflers, equipment redesign, use of intake silencers, ducts, engine enclosures, and acoustically attenuating shields or shrouds, wherever feasible);

Impact tools (e.g., jackhammers, pavement breakers, and rock drills) used for project construction shall be hydraulically or electrically powered wherever possible to avoid noise associated with compressed-air exhaust from pneumatically powered tools. However, where us of pneumatic tools is unavoidable, an exhaust muffler on the compressed-air exhaust shall be used; this muffler can lower noise levels where feasible, which could achieve a reduction of 5dBA. Quieter procedures shall be used, such as drills rather than impact equipment, whenever feasible; and

- Stationary noise sources shall be located as far from sensitive receptors as possible, and they shall be muffled and enclosed within temporary sheds, or insulation barriers or other measures shall be incorporated to the extent feasible.

Monitoring Responsibility N-2: City of Oakland, Community and Economic Development Agency, Building Services, and Planning and Zoning Division

Monitoring Timeframe N-2: Ongoing

Pile-Driving Requirements and Conditions (to be implemented if pile driving is required):

Mitigation Measure Noise-3 (New - in addition to the LUTE EIR): If pile-driving occurs as part of a project, it shall be limited to between 8:00 a.m. and 4:00 p.m., Monday through Friday, with no pile driving permitted between 12:30 and 1:30 p.m. No pile driving shall be allowed on Saturday, Sundays, or holidays without prior authorization of the Building Services and Planning Divisions of the Community and Economic Development Agency.

Monitoring Responsibility N-3: City of Oakland, Community and Economic Development Agency, Building Services, and Planning and Zoning Division

Monitoring Timeframe N-3: Ongoing

Mitigation Measure Noise-4 (New – in addition to the LUTE EIR): To further mitigate potential pile-driving and/or other extreme noise-generating construction impacts, a set of site-specific noise attenuation measures shall be completed under the supervision of a qualified acoustical consultant. This plan shall be submitted for review and approval by the city to ensure that maximum feasible noise attenuation is achieved. These attenuation measures shall include as man of the following control strategies as feasible and shall be implemented prior to any required pile-driving activities:

- Implement "quiet" pile-driving techno logy, where feasible, in consideration of geotechnical and structural requirements and conditions;

- Erect temporary plywood noise barriers around the entire construction site;

  Utilize noise control blankets on the building structure as it is erected to reduce noise emission from the site;

- Evaluation the feasibility of noise control at the receivers by temporarily improving the noise reduction capability of adjacent buildings; and

- Monitor the effectiveness of noise attenuation measures by taking noise measurements.

  A third-party peer review, paid for by the applicant, shall be required to assist the City in evaluating the feasibility and effectiveness of the noise reduction plan submitted by the applicant.

- A special inspection deposit is required to ensure compliance with the noise reduction plan. The amount of deposit shall be determined by the Building Official and the deposit shall be submitted by the project sponsor concurrent with submittal of the noise reduction plan.

Monitoring Responsibility N-4: City of Oakland, Community and Economic Development Agency, Building Services, and Planning and Zoning Division

Monitoring Timeframe N-4: Ongoing

Mitigation Measure Noise-5 (New – in addition to the LUTE EIR): A process with the following components shall be established for responding to and tracking complaints pertaining to pile-driving construction noise:

- A procedure for notifying City Building Division staff and the Oakland Police Department;

  A list of telephone numbers (during regular construction hours and off-hours);

  A plan for posting signs on-site pertaining to complaint procedures and who to notify in the even of a problem;

Designation of a construction complaint manager for the project; and

Notification of neighbors within 300 feet of the project construction area at least 30 days in advance of pile-driving activities.

Monitoring Responsibility N-5: City of Oakland, Community and Economic Development Agency, Building Services, and Planning and Zoning Division

Monitoring Timeframe N-5: Ongoing

XIII. PUBLIC SERVICES

Mitigation Measure D.5-1a: In reviewing major land use or policy decisions, consider the availability of police and fire protection services, park and recreation services, schools, and library services in the affected areas, as well as the impact of the project on current service levels.

