

# DOWNTOWN OAKLAND SPECIFIC PLAN

Zoning Incentive Program & Affordable Housing Study Session

March 2023





# Agenda

- Presentation (35 min)
  1. Introduction
  2. Oakland Affordable Housing Strategy
  3. DOSP Affordable Housing Strategy
  4. Benefits from Downtown Development
  5. Overview of Zoning Incentive Program (ZIP)
  6. Housing Outcomes
- Questions & Answers (20 min)
- Discussion (35 min)



# DOSP ZONING PROCESS

## Public Review of Zoning Amendments

- Released Draft Zoning Amendments
- Held series of 3 public meetings
- Online and chalkboard surveys

## Revise Zoning Amendments

- Incorporate community, LPAB & ZUC feedback
- Revise Planning Code & Zoning maps



## Additional Analysis & Review

- Developed technical appendix
- Conducted additional economic analysis
- Technical advisory review
- ZIP & Affordable Housing Study Session

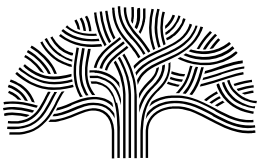
## Final Plan, Zoning & Adoption

- Adoption Hearings:
- Final Draft Plan & EIR Response to Comments
- Final Draft Planning Code (Zoning) and General Plan Amendments Adoption

An aerial photograph of Oakland, California, showing a dense urban landscape. In the foreground, a large crowd of people is gathered on a street, likely for a festival or parade, with colorful umbrellas and flags visible. The middle ground shows a mix of residential and commercial buildings. In the background, the city skyline is visible, featuring several tall skyscrapers and construction cranes under a hazy sky. A semi-transparent white box is overlaid on the center of the image, containing the title text.

# **CITY OF OAKLAND AFFORDABLE HOUSING STRATEGY**





CITY OF  
**OAKLAND**

# Affordable Housing Context for the DOSP

## Affordable Housing/ZIP Study Session

Housing and Community Development  
March 29, 2023

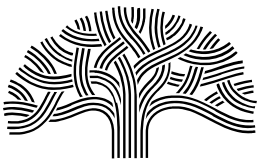


# Contents

- About Oakland Housing & Community Development
- Racial Equity & Data







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# About Oakland Housing & Community Development

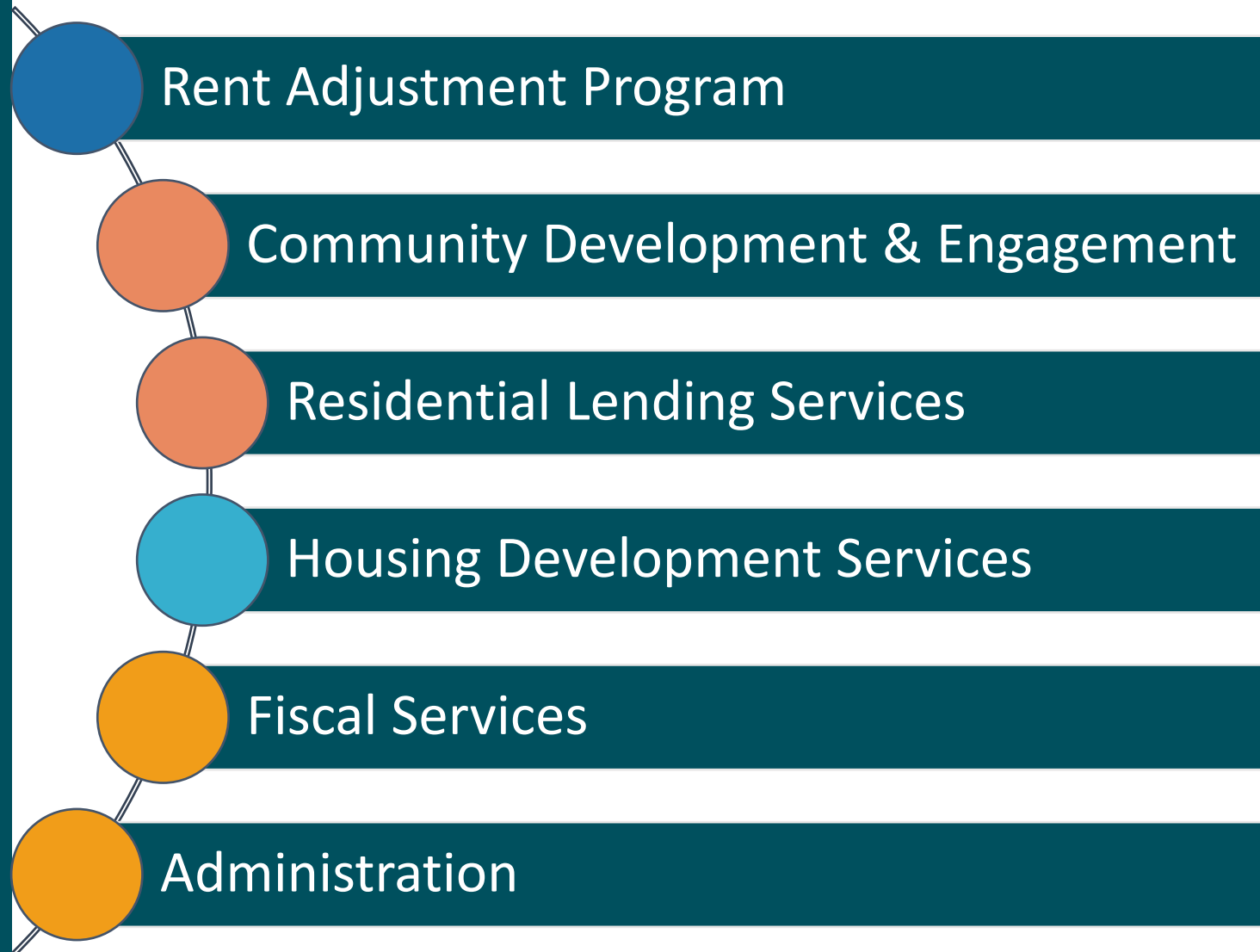


# HCD

## Structure & Services

HCD develops and proposes programs, partnerships, and resources to further the “**3Ps**” of housing:

- **Protecting** Oaklanders from displacement,
- **Preserving** the existing affordable housing stock, and
- **Producing** affordable housing.





# Priority #1

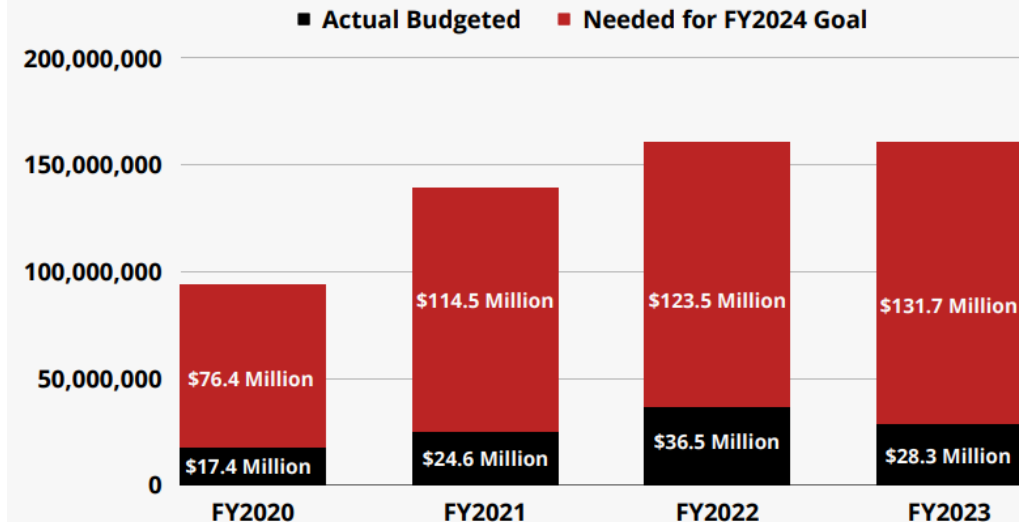
Increase Financial Resources and Streamline Housing Development

*Background and Challenges*

**Table 1-1: Oakland Regional Housing Needs Assessment, 2023-2031**

INCOME LEVEL <sup>1</sup>	INCOME RANGE	NEEDED UNITS
Very-Low-Income (0-50% AMI)	<\$46,287	6,511
<i>Extremely-Low-Income (&lt;30% AM part of Very-Low-Income in previous row)<sup>2</sup></i>	<\$27,772	3,256
Low-Income (51-80% AMI)	\$27,773-\$74,059	3,750
Moderate-Income (81-120% AMI)	\$74,059-111,089	4,457
Above-Moderate-Income (>120% AMI)	>\$111,090	11,533
<b>Total</b>		<b>26,251</b>

