

<b>Location:</b>	Citywide
<b>Proposal:</b>	<p>The City of Oakland (City) is undertaking an update of its General Plan – its “constitution for development”. The current General Plan was adopted over 20 years ago, and the City and the broader context have changed dramatically since. The 2045 General Plan Update (GPU) is an opportunity for all Oaklanders to work together to create a visionary blueprint for the future of the City over the next two decades. As a start, the City must acknowledge the burden of past practices on today’s Oakland, particularly on communities of color. This is an opportunity to begin the work to eliminate the root causes of inequity and undo the harms of the past.</p> <p>The 2045 GPU is being undertaken in two phases. Phase 1 focuses on the Housing Element and Safety Element update, as well as the preparation of a new Environmental Justice Element, Industrial Lands Policy, Environmental Impact Report, and zoning code and map update. Phase 1 is slated to be completed by early 2023.</p> <p>Phase 2 will update the Land Use and Transportation Element (LUTE); Estuary Policy Plan (the Land Use Element for much of the land below Interstate 880 along the Oakland Estuary); Open Space, Conservation and Recreation (OSCAR) Element; Noise Element; and preparation of a new Infrastructure and Facilities Element. Phase 2 of the General Plan Update is slated to be completed in 2025. A Racial Equity Impact Analysis (REIA) conducted before and during the General Plan Update process will help ensure that policies, programs, and actions will prioritize historically marginalized communities and maximize equitable outcomes.</p> <p>This informational report provides the relevant background information for the scheduled study session on the 2045 GPU process on the Environmental Justice (EJ) Element, Safety Element Update, and vision for Oakland’s industrial growth. It also summarizes EJ and Safety Element requirements from the State, outlines key environmental justice and safety issues in Oakland and provides updates on ongoing community engagement.</p>
<b>Applicant:</b>	City of Oakland
<b>Case File Numbers:</b>	GP21002; GP21002-ER01
<b>General Plan:</b>	Citywide
<b>Zoning:</b>	Citywide
<b>Environmental Determination:</b>	An Environmental Impact Report will be prepared as part of the General Plan Update.
<b>City Council District:</b>	All districts
<b>Staff Recommendation:</b>	Receive Public Comments and Provide Feedback to Staff On Key Goals Needed To Address Environmental Justice Issues, Advance Equitable Processes For Integrating Climate Resilience And Public Safety Strategies, And Inform The Vision For Oakland’s Industrial Growth.
<b>Finality of Decision</b>	N/A
<b>For Further Information:</b>	Contact Project Manager <b>Lakshmi Rajagopalan</b> at <b>510-238-6751</b> or <a href="mailto:lrajagopalan@oaklandca.gov">lrajagopalan@oaklandca.gov</a> Project Email Address: <a href="mailto:generalplan@oaklandca.gov">generalplan@oaklandca.gov</a> Project Website: <a href="https://www.oaklandca.gov/topics/general-plan-update">https://www.oaklandca.gov/topics/general-plan-update</a>

## **SUMMARY**

Staff has prepared this Report to inform the Planning Commission about the City's 2045 General Plan Update (GPU) process and to provide the relevant background information for the scheduled study session on the 2045 GPU process on the Environmental Justice (EJ) Element, Safety Element Update, and vision for Oakland's industrial growth. It also summarizes EJ and Safety Element requirements from the State, outlines key environmental justice and safety issues in Oakland and provides updates on ongoing community engagement.

## **BACKGROUND**

The City of Oakland (City) is undertaking an update of its General Plan – its “constitution for development”. The current General Plan was adopted over 20 years ago, and the City and the broader context have changed dramatically since. The 2045 General Plan Update (GPU) is an opportunity for all Oaklanders to work together to create a visionary blueprint for the future of the City over the next two decades. As a start, the City must acknowledge the burden of past practices on today's Oakland, particularly on communities of color. This is an opportunity to begin the work to eliminate the root causes of inequity and undo the harms of the past.

The 2045 GPU is being undertaken in two phases. Phase 1 focuses on the Housing Element and Safety Element update, as well as the preparation of a new Environmental Justice Element, Industrial Lands Policy, Environmental Impact Report, and zoning code and map update. Phase 1 is slated to be completed by early 2023.

Phase 2 will update the Land Use and Transportation Element (LUTE); Estuary Policy Plan (the Land Use Element for much of the land below Interstate 880 along the Oakland Estuary); Open Space, Conservation and Recreation (OSCAR) Element; Noise Element; and preparation of a new Infrastructure and Facilities Element. Phase 2 of the General Plan Update is slated to be completed in 2025. A Racial Equity Impact Analysis (REIA) conducted before and during the General Plan Update process will help ensure that policies, programs, and actions will prioritize historically marginalized communities and maximize equitable outcomes.

With this GPU, the City has the opportunity to advance its commitment to create a "fair and just" city and undo past harms and inequity through the creation of more robust and equitable General Plan goals, policies, and actions. This means working to identify and understand the barriers to achieving greater equity and strengths of communities; and working with communities to develop solutions for long-term and systemic changes that eliminate the root causes of inequity.

The 2045 GPU process includes a robust and multi-pronged strategy for community engagement, including workshops, discussion groups, pop-up outreach, cultural events, youth engagement, online engagement methods, decision maker meetings, and more. The GPU process places particular emphasis on engaging communities historically underrepresented and excluded from traditional planning processes and often most negatively impacted by City policies.

### **General Plan Elements**

All California cities and counties are required to adopt comprehensive, long-term general plans to serve as the “constitution” for future development. California Law requires specific topics, also called "Elements," to be covered in a city's general plan. Required General Plan topics include:

- Land use
- Circulation
- Housing
- Conservation
- Open space
- Noise
- Safety
- Environmental justice (or related goals and policies integrated in other elements).

Requirements for each element are provided in California Government Code Section 65302.