Monitoring Responsibility D.5-1a: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division; Police Department; Fire Department; Oakland Unified School District; Life Enrichment Agency, Parks and Recreation, and Library Divisions.

Monitoring Timeframe D.5-1a: Ongoing

Mitigation Measure D.5-1b: Develop target ratios of police officers and firefighters to population for annual budgeting purposes. These ratios should be used to assess the feasibility and merits of service fees on new development which finance additional police officers and fire fighters.

Monitoring Responsibility D.5-1b Oakland Police Department, Oakland Fire Department

Monitoring Timeframe D.5-1b: Ongoing

Mitigation Measure D.5-1c: Increase police foot patrols and cruisers in high visibility downtown areas and locate funding sources to support them.

Monitoring Responsibility D.5-1c: Oakland Police Department

Monitoring Timeframe D.5-1c: Ongoing

Mitigation Measure D.5-1d: Analyze the distribution of services provided by the public and privately operated civic and institutional uses, identify underserved areas of the City and increase services in those areas.

Monitoring Responsibility D.5-1d: City of Oakland, Community and Economic Development Department, Planning and Zoning Division

Monitoring Timeframe D.5-1d: Ongoing

Mitigation Measure D.5-1e: Solicit comments from the Oakland Police and Fire Departments on major new development proposals to ensure that law enforcement and fire protection impacts are appropriately addressed and mitigated.

Monitoring Responsibility D.5-1e: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division; Police Department; Fire Department

Monitoring Timeframe D.5-1e: Ongoing

Mitigation Measure D.6-1a: In reviewing major land use or policy decisions, consider the availability of police and fire protection services, park and recreation services, schools, and library services in the affected areas, as well as the impact of the project on current service levels.

Monitoring Responsibility D.6-1a: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division; Police Department; Fire Department; Oakland Unified School District; Life Enrichment Agency, Parks and Recreation, and Library Divisions.

Monitoring Timeframe D.-1a: Ongoing

Mitigation Measure D.6-1b: Develop target ratios of police officers and firefighters to population for annual budgeting purposes. These ratios should be used to assess the feasibility and merits of service fees on new development which finance additional police officers and fire fighters.

Monitoring Responsibility D.6-1b: City of Oakland Budget Office, Fire Department and Police Department

Monitoring Timeframe D.6-1b: Ongoing

Mitigation Measure D.6-1c: Explore retaining the existing Fire Stations at all three military bases to facilitate the provision of adequate public services to users of these sites as well as to surrounding properties.

Monitoring Responsibility D.6-1c: City of Oakland, Fire Department

Monitoring Timeframe D.6-1c: By December 2006

Mitigation Measure D.6-1d: Solicit comments from the Oakland Police and Fire departments on major new development proposals to ensure that law enforcement and fire protection impacts are appropriately addressed and mitigated during project planning and design.

Monitoring Responsibility D.6-1d: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division; Police Department; Fire Department

Monitoring Timeframe D.6-1d: Ongoing

Mitigation Measure D.7-1a: To reduce overcrowding, the School District should periodically conduct a review to determine if the following measures are feasible to implement:

1) reassigning students among district schools to account for changing populations and new development;

2) more efficient use of underutilized and/or abandoned school facilities;

If these measures do not reduce overcrowding, OUSD may have to expand existing schools or construct new schools. All of these measures would require varying amounts of funding.

If current sources of funding including the existing school mitigation fees (developer school impacts fee), and increases in state funding are insufficient to pay for the cost of these mitigating overcrowding, the OUSD should formulate and implement specific measures to raise additional funds. Funding sources which may be considered by OUSD include:

1) adjustments of school mitigation fees on commercial and residential development;

2) the creation of special assessment or Mello Roos districts or annexation to a Community Facilities District;

3) sale of surplus OUSD property; and

4) any other funding mechanisms available to the OUSD by state law or local ordinances, including those measure identified in the OUSD' s 1996 Developer Fee Justification Study.