## HCD Annual Production Budget



source: HCD 2021-2023 Strategic Action Plan

## LOCAL STRATEGIES:



\$350M for affordable  
housing



## STATE/FEDERAL ADVOCACY:



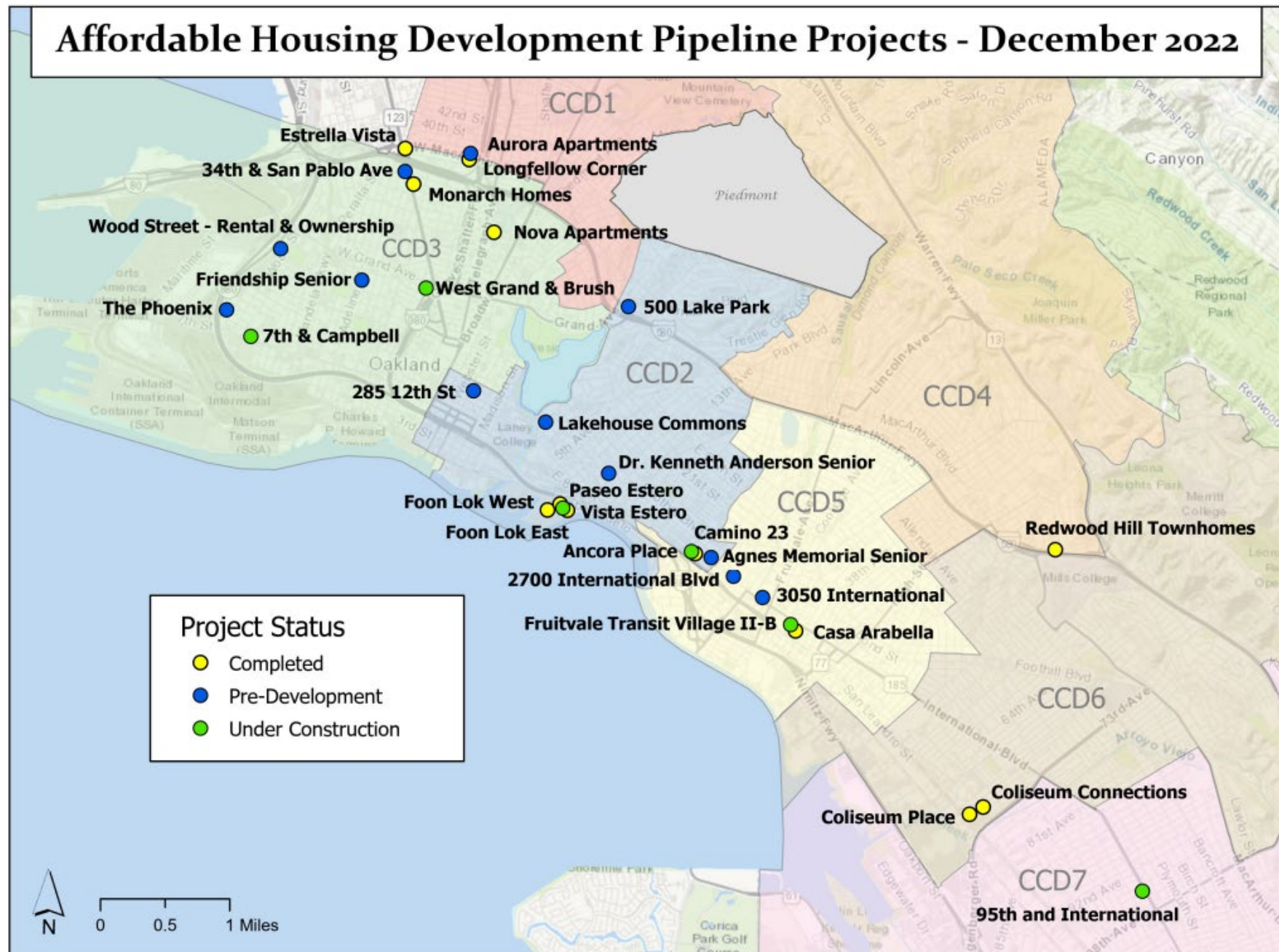
# Priority #1

Increase Financial Resources for  
Housing Development

*Solutions and Opportunities*



# Permanent Placement: Affordable Housing Pipeline





# Priority #2

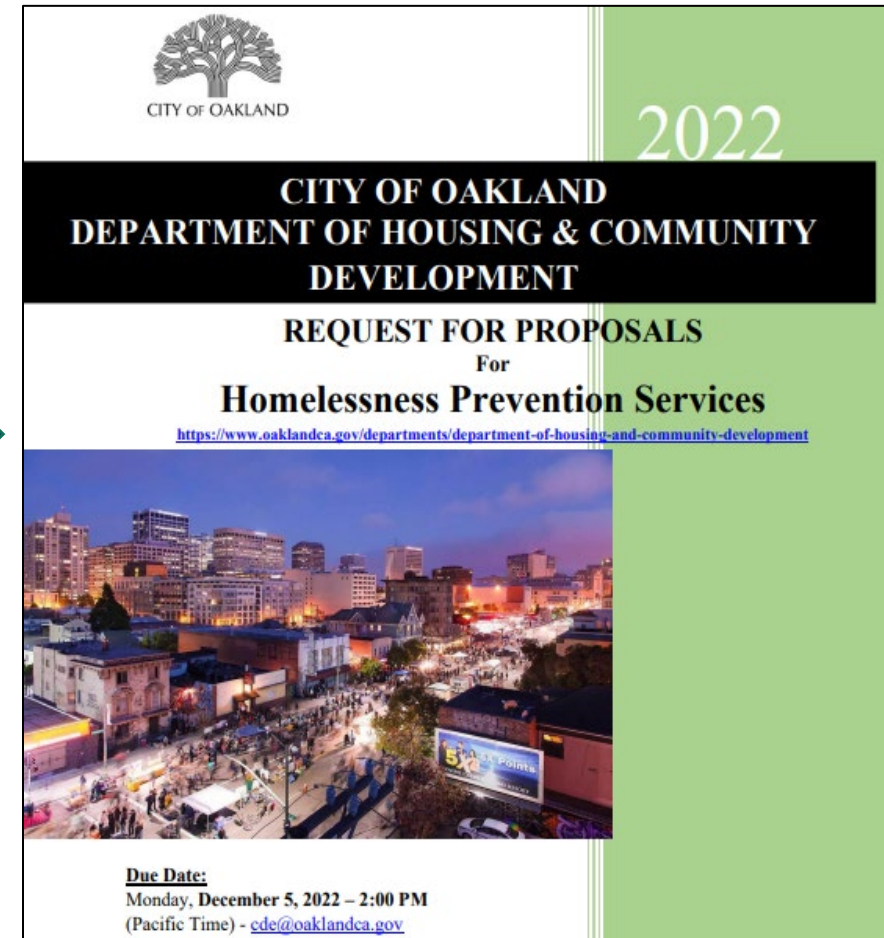
Address the Homelessness Crisis  
Through Homelessness Prevention

*Solutions and Opportunities*

**COVID-19 RENT RELIEF**

**MAKING OAKLAND  
HOUSING SECURE**

**Keep Oakland  
HOUSED**

**2022**

CITY OF OAKLAND  
DEPARTMENT OF HOUSING & COMMUNITY  
DEVELOPMENT

**REQUEST FOR PROPOSALS**  
For  
**Homelessness Prevention Services**

<https://www.oaklandca.gov/departments/departments-of-housing-and-community-development>

**Due Date:**  
Monday, December 5, 2022 – 2:00 PM  
(Pacific Time) - [cde@oaklandca.gov](mailto:cde@oaklandca.gov)

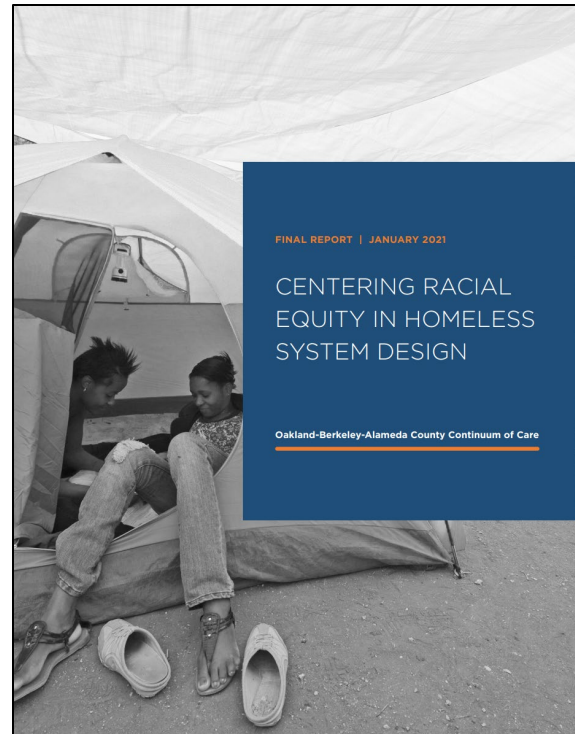




# Priority #3

Address the Homelessness Crisis  
Through Exits to Permanent Housing

*Background and Challenges*



## HCD's Role in Increasing Racial Equity in the Homeless Response System Model:

- PSH for people with extremely low incomes and high service needs.
- Dedicated ELI for people with extremely low incomes and low ongoing service needs
- Improve Communication

# Priority #3

Address the Homelessness Crisis  
Through Exits to Permanent Housing

*Solutions and Opportunities*



**Clifton Hall,**  
Oakland's first  
Homekey project

## **HCD Strategies:**

- New Construction NOFA: 20%+ homeless set-aside
- Homekey: rapid creation of PSH and ELI housing
- Inter-agency coordination with CAO, HSD, PBD, EWD to hone homelessness response continuum, leverage resources, and streamline production of PSH and ELI
- Partner with OHA (operating subsidy) and Alameda County (services funding)
- Advocate for more resources from State and Federal



# Priority #4

Promote Neighborhood and Housing Stability



## The City of Oakland Rent Adjustment Program

### Rent Registration in Oakland: Overview and Requirements

Attention Oakland property owners! The City Council recently approved the establishment of a rent registry in Oakland. As of **March 1, 2023**, owners of rental units subject to the Rent Program Fee will need to provide tenancy information for **each** covered unit on an annual basis. This workshop will provide an overview of the new law and help owners prepare to comply with rent registry requirements.