On July 19, 2022, the Oakland City Council adopted [Resolution No. 89345 C.M.S.](#) recognizing the disproportionate impacts of climate change on Black, Indigenous, People of Color (BIPOC) and low-income communities in Oakland and directing the City Administrator to engage in an equitable process for integrating climate resilience and mitigation strategies and policies into the General Plan. The City Council's direction is consistent with Senate Bill (SB) 1035 and SB 379, which require all cities to address climate change adaptation and resilience in their general plan safety element.

Reports presented to the Planning Commission on [May 18, 2022](#), and to the Community and Economic Development (CED) Committee on [February 22, 2022](#), and [May 24, 2022](#), provide detailed information on the City of Oakland General Plan Update process including key background information provided in the [Map Atlas](#), [Environmental Justice and Racial Equity Baseline](#), and EJ Screening Analysis to identify potential EJ Communities (**Attachment A** shows the updated EJ Communities Map), and community engagement and outreach. Staff also solicited feedback from the Planning Commission and the CED Committee on issues and priorities for the Safety Element Update and the new EJ Element.

## **ENVIRONMENTAL JUSTICE ELEMENT**

Many of Oakland's BIPOC and low-income communities are disproportionately burdened by pollution and environmental stressors due to legacies of racialized zoning and policymaking. In order to properly address this undue burden, the City is creating its first EJ Element for the Oakland 2045 General Plan Update.

Senate Bill (SB) 1000, passed in 2016, requires that cities and counties with disadvantaged communities (referred to as Environmental Justice Communities or EJ Communities in Oakland), Senate Bill (SB) 1000, the Planning for Healthy Communities Act, requires California cities and counties to: "Identify objectives and policies to reduce the unique or compounded health risks in disadvantaged communities." Under SB 1000, Oakland is required to adopt an EJ Element, either standalone or interwoven with other Elements, at the same time that the Housing and Safety Elements are updated. The EJ Element must include objectives and policies to reduce health risks in disadvantaged communities, promote civic engagement in the public decision-making process, and prioritize programs that address the needs of disadvantaged communities.

### *What is Environmental Justice?*

The United States Environmental Protection Agency defines environmental justice as: "The fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation and enforcement of environmental laws, regulations and policies."

In practice, environmental justice is often better understood through the lived experience of communities most impacted by environmental injustices. Due to legacies of racist and discriminatory housing and land use policies, including redlining, urban renewal, and more, BIPOC communities are disproportionately exposed to toxic air pollutants, contaminated water, and other environmental hazards.

Inequitable exposure, in turn, leads to health inequities such as higher rates of pediatric asthma, stroke, and cancer among low-income communities of color. Health inequities are the result of a long history of systemic racism and environmental & social injustices that continue to have lasting effects on vulnerable populations. Environmental justice seeks to rectify these issues by improving the environmental health of those most harmed by pollution burdens and intentionally investing in these communities to create opportunities that will allow its residents to live long, healthy lives.

*What are “Unique and Compounded Health Risks”?*

A "health risk" is a hazard to human health. Some hazards (such as lead, asbestos, floods, and heat waves) may be dangerous enough to harm human health on their own. Other hazards may not be so dangerous that they are harmful to health by themselves, but when considered with other health risks to a community, they are indeed harmful. This is a compounded health risk.

Today, people are often exposed to multiple health risks, such as asbestos and air pollutants, while experiencing poverty and living in neighborhoods with poor access to fresh and affordable foods. These conditions are experienced more often by EJ Communities. The inequitable distribution of resources that promote health coupled with the concentration of environmental pollution and other hazards that harm health is what Senate Bill 1000 refers to as the unique or compounded health risks that impact an environmental justice community.

### **Environmental Justice Element Requirements**

SB 1000 requires that an EJ Element identify “disadvantaged communities” within the area covered by the general plan, and include goals, policies, and objectives to reduce the unique or compounded health risks in “disadvantaged communities” by means that include, but are not limited to the seven topic areas listed below:

1. Reduction of pollution exposure, including the improvement of air quality.
2. Promoting safe and sanitary homes.
3. Promoting food access.
4. Promoting physical activity.
5. Promotion of public facilities.
6. Promote civic engagement in the public decision-making process.
7. Prioritizing improvements and programs that address the needs of disadvantaged communities.

SB 1000 defines a “Disadvantaged Community” as: “An area identified by the California Environmental Protection Agency (CalEPA) or an area that is a low-income area that is disproportionately affected by environmental pollution and other hazards that can lead to negative health effects, exposure, or environmental degradation.” Further, SB 1000 further defines “low-income area” as an area with a median household income at or below 80 percent of the statewide median income, or as an area that meets the “low-income” threshold per the Department of Housing and Community Development Department’s State Income Limits.

*While State law uses the term “disadvantaged communities,” the City of Oakland has opted to use the term “Environmental Justice (EJ) Communities”.* This is based on the recognition that environmental justice calls for identifying the cumulative burdens that unfairly impact or disadvantage a neighborhood, the root causes that results in unfair impacts, and the solutions that will provide equitable access to environmental benefits, investments, and other resources.

*Identifying Environmental Justice Communities*

The first step in the development of the EJ Element is to identify low-income communities disproportionately impacted by environmental pollution and health inequities. This will require proactive outreach to community members, early identification of environmental justice issues, and timely preparation of policies to address them. The next step of the process is to develop specific goals, policies, and implementation programs that respond to and prioritize the needs of these communities.

To identify EJ Communities, SB 1000 prioritizes the use of the California Communities Environmental Health Screening Tool (“CalEnviroScreen”), a data tool developed by CalEPA with the purpose of providing statewide data to identify communities disproportionately impacted by, or vulnerable to, environmental pollution and contaminants. However, the Governor's Office of Planning and Research (OPR) also encourages community-focused processes to identify EJ Communities by taking into consideration local impacts, concerns, and priorities.

To tailor State requirements for the development of an EJ Element that works best for Oakland, the City has chosen to use a customized “screening” method to identify areas in the city that are disproportionately affected by environmental pollution and other hazards that can lead to negative health effects, exposure, or environmental degradation. This method uses locally specific indicators in addition to the statewide indicators from CalEnviroScreen. The result is an Oakland-specific Map of Potential Environmental Justice (EJ) Communities. **Attachment A** shows the updated EJ Communities Map.

