

## 4. LAND INVENTORY

---

### A. 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 Need Allocation (RHNA).

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 City's approach to identifying suitable sites involved two distinct exercises. First, the City looked at sites where there was a specific housing development identified for that site, and therefore it was possible to identify a specific number of housing units and the income level to which those units were targeted. Within this tier, there were three groups – projects already constructed, projects under construction or with planning approvals in place, and projects in predevelopment where a specific number of units had been proposed but had not yet been approved. Second, while the sites in the first tier included sufficient units to meet the entire RHNA need, because most of these sites were for market-rate development, the City chose to identify additional sites sufficient to accommodate the need for very low, low and moderate income units. As a result, there is a second tier ("opportunity sites") consisting of vacant and underutilized sites suitable for multifamily development that could accommodate affordable housing units.

### 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.

State law (Government Code Section 65583.2(3)(B)(iv)) now declares 30 dwelling units to an acre is a sufficient density for a site to be "appropriate" 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.

## Projected Housing Need

For the 2007-2014 planning period, the Association of Bay Area Governments (ABAG) adopted a revised methodology for calculating the Regional Housing Needs Allocation (RHNA). In the current RHNA, ABAG sought to encourage higher density transit oriented development in order to conform with current efforts to promote sustainable development patterns and reduce urban sprawl. The new RHNA methodology gave extra weight to transit oriented job and housing growth. The result was to increase the proportion of the region's housing accounted for by three core cities—San Jose, San Francisco and Oakland—to 38% of the region's total need. As a result, Oakland's RHNA increased from 7,733 for the last planning period (1999 to 2006) to 14,629 (Oakland's RHNA for 2007-2014).

Additionally, the law requires that the RHNA not only provide guidance on the number of total units produced by a jurisdiction, but specifically allocations for affordable housing. The allocations are broken out by very low-, low-, moderate- and above moderate-income populations. A major change in the 2007-2014 RHNA for the Bay Area is that for the first time the methodology provides a significant adjustment to comply with State mandate to take into consideration existing concentrations of very low- and low-income populations. As a result, jurisdictions with high concentrations of very low- and low-income populations (relative to the regional average proportions) were assigned lower percentages of very low- and low-income need than the regional average, while jurisdictions with low concentrations were assigned higher percentages than the regional average. The result for Oakland was a significant reduction in the percentage of units assigned to the very low- and low-income categories.

Despite the fact that the percentage of need allocated to very low-income and low-income has decreased, because the total number of units required has increased, the total need for very low- and low-income combined has increased by nearly 1,000 units. However, the allocation between very low income and low income has shifted such that the required number of very low income units has fallen from 2,238 in the prior period to 1,900 in the current period, while the required number of low income units has increased from 969 in the prior period to 2,098 in the current period.

State Housing Element law also requires that the City project the need for extremely low income households (at or below 30% of area median income). The City has assumed that half of the very low income need is for extremely low income families, yielding an estimated need of 950 units.

In summary, the RHNA requires the City to plan to accommodate 14,629 housing units between January 2007 and June 2014, of which 950 should be for extremely low-income households, 950 should be affordable to very low-income households, 2,098 to low-income households, 3,142 to moderate-income households, and 7,489 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. See Table 4-1 illustrating this breakdown.

The income limits under Federal and State housing programs for Oakland, California for 2009 for a four-person household is as follows<sup>26</sup>:

- Extremely Low Income (up to 30% Area Median Income) = \$26,800
- Very Low Income (up to 50% of the Area Median Income) = \$44,650
- Low Income (80% of the Area Median Income) = \$66,250
- Area Median Income = \$89,300
- Moderate Income (120% of the Area Median Income) = \$107,150

**Table 4-1**  
**Regional Housing Needs Assessment for the City of Oakland**  
**Housing Element Planning Period: 2007-2014**

	Total Units	Units by Affordability Category				
		Extremely Low-Income <sup>1</sup>	Very Low-Income <sup>1</sup>	Low-Income	Moderate-Income	Above Moderate-Income
<b>Oakland's Regional Housing Needs Allocation (RHNA) (as per ABAG Memo dated 5/5/08)<sup>2</sup></b>	14,629	950	950	2,098	3,142	7,489

<sup>1</sup>: Extremely Low-Income and Very Low-Income unit counts add to RHNA total of 1,900 for Very Low-Income. The City has estimated future housing need for extremely low income households as 50% of the overall RHNA need for very low income households.

<sup>2</sup>: See publication by the Association of Bay Area Governments "San Francisco Bay Area Housing Needs Plan 2007-2014" at the following website: <http://www.abag.ca.gov/planning/pdfs/SFHousingNeedsPlan.pdf>

## Housing Element Methodology

The City's analysis divides sites into four groups.

- Group 1: Housing Developments Recently Completed or Under Construction
- Group 2: Housing Developments with Planning Approvals
- Group 3: Sites with Housing Projects Planned
- Group 4: Additional Housing Opportunity Sites

<sup>26</sup> See Tables 3-7 and 3-8. The entire chart is available online at the City of Oakland website: <http://www.oaklandnet.com/government/hcd/policy/limits.html#income>

### **Group 1**

The first group consists of sites on which projects have been constructed since January 2007, or on which units were under construction as of August 2008. Approximately 800 units of additional housing in high-profile projects such as Broadway Grand were completed during the planning period, but had building permits issued BEFORE January 1, 2007. As a result, these sites were not counted as part of this Housing Element, but rather are considered to be accomplishments during the previous Housing Element cycle, as recommended by the State.

For sites included in group one, the number and affordability is clearly identifiable since an actual project exists. 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 approved development proposals. 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). Group 2 also includes affordable housing projects that have received development funding commitments from the City and or Redevelopment Agency and thus have a specific number of affordable units identified.

### **Group 3**

Group 3 contains sites on which projects are planned but do not yet have secured planning approvals. This includes projects which have started pre-application discussions with the City, and projects that had applications under review as of August 2008. Group 3 also includes development sites that were acquired by nonprofit developers with funding provided by the Redevelopment Agency under an Affordable Housing Site Acquisition program. 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 4**

The fourth 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.

#### *Estimate of Maximum Possible Density*

In determining the residential development potential of a site with no current specific development proposal (Group 4), 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 4-2 are based only on the more conservative assumptions regarding density, and yield a range of 8,672-10,759 units. If the Group 4 opportunity sites were to be developed at the maximum allowable density under the General Plan, they could accommodate approximately 20,000 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. 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. From January 2007 to August 2008, development on these sites yielded approximately 157 single-family homes in the moderate and above moderate income categories. These units are not counted with the totals on Tables 4-4 and 4-5. Applying this rate over the next five years would yield an additional 750 units.