**Date: October 19, 2022**  
**Time: 5:30 PM - 7:00 PM**

**TO REGISTER FOR THE WORKSHOP, PLEASE VISIT**  
[TINUYURL.COM/22RAPWORKSHOP11](https://tinuyurl.com/22RAPWORKSHOP11)



CITY OF OAKLAND  
Housing & Community Development Department  
Rent Adjustment Program  
250 Frank H. Ogawa Plaza Suite 5313  
Oakland, CA 94612  
(510) 258-5721  
rap@oaklandca.gov  
www.oaklandca.gov/rap



## INTRODUCING THE CITY OF OAKLAND'S ACCESSORY DWELLING UNIT LOAN PROGRAM



**Legalizing Secondary Units on Owner Occupied Single Family Parcels**

**~ Low-Interest Financing ~ No Monthly Payment ~**

**~ Design & Construction Guidance ~**



- \*Rental Income
- \*Flexible Housing
- \*Increased Property Value
- \*Occupant Health & Safety
- \*Prevent Violation Penalties



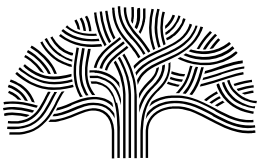
[ADULP@OAKLANDCA.GOV](mailto:ADULP@OAKLANDCA.GOV)

**\* Income and Location Restrictions Apply \***

Take the Confidential Eligibility Survey to Request an Application:

<https://www.oaklandca.gov/ADULP>

Applications submitted by **December 1st, 2022** receive priority review.  
Additional submissions will be waitlisted until February 2023.



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# Racial Equity & Data



# Housing Data Overview

**Table 1-1: Oakland Regional Housing Needs Assessment, 2023-2031**

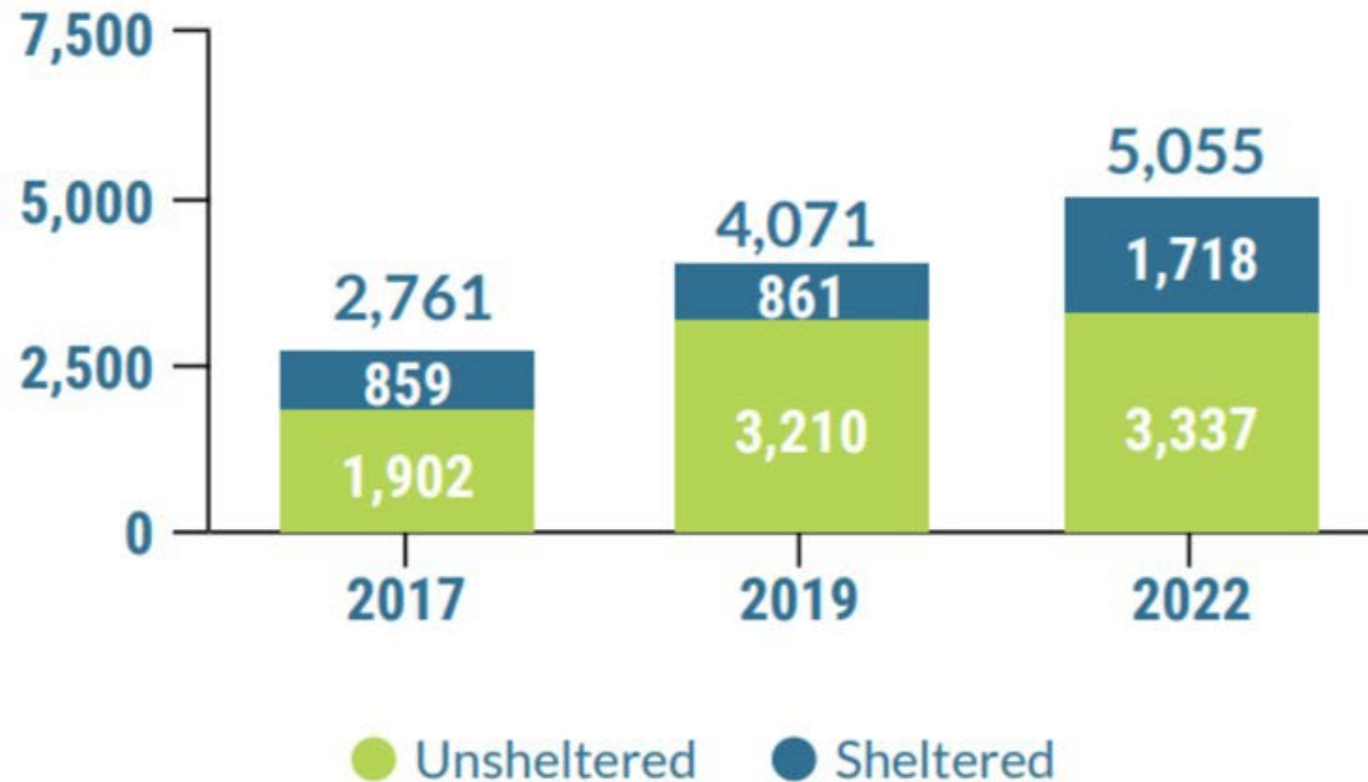
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# Housing Data Overview

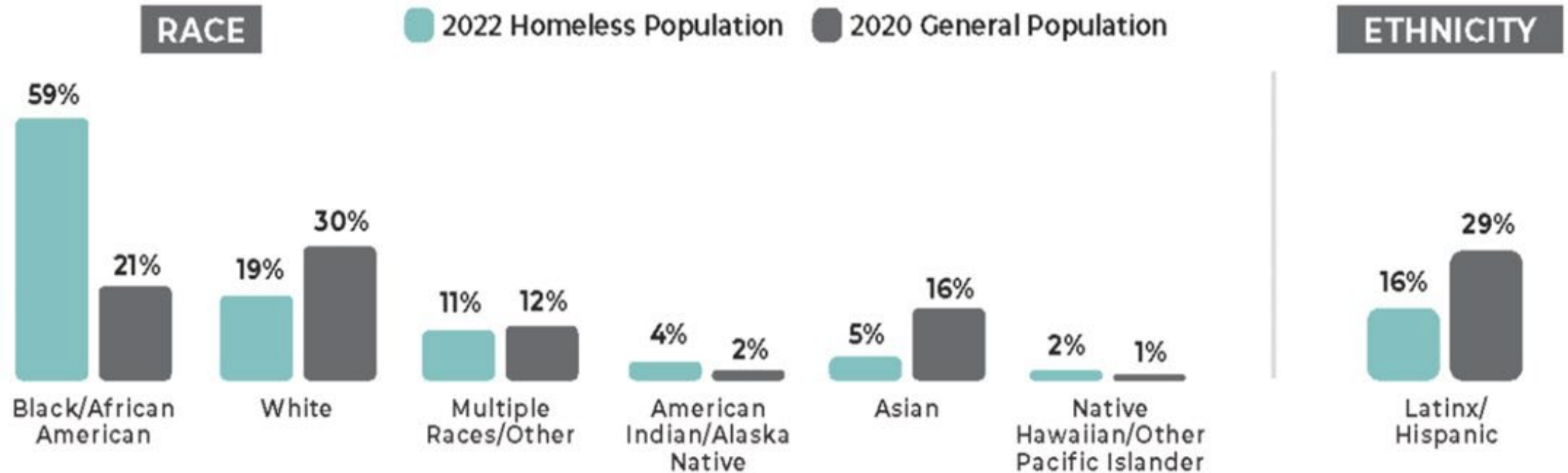
Count of Unsheltered/Sheltered  
Individuals for Oakland