Once EJ Communities are identified, Environmental Justice goals and policies must be developed to reduce the unique or compounded health risks in EJ Communities by means that include but are not limited to the seven topic areas listed in Table 1 below.

Staff along with the Deeply Rooted Collaborative, EJ Solutions, and Dyett and Bhatia also convened focused environmental justice discussions with EJ advocates and organizations.

**Table 1** provides a summary of the required EJ Element topic areas and potential outcomes from the focused discussions. **Table 3** provides a summary of community feedback focused on Environmental Justice from Pop-up and Community Hub Events.

*Table 1: Required EJ Element Topic Areas and Potential Outcomes from a Review of Existing Plans and Community Feedback*

SB1000 – Required Topics	Potential Outcomes from Focused Discussions
<b>1. Reducing Pollution Exposure, Improving Air Quality</b>	
People may be exposed to pollution daily in virtually every community when people come into direct contact with air, food, water, and soil contaminants that are often the results of incompatible land uses. However, some people may be more severely impacted by pollution exposure because of their age or health, or due	<ul style="list-style-type: none"> <li>• Reducing and mitigating pollution from industrial uses, freeway traffic, and other mobile sources of pollution in West and East Oakland.</li> <li>• Address and prevent the health impacts of illegal dumping in Environmental Justice Communities.</li> </ul>

<b>SB1000 – Required Topics</b>	<b>Potential Outcomes from Focused Discussions</b>
<p>to socioeconomic conditions that may increase people’s stress or make healthy living difficult.</p> <p>Many EJ Communities in Oakland are burdened by multiple sources of pollution, such as proximity to freeways and industrial sites. These communities are also on the front lines facing the challenges associated with adapting to the impacts of climate change. It is important to identify the sources, types, and quantities of pollution to determine the best solutions.</p>	<ul style="list-style-type: none"> <li>● Adapt to climate change in project design and development.</li> <li>● Separating pollution sources from sensitive land uses, such as homes, schools, hospitals, libraries, etc.</li> <li>● Addressing the impacts of goods movement, including truck impacts, and the transportation of hazardous material.</li> <li>● Preventing development of new sources of pollution in overburdened areas, or including policies to reduce impacts (planning and permitting to address health; including buffers, overlay zones, and performance standards)</li> <li>● Cleaning up and protecting residents from existing pollution (cross-reference with Safety Element and address toxics exposures, hazardous materials transport, and brownfields)</li> <li>● Implementation of the City of Oakland 2030 Equitable Climate Action Plan (ECAP) measures to reduce greenhouse gases (GHG)</li> <li>● Equitable planning/preparedness, response, and resilience/recovery in vulnerable and frontline communities for climate change-related hazards</li> </ul>
<b>2. Promote Safe and Healthy Homes</b>	
<p>Improving housing conditions, housing affordability, as well its compatibility with surrounding land uses, can significantly improve both individual and community health.</p> <p>Many homes in Oakland’s aging housing stock, particularly in lower income areas where renovations have either not occurred or are substandard, are likely to contain lead-based paint, mold, mildew, asbestos and other toxic materials. These conditions put adults and children at risk of lead poisoning and asbestosis, which can result in lifelong detrimental health impacts. For many low-income families, the only housing option is to move into substandard housing with this and other structural and environmental hazards. The location of housing is also important: proximity to pollution sources impacts the indoor housing conditions, in addition, some housing may not have adequate access to economic opportunity, or public services and facilities.</p>	<ul style="list-style-type: none"> <li>● Address the ongoing impacts of redlining by permitting more housing variety across all of Oakland.</li> <li>● Provide ongoing support for, and address root causes of, homelessness – in particular, the disproportionate impact of homelessness on Black, Indigenous, and People of Color.</li> <li>● Facilitate development without displacement by: <ul style="list-style-type: none"> <li>○ Intentionally encouraging development that benefits existing residents of Environmental Justice Communities.</li> <li>○ Enhancing access to affordable housing, particularly for vulnerable populations.</li> <li>○ Preserving existing affordable housing and protect residents from involuntary displacement.</li> </ul> </li> <li>● Address unsafe and unhealthy housing conditions by reducing exposure to mold, asbestos, lead, and other toxic substances.</li> </ul>
<b>3. Promote Healthy Food Access</b>	
<p>Food access refers to a person’s ability to access nutritionally adequate, culturally appropriate, and affordable food. Having sufficient income to purchase healthy food, as well as the proximity and ability to travel to a food source that offers nutritionally adequate, culturally appropriate, and affordable food are important elements of equitable access.</p>	<ul style="list-style-type: none"> <li>● Identifying gaps in healthy food access.</li> <li>● Supporting local agriculture and equitable food production, for example by promoting community gardens.</li> <li>● Increasing health and nutrition.</li> <li>● Expanding access to local healthy food and reduce food insecurity.</li> </ul>

