



# SUPPLEMENTAL REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Jason Mitchell  
Director, Public Works

**SUBJECT:** 2030 Energy and Climate Action Plan  
Community Engagement Process

**DATE:** June 4, 2018

City Administrator Approval

Date:

6/8/18

## RECOMMENDATION

**Staff Recommends That The City Council Receive Information On The Progress Of Implementing The Priority Actions In Oakland's Energy And Climate Action Plan, Including Level Of Progress, Metrics Used To Determine Progress/Completion, And Process To Date.**

## REASON FOR SUPPLEMENTAL

On May 8, 2018, the Public Works Committee requested that staff present an outline of the intended community engagement process for development of the 2030 Energy and Climate Action Plan (2030 ECAP). This report provides that outline.

## BACKGROUND AND RATIONALE

On May 15, 2018, City Council adopted a 2030 greenhouse gas (GHG) reduction target of 56 percent below 2005 levels. This target is intended to ensure continued sufficient progress toward the Council-adopted long-term goal of reducing GHG emissions across Oakland 83 percent by 2050.

The existing Oakland Energy and Climate Action Plan (2020 ECAP) states that the City's long-term climate goals cannot be accomplished without "unprecedented leadership," not only by City government, but by all Oaklanders. The process of crafting a 2030 ECAP will require significant community engagement and mass community mobilization, equaling or surpassing that

which led to the 2020 ECAP. The prior process brought together more than 1,000 members of the Oakland community between 2009 and 2011, through dozens of events and workshops, to influence the City's 2020 ECAP creation. The Ella Baker Center for Human Rights (EBC) took

*Leadership from local businesses, non-profit organizations, civic groups, and others will be essential to achieving Oakland's 36% GHG reduction target. As champions connected throughout the Oakland community, these organizations can help to build a movement around local climate actions. ...Oakland's success in reducing GHG emissions will ultimately depend on the day-to-day decisions of individuals.*

- 2020 ECAP, p. 22

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the lead to convene the Oakland Climate Action Coalition (OCAC) as a body to elevate community voices, synthesize proposals, and coordinate advocacy regarding citywide climate action planning. EBC had funding through the Green Collar Jobs Campaign to conduct the work, and more than 50 organizations participated as coalition members or allies. Today, more than two dozen Oakland nonprofits remain OCAC members.

*In early 2009, Garrett Fitzgerald, Oakland's Sustainability Coordinator, announced the City's decision to begin drafting an ECAP. The Ella Baker Center's Green-Collar Jobs Campaign saw this as an opportunity to engage Oakland residents most impacted by poverty and pollution in drafting and passing job-creating solutions.*

- Ella Baker Center

The 2020 ECAP states that "achieving significant GHG reductions will require everyone in the Oakland community working together." This statement remains true today. As Oakland makes progress toward its GHG reduction goals, strategies to achieve further reductions will require not only greater technological sophistication, but also increasing buy-in and cooperation across the community.

The intent of an inclusive engagement process is to make sure that the ECAP identifies and prioritizes climate solutions that promote environmental justice, incorporates strategies to build environmental and economic equity. This means taking steps to reach those in communities most impacted by environmental related disparities so that their perspectives advise strategies for addressing the current and potential disparities related to the negative impacts of GHG emissions and climate change. A robust inclusive community engagement process can also increase support for the plan's goals and strategies from across Oakland's diverse communities.

## **ANALYSIS**

Goals of the Community Engagement Process: The purpose of the 2030 ECAP community engagement process will be for City staff and the community to collaborate in the creation of an equitable climate strategy. The process will have the following overarching goals:

1. **Equity:** Assure that the City's climate strategy is also an equity strategy that maximizes economic benefits and wellbeing, and minimizes economic, health and safety burdens, to the City's underserved communities (also known as disadvantaged or "frontline" communities).
2. **Meaningful participation:** This means that those who are most impacted by environmental related disparities will be directly and intentionally included in the ECAP's creation process. The engagement process will also be designed so that outcomes are clear to all, that barriers to participation are addressed, and that community voices are substantively reflected in the final ECAP, including its goals, strategies, and vision.
3. **Community science:** Assure that residents, businesses, nonprofits, other agencies, members of underserved communities who are disparately impacted by poor air quality and other environmental hazards directly contribute to the design of actions to address climate change, GHG emissions, and barriers to participation in the benefits of the green economy. Including a broad range of community experience and expertise to inform a more robust dialogue and a better understanding of the full scope of the issues, will support the development of innovative policy options and more equitable outcomes.

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Timeline: The key starting point to the 2030 ECAP planning process was Council's adoption of the 2030 GHG reduction target. During the *Planning* phase, from July 2018 to December 2019, (see Figure 1), staff will develop a budget, hire consultants, finalize this outline, and reach out to community partners to plan the specific steps outlined below.

Staff anticipates that the entire engagement process will take 18 months. During *Phase One*, the project leads will facilitate a series of community workshops and additional engagement opportunities, and write the first draft of the 2030 ECAP based on the outcomes of that engagement. In *Phase Two*, staff and consultants will share the initial draft with the broader community through a second round of workshops, and work in concert with the community to revise the draft and ultimately bring a final draft ECAP to Council for review and approval.

**Figure 1: ECAP 2030 Community Engagement Timeline**

|           |  | 2018 |   |   |   |   | 2019 |   |   |   |   |   |   |   |   |   |   |   |   |
|-----------|--|------|---|---|---|---|------|---|---|---|---|---|---|---|---|---|---|---|---|
|           |  | J    | A | S | O | N | D    | J | F | M | A | M | J | J | A | S | O | N | D |
| Planning  | Create and issue RFQs for Facilitators   |      |   |   |   |   |      |   |   |   |   |   |   |   |   |   |   |   |   |
|           | Hire   |      |   |   |   |   |      |   |   |   |   |   |   |   |   |   |   |   |   |
|           | Finalize engagement plans  |      |   |   |   |   |      |   |   |   |   |   |   |   |   |   |   |   |   |
| Phase One | Launch working groups for workshop planning and ECAP subject area expertise                                    |      |   |   |   |   |      |   |   |   |   |   |   |   |   |   |   |   |   |
|           | Launch online portal, collect and respond to feedback, share new ECAP drafts or section drafts as appropriate. |      |   |   |   |   |      |   |   |   |   |   |   |   |   |   |   |   |   |
|           | First-round workshops  |      |   |   |   |   |      |   |   |   |   |   |   |   |   |   |   |   |   |
|           | Develop 1 <sup>st</sup> draft of ECAP  |      |   |   |   |   |      |   |   |   |   |   |   |   |   |   |   |   |   |
| Phase Two | 2 <sup>nd</sup> round workshops, draft review, & real-time edits   |      |   |   |   |   |      |   |   |   |   |   |   |   |   |   |   |   |   |
|           | Preparation of final draft and Council presentation  |