### **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 four groups discussed in the remainder of this chapter, and the detailed tables that are found in Appendix C. Units Constructed, Approved and Planned

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 been developed since January 1, 2007, and have new market-rate and affordable housing in place. Other sites are the subject of active housing projects in various stages of the approval or planning process.

### **Group 1: Units Constructed/Underway**

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

January 2007 and August 2008, a total of 1,134 new housing units had been constructed or were under construction (including 440 affordable units).<sup>27</sup> Those units are noted as “units constructed 1/1/07 to 6/30/08 (permits issued after 1/1/07).”

To be consistent with State requirements, the City included in this group only those sites where building permits were issued after January 2007. There were many other residential projects completed or under construction between January 2007 and August 2008, but because their building permits were issued prior to January 2007, those developments were not counted as sites for the current planning period.

### **Group 2: Units Approved**

Again, between 2007 and August 2008, there were also 5,005 units that had received planning approvals but had not yet started construction (including 563 affordable units). Those units are noted as “units receiving planning approvals.”

### **Group 3: Units Planned**

Additionally, there are 7,070 units planned and are noted as “units planned” (including 48 affordable units). Affordable housing units approved or planned have either preliminary funding commitments or site acquisition assistance from the City. Table 4-1 summarizes housing production for the City of Oakland.

**Based on these three stages of housing unit development, the City has already identified enough units, in specific projects that have been built, approved or proposed, to accommodate nearly all the units required to meet is Regional Housing Needs Allocation. However, because many of these sites were developed or are proposed as market rate projects, the City has also identified “opportunity sites” which are suitable for development of multifamily projects that could accommodate very low, low and moderate income housing as well as additional market-rate units.**

### **Group 4: Additional Capacity on Opportunity Sites**

The City has identified available “housing opportunity sites” capable of accommodating approximately 8,670 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, low and moderate 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. As indicated in Table C-9, a majority of these opportunity sites have a density of at least thirty dwelling units per acre.<sup>28</sup> Most are zoned at more than 50 units per acre, a density that would allow the development of extremely low-income housing if the subsidies are available.

---

<sup>27</sup> All 1,128 housing units received building permits after 1/1/07. Planning permits were issued prior to 1/1/07. This total does not include single-family housing built or under construction on small in-fill lots.

<sup>28</sup> As per AB 2348 (Mullin), Chapter 724, Statutes of 2004, this California law recognized that thirty dwelling units per acre in metropolitan jurisdictions is sufficient to accommodate affordable housing. This is typically referred to as the “Mullin Densities.” While local governments are not compelled to zone at these densities, HCD must accept them as appropriate when evaluating a jurisdiction’s housing element to determine whether the jurisdiction has identified sufficient sites to accommodate its share of the regional housing need (<http://www.hcd.ca.gov/hpd/hrc/plan/he/ab2348stat04ch724.pdf>).

## Total Capacity to Meet RHNA

In combination with the first tier of sites (those with housing completed or under construction and those with specific projects approved or planned), the City has identified sites capable of accommodating a total of approximately 21,880 units.

**In sum, the City has identified sufficient sites that can accommodate its housing needs allocation and specifically addressing the needs for affordable housing development.**

Appendix C, Tables C-1 through C-4 itemize housing units completed and under construction from January 2007 to August 2008; Tables C-5 through C-8 list projects approved and planned as of August-2008. The sub-total of these units, subtracted from the total Regional Housing Needs Allocation, indicates that there is a surplus of total required housing units though there are deficits in the provision of affordable units. Appendix C, table C-9 itemizes the opportunity sites sufficient to address the affordable housing unit need. 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.

**Table 4-2  
Actual Housing Production, 2007 to mid-2008 and Balance of Units to be Provided**

	Total Units	Units by Affordability Category				
		Extremely Low Income	Very Low Income	Low Income	Moderate Income	Above Moderate Income
<b>Oakland's Regional Housing Needs Allocation (RHNA-as per ABAG Memo dated 5/5/08)</b>	<b>14,629</b>	<b>950</b>	<b>950</b>	<b>2,098</b>	<b>3,142</b>	<b>7,489</b>
<b>Group 1: Units Constructed 1/1/07 to 6/30/08 (Permits Issued after 1/1/07)</b>	-					
C-1: Publicly Subsidized Affordable Housing-complete	14			8	6	
C-2: Private Sector Market Rate (includes private sector affordable units)-complete	101		3		25	73
C-3: Publicly Subsidized Affordable-under construction	426	54	243	123		6
C-4: Private Sector Market Rate (includes private sector affordable units)-under construction	593		2	56	34	501
<b>Group 1 Subtotal</b>	<b>1,134</b>	<b>54</b>	<b>248</b>	<b>187</b>	<b>65</b>	<b>580</b>
<b>Group 2: Units Receiving Planning Approvals</b>	-					
C-5: Private Sector Market Rate units-approved	4,442					4,442
C-6: Publicly Subsidized Affordable-funded and in pre-development	563	57	187	226	80	13
<b>Group 2 Subtotal</b>	<b>5,005</b>	<b>57</b>	<b>187</b>	<b>226</b>	<b>80</b>	<b>4,455</b>
<b>Group 3: Units Planned</b>	-					
C-7: Publicly Subsidized Affordable-site acquisition	48			48		
C-8: Private Sector Market Rate--in planning pre-development <sup>1</sup>	7,022					7,022
<b>Group 3 Subtotal</b>	<b>7,070</b>			<b>48</b>		<b>7,022</b>
<b>Total Units C-1 to C-8 (completed, under construction, approved, pre-development):</b>	<b>13,209</b>	<b>111</b>	<b>435</b>	<b>461</b>	<b>145</b>	<b>12,057</b>
<b>Total Sites Needed Given RHNA Requirement -- Surplus/(Deficit):</b>	<b>(1,420)</b>	<b>(839)</b>	<b>(515)</b>	<b>(1,637)</b>	<b>(2,997)</b>	<b>4,568</b>
<b>Sites Needed to comply with Affordable Requirements -- Surplus/(Deficit):</b>	<b>(5,998)</b>					
C-9: Opportunity Sites <sup>2</sup> (Units with > 30 dua)	8,672					
C-9: Opportunity Sites (Units with < 30 dua)	191					

<sup>1</sup> Some of these 7,022 units will be affordable (due to their location in Redevelopment Areas, etc.).