Source: 2022  
Point-In-Time Count,  
EveryOne Home

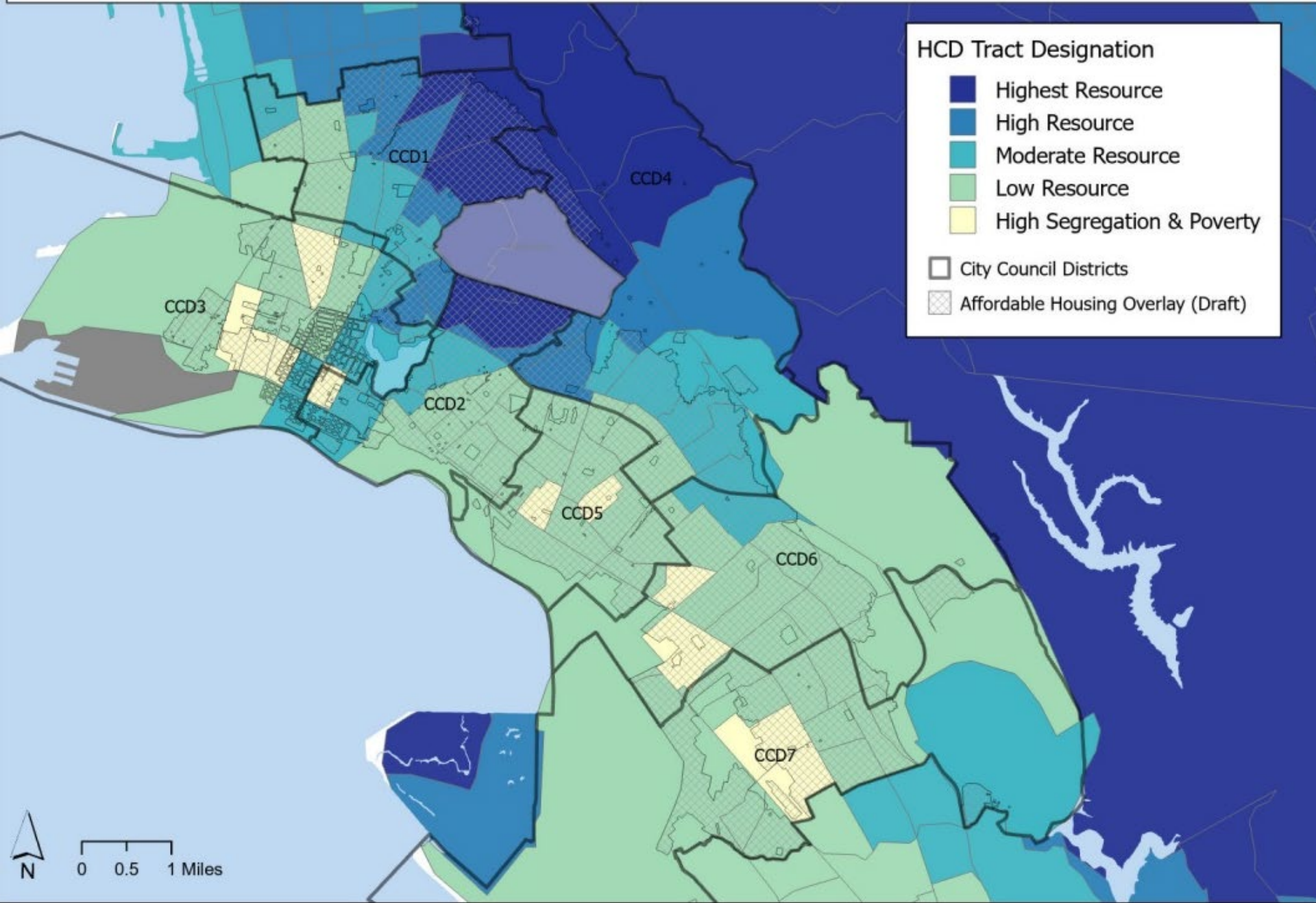


# Housing Data Overview

## RACE AND ETHNICITY COMPARED TO GENERAL POPULATION

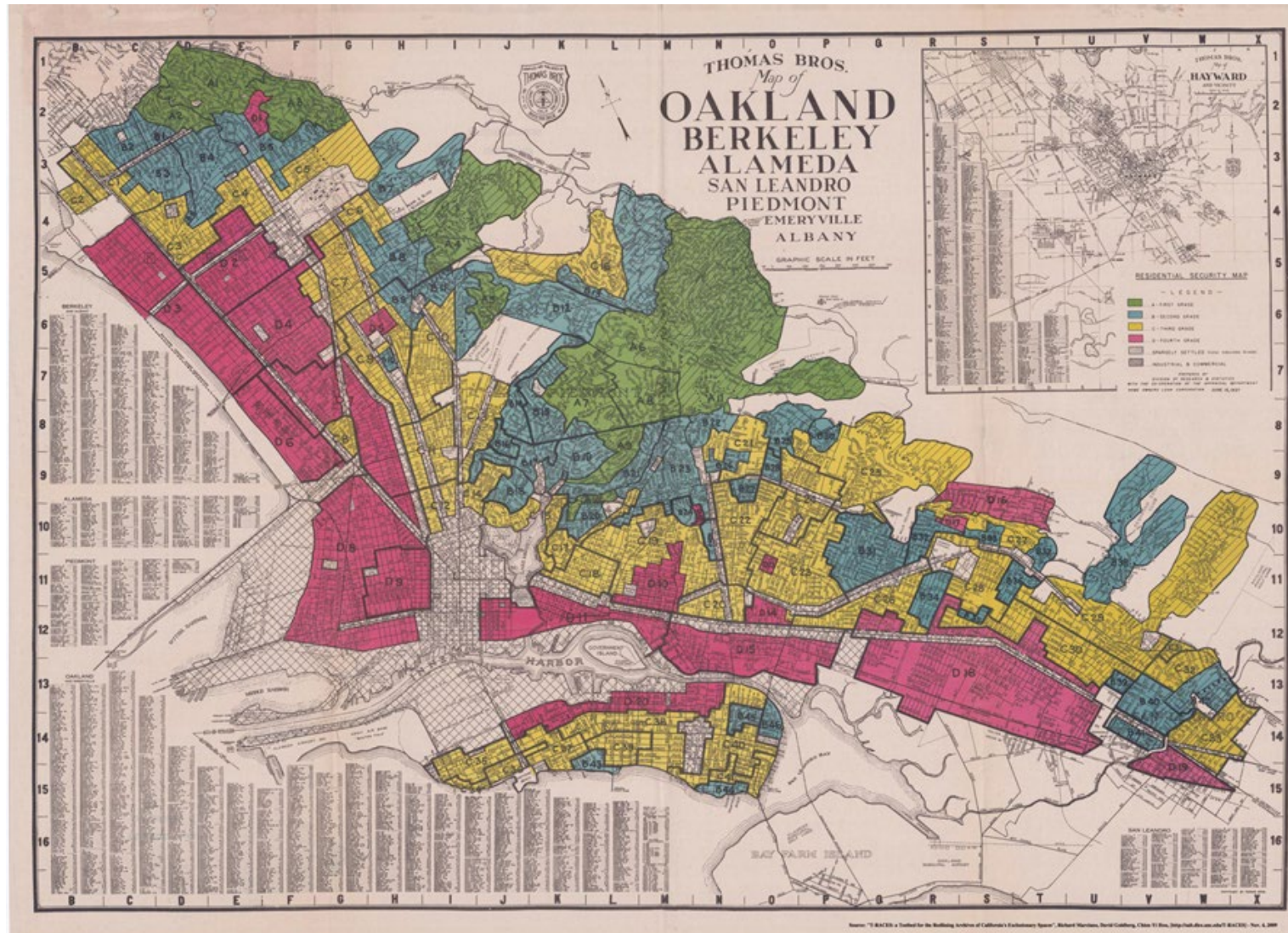


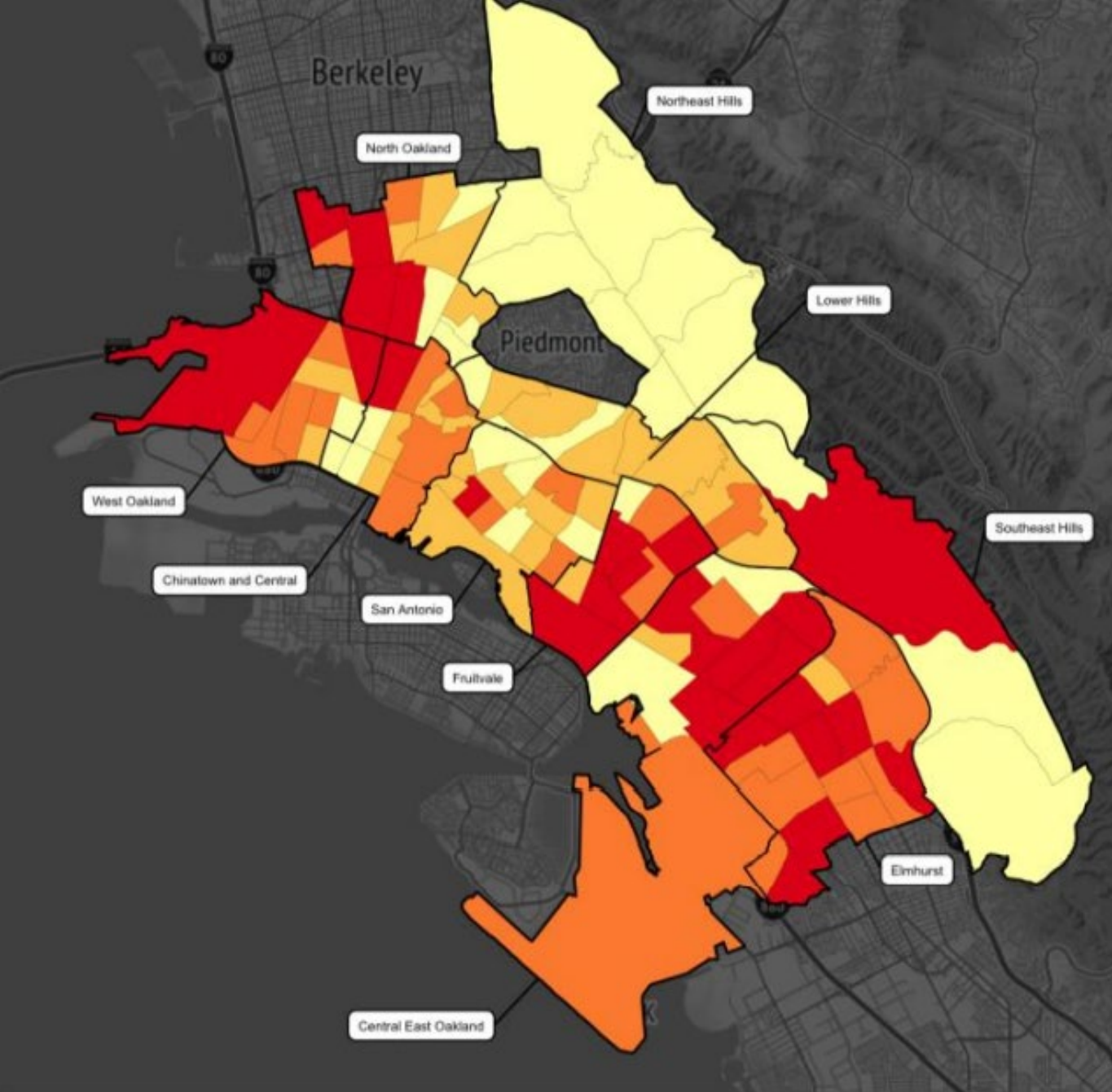
# Oakland City Council Districts and TCAC Opportunity Map, 2022