<b>SB1000 – Required Topics</b>	<b>Potential Outcomes from Focused Discussions</b>
	<ul style="list-style-type: none"> <li>• Protect, maintain, and reuse existing community spaces.</li> <li>• Address the overconcentration of unhealthy retail (liquor stores, tobacco retailers).</li> <li>• Develop food-related programs, coordination, and management.</li> </ul>
<b>4. Promoting Physical Activity</b>	
<p>Without safe and well-maintained places to walk, play, and exercise, many communities in Oakland experience a range of adverse health outcomes. It is important that environmental justice policies that promote physical activity address the equitable distribution of active transportation (i.e., pedestrian and bicycling) networks as well as the distribution of parks, open spaces, and urban green spaces.</p>	<ul style="list-style-type: none"> <li>• Increasing opportunities for active transportation by enhancing walking, bicycling, and transit infrastructure and promoting safety.</li> <li>• Expanding access to safe, high-quality open space and increasing opportunities for physical activity and recreation.</li> <li>• Expand access to Oakland’s shoreline for Environmental Justice Communities.</li> <li>• Expanding and protecting tree canopy cover in underrepresented areas of East and West Oakland, in order to provide shade, reduce urban heat island impacts, and reduce exposure to air pollution emissions.</li> <li>• Implementing the Urban Forest Master Plan, a comprehensive, area-wide urban canopy and vegetation plan that identifies locations that trees can be added and maintained, such as parks, streets, Caltrans' rights-of-way and develop a plan to protect existing trees.</li> </ul>
<b>5. Promoting Public Facilities</b>	
<p>Many EJ Communities in Oakland do not have adequate access to a wide range of necessary facilities such as libraries, health centers, or parks. If the facilities exist, they may be in dilapidated or poor condition – which creates safety hazards. SB 1000 refers to “public facilities” as “public improvements, public services, and community amenities.” This may include transit facilities, parks, open spaces, health centers and clinics, schools, daycare centers, libraries, museums, community centers, community facilities, and recreational facilities (such as senior or youth centers).</p>	<ul style="list-style-type: none"> <li>• Ensure equitable access to safe, reliable transportation options.</li> <li>• Bringing street/sidewalk and parks maintenance, tree canopies, trash collection and other services in Environmental Justice Communities up to par with others and acknowledge that areas of higher need require additional services to maintain equitable levels of habitability.</li> <li>• Providing an equitable distribution of safe and well-designed parks and playgrounds, libraries, schools, childcare centers, public restrooms, and other public facilities.</li> <li>• Ensuring that EJ Communities have affordable, accessible, reliable, and safe transportation options (such as bus transit, bicycle infrastructure, and attractive sidewalks) to these and other community services and facilities.</li> <li>• Implement the City’s 2018 cultural plan “Belonging In Oakland: A Cultural Development Plan” by promoting the value of “placemaking,” “Place and Identity,” and the “Civic Commons”.</li> <li>• Encourage public land stewardship.</li> </ul>
<b>6. Civic Engagement/ Reducing Barriers to Inclusive Engagement and Participation</b>	

<b>SB1000 – Required Topics</b>	<b>Potential Outcomes from Focused Discussions</b>
<p>Ensuring that all members of a community – especially those who are most impacted by environmental pollution and other hazards - can meaningfully participate in any civic decision-making process is key to planning for environmental justice.</p> <p>Creating accessible and culturally appropriate opportunities for low-income, underrepresented, and linguistically isolated stakeholders to engage in local decision-making will help ensure that EJ issues are identified and resolved.</p>	<ul style="list-style-type: none"> <li>• Eliminating cultural and language barriers.</li> <li>• Promoting broad and balanced participation and increasing representation in government.</li> <li>• Supporting participatory budgeting.</li> <li>• Promoting cultural competence.</li> <li>• Increasing opportunities for youth.</li> </ul>
<b>7. Prioritizing Improvements and Programs in EJ Communities</b>	
<p>Environment justice seeks to improve the environmental health of those most harmed by pollution burdens by intentionally investing in the most impacted communities to create opportunities that will allow its residents to live long healthy lives.</p> <p>EJ Communities may have specific needs which may require taking special actions to ensure that existing conditions are improved and not exacerbated. In addition, effective prioritization would ensure that policies and programs benefiting EJ Communities are implemented in a timely fashion.</p> <p>Lastly, focusing on the prioritization of improvements and programs for EJ Communities can also help jurisdictions access public funding that is dedicated to benefitting EJ Communities and prepare governments for potential funding applications.</p>	<ul style="list-style-type: none"> <li>• Reducing economic inequities by targeting growth to build wealth in communities harmed by disinvestment, segregation and generational denial of opportunity.</li> <li>• Promoting clean, green jobs with focus on job training and opportunities for Black Americans, Indigenous peoples, Immigrants, and formerly incarcerated)</li> <li>• Prioritizing historically underserved areas for infrastructure improvements.</li> <li>• implementing projects identified by existing residents in Environmental Justice Communities as funds become available.</li> <li>• Assessing the environmental justice impacts of new development regulations.</li> <li>• Supporting racial and tribal reconciliation and reparations</li> </ul>

See also Section on Community Engagement and Outreach Summary for a summary of feedback received from popup and community hub events. Additional environmental justice focus groups will be held in Fall 2022.

**SAFETY ELEMENT UPDATE**

The Safety Element identifies a community’s natural, geological, and human-caused hazards, and risks and policies to safeguard the community against those risks and their impacts to people and property. Identified hazards should also have corresponding mitigation strategies to help guide decision-makers in land use planning and preparing for climate change. The Local Hazard Mitigation Plan (LHMP) and Vulnerability Assessment are two city planning documents that are critical to informing the policies and programs that will form the Safety Element.

**Safety Element Requirements**

At a minimum, the Safety Element must include the following topics related to geological and natural hazards:

- Slope instability and landslides

- Seismic Risks: Ground shaking and ground failure, dam failure, subsidence, and liquefaction. Mapping of these known geologic hazards must address evacuation routes, military installations, peakload water supply requirements, and minimum road widths and clearances
- Flooding: Identification of flood hazard zones and including FEMA Flood insurance maps, dam failure maps, and areas subject to inundation. Historic flood information and identification of areas with existing and planned development in hazard areas.
- Wildfire: Identification of policies that protect Oakland from risks associated with wildland and urban fires. Areas identified by CALFire and the United States Geological Survey (USGS) as High Fire Hazard Severity Zones and Very High Fire Severity Zones (VHFSZ) must be mapped as well as existing and planned development in these areas.
- Climate Change Adaptation and Resilience: Address climate change and its impacts to property and people, especially on individuals and groups who are particularly vulnerable. Individuals and groups who are socially vulnerable include young children and elderly people, homeless people, people with disabilities, and BIPOC communities.