<sup>2</sup> As per AB 2348 (Mullin), Chapter 724, Statutes of 2004, this California law recognized that 30 dwelling units per acre in metropolitan jurisdictions is sufficient to accommodate housing for very low- and low-income populations. This is typically referred to as the "Mullin Densities." While local governments are not compelled to zone at these densities, HCD must accept them as appropriate when evaluating a jurisdiction's housing element to determine whether the jurisdiction has identified sufficient sites to accommodate its share of the regional housing need. (<http://www.hcd.ca.gov/hpd/hrc/plan/he/ab2348stat04ch724.pdf>)

**Table 4-3**  
**Site Groups in Narrative and Site Inventory Tables in Appendix C**

Site Group in Narrative (Chapter 4)	Appendix C Tables	Data Source/Assumptions
<b>Group 1: Completed or under construction</b>	<p>Table C-1 (completed affordable projects) Table C-3 (affordable under construction)</p> <p>Table C-2 (completed market-rate projects) Table C-4 (market-rate projects under construction)</p>	<p>Affordable housing projects under construction or completed between January 2007 and August-2008. Affordability levels based on regulatory restrictions recorded by the City and/or Redevelopment Agency</p> <p>Market-rate projects, primarily multi-family, under construction or completed between January 2007 and August 2008. Affordability levels determined based on actual rents/sales prices.<sup>1</sup></p>

<sup>1</sup>Excludes projects completed in 2007 and 2008 that received permits prior to 1/1/07.

Site Group in Narrative (Chapter 4)	Appendix C Tables	Data Source/Assumptions
<p><b>Group 2: Approved</b></p>	<p>Table C-5 (market-rate projects with planning approvals)</p> <p>Table C-6 (affordable projects with an allocation of City funding)</p>	<p>Includes projects with planning approvals Number of units based on number approved for market-rate projects and number funded for affordable housing projects.</p> <p>Sites for market-rate projects are based on major projects that have received planning approvals. Affordability estimated based on projected rents/sales prices; most are above moderate income. Some of these market rate rentals may have rents affordable to “moderate” income households.</p> <p>Sites for affordable units are City-assisted projects that have financial assistance for site acquisition or have development subsidy commitments from City. Affordability based on developer’s proposal and City requirements tied to affordable housing funding.</p>

Site Group in Narrative (Chapter 4)	Appendix C Tables	Data Source/Assumptions
<p><b>Group 3: Planned</b></p>	<p>Table C-7 (affordable projects that used Redevelopment funds for site acquisition).</p> <p>Table C-8 (market-rate projects in predevelopment)</p>	<p>Includes planned projects: major projects that have applied for approvals, have submitted predevelopment applications or are under discussion and expected to apply. Also includes sites acquired with financing from Redevelopment Agency affordable housing funds and subject to affordability controls.</p> <p>Affordability based on restrictions and estimates by developer and City.</p> <p>Affordability estimated based on projected rents/sales prices; most are above moderate income. Some of these market rate rentals may have rents affordable to “moderate” income households.</p>
<p><b>Group 4: Opportunity Sites</b></p>	<p>Table C-9 (lists of potential sites for affordable and market rate).</p>	<p>Site identified by City site inventories in the downtown, in redevelopment areas on corridors, and near rapid transit stations.</p> <p>Most sites are vacant. Some involve “under-utilized parcels” where the value of the existing improvements is substantially less than the value of the land.</p> <p>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.</p>

## B. SUMMARY OF AVAILABLE LAND

### Oakland's Ability to Accommodate the ABAG Housing Allocation

Oakland contains more than enough suitable land which is zoned at higher densities to meet the City's regional housing needs allocation (RHNA) target of 14,629. An overall summary is provided in Table 4-3.

The City has identified 25 sites on which housing has been built since January 2007 or is currently under construction. These sites contain 1,134 units, or approximately nine 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. Using conservative estimates, as explained below, the total capacity of these sites is approximately 12,075 units, consisting of the potential on sites with housing projects approved (5,005) and planned (7,070 units). There is potential for additional 8,672 to 10,759 units on housing opportunity sites. **Total identified housing unit potential is more than twice as large as 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.

Funding commitments identified for housing projects approved and planned indicate that a small share of the funding required to meet affordable needs is already in place. The sum of affordable units already identified for low-income households represents about 25 percent of the balance of housing unit need identified for lower-income households (426 units funded compared to 1,672 units needed). The number of units planned in the above moderate-income groups more than exceeds the need for additional housing for that group (about 7,022 units planned compared to 4,568 units needed). The need for above-moderate-income housing is likely to be fully met by identified planned projects. The needs for very low-income, low-income and moderate-income housing could require additional funding and additional development beyond that already in process as of August 2008.

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

### Numbers of Sites, Housing Projects, and Housing Units

The pace of housing development in Oakland, during the first 18 months of the 2007-2014 planning period for this Housing Element (starting January 1, 2007), slowed from the construction during the 2004 Housing Element. A total of 1,134 additional housing units have been completed or are currently under construction 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 August 1, 2008)**

	Housing Sites/Projects	Additional Housing Units
Completed since January 1, 2007	6	115
Under construction	19	1,019
Total	25	1,134

Source: City of Oakland, 2008.

Table 4-4 shows the 115 units of housing, both market rate and affordable, which had a building permit issued, was fully built, and which passed final inspection in the first 18 months of the planning period (January 1, 2007 to August 1, 2008). One such development offering affordable units to low and to moderate income residents was the Mandela Gateway Townhomes, with 14 units for sale in West Oakland. Another project completed during the planning period is the first 25 units of the West Oakland development called Wood Street—Zephyr Gate, built by national homebuilder Pulte Homes.

Approximately 800 units of additional housing in high-profile projects such as Broadway Grand, which were completed during the planning period, but which had building permits issued BEFORE January 1, 2007, were not counted as part of this Housing Element, but rather, considered part of the previous Housing Element, under advisement from staff at HCD.