# Housing Data Overview





Quartiles

Color	Households
Yellow	<40 Households
Orange	40-100 Households
Red	100-160 Households
Dark Red	160-460 Households



**CCRL**  
Changing Cities Research Lab

Number of ELI and VLI households who moved out of their neighborhoods between September 2021 and September 2022

Source: Federal Reserve Bank of New York Consumer Credit Panel/Equifax Data





# **DOWNTOWN OAKLAND SPECIFIC PLAN AFFORDABLE HOUSING STRATEGY**

**Ensure sufficient housing is built and retained to meet the varied needs of current and future residents.**



# DOSP HOUSING STRATEGY

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*Maintain downtown as a collection of unique, livable, and complete neighborhoods where all Oaklanders have an opportunity to live by adding 29,100 new homes by 2040 and expanding income restricted affordable housing units by between 4,365 and 7,275 units.*

## Challenges

1. Limited access to affordable housing for lower-income households
2. Disproportionate displacement and housing cost burden experienced by people of color
3. Insufficient housing at all levels, particularly affordable housing
4. Growing homeless population

# DOSP HOUSING STRATEGY: Affordability & Diversity

Encourage the production of diverse housing unit types

Policy H-1.1 - Unit Size Monitoring

Rezone opportunity areas to allow dense residential development & encourage infill

Policy H-1.2 - High-intensity, Mixed-Use Neighborhoods

Strengthen protections for retaining downtown's rental housing stock

Policy H-1.3 - Condominium Conversion Ordinance Improvements

Develop new sources of funds & increase existing resources to assist in the creation of new affordable & accessible housing

**Policy H-1.4 - Inclusionary Housing Policy and Impact Fees**

Policy H-1.5 - Jobs/Housing Impact Fee Increases

**Policy H-1.6 - Enhanced Infrastructure Financing District**

Policy H-1.7 - Citywide Affordable Housing Strategy

Policy H-1.8 - Public/Private Partnerships for Affordable Housing

Direct public policies, funding sources, and resources to assist in the creation of new affordable and accessible housing in downtown

**Policy H-1.9 - Direct Affordable Housing Funds Downtown**

**Policy H-1.10 - Leverage Publicly-Owned Land for Housing**

**Policy H-1.11 - Co-locate Affordable Housing and Public Facilities**

Policy H-1.12 - Affordable Housing Production Goals

**Policy H-1.13 - Expedite Approvals for Affordable Housing**

Policy H-1.14 – Habitability Standards

Policy H-1.15 - Increased Accessibility Requirements

Policy H-1.16 - Family-Friendly Design

# DOSP HOUSING STRATEGY: Displacement & Homelessness

Encourage homeownership in Downtown Oakland

Policy H-2.1 - Shared Equity Homeownership

Policy H-2.2 – First-time Homebuyer Programs

Policy H-2.3 – Proactive Assistance to Vulnerable Homeowners

Increase protections and assistance for low-income renter households and other residents at risk of displacement

Policy H-2.4 - Tenant Subsidy Program Study

Policy H-2.5 – Renter Services and Counseling

Policy H-2.6 – Rent Adjustment & Just Cause Eviction Enforcement

Policy H-2.7 – Support for Economically Displaced Residents

Policy H-2.8 – Affordable Housing Centralized Online Waiting List

Provide additional shelters and services for homeless residents

Policy H-2.9 - “Permanent Access to Housing” (PATH) Strategy Updates

**Policy H-2.10 - SRO Rehab & Acquisition Partnerships**

**Policy H-2.11 - Homeless Housing Priority in NOFAs**

Policy H-2.12 - Supportive Services in Affordable Housing

Policy H-2.13 - Encampment Management & Services

Provide resources and amenities for the unsheltered residents of downtown

Policy H-2.14 – Storage Lockers for Unsheltered Residents

**Policy H-2.15 – Restrooms/Drinking Water in Public Spaces**

Policy H-2.16 – Library Partnerships & Outreach Programs

Prevent further displacement of Oakland’s artist, cultural and creative community by encouraging affordable livework and commercial cultural spaces

**Policy H-2.17 – Explore Encouraging Affordable Live/Work Units in Cultural Districts**

Policy H-2.18 – Protect Live/Work in Cultural Districts



The background image is a detailed rendering of a city street in Oakland. It features a wide, paved road with a red-painted transit lane. A white bus is driving in the transit lane, and a white pickup truck is in the adjacent lane. On the left, a pedestrian with a backpack walks past a landscaped median with tall grasses. On the right, a man in a yellow 'ROOTED IN OAKLAND' t-shirt walks a dog. The street is lined with mature trees and historic-style buildings. A semi-transparent white box is centered over the image, containing the title text.

# **DOWNTOWN OAKLAND SPECIFIC PLAN BENEFITS FROM NEW DOWNTOWN DEVELOPMENT**



# DOSP Seeks Higher-Intensity Development for Wide Range of Benefits

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- Increased housing opportunities
- Growth of jobs and local business activity
- Increased tax base supporting broad range of public services and other benefits citywide
- Local and regional transportation and environmental benefits from the concentration of population and business activity in a high-density urban core at the center of the region

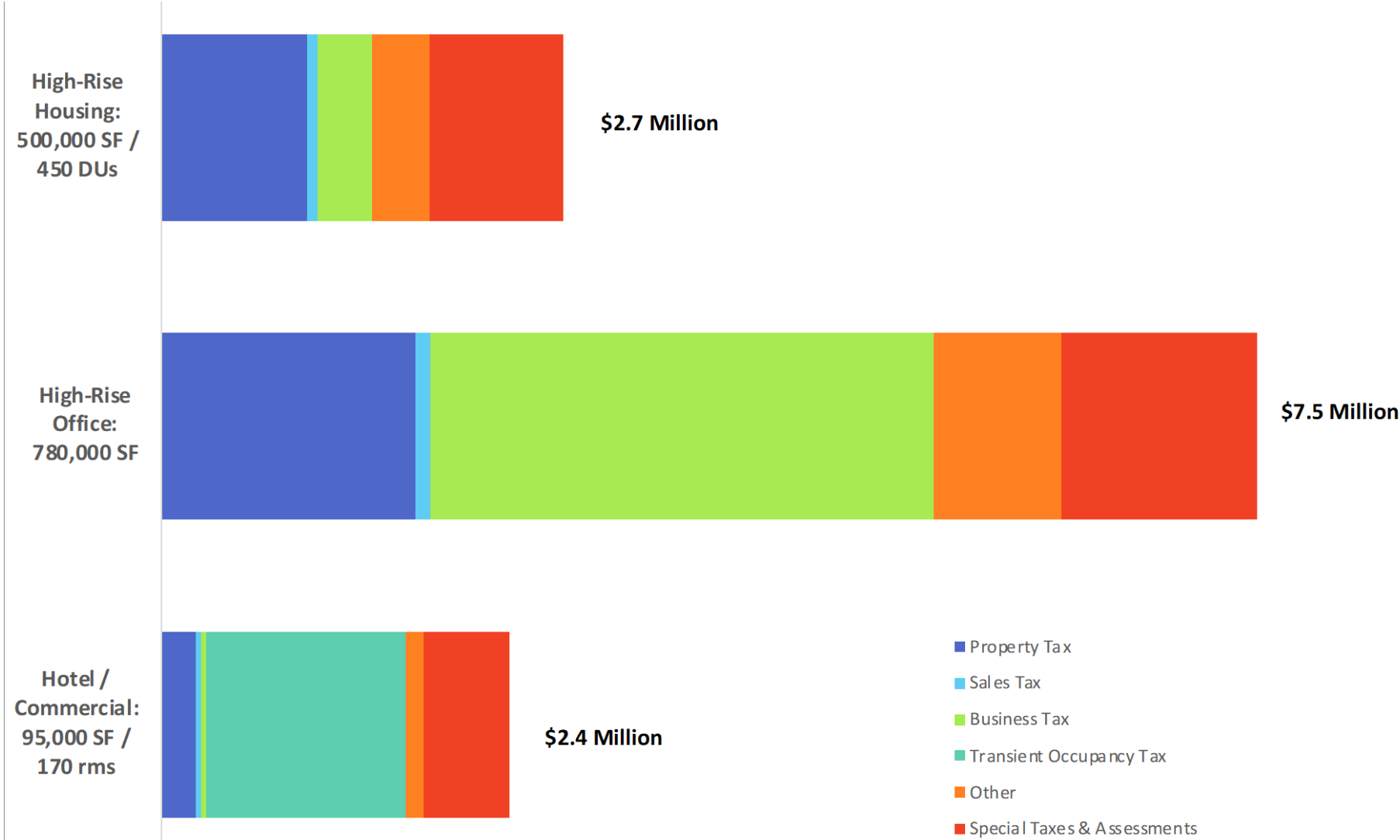
# New High Density Development Downtown Generates Long-term Tax Revenue Benefits *Citywide*

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- Tax revenue from new development downtown is many times larger than tax revenue from existing uses on development sites.
- The higher the density of new development, the more annual tax revenue generated, per square foot of land.
- Net fiscal benefits citywide as new development downtown:
  - Generates tax revenue to cover the costs of services to the new development, AND
  - Provides funding for services and other public benefits throughout the city.