The Safety Element is required to include a Vulnerability Assessment that identifies the risks due to the impacts of climate change and resiliency strategies using a variety of tools, planning guides, and data from local, regional, state, and federal agencies as well as feasible implementation measures to minimize its impacts. Implementation measures could include land use planning programs that locate new essential public facilities outside of areas of risk, guidelines for inter-agency cooperation, and programs to restore or preserve ecological infrastructure and processes such as preserving wetlands or requiring green stormwater infrastructure for some projects.

The key safety issues or hazards that most widely affect Oakland, its people and property are wildfire, seismic risks, flooding because of flash floods and/or dam failure, and the impacts of climate change. While it is not a natural hazard, another key issue is public safety, defined as protection for all groups and individuals from violent crime, property crime, white collar crime, and all dangers and threats to the general welfare through provision of police, fire, and emergency response services.

A public survey was distributed for the [2021-2026 Local Hazard Mitigation Plan](#) asking respondents to rank their level of concern for natural hazards. Results (See [Appendix A: of 2021-2026 LHMP](#)) revealed that wildfire and earthquakes are the hazards that respondents are most concerned about. While this is not surprising given how California has experienced devastating wildfires in recent years combined with many smaller earthquakes that some experience throughout the region, there are also other hazards for which Oakland should be prepared. On June 15, 2021, the City of Oakland adopted the 2021-2026 LHMP and this was the first step in updating the Safety Element. Community engagement continues to be a key component in helping the GPU team gather feedback from the community and evaluate proposed community solutions to prepare for and respond to hazard events as well as prepare for and mitigate the impacts of climate change.

Staff convened two focus group discussions in early Summer 2022 focusing on the Safety Element update. See also Section on Community Engagement and Outreach Summary for a summary of feedback received.

**Table 2** summarizes the key takeaways from these focused community discussions. Additional focus groups will be held in Fall 2022. **Table 3** provides a summary of public feedback focused on Safety from Popup and Community Hub Events.

*Table 2: Key Takeaways from Focused Discussions on the Safety Element*

<b>Concerns</b>	<ul style="list-style-type: none"> <li>• There are gaps in the LHMP regarding city facilities that can support emergency response and many facilities don't have air conditioning or high-capacity HVAC air filtering systems nor are many facilities located where they are needed</li> <li>• Extreme heat events can disproportionately affect unhoused populations, people who live in housing with poor ventilation, and home-bound individuals</li> <li>• Need to expand emergency response facility capacity</li> <li>• Concern about preemptive emergency response training model that is inclusive and that reaches more diverse audiences</li> <li>• Action items in the current Safety Element were established before the Oakland Department of Transportation (OakDOT) was established. Policies should make sure people have affordable housing, think about where housing already exists and how to access the waterfront, open spaces and natural areas that we do have</li> <li>• Need to carefully understand unintended consequences of policies</li> <li>• The ECAP describes networks of mutual aid - instead of mutual aid and community networks being separate from city facilities and services; this presents a challenge that deserves greater attention</li> </ul>
<b>Priorities</b>	<ul style="list-style-type: none"> <li>• Maintain an equity lens throughout the entire update process</li> <li>• Prioritize collaborating with frontline communities</li> <li>• Address hazards from wildfire smoke and ensure adequate facilities for relief during wildfire smoke emergencies</li> <li>• Decisions related to disaster risk should be made within a disability-centered context; as populations age, people will develop more disabilities and so important to address these issues in terms of an aging population</li> <li>• Consider equitable nature-based adaptation and urban greening that protects against sea level rise, urban flooding, and urban heat</li> <li>• Consider requiring new buildings to accommodate increase in sea level rise</li> <li>• Consider policies that enforce groundwater monitoring</li> <li>• Consider policies that take into account the cost of maintenance</li> </ul>

**INDUSTRIAL LANDS VISION**

Industrial jobs are an important part of Oakland’s economy and will continue to play an important role in the City’s future, providing critical employment opportunities for many residents and tax revenues that help support vital city services. While Oakland maintains locational and other advantages and assets that support industrial activity, including a strategically located port with access to labor, capital, and consumer markets, as well as transportation infrastructure and accessibility, the industrial sector also faces existential challenges due to land cost, pressure for property conversion, rising labor costs, competition, regulatory challenges, traffic, and neighborhood complaints, among others. The City must also consider the pollution and health equity impacts of industrial activity on nearby residential uses.

As part of Phase I of the GPU, the City will build on its work over the past few years and identify key opportunities and key challenges related to industrial lands. Phase I will culminate in an Industrial Lands Policy Recommendation Study. In Phase 2, the team will evaluate land use alternatives and define policies to support diverse and thriving industrial nodes in the city while also protecting residential zones from adverse air quality, noise, and other environmental impacts.

### *Current Industrial Landscape*

Oakland's current industrial land occupies approximately 10 square miles of the city, where about 60 percent of the industrial land inventory is situated in the West and East Oakland neighborhoods. The City's industrial land supply remains largely concentrated along the I-880 freeway and rail corridors, which offer proximity and accessibility to the business and population centers of the city and the region. The total employment in industrial areas accounts for 18 percent of total city employment on less than six percent of the city's land supply. Industrial business activities provide an important base of stable, well-paying jobs with limited barriers to entry for Oakland residents, particularly those without a college education.

Oakland is home to one of the Bay Area's largest industrial submarkets, focused on warehouses and distribution uses. Despite the strength of Oakland's industrial sector, its inventory has increased at a slower pace compared to Alameda County and the Bay Area as a whole. Transportation, warehouse, and distribution services account for the largest number of industrial jobs at 39 percent, employing 13,070 people. Examples include couriers and messengers, air transportation, truck transportation, and the postal service. Manufacturing is the second largest group at 14 percent, comprising food, metal, computer and electronic, and furniture manufacturing, respectively. This subsector employs 4,880 people.