Table 4-4 also includes 1,019 units of rental and owner occupied housing which is under construction during the planning period. This new housing, both market rate and affordable, includes: the Cathedral Building, a restoration of a 1914 landmark in downtown Oakland to include 18 units; 100 Grand, a 22-story rental building at the intersection of Broadway and Grand Avenue; the Altenheim, a restoration of a 19<sup>th</sup> Century retirement home into 80 affordable units of senior housing; and Fox Courts, 80 units of new affordable housing built as an addition to the historic Fox Theater in downtown. All of this housing was entitled after January 1, 2007, and may therefore be credited against the 2007-2014 RHNA.

## Characteristics of Housing Completed or Under Construction

The housing projects built in the last 18 months 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 4-4 and 4-5. Table 4-4 summarizes the housing projects, and Table 4-5 summarizes the housing units in those projects.

**Construction Type.** Most of the housing being developed is new construction, although there are a few adaptive reuse projects where formerly industrial and retail buildings are being converted to residential use, most notably the Cathedral Building, a historic 1914 structure being turned into office and residential condos.

**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. Seven (7) of the 25 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. Two of the 12 private-sector projects are estimated to include some affordable housing units.

Overall, 48 percent of housing developments (12 of 25 buildings) completed or under construction between 1/1/07 and 7/31/08 include housing units affordable to very low-, low-, and/or moderate-income households. On a housing unit basis, 548 units of the total 1,134 units (49 percent) of the new housing units in these projects are affordable to households in the very low-, low-, and moderate-income categories.<sup>29</sup>

**Special Use.** The housing projects include housing built specifically for seniors, people with disabilities, those with HIV/AIDS, and persons with Alzheimer's disease. Five (5) of the housing projects have housing to meet the needs of one or more of these special groups. 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 units already completed and currently under construction in Oakland are in multifamily housing developments (91 percent), although there are 157 single-family housing units (attached and detached) being built, as well, but the densities are less than 20 units to the acre, and these houses do not show in the analysis below or on Tables 4-3 and 4-4.

Densities for new multifamily housing projects range from about 26 to 62 units per acre outside of the downtown area, and from 91 to 196 units per acre for wood-frame construction in downtown, and up to 350 units per acre for higher-rise developments downtown, specifically, the condominiums at 100 Grand. Overall, the new affordable multifamily developments are in the range of 91 units per acre, while the new private-sector projects include proportionally more higher-density developments, of construction types that are more costly to build. Of the 1,134 housing units added in projects recently completed and under construction, nine percent are in single-family developments with densities under 20 units per acre, 28 percent are in projects with densities from 20 to 39 units per acre, two percent are in developments built at densities between 40 and 64 units per acre, and about 24 percent are in projects developed at 90 units per acre and above.<sup>30</sup>

---

<sup>29</sup> 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.

<sup>30</sup> All of the densities presented herein refer to units per net acre of land or site area, exclusive of streets. As shown on Table 4-4, 456 units of housing (or 46% of the total) were not identified for density, for lack of documentation.

**Location.** Seven of the housing projects and 537 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, conversions of commercial buildings, and on land behind the landmark Fox Theater. The housing being developed downtown is in mixed-use areas with good transit accessibility, and includes the highest-density developments in Oakland.

Eighteen of the housing developments and 624 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, units at the new Wood Street developments in West Oakland are being built by national and non-profit affordable developers, on formerly under-used industrial land. Affordable housing in North Oakland includes townhouses and land sold for development by the Oakland Redevelopment Agency.

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

		Completed Projects 1/1/07–8/1/08	Under Construction as of 8/1/08	Total
Number of Sites/Projects		6	19	25
Type	Multifamily	6	19	25
	Single-family <sup>3</sup>	--	--	157
Tenure	Rental	0	7	7
	Ownership	6	12	18
Construction	New construction	3	17	20
	Rehabilitation	2	0	2
	Adaptive reuse	1	2	3
Special Use	Seniors	0	3	3
	People with Disabilities	0	0	0
	HIV/AIDS	0	0	0
	Other (Family)	0	4	4
Location	Downtown Oakland	1	6	7
	Central and East Oakland <sup>2</sup>	0	4	4
	West Oakland/North Oakland	4	7	11
	Hills areas	1	2	3
Density <sup>1</sup>	<20 du/acre	--	--	--
	20-39 du/acre	--	5	5
	40-64 du/acre	2	--	2
	65-89 du/acre	--	--	--
	90-149 du/acre	1	3	4
	150-199 du/acre	--	1	1
	200+ du/acre	--	2	2
	N/A	3	8	11

Sources: City of Oakland, 2008.

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.

<sup>1</sup>Density expressed as units per net acre of site area, exclusive of streets.

<sup>2</sup>Including the San Antonio, Fruitvale, Central East Oakland, and Elmhurst districts.

<sup>3</sup>Totals for single-family home construction are *not* counted in the total number of sites/projects.

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

		Completed Projects 1/1/07-8/1/08	Under Construction as of 8/1/08	Total
Number of Housing Units <sup>4</sup>		115	1,019	1,134
Affordability <sup>1</sup>	Very low-income	3	328	331
	Low-income	8	144	152
	Moderate-income	31	34	65
	Above-moderate-income	73	507	580
	With long-term affordability restrictions	14	546	560
Location	Downtown Oakland	24	513	537
	Central and East Oakland <sup>3</sup>	0	173	173
	West Oakland/North Oakland	79	246	325
	Hills areas	12	81	93
Density <sup>2</sup>	<20 du/acre	--		--
	20-39 du/acre	--	356	356
	40-64 du/acre	20	--	20
	65-89 du/acre	--	--	--
	90-149 du/acre	24	209	233
	150-199 du/acre	--	45	45
	200+	--	18	18
	N/A	71	385	456

Sources: City of Oakland, 2008.

N/A = Not Available.

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

<sup>1</sup>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.

<sup>2</sup>Density expressed as units per net acre of site area, exclusive of streets.

<sup>3</sup>Including the San Antonio, Fruitvale, Central East Oakland, and Elmhurst districts.

<sup>4</sup>This total does *not* include the 157 units of new single family home construction itemized in Table 4-4.

## D. GROUP 2: HOUSING PROJECT SITES WITH PLANNING APPROVALS

### Numbers of Sites, Housing Projects, and Housing Units

There are 98 sites with planning approvals, as of August 1, 2008. These projects include 5,005 additional housing units for Oakland. The projects fall into the following two categories:

- private sector projects with all necessary land use entitlements (approved projects)
- affordable projects with City or Redevelopment Agency financing commitments that are in the predevelopment phase; units are subject to affordability controls

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

**Table 4-7**  
**Summary Totals of Housing Units with Planning Approvals**

	Housing Sites/Projects	Additional Housing Units
	(as of 8/1/08)	(as of 8/1/08)
Private Sector Approved Projects	82	4,442
Funded Affordable Projects with Approvals	16	563
Total	98	5,005

Sources: City of Oakland.