**Annual Tax Revenue to the City of Oakland  
from Prototypical High-Density Downtown Development  
(2020 dollars, stabilized occupancy)**

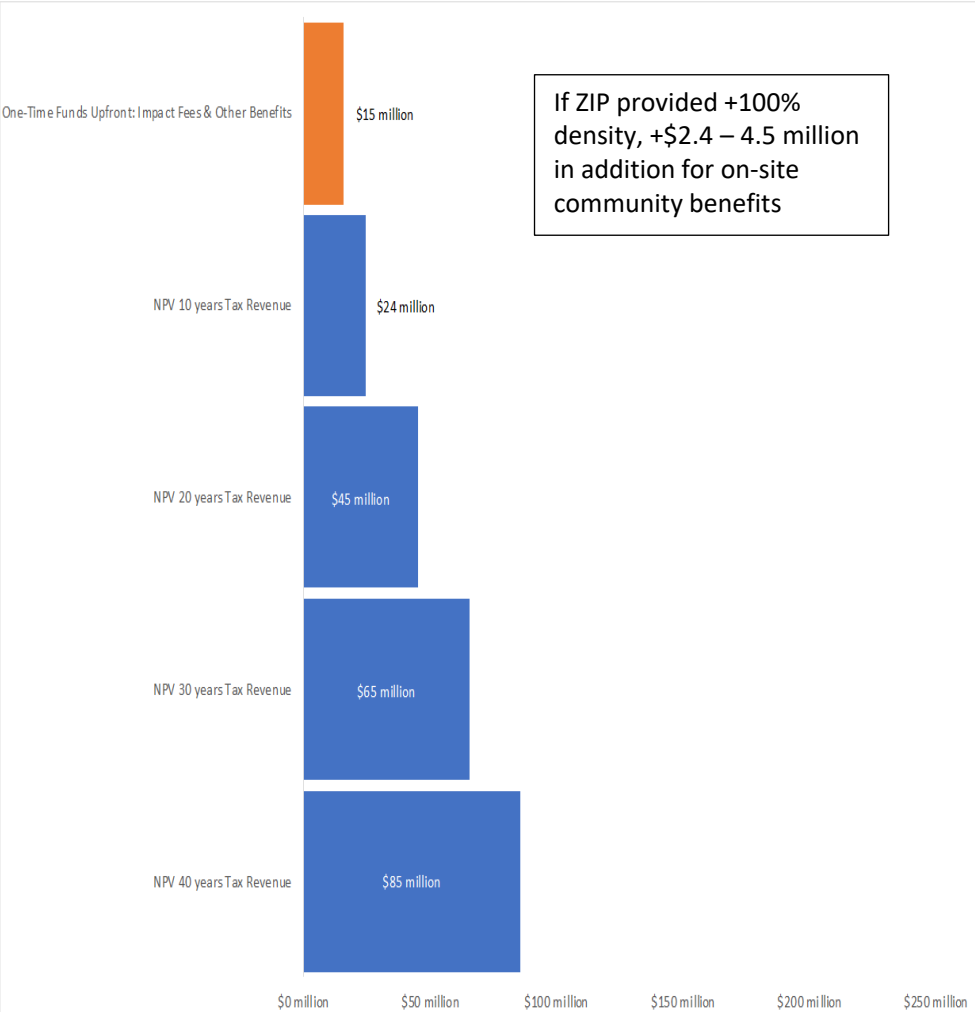


Also, Impact Fees and Other Public Benefits  
Upfront from Prototypical High-Density Downtown Development  
(assuming fees in effect as of 7/1/2022)

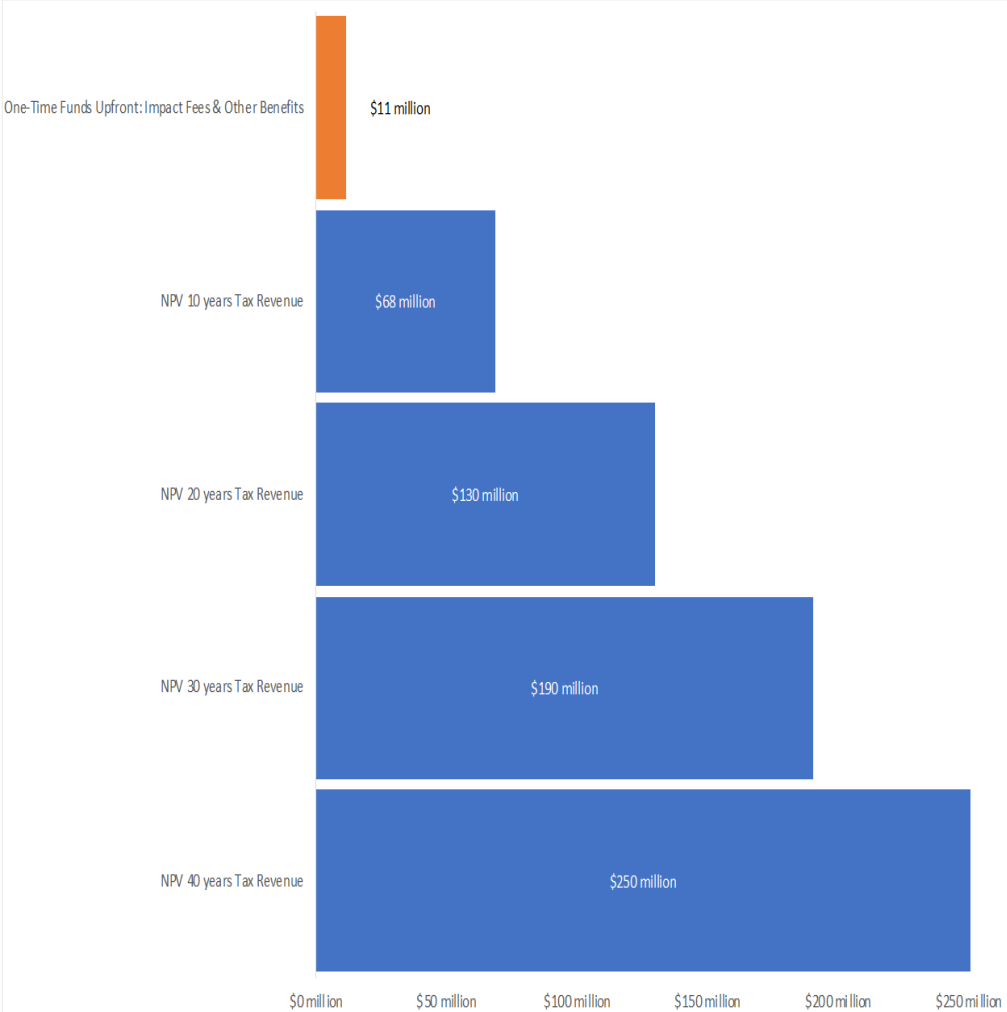


One-Time, Upfront Funds Compared to Value of Annual Tax Revenue Stream  
for Selected Time Periods: Prototypical High- Rise Residential and Office Development  
(2020/2022 dollars)

High Rise Residential



High Rise Office



Caution: Priority for fees and benefits upfront can put at risk the substantial tax base and benefits it supports over the life of the development.

- Oakland's fiscal, economic development, and equity goals require a robust and growing tax base.
- High density downtown development is critical to that outcome.