Monitoring Responsibility D.7-1a: Oakland Unified School District

Monitoring Timeframe D.7-1a: Ongoing

Mitigation Measure D.7-1b: In reviewing major land use or policy decisions, the City will consider the availability of police and fire protection services, park and recreation services, schools, and library services in the affected areas and the impact of the project on current service levels. The City will consult with the School district regarding potential impacts on school facilities early in the planning process.

Monitoring Responsibility D.7-1b: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division; Police Department; Fire Department; Oakland Unified School District; Life Enrichment Agency, Parks and Recreation, and Library Divisions.

Monitoring Timeframe D.7-1b: Ongoing

Mitigation Measure D.7-1c: Support the School District's efforts to use local bond issues and voter approved assessment districts as a means of providing adequate school facilities.

Monitoring Responsibility D.7-1c Oakland Unified School District; City of Oakland

Monitoring Timeframe D.7-1c: Ongoing

Mitigation Measure D.7-1d: Where feasible and appropriate, encourage the inclusion of child care centers in major residential and commercial developments near transit centers, community centers, and schools.

Monitoring Responsibility D.7-1d: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division

Monitoring Timeframe D.7-1d: Ongoing

Mitigation Measure D.7-1e: Continue to assist the Oakland Unified School District in securing all of the fees, grants, and other financial resources possible.

Monitoring Responsibility D.7-1e: City of Oakland, Oakland Unified School District

Monitoring Timeframe D.7-1e: Ongoing

Mitigation Measure D.7-1f: Work with the School District to coordinate land use and school facility planning and continue efforts by the City to collect impact fees and monitor the school capacity impacts of new development.

Monitoring Responsibility D.7-1f: Oakland Unified School District; City of Oakland, Community and Economic Development Agency, Planning and Zoning Division, and Building Services Division

Monitoring Timeframe D.7-1f: Ongoing

Mitigation Measure D.7-1g: The Office of Parks and Recreation, Real Estate Division of the Office of Public Works, and the Oakland Unified School District should assess the use of City and school-owned parcels for use as civic, institutional, or recreational facilities.

Monitoring Responsibility D.7-1g: City of Oakland, Life Enrichment Agency, Office of Parks and Recreation; Community and Economic Development Agency, Real Estate Division; Oakland Unified School District

Monitoring Timeframe D.7-1g: Ongoing

Mitigation Measure D.7-1h: Support state and federal legislation to promote affordable, safe, high-quality child care, including children with special needs.

Monitoring Responsibility D.7-1h: City of Oakland, Human Services Agency; Office of the Mayor

Monitoring Timeframe D.7-1h: Ongoing

Mitigation Measure D.7-1i: The District should develop, in cooperation and coordination with the City, a Master Facilities Plan, which shall be periodically updated. The Plan shall provide a comprehensive view of the District's current a nd projected facilities, alternatives to reduce overcrowding (including without limitation the alternatives outlined in Mitigation measure D.7-1a), and financing options (including without limitation the alternatives outlined in Mitigation Measure D.7-1a).

After the approval of the Master Facilities Plan, the City and District shall enter into an MOU that shall establish a continuing procedure for coordinating residential and commercial development and exploring the imposition of mutually agreed upon reasonable and feasible mitigation measures to reduce the impacts on school facilities.

Monitoring Responsibility D.7-1i: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division; Oakland Unified School District

Monitoring Timeframe D.7-1i: Master Facilities Plan completed; currently being revised

Mitigation Measure D.8-1: In reviewing major land use or policy decisions, consider the availability of police and fire protection services, park and recreation services, schools, and library services in the affected areas, as well as the impact of the project on current service levels.

Monitoring Responsibility D.8-1: City of Oakland, Community and Economic Development Agency, Planning and Zoning Division; Police Department; Fire Department; Oakland Unified School District; Life Enrichment Agency, Parks and Recreation, and Library Divisions.

Monitoring Timeframe D.8-1: Ongoing

XV. TRANSPORTATION/TRAFFIC

Mitigation Measure B.1: Implement roadway improvements and transit improvements to reduce congestion on arterial roadways.