As of August 1, 2008, Oakland completed or was constructing 1,134 units, and had 5,005 units with planning approvals. Large market-rate projects approved include 1640 Broadway that includes 254 market-rate units and the Wood Street Apartments, three projects totaling 431 market-rate units. Approved affordable housing developments serve special needs populations such as seniors and families. Approved senior housing developments include Hills Elmherst Plaza Senior Housing with 64 units, Harrison Senior Housing with 74 units, and Saint Joseph's Senior Housing with 78 units. Large approved family housing developments include 720 E. 11<sup>th</sup> Street that includes 55 units of family housing. Additionally, various affordable ownership projects were also approved during the study period.

The status of sites and housing projects in each of the two categories of approved projects are described below. The inventory of all sites with planning approvals is provided in Appendix C (see Tables C-5 through C-6).

**Private Sector Approved Projects.** There are 82 projects with 4,442 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 above-moderate-incomes, as determined by the market. Some of these will be market rate rental apartments

that will be affordable to moderate income households. The list of approved projects does not include affordable projects with City or other public sector assistance.

**Affordable Projects with Planning Approvals.** Sixteen (16) projects with 563 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. Nearly all of the 563 units in this category will be affordable to very low- and low-income households, and will have long-term restrictions on affordability and occupancy.<sup>31</sup>

## Characteristics of Housing with Planning Approvals

The characteristics of housing on sites with planning approvals 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 approved projects include both rental and for-sale housing. There are projects with housing for seniors and larger affordable units for families. The project densities include a 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 live/work units, detached single-family homes and townhome projects.

About half of the approved housing projects are located in the North and West Oakland area. Approximately 30% are located in the Downtown area and 20% are located in East Oakland.

---

<sup>31</sup> Details about the affordable housing projects referenced in this paragraph are provided as part of the site inventory in Appendix C

**Table 4-8  
Approved Housing Projects (Sites)**

		Private Sector Approved Projects	Funded Affordable Projects in Pre-development	Total Projects
Number of Sites/Projects		82	16	98
Tenure	Rental	0	8	8
	Ownership	16	8	24
	NA	69	0	69
Special Use	Seniors	0	3	3
	People with Disabilities	N/A	N/A	N/A
Location	Downtown Oakland	25	1	26
	East Oakland <sup>2</sup>	18	11	29
	West Oakland/ North Oakland	39	1	40
	Hills areas	0	2	2
Density <sup>1</sup>	<20 du/acre	2	N/A	2
	20-39 du/acre	8	N/A	8
	40-64 du/acre	16	N/A	16
	65-89 du/acre	10	N/A	10
	90-149 du/acre	17	N/A	17
	150-199 du/acre	2	N/A	2
	200+ du/acre	11	1	12
	NA	19	15	34

Source: City of Oakland, 2008  
N/A = Not Available

NOTE: Data summarized above is as of 8/1/08, and are summarized from the site inventory in Appendix C.

Most of the projects represent development on infill sites and the redevelopment of vacant and underutilized properties. In addition to the affordable development projects described in the paragraph under Table 4-7, the Arcadia Park development offers 366 market-rate detached single-family homes and attached townhomes in east Oakland.

The 563 units of approved affordable housing are distributed somewhat evenly throughout the City's flatlands. The affordable unit breakdown of populations served by this affordable housing is: 50% for senior citizens, 38% for families, 14% for ownership housing and 0.01% for special needs population.

**Table 4-9  
Characteristics of Approved Projects (Units)**

		Approved Projects	Funded Affordable Projects in Pre-development	Total Units
Number of Housing Units		4,442	563	5,005
Affordability <sup>1</sup>	Very low-income	--	244	244
	Low-income	--	226	226
	Moderate-income	--	80	80
	Above-moderate income	4,442	13	4,334
	With long-term affordability restrictions	--	711	711
Location	Downtown Oakland	1,518	75	1,593
	East Oakland <sup>3</sup>	790	429	1,219
	W. Oakland/N. Oakland	2,112	3	2,115
	Hills areas	22	57	79
Density <sup>2</sup>	<20 du/acre	23	--	23
	20-39 du/acre	135	--	135
	40-64 du/acre	779	--	779
	65-89 du/acre	477	--	477
	90-149 du/acre	803	--	803
	150-199 du/acre	138	--	138
	200+ du/acre	856	74	1,300
	N/A	1,243	489	1,732

Source: City of Oakland, 2008.

N/A = Not Available

NOTE: Data summarized above is as of 8/1/08, and are summarized from the site inventory in Appendix C.

<sup>1</sup>The approved projects are anticipated to include units affordable to moderate-income households as determined by the market.

<sup>2</sup>Density expressed as units per net acre of site area, exclusive of streets.

<sup>3</sup>Including the San Antonio, Fruitvale, Central East Oakland, and Elmhurst districts

## **E. GROUP 3: SITES WITH HOUSING PROJECTS PLANNED**

### **Numbers of Sites, Housing Projects, and Housing Units**

There are 52 sites with planned housing developments, as of August 1, 2008. These projects include 7,070 additional housing units for Oakland. The projects fall into the following two categories:

- proposed affordable projects on sites acquired with financing from the Redevelopment Agency, and subject to affordability controls
- planned private sector projects

Details regarding these sites are contained in Table 4-10.

**Table 4-10**  
**Summary Totals of Planned Housing Units**

	<b>Housing Sites/Projects</b>	<b>Additional Housing Units</b>
	<b>(as of 8/1/08)</b>	<b>(as of 8/1/08)</b>
Affordable Projects with Site Acquisition Loans	5	48
Proposed Private Sector Projects Planned	47	7,022
<b>Total</b>	<b>52</b>	<b>7,070</b>

Sources: City of Oakland.

Although planned projects represent a significant amount of additional units for Oakland, development of all or most of the sites with the planned housing projects would fall short of meeting Oakland's allocation of regional housing needs (RHNA). As of August 1, 2008, Oakland completed or was constructing 1,134 units, approved 5,005 units and planned 7,070 units. With a RHNA of 14,629 units, the combined units completed, under construction, approved and planned fell short by 1,420 units in meeting the need for market-rate housing during the study period. The City also fell short by 5,998 units in meeting its RHNA for affordable housing units. However, this shortfall is more than made up for in opportunity sites.