In 2020, the City published the [“Current Conditions Report: Industrial Lands and Business Activities in Oakland.”](#) While the industrial market has remained strong, industrial development in Oakland has been impacted by policy developments, including Ordinance No. 13370 C.M.S. in 2016 and Ordinance No. 13464 C.M.S. in 2017, which established permitting processes for the cannabis supply chain and the areas in which they are allowed. The creation of the cannabis “green zone,” which includes commercial and industrial zones, has increased demand for industrial real estate, speculative land acquisition and holding, as well as the displacement of some existing industrial businesses and work/live communities. Increased market pressures on industrial lands also stem from air quality impacts that have led environmental justice groups to call for buffers between residential and industrial uses.,

Currently, Oakland's industrial building stock remains in demand, building vacancies are very low, and rents are at an all-time high level. Nevertheless, there are concerns about the adequacy and suitability of some of Oakland's industrial building stock and older industrial areas for attracting and retaining modern industrial operations.

For more about Oakland's industrial history and the political, social, and economic conditions and policies that have shifted Oakland's industrial landscape, please review [“History of Industrial Activities and Industrial Zoning in Oakland,”](#) a white paper recently completed by the City's Planning Bureau.

### **Key Opportunities and Challenges Facing Oakland's Industrial Economy**

The city's General Plan team published the [Economic Trends and Prospects Report](#) in June 2022, an analysis of baseline conditions and trends affecting Oakland's economic prospects and growth opportunities. Oakland has numerous physical, infrastructure, and socioeconomic assets that can be leveraged to promote development patterns and growth opportunities that might be prioritized in the General Plan. These include a central location in a highly dynamic regional economy, excellent transportation infrastructure, a growing workforce, a large housing stock, abundant land development opportunities, a desirable climate, and cultural diversity, among other attributes.

The report also notes that growth of the Bay Area industrial market in recent years is attributed to the growth in Life Science and Biotechnology industries, clustering in Alameda County communities like

Emeryville, Berkeley, and Alameda, with Oakland being a notable exception. The City may consider policy changes that can facilitate the development of viable R&D/biotechnology uses to draw these industries. Additionally, Oakland may be well-positioned for fulfillment centers, which can benefit logistics and some industrial sectors, and generate substantial sales-tax revenues to support the City's General Fund, even though they do not generate high levels of employment. Additionally, the Planning Team conducted [a stakeholder meeting](#) with life sciences and commercial developer groups on May 19<sup>th</sup>, 2022. Many participants were optimistic that Oakland could introduce and support a life sciences industry if it could overcome zoning issues, identify areas with enough space, and speed up the plan approval process.

The team hosted its first industrial lands focus group on August 31, 2022, that focused on identifying economic growth possibilities, the strengths and weaknesses of different sectors (e.g., logistics, advanced manufacturing, and life sciences), as well as sustainable ways to support the Port of Oakland as an economic engine. The discussion focused on understanding of the key opportunities and challenges facing Oakland's industrial economy and informing vision for Oakland's industrial growth.

**Table 3** provides a summary of community feedback focused on Industrial Lands from Popup and Community Hub Events.

## **COMMUNITY ENGAGEMENT AND OUTREACH**

Community engagement efforts for Phase 1 of the GPU include an extensive and inclusive outreach process, and involves very close coordination between the City, Community Consultant, and Technical Consultant.

The Community Consultant team in partnerships with several community-based organizations (CBOs) represent important communities in Oakland who have been historically excluded from traditional planning processes and who are doing much of this work already.

### **Community Engagement and Outreach Summary**

Since November 2021, the General Plan Update team has engaged with the community through pop-ups, cultural events, townhalls, focused discussions, neighborhood workshops/meetings, online engagement, presentations to community groups and Neighborhood Councils (NC), study sessions, and public hearings etc. to engage and to solicit input and guidance.

All community input shared will be used to ground truth data based on peoples' lived experience, inform areas of focus for the update of General Plan elements, and guide development of General Plan policies.

Information on all community engagement events, including engagement summaries; workshop and townhall presentations, recordings, and meeting summaries; and discussion group summaries, are being provided via the [General Plan Update website at https://www.oaklandca.gov/topics/meetings-and-events](https://www.oaklandca.gov/topics/meetings-and-events), e-newsletters, and social media updates. The following is a summary of the ongoing GPU engagement for Phase 1 focused on EJ, Safety, and Industrial Lands:

- **Popup and Community Hub Events:** Since November 2021 to July 2022, the GPU Deeply Rooted Collaborative team has conducted 52 pop-up and community hub events in Eastmont, Fruitvale, San Antonio, Chinatown, West Oakland, and Downtown. For example, pop-up events have been held at the West Oakland Cultural Action Network's (WOCAN) and West Oakland

Environmental Indicators Project’s (WOEIP) Juneteenth events in West Oakland, and at larger community events such as Oakland Youth Arts Explosion (OYAE) and Art+Soul, Town Nights at Fruitvale, Oakland Asian Cultural Center’s (OACC) Queer Trans Asian Pride event, Oakland Carnival, Malcolm X JazzArts Festival, and 510 Day. The Village in Oakland also conducts weekly pop-up hubs, known as **Living Rooms**. These events are held at public parks and plazas for unhoused Oaklanders and offer hot meals and clean drinking water, recreation and educational activities, and resources to legal, mental, health, educational, and medical resources. These pop-ups have occurred at various locations such as DeFremery Park, San Antonio Park, Grove Shafter Park (Marcus Garvey Park), and Alameda County Social Services Plaza. At these community-embedded events and online, the team has engaged with over 1,900 people, with a majority being individuals from communities of color. These events sought to hear community concerns, ideas and solutions through interviews and focus group conversations. **Table 3** provides a summary of community feedback focused on EJ, Safety, and Industrial Lands from the Popup and Community Hub Events.