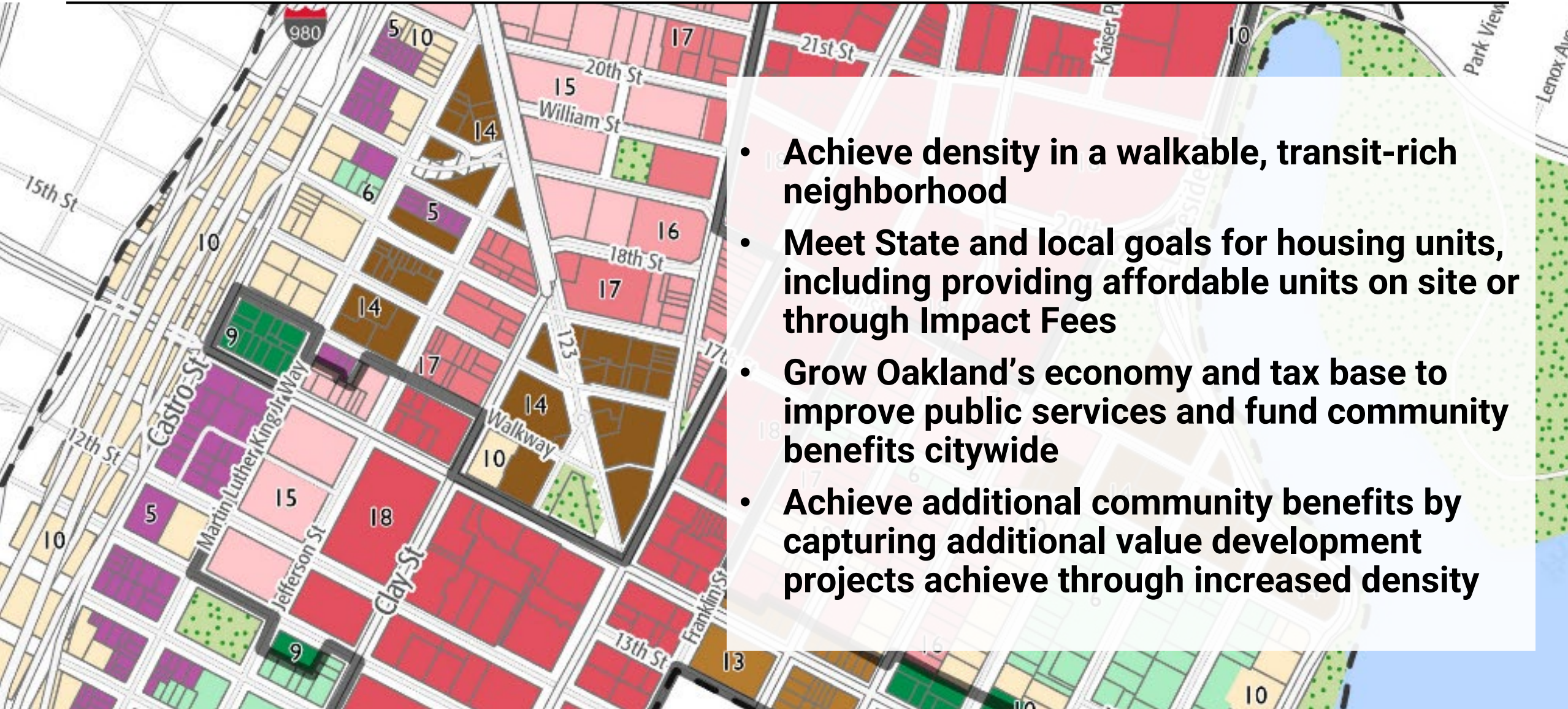




# **DOWNTOWN OAKLAND SPECIFIC PLAN ZONING INCENTIVE PROGRAM**



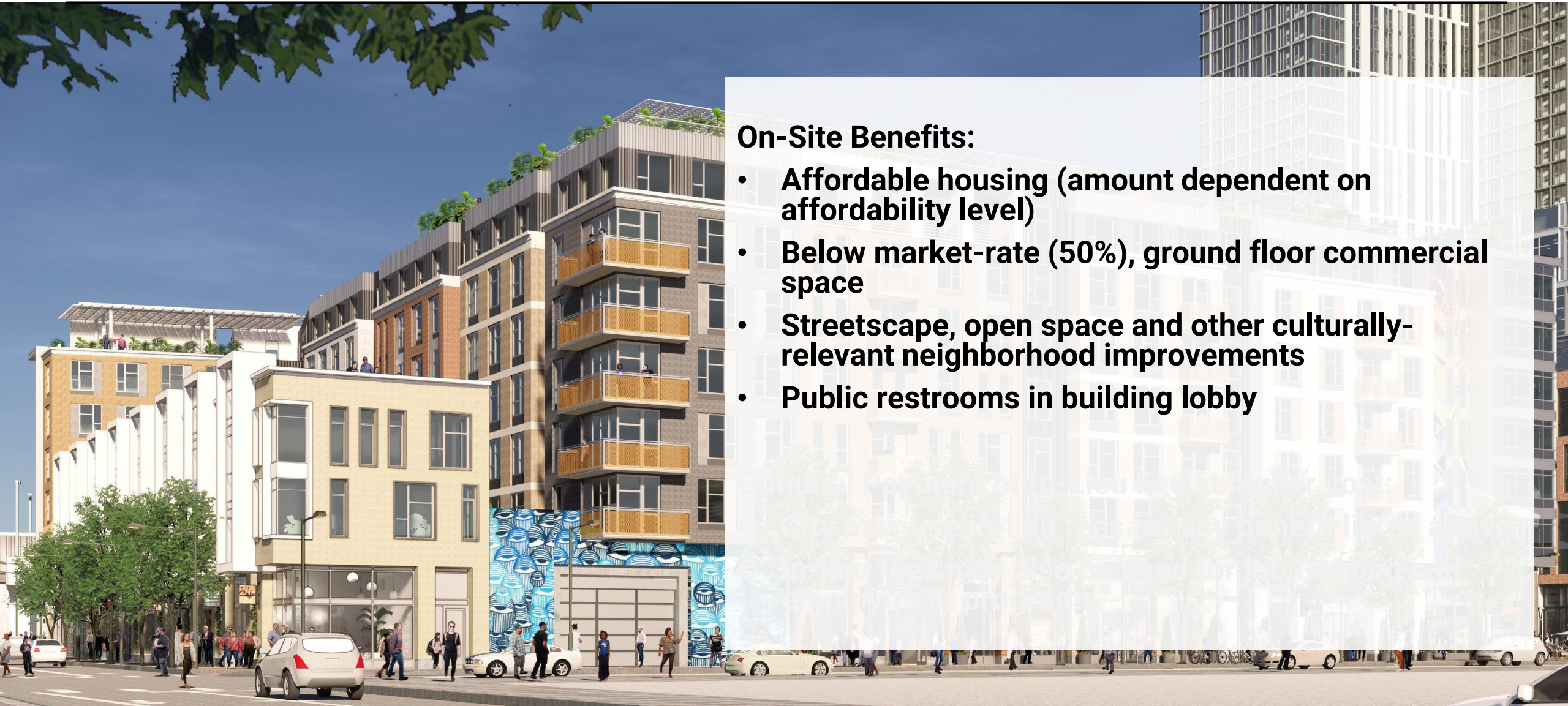
# ZONING INCENTIVE PROGRAM: RECAP



- Achieve density in a walkable, transit-rich neighborhood
- Meet State and local goals for housing units, including providing affordable units on site or through Impact Fees
- Grow Oakland's economy and tax base to improve public services and fund community benefits citywide
- Achieve additional community benefits by capturing additional value development projects achieve through increased density



# ZONING INCENTIVE PROGRAM: BENEFITS

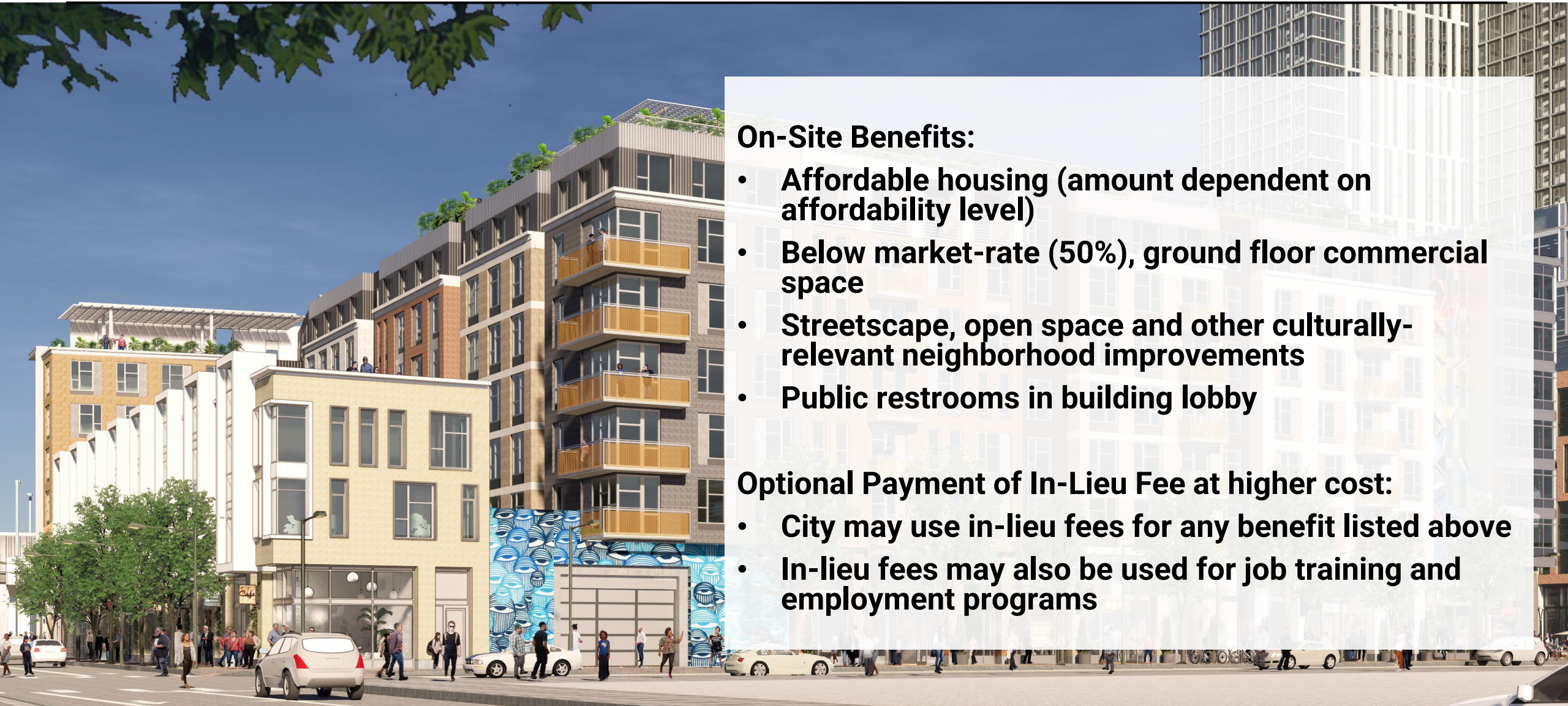


## On-Site Benefits:

- Affordable housing (amount dependent on affordability level)
- Below market-rate (50%), ground floor commercial space
- Streetscape, open space and other culturally-relevant neighborhood improvements
- Public restrooms in building lobby



# ZONING INCENTIVE PROGRAM: BENEFITS



## **On-Site Benefits:**

- **Affordable housing (amount dependent on affordability level)**
- **Below market-rate (50%), ground floor commercial space**
- **Streetscape, open space and other culturally-relevant neighborhood improvements**
- **Public restrooms in building lobby**

## **Optional Payment of In-Lieu Fee at higher cost:**

- **City may use in-lieu fees for any benefit listed above**
- **In-lieu fees may also be used for job training and employment programs**