The status of sites and housing projects planned are described below. The inventory of all planned sites is provided in Appendix C (see Tables C-7 and C-8).

**Affordable Projects with Site Acquisition Loans.** There are five (5) proposed affordable housing developments that have land acquired using financial assistance from the City's Site Acquisition Program. The program was designed to assist developers with land banking for affordable housing. Tentative unit counts total 48 additional housing units on these sites. All of the units will be required to be available to low-income households (up to 80% of area median income).

**Proposed Private Sector Housing Projects Planned.** There are 47 other projects in various stages of the planning process. Some are close to receiving final planning approvals, others are in environmental review, a few are under negotiation with the Redevelopment Agency, and others are just entering the City's review and approval process. In total, these projects include 7,022 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. For example, the transit villages planned for the Macarthur and Fruitvale BART stations are anticipated to include some affordable units.

## **Characteristics of Planned Housing Development Proposals**

The characteristics of housing on sites with planned projects are summarized in Tables 4-11 and 4-12. Although fewer details are known at this time for planned developments, generally, the characteristics of planned projects are similar to the characteristics for housing recently completed, under construction and approved in Oakland.

The location of the planned projects varies as follows: 15% are located in North Oakland and West Oakland; approximately 35% are located in the Downtown area; and 27% are located in East Oakland. Planned projects also include 1,258 units located in the hill areas.

**Table 4-11  
Planned Housing Projects (Sites)**

		Affordable Projects with Site Acquisition Loans	Planned Private Sector Projects	Total Projects
Number of Sites/Projects		5	47	52
Tenure	Rental	N/A	N/A	N/A
	Ownership	2	1	3
	NA	3	50	53
Special Use	Seniors	N/A	4	4
	People with Disabilities	N/A	N/A	N/A
Location	Downtown Oakland	0	18	18
	East Oakland <sup>2</sup>	0	14	14
	West Oakland/ North Oakland	0	8	8
	Hills areas	5	5	10
Density <sup>1</sup>	<20 du/acre	N/A	N/A	N/A
	20-39 du/acre	N/A	N/A	N/A
	40-64 du/acre	N/A	N/A	N/A
	65-89 du/acre	N/A	N/A	N/A
	90-149 du/acre	N/A	N/A	N/A
	150-199 du/acre	N/A	N/A	N/A
	200+ du/acre	N/A	N/A	N/A
	NA	5	51	56

Source: City of Oakland, 2008  
N/A = Not Available

NOTE: Data summarized above is as of 8/1/08, and are summarized from the site inventory in Appendix C.

Most of the projects represent development on infill sites and the redevelopment of vacant and underutilized properties. The Gateway project includes the development of a residential and commercial mixed use master planned community in close proximity to the Fruitvale BART Station. A total of 810 residential units are proposed on property that is currently vacant, underutilized, such

**CITY OF OAKLAND  
HOUSING ELEMENT 2007-2014**

as a self storage facility, or comprised of various low-scale commercial buildings. Uptown parcel 4 includes 370 residential units in the Uptown area of downtown Oakland, an area that was a former commercial area largely used for parking. The Fruitvale Transit Village Phase II is to be sited on a 3.5 acre parking lot at the Fruitvale BART station. This project will include 415 residential units. The Oak Knoll Mixed Use Community Plan is in predevelopment for the 183 acre decommissioned Naval Medical Center Oakland property in the South Hills area of the City. The project includes the development of 960 residential units. The MacArthur BART Transit Village is proposed for the 8.2 acre site surrounding the MacArthur Bart Station to revitalize the underutilized site with 625 residential uses, as well as commercial and community services.

**Table 4-12  
Characteristics of Planned Projects (Units)**

		Affordable Projects with Site Acquisition Loans	Planned Private Sector Projects	Total Units
Number of Housing Units		48	7,022	7,070
Affordability <sup>1</sup>	Very low-income	--	89	89
	Low-income	8	73	81
	Moderate-income	--	14	14
	Above-moderate income	--	1,337	1,337
	With long-term affordability restrictions	8	--	8
Location	Downtown Oakland	--	2,575	2,575
	East Oakland <sup>3</sup>	--	2,475	2,475
	W. Oakland/N. Oakland	48	793	841
	Hills areas	--	1,179	1,179
Density <sup>2</sup>	<20 du/acre	--	--	--
	20-39 du/acre	--	--	--
	40-64 du/acre	--	--	--
	65-89 du/acre	--	--	--
	90-149 du/acre	--	--	--
	150-199 du/acre	--	--	--
	200+ du/acre	--	370	370
N/A	48	7,181	7,229	

Source: City of Oakland, 2008.

N/A = Not Available

NOTE: Data summarized above is as of 8/1/08, and are summarized from the site inventory in Appendix C.

<sup>1</sup>The affordability is not yet known for many of the planned projects. 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. Other planned projects 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.

<sup>2</sup>Density expressed as units per net acre of site area, exclusive of streets.

<sup>3</sup>Including the San Antonio, Fruitvale, Central East Oakland, and Elmhurst districts

## **F. GROUP 4: ADDITIONAL HOUSING OPPORTUNITY SITES**

### **Methodology for Selecting Sites**

The City identified an additional 8,672 units of housing potential on sites that are suitable for housing development within the planning period of this Housing Element (Table C-9 and Figure C-6). The majority of sites are located in and around downtown or along major corridors and are easily accessible to transit, jobs, shopping and services. The methodology for identifying the housing opportunity sites is described below.

1. To identify potential housing opportunity sites, staff evaluated the previously identified housing opportunity sites from the 2004 Housing Element Update. The sites without completed projects or current building permits, approvals or preliminary applications were checked to ensure that they were still zoned for housing. Additionally, the site's current land use was verified using assessor land use coding data, as well as aerial photos to ensure that existing residential units were excluded from the analysis. Viable sites were subsequently re-counted because they still constitute opportunity sites. In addition to researching the site's permit history, these sites were also field checked to ensure the site hadn't been developed. Next, redevelopment staff from each redevelopment area was interviewed for their first-hand knowledge of potential housing opportunity sites.

2. Additional housing opportunity sites were identified based on a search of Assessor Tax Data and a minimum density threshold. A citywide search of 2008 Alameda County property tax records ensued. The assessor data was inventoried for parcels coded as "vacant", "parking lots" or other uses signifying the property was underutilized. The inventory included sites with minimal structural improvements such as used car lots and open storage areas. These sites are characterized as having land values which exceed the value of improvements on the property, and could therefore be redeveloped. Field surveys were also conducted to verify that the parcel was either vacant or underdeveloped.