*Table 3: Community Feedback Focused on Environmental Justice, Safety, and Industrial Lands from Popup and Community Hub Events*

Focus Areas	Community Concerns	Community Policy Ideas
<b>Environmental Justice</b>	<ul style="list-style-type: none"> <li>• Air, noise and dust pollution from industry, proximity to highway, the port, trucks and cars</li> <li>• Collisions</li> <li>• Lack of access to healthy and affordable food choices</li> <li>• Lack of parks/green spaces and trees</li> <li>• Illegal dumping and Visible trash in the streets, particularly in underserved low-income and unhoused communities</li> <li>• Generational impact of living next to military zones with airplane and jet fuel pollution</li> <li>• Redlining and racial segregation causing generational health issues and cancer</li> </ul>	<ul style="list-style-type: none"> <li>• Port of Oakland include EJ and Public Health policies, criteria, equity, update science, research and data apply to all levels of administration and operation for the residents of West Oakland and flatlands.</li> <li>• Traffic Safety Measures like speed bumps, cross walks, traffic lights, pothole repair, bike lanes and repaved sidewalks Invest in public transportation that is affordable and frequent, less cars, more bike infrastructure like bike parking, and other sustainable alternatives such as renewable energy and electric cars.</li> <li>• Affordable grocery stores in East and West Oakland - Incentivize and fund corner grocery stores to carry healthy food</li> <li>• Plant more trees and prioritize tree equity in neighborhoods without trees</li> <li>• Encourage community gardens</li> <li>• Create and dispatch street cleaning teams, particularly focusing on hazardous trash in low-income neighborhoods of color</li> <li>• Enforce regulations on illegal dumping</li> <li>• Prioritize community input with project development</li> <li>• Removal of Interstate 980</li> </ul>

Focus Areas	Community Concerns	Community Policy Ideas
<b>Safety</b>	<ul style="list-style-type: none"> <li>• Increase in Asthma and other respiratory issues during wildfire season</li> <li>• Flooding concerns in flatlands</li> <li>• Access to emergency services, evacuation etc. due to flooding</li> <li>• Hospitalizations caused by the long-term effects of wildfire smoke</li> <li>• Violence in low-income neighborhoods discourages residents from walking in the neighborhood</li> <li>• Disproportionate health effects on young children and older adults</li> <li>• Identify traffic collisions as a major safety issue</li> </ul>	<ul style="list-style-type: none"> <li>• Prioritize wildfire prevention</li> <li>• Sacred burning, fire banking, and indigenous practices as a preventative strategy to prevent uncontrolled fires</li> <li>• Monitor sea level rise, mitigation, and infrastructure adaptation</li> <li>• Build community resilience centers with free resources</li> <li>• Build resilient infrastructure and disaster adaptation, prioritizing equity</li> <li>• Prioritize drought mitigation and adaptation</li> <li>• Support street violence prevention programs</li> <li>• Prepare for and mitigate infrastructure damage from earthquakes or natural disasters</li> <li>• Implement infrastructure updates in public areas, such as brighter lights and accessible emergency call boxes</li> </ul>
<b>Industrial Lands</b>	<ul style="list-style-type: none"> <li>• Respiratory issues created and/or exacerbated by industrial pollution from nearby industrial plants, trucks, and construction</li> <li>• Residents live near industrial lands and pollution are unable to go outside, which especially impact children               <ul style="list-style-type: none"> <li>○</li> </ul> </li> <li>• Industrial pollution impact West Oakland and North Oakland</li> </ul>	<ul style="list-style-type: none"> <li>• Expand and enforce regulations on industrial facilities</li> <li>• Prioritize diesel and fossil fuel reduction =&gt; Focus on air pollution from trucks and industrial transportation</li> <li>• Implement public air monitoring, especially near Port, highways, and high-traffic areas</li> <li>• Regulate companies to compensate residents for operation in neighborhood</li> <li>• Expedite sustainability initiatives at the Port of Oakland</li> <li>• Consider removing Interstate 980 and other highways</li> </ul>
<b>Equity and Community</b>	<ul style="list-style-type: none"> <li>• Lack of investment in underserved neighborhoods</li> <li>• Need social connections in order to navigate housing</li> <li>• Need spaces for artists and those doing community work</li> <li>• Quality of material in Oakland stores is poorer than other cities</li> <li>• Infrastructure, like rail tracks, funds are not equitably distributed and must go to places beyond Downtown</li> </ul>	<ul style="list-style-type: none"> <li>• Prioritize equitable city investment to provide the same services to the flatlands compared to the hills</li> <li>• Prioritize community input with project development</li> <li>• Support community education centers, public libraries, community organizations and grassroots efforts</li> <li>• Address gentrification, displacement, and exacerbating disparities among Downtown Oakland communities</li> <li>• Focus on retaining Oakland culture in the wave of gentrification</li> <li>• Support land trusts and other community ownership structures</li> </ul>

Focus Areas	Community Concerns	Community Policy Ideas
		<ul style="list-style-type: none"> <li>• Build resilience centers with free resources – masks, food, large gardens, and gardening opportunities</li> <li>• Continue supporting small businesses: “Oakland does a good job of supporting small independent businesses.”</li> <li>• Increase initiatives to support affordable and accessible childcare, especially important for economic mobility in Black communities</li> </ul>