# REVISED BENEFIT TABLE

On-Site Community Benefits Requirements for Additional Residential Units  
DOSP Zoning Incentive Program

Value Capture by ZIP Benefit Area				ZIP Residential Benefit Areas					
				Area R-A	Area R-B	Area R-C			
Value capture per additional unit under ZIP				\$22,000	\$15,000	\$12,000			
90% (discounted amount) for benefits on-site				\$19,800	\$13,500	\$10,800			
Cost of Community Benefits				Community Benefits					
On-Site, BMR Ground Floor Commercial Space \$290 per sq.ft. subsidized				Square Feet of Subsidized Space per Additional Housing Unit					
				68	47	37			
On-Site Affordable Housing				Percent of Additional Housing Units Required to be On-Site Affordable Units					
				Extremely Low Income	Studio	\$637,330	3%	2%	2%
					1 Bedroom	\$774,400	3%	2%	1%
					2 Bedroom	\$1,033,870	2%	1%	1%
				Very Low Income	Studio	\$520,000	4%	3%	2%
					1 Bedroom	\$640,530	3%	2%	2%
					2 Bedroom	\$883,200	2%	2%	1%
				Low Income	Studio	\$461,330	4%	3%	2%
					1 Bedroom	\$573,330	3%	2%	2%
					2 Bedroom	\$807,730	2%	2%	1%
				Moderate Income	Studio	\$168,530	12%	8%	6%
					1 Bedroom	\$238,400	8%	6%	5%
2 Bedroom	\$430,930	5%	3%		3%				
On-Site Public Restrooms and Other Benefits \$900,000 - 2 ground floor restrooms				Minimum Additional Housing Units to Provide 2 Public Restrooms					
				45	67	83			
				Funding Remaining for Other Benefits for Each Additional Housing Unit above Minimum					
Balance for Other Community Benefits (or paid as in-lieu fee)				\$19,800	\$13,500	\$10,800			
Streetscape, Open Space and Flood Control Improvements Investments per ZIP Zone requirements				Streetscape, Open Space, & Flood Control Improvements for Each Additional Housing Unit					
				\$19,800	\$13,500	\$10,800			


# TOTAL BENEFITS ACHIEVED PER MARKET RATE UNIT

## Estimated Revenues Generated by One Market Rate Unit Over 40 Years

Ongoing Revenue	
<b>Tax revenues (net present value)</b> General Fund: all City services; includes funding for ongoing operations and maintenance	<b><i>\$190,000 over 40 years</i></b>
One-Time Fees	
<b>REQUIRED: Impact fees</b> Housing, transportation & capital improvements	\$34,000
<b>VOLUNTARY: ZIP fees for additional ZIP units</b> Affordable housing, affordable commercial space, public restrooms and public space improvements	\$12,000 - \$22,000
<b><i>Total One-Time Fees (Impact + ZIP)</i></b>	<b><i>\$46,000 - \$56,000</i></b>


Estimated revenues generated for City of Oakland community services and additional benefits, based on a high-rise prototype with 450 units (HEG 2023)

# ZONING INCENTIVE PROGRAM: REVIEW TO DATE

- 
- Draft DOSP Zoning Amendments (April 2022)
  - Zoning Incentive Program Details (July 2022)
  - Zoning Update Committee (ZUC) Review (July 2022)
  - Landmarks Preservation Advisory Board (LPAB) Review (August 2022)
  - ZIP Public Meeting (September 2022)
  - Additional Analysis Published & Technical Advisory Review (March 2023)



# ZONING INCENTIVE PROGRAM: WHAT WE'VE HEARD

- 
- The program and the economic analysis are both complicated and confusing
  - Downtown needs more affordable housing than the ZIP would provide
  - Some affordable housing funding should be required from ZIP residential projects



An aerial photograph of downtown Oakland, California, showing a mix of modern high-rise buildings, older urban structures, green spaces, and a body of water. A large, semi-transparent white rectangular box is centered over the image, containing the title text in bold black font.

# **DOWNTOWN OAKLAND SPECIFIC PLAN ZONING INCENTIVE PROGRAM AND AFFORDABLE HOUSING**



# HOUSING OUTCOMES

## DOSP ZONING INCENTIVE PROGRAM AND CA DENSITY BONUS LAW

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- 4 Housing development options once ZIP is approved
- Case 1. DOSP Base Density without ZIP
- Case 2. ZIP Maximum Density
- Case 1 + State Density Bonus
- Case 2 + State Density Bonus
- Comparative analysis of housing outcomes
  - Housing units built
    - Market-rate units
    - Affordable units on-site
  - Affordable housing impact fee revenue
    - Fee revenue
    - Fee revenue leveraged at 4:1
- Analysis of 5 representative example projects



# COMPARISON OF DOSP BASE ZONING AND ZIP MAXIMUM ZONING

## OUTCOMES FOR HOUSING PRODUCTION AND RESOURCES FOR AFFORDABLE HOUSING

### Development Case 1: DOSP Base Zoning

Example Project / Subarea	Density	Lot Area (sq. ft.)	Total Housing Units	Market Rate Units	On-Site Affordable Units	Affordable Housing Impact Fees	AHIF Leveraged
1 JLE	250	60,060	240	240	0	\$6,396,598	\$32,000,000
2 CBD	90	44,720	497	497	0	\$13,246,288	\$66,000,000
3 KONO	225	20,000	89	89	0	\$2,372,072	\$12,000,000
4 VC / JLE	250	55,000	220	220	0	\$5,863,548	\$29,000,000
5 JLW	1,000	60,000	60	60	0	\$1,599,149	\$8,000,000

### Development Case 2: ZIP Maximum Zoning

Example Project / Subarea	Density	Increased Density over DOSP Base	Total Housing Units	Market Rate Units	On-Site Affordable Units	Affordable Housing Impact Fees	AHIF Leveraged
1 JLE	200	25%	300	298	2	\$7,942,442	\$40,000,000
2 CBD	65	38%	688	682	6	\$18,176,998	\$91,000,000
3 KONO	110	104%	182	180	2	\$4,797,448	\$24,000,000
4 VC / JLE	110	128%	500	494	6	\$13,166,330	\$66,000,000
5 JLW	110	800%	545	535	10	\$14,259,082	\$71,000,000

# DOSP BASE ZONING AND ZIP MAXIMUM ZONING + STATE DENSITY BONUS

## OUTCOMES FOR HOUSING PRODUCTION AND RESOURCES FOR AFFORDABLE HOUSING

### Development Case 1 + SDB: DOSP Base Zoning Plus State Density Bonus

Example Project / Subarea	Increased Density over DOSP Base	Total Housing Units	Market Rate Units	On-Site Affordable Units	Affordable Housing Impact Fees	AHIF Leveraged
1 JLE	20%	288	276	12	\$0	\$0
2 CBD	20%	597	572	25	\$0	\$0
3 KONO	20%	107	102	5	\$0	\$0
4 VC / JLE	20%	264	253	11	\$0	\$0
5 JLW	20%	72	69	3	\$0	\$0

### Development Case 2 + SDB: ZIP Maximum Zoning Plus State Density Bonus

Example Project / Subarea	Increased Density over ZIP Maximum	Total Housing Units	Market Rate Units	On-Site Affordable Units	Affordable Housing Impact Fees	AHIF Leveraged
1 JLE	20%	360	343	17	\$7,942,442	\$40,000,000
2 CBD	20%	826	785	41	\$18,176,998	\$91,000,000
3 KONO	20%	219	207	12	\$4,797,448	\$24,000,000
4 VC / JLE	20%	600	569	31	\$13,166,330	\$66,000,000
5 JLW	20%	654	616	38	\$14,259,082	\$71,000,000

## FINDINGS:

### COMPARISON OF HOUSING OUTCOMES

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- ZIP generates more total housing units due to higher density potential
- SDB requires more on-site affordable housing
- ZIP generates substantially more revenue for affordable housing
- Leveraging impact fee revenue provides still more revenue resources for affordable housing production and retention
- Affordable Housing Trust fund also benefits from more market-rate housing units under ZIP





An aerial photograph of the Alameda County Courthouse in Oakland, California. The courthouse is a large, white, neoclassical building with a prominent dome and columns. It is surrounded by a mix of urban development, including modern high-rise buildings and older structures. In the foreground, there are green spaces with trees, a parking lot, and a road with a crosswalk. The word "QUESTIONS" is overlaid in large, bold, black letters across the center of the image.

# QUESTIONS



# **DISCUSSION: FEEDBACK NEEDED ON ZIP TRADEOFFS**

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- **Require a percentage of affordable housing/funding for residential buildings?**
- **If providing benefits on-site, provide commercial space, restrooms or public improvements, with any in-lieu funds going to affordable housing?**
- **Use a single fee/benefit amount across the entire downtown?**
- **Incentivize on-site housing or in-lieu fees (which can be leveraged for more units/deeper subsidized, but outside the downtown)?**
  - **Relatedly, should the 10% on-site discount only apply to non-housing benefits (e.g. site improvements)?**



# DOWNTOWN OAKLAND SPECIFIC PLAN

March 2023

Send additional comments and questions to: [plandowntownoakland@oaklandca.gov](mailto:plandowntownoakland@oaklandca.gov)

## • Relevant Links

- [Summary Memo of DOSP Rezoning Proposals](#)
- [Draft Zoning Amendments](#) (ZIP begins on page 23)
- [Draft Zoning Amendments FAQ](#)
- [DOSP Zoning Amendments web page](#)
- [ZIP Economic Analysis](#)
- [ZIP Economic Analysis Technical Appendix](#)
- [Comparative Analysis of Housing Outcomes](#)