3. Areas throughout the city that permitted residential uses at 30 units an acre or greater were mapped. In metropolitan jurisdictions such as Oakland, 30 units per acre is sufficient to accommodate affordable housing. In areas mapped with the General Plan designations that allow higher density housing, such as Urban Residential and Neighborhood Center Mixed Use, the development on the sites could achieve a residential density of more than 30 units to the acre upon the granting of an "Interim Conditional Use Permit", which is noted in the Table C-9. Sites that are currently zoned R-60, R-70 and R-80 were also chosen, as well as sites in commercial districts which permit residential densities of more than 30 units per acre (i.e. C-55, or C-40). These areas occur mostly along major corridors and in the downtown, areas planned for high-density and mixed use development by the General Plan. Recent trends in residential development suggest that some residential buildings include ground floor retail, commercial or civic space. Projects completed or under construction in the site inventory that include non-residential uses include Fox Courts which has a child care facility and art space located on ground floor and the Seven Directions which includes 20,115 sq. ft. of clinic space. Therefore, the opportunity sites analysis presumes the likely development assumption that ground floor commercial use and upper story residential use in multi-family buildings.

4. A minimum parcel size of 10,000 square feet was used to further refine potential housing sites. A minimum lot size of 10,000 square feet is usually necessary to support higher density development. Assembled sites also measure larger than 10,000 square feet.

5. All sites were reviewed against State environmental hazards databases: “GeoTracker”, produced by the California State Water Resources Board. When a site was listed on this database, it was noted in the “Environmental Constraints” section of this chapter, below. Specifically noted were sites on the Leaking Underground Fuel Tanks database.

The inventory does not include 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 provided about 157 new units in 2007-2008, 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<sup>32</sup>; 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, approved and planned)

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 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. **Even using a conservative estimate of density, the City identified surplus opportunity sites that provide capacity for housing development that more than meets the City’s unmet housing need.**

## Numbers of Sites and Housing Units

In total, 186 housing opportunity sites meeting the criteria above have been identified, some including several parcels of land combined. The inventory of additional opportunity sites is presented in Appendix C, Table C-9.

The maximum number of housing units allowable on the 186 opportunity sites is very large, totaling approximately 20,000 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 8,672-10,759 units, as summarized in Table 4-13.

---

<sup>32</sup> 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.

**Table 4-13  
Summary Totals of Housing Opportunity Sites**

Number of Housing Opportunity Sites Identified	186 sites
Maximum Allowable Housing Units Under General Plan	19,046units
Likely Number of Housing Units Based on Recent Average Densities of Development	8,672 to 10,759 units

Sources: City of Oakland.

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).

### Characteristics of Housing Opportunity Sites

The additional sites suitable for housing development provide opportunities for developing new multi-family 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 4-10. The inventory of opportunity sites is provided in Appendix C, Table C-9.

**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.

Table C-9 in Appendix C includes thirty sites that are aggregations of mostly vacant parcels with auto-related or other commercial uses on other adjacent parcels. Consolidating parcels is a typical approach to building multi-family projects in Oakland. Based on trends demonstrated in the inventory of completed projects and projects under construction (included in Appendix C Table 1 – Table 4), consolidated parcels resulted in ten projects, some that included assembling parcels from multiple owners. These projects included the Mandela Gateway Homes (14 units), Vue46 (32 units), Wood Street-Zephyr Gate (25 units), Fox Courts (80 units), 9839 & 9849 Macarthur Blvd (10 units), 3860 M L King Jr. Way (34 units), 1000-1020 Apgar (19 units), 4881-4889 Shattuck Ave (10 units), Jackson Courtyard Condominiums (45 units) and 100 Grand (241 units).

Based on these recent development trends, it is reasonable to assume that parcel aggregation will continue to be a prevalent practice. If for some reason parcel aggregation was not possible, the elimination of these thirty sites would not prevent the City from providing adequate sites. City staff analyzed these sites and determined that removing them from consideration would result in a decrease of between 2,257 to 2,918 housing units, which would still leave more opportunity sites than necessary to accommodate the City’s RHNA requirement.

**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 are also a handful of sites in the South Hills and Lower Hills areas.

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 and Lower Hills area.

**Transit Villages.** Potential for about 2,200 - 2,500 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<sup>33</sup>. The City has begun a planning process for new development near the Lake Merritt BART station. The transit village projects are anticipated to include mixed-income housing.

**Transit Corridors.** The identified opportunity sites along the major travel corridors of the City show potential for 5,800 -7,500 additional housing units, with the largest numbers of units identified along Broadway and International and Foothill Boulevards. The new housing along the corridors is anticipated to serve households over a range of incomes. Additional capacity exists along corridors elsewhere in the City, but detailed site analyses have not been conducted in those areas.

**Feasibility of Developing Housing on Commercially Zoned Property.** Opportunity sites identified in table C-9 are located in both residentially and commercially zoned areas. Only 60 out of 186 opportunity sites are zoned exclusively for high density residential uses. The majority of opportunity sites identified in this Housing Element are located along the City's major commercial corridors. However, few projects developed on the commercial corridors are exclusively commercial or civic uses. A more common practice is ground floor commercial space with housing above; the analysis of capacity for the opportunity sites assumed a similar pattern of mixed use development. The City's General Plan, zoning and development guidelines all encourage such mixed use along the commercial corridors. Housing projects located on commercial corridors maximize residents' access to services including retail opportunities, transportation alternatives and civic activities, while reducing the need for automobiles, thus increasing the sustainability of such development. An illustration of this trend are plans for the Broadway-Valdez Area Specific Plan slated for the upper Broadway corridor (see below). Planners are seeking to encourage residential development as a part of the overall specific plan area. Retail "strip" developments along major commercial corridors are not typical in Oakland. More common are retail "nodes" with residential interspersed between them.

### **Specific Plan Areas.**

There are three Specific Plan processes occurring in Oakland during the planning period of the Housing Element:

- Lake Merritt BART Specific Plan (sites within a one-half mile radius of the Lake Merritt BART station);
- Broadway-Valdez Area Specific Plan (parcels on Broadway and Valdez between Interstate 580 and Grand Avenue);
- Central Estuary Specific Plan (the area west of Interstate 880 around the Oakland Estuary).