- **Environmental Justice Community Hub:** Staff published an interactive [Environmental Justice Community Hub](#) to provide background information on SB 1000 and solicit feedback to ensure that the draft Map of Potential Environmental Justice (EJ) Communities reflect real conditions on the ground, and the experience of Oaklanders who live, work, learn and play in EJ Communities. The Map of Potential Environmental Justice (EJ) Communities (**Attachment A**) has been updated based on the new insights and feedback gathered through our survey, ground-truthing exercises, and conversations with communities.
- **Focused Discussion Groups:** Five discussion groups led by the GPU Community Consultants (Deeply Rooted, EJ Solutions), GPU Technical Consultants (Dyett & Bhatia), and City staff were held between June 2022 – August 2022 and focused on Environmental Justice, Safety, and Industrial Lands. The EJ and Safety Element discussion groups focused on identifying key issues, presenting environmental justice and safety focused-policies from existing plans to identify potential policy gaps, and documenting equity-focused policy ideas. The Industrial Lands discussion group focused on identifying economic growth possibilities, the strengths and weaknesses of different sectors (e.g., logistics, advanced manufacturing, and life sciences), as well as sustainable ways to support the Port of Oakland as an economic engine. Additional focus groups will be held in Fall 2022.
- **Community Education Workshops:** Two community education workshops were hosted on April 8, 2022, and April 9, 2022, and organized by the Deeply Rooted Collaborative Community Engagement partner to review the past and present policies that led to today's conditions in housing and environmental justice. Over 100 people attended the workshops. Speakers included Oakland unhoused leader Needa Bee (The Village in Oakland), environmental justice leader Ms. Margaret Gordon (West Oakland Environmental Indicators Project), Margaretta Lin (Just Cities) and Diana Benitez (Just Cities). Attendees shared their frustration regarding ongoing displacement and disinvestment and various community-centered solutions that would bring much needed resources to communities of color in Oakland without displacement.
- **Neighborhood Workshops:** Two neighborhood workshops led by the GPU Technical Consultant, Dyett & Bhatia, and City staff were held on April 30, 2022, at the East Oakland Senior Center and on May 26, 2022, at the West Oakland Senior Center. The workshops introduced the General Plan and gathered community input on a vision for the City in 2045, as well as local issues and opportunities that should be addressed in the General Plan. Councilmembers Treva Reid and Carroll Fife and their staff participated and provided their feedback at these workshops.

- **Youth Engagement:** The GPU Community Consultant, Deeply Rooted Collaborative, has established a Deeply Rooted Youth Fellowship comprised of 20 fellows between the ages of 15 to 22. The Fellowship will be a 2-to-3-year commitment during the GPU process and fellows will be provided with a monthly stipend. Planning, design, and training of the fellowship program will be done in coordination with Y-Plan. Fellows will coordinate with the Oakland Youth Advisory Commission (OYAC) and will be engaged in outreach activities such as community-based events, presentations about the GPU process to the community and schools, and social media outreach. Additional information can be found at <https://www.oaklandca.gov/news/2022/twenty-local-youth-selected-to-lead-youth-outreach-for-oakland-general-plan-update>.
- **Neighborhood Councils and Community Group Meetings:** Staff are working with Neighborhood Service Coordinators to present at Neighborhood Councils (NCs) and other community groups on General Plan topics including housing, environmental justice, industrial lands and safety, and natural hazards and receive their feedback. Since April 2022, Staff have presented at over 40 NCPCs and will continue to engage and obtain feedback. Staff are also identifying engagement opportunities at other Neighborhood – Community groups, faith-based organizations, and other community congregation events as well. The complete list of Neighborhood Councils and Community Groups staff have presented to can be found here: <https://www.oaklandca.gov/topics/meetings-and-events#neighborhood-council-nc-community-group-presentations>.
- **Technical Advisory Committee:** The Technical Advisory Committee (TAC) is comprised of internal City department representatives as well as other Oakland-based, neighboring, and regional governmental agency representatives. The TAC serves to advise on key strategies to address Oakland’s big issues related to housing, environmental justice, safety, and other General Plan topics; review community input collected at key points in the process; and inform, discuss, and provide technical direction on policies and actions. At the TAC meetings held on May 23, 2022, and June 27, 2022, TAC members provided feedback on the draft EJ Communities map and initial input on Environmental Justice and Safety Elements policies and programs, as well as visioning for Industrial Lands.
- **Equity Working Group:** The GPU Community Consultant, Deeply Rooted Collaborative, has convened an Equity Working Group (EWG) comprised of 20 diverse residents who will: 1) Identify the major challenges and impacts of the General Plan (housing, safety, environmental justice, land use, transportation, and parks); and 2) Advocate for solutions that advance equitable and healthy communities for Oakland residents. The EWG has met thrice between June 2022 to August 2022 to provide feedback on the Draft Housing Element. Upcoming EWG meetings will focus on the EJ and Safety Elements.
- **Study Sessions with Official Decision-Making Bodies:** The Planning Commission, City Council, and various city boards and commissions will be active participants in the GPU process and will have opportunities to provide direction at each stage in the process. The GPU project team will continue to check in with these decision-making bodies at key milestones to ensure that the GPU project remains on the right track in terms of process, direction, and overall vision.

## **ENVIRONMENTAL DETERMINATION**

The City of Oakland will be preparing a Phase I Program Environmental Impact Report (EIR) to assess the environmental impacts of the Environmental Justice, Housing, and Safety Elements, and related Phase I amendments, including any implementing zoning program, in compliance with CEQA. The Phase 1

Program EIR will focus on growth forecasts and potential housing sites, and also aim for mitigation measures that staff could apply as standard conditions of approval for projects, particularly those involving housing development. Key efforts will also focus on the intended use of this Program EIR to support the City's use of CEQA streamlining provisions and tiered documents for the environmental review of future plans and projects. The EIR will serve both to inform the public and decision makers of potential environmental impacts and the mitigation measures associated with the Plan's implementation.

A [Notice of Preparation \(NOP\)](#) of an EIR was published on March 30, 2022. An EIR Scoping Session was held at the April 20, 2022, Planning Commission meeting to solicit comments from the Planning Commission and the public on the types of information and analysis that should be considered in the General Plan Update EIR.

**ACTION REQUESTED OF THE PLANNING COMMISSION**

Staff Recommends That The Planning Commission Conduct A Study Session And Receive An Informational Report As Follows: (A) Environmental Justice Element Requirements and Key Environmental Justice Issues in Oakland; (B) Safety Element Framework and Key Safety Issues in Oakland; (C) Key Opportunities and Challenges Facing Oakland's Industrial Economy; And (D) Receive Public Comments and Provide Feedback to Staff On Key Goals Needed To Address Environmental Justice Issues, Advance Equitable Processes For Integrating Climate Resilience And Public Safety Strategies, And Inform The Vision For Oakland's Industrial Growth.

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**ATTACHMENTS:**

- A. Attachment A  
Figure 1 - Potential Environmental Justice Communities