Monitoring Responsibility B.1: City of Oakland, Public Works Agency, Transportation Services Division; BART, AC Transit

Monitoring Timeframe B.1: Ongoing

Mitigation Measure B.3: Increase the cycle length to 120 seconds resulting in a LOS level D at the intersection of 12th and Brush Street.

Monitoring Responsibility B.3: City of Oakland, Public Works Agency Transportation Services Division

Monitoring Timeframe B.3: December 2006 (estimate)

Mitigation Measure B.4: (a) Installation of traffic signal at the intersection of 66th Avenue and I-880 southbound ramps and re-stripe the lanes of the southbound off-ramp; (b) Installation of traffic signal at the intersection of 66th /Avenue and I-880 northbound ramps; (c) Installation of traffic signal at the intersection of 66th Avenue and Oakport Street and widen Oakport Street; and (d) Widen the northbound approach at High Street and Coliseum Way.

Monitoring Responsibility B.4 City of Oakland, Public Works Agency, Transportation Services Division; Caltrans

Monitoring imeframe B.4: As resources become available

XVI. UTILITIES AND SERVICE SYSTEMS

Mitigation Measure D.1-2: Review major new development proposals to determine projected water (including potential recycled water use), wastewater, and storm drainage loads compared with available water, recycled water, sewer, and storm drain capacity. Where appropriate, determine appropriate capital improvement requirements, fiscal impacts, and funding sources prior to project approval.

Monitoring Responsibility D.1-2 East Bay Municipal Utility District and the City of Oakland Public Works Agency

Monitoring Timeframe D.1-2: Ongoing

Mitigation Measure D.2-2: Review major new development proposals to determine projected water (including potential recycled water use), wastewater, and storm drainage loads compared with available water, recycled water, sewer, and storm drain capacity. Where appropriate, determine appropriate capital improvement requirements, fiscal impacts, and funding sources prior to project approval.

Monitoring Responsibility D.2-2: East Bay Municipal Utility District and the City of Oakland, Public Works Agency

Monitoring TimeframeD.2-2: Ongoing

Mitigation Measure D.3-2a: Review major new development proposals to determine projected water (including potential recycled water use), wastewater, and storm drainage loads compared with available water, recycled water, sewer, and storm drain capacity. Where appropriate, determine appropriate capital improvement requirements, fiscal impacts, and funding sources prior to project approval.

Monitoring Responsibility D.3-2a: East Bay Municipal Utility District and the City of Oakland, Public Works Agency

Monitoring Timeframe D.3-2a: Ongoing

Mitigation Measure D.3-2b: Require major new development to include a combination of on-site and off-site drainage improvements to ensure that such projects do not create downstream erosion or flood hazards, or adversely impact the City's abilit y to manage stormwater runoff.

Monitoring Responsibility D.3-2b: City of Oakland, Public Works Agency

Monitoring imeframe D.3-2b: Prior to the approval of grading and/or building plans

Mitigation Measure D.4-1a: Continue to implement programs that reduce the amount of solid waste generated in the City by encouraging recycling, composting, and other activities consistent with the City's Source R eduction and Recycling Element.

Monitoring Responsibility D.4-1a: City of Oakland, Environmental Services

Monitoring Timeframe D.4-1a: Ongoing

Mitigation Measure D.4-1b: Support solid waste collection, recycling, and disposal rates that are sufficient to cover the cost of adequate, efficient service delivery.

Monitoring Responsibility D.4-1b: City of Oakland, Environmental Services and Alameda Waste Management

Monitoring Timeframe D.4-1b: Ongoing

Mitigation Measure D.4-1c: Establish guidelines and incentives for the recycling of construction and demolition debris and the use of recycled concrete and other recycled projects in the construction of new buildings, roads, and infrastructure.

Monitoring Responsibility D.4-1c: City of Oakland, Public Works Agency, Environmental Services

Monitoring Timeframe D.4-1c: December 2002