The Housing Element identifies Opportunity sites for residential uses in two of three Specific Plan areas –Lake Merritt BART and Broadway-Valdez, as shown in the shaded areas of Figure C-6. Each of the Specific Planning processes include substantial public participation, and in the case of the Broadway-Valdez plan, there are established targets for the amount of residential uses that are to be accommodated in the area. Therefore, within these two Specific Plan areas, any individual lots which are listed as Opportunity sites in Table C-9 and Figure C-6, *could* be the site of future housing, but actual residential development in the Specific Plan areas will be guided by the planning processes currently underway, and won't be directed by the Housing Element.

---

<sup>33</sup> Potential housing units based on the Redevelopment Agency website and Environmental Impact Reports for each BART station area as of 2008.

**Priority Development Areas.** ABAG is working with local jurisdictions to identify ways to encourage future growth near transit and in existing communities. Priority Development Areas (PDAs) were identified in each jurisdiction as having infill development opportunities within existing communities easily accessible to transit, jobs, shopping and services. Initially, the majority of the City of Oakland was designated as “potential” PDAs where additional planning was needed. Subsequently, six areas were designated as “planned” PDAs, and three more areas are in the planning process. Planned PDAs are intended to designate growth areas eligible for funding for infrastructure, transportation and housing funding necessary to support development in those areas. Most of the opportunity sites fall within the City of Oakland’s PDAs. Therefore, Oakland has positioned itself through the identification of opportunity sites within PDAs to accommodate future growth in a sustainable manner that achieves regional objectives of enhancing existing neighborhoods, reducing congestion and protecting natural resources.

**Environmental Constraints.** The City recognizes that lots identified as Housing Opportunity Sites may have some environmental contamination, due to Oakland’s long history as an urbanized city. For example, the California State Regional Water Quality Control Board “Geo Tracker” database identifies underground hazardous substance storage tanks on 23 of the 186 opportunity sites listed in Table C-9 (there are three sites with a status of “remediation” and 20 sites with a status of “site assessment.”).

In 1998, the Environmental Impact Report of the *Land Use and Transportation Element* (LUTE EIR) identified over 100 sites in the City of Oakland as being on the state’s “Cortese List” of hazardous waste sites (as of 1997) and devotes in excess of fifty (50) pages discussing hazardous materials. More recently, the City Council has adopted Standard Conditions of Approval (Uniformly Applied Development Standards), which, in part, contain measures designed to substantially reduce or eliminate hazardous materials impacts. These Standard Conditions of Approval are applied to all projects, including housing projects. At this time, the City is not aware of anything unique or peculiar about the contamination, remediation or other factors relating to these Housing Opportunity Sites not adequately addressed in the 1998 LUTE EIR or Standard Conditions of Approval.

In addition, several innovative programs are in place to encourage and foster development of brownfields. For example, the Cal ReUSE Loan Program was used for clean up related to the Macarthur Transit Village residential project. The City also operates the Oakland Brownfields Revolving Loan Fund with funds provided by the U.S. Environmental Protection Agency for the cleanup of brownfields sites. Through the Urban Land Redevelopment Program, the City provides a well-defined process for addressing contamination at development sites.

## **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. 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 August

2008) are wood-frame construction over podium parking with densities in the range of 154 – 176 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. See Table 4-14 for the geographic distribution of the opportunity sites.

### **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 typically 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.

**Table 4-14  
Characteristics of Opportunity Sites**

	Number of Opportunity Sites	<i>General Plan</i> Maximum Allowable Housing Units	Likely Number of Housing Units <sup>1</sup>
Total Potential	186	21,203	8,672 to 10,759
<i>By Area</i>			
Downtown Oakland	60	12,360	5,432-6,570
East Oakland <sup>2</sup>	78	5,570	1,675-2,275
West Oakland/North Oakland	42	2,950	1,460-1,765
Other	6	335	70-110
<i>By Type of Location</i>			
Transit Villages <sup>3</sup>	29	6,935	2,195-2,470
Major Corridors (excl. transit villages)	149	13,730	5,880-7,525

Source: City of Oakland.

NOTE: Opportunity sites and development potentials are identified and further described in Appendix C. See Table C-9. As defined herein, opportunity sites often include multiple parcels. The criteria for identifying suitable sites are described in the text.

<sup>1</sup>Potential number of housing units based on recent average densities of development and area plans and development concepts, where available.

<sup>2</sup>Includes San Antonio, Fruitvale, Central East Oakland, and Elmhurst districts.

<sup>3</sup>Transit villages being planned surrounding the Fruitvale, MacArthur, West Oakland, and Coliseum BART station areas. Potential shown here is from current the Redevelopment Agency website and Environmental Impact Reports as of 2008, excluding transit village projects already completed, under construction, approved or planned. The City is also preparing a specific plan for development he around the Lake Merritt BART station.

## Utilities and Infrastructure Summary

Since the City of Oakland is largely built-out, the majority of new development consists of urban infill and redevelopment of vacant and underutilized sites that were in former commercial and industrial uses. The basic infrastructure for water supply, wastewater collection and treatment, and roadways and transit systems are already in place. Aging infrastructure presents a potential constraint for development. However, the City's Standard Conditions of Approval include provisions to address replacing deteriorated infrastructure upon the granting of development approvals for individual projects.

### Water Supply

Oakland's water service provider, the East Bay Municipal Utility District, summarizes its water services capacity in the *Urban Water Management Plan* (2005). According to the plan, EBMUD anticipates higher densities of existing land uses through 2020, consistent with the projected site analysis. The plan mentions implementation of water conservation and recycled water programs to decrease impacts of development. Additionally, EBMUD can meet customer service demands (based on ABAG population projections) through the year 2030 during normal year conditions. This

includes the projected Regional Housing Needs Allocation (14,629 housing units) Oakland is required to plan for. However, during dry years, the District would have to implement a Drought Management Program focused on reducing water consumption. In the case of multiple dry years, in addition to water consumption reduction programs, the District's water supply would have to be supplemented.

### **Wastewater Treatment and Collection**

The City of Oakland owns and maintains approximately 1,000 miles of sewer collection pipelines and 7 pump stations. The East Bay Municipal Utility District treats the City's wastewater. The City has both collection and treatment capacity to accommodate its share of the RHNA. Mitigation measures, such as replacing under-sized sewer pipes, will be developed for individual housing projects depending on the number of units and square footage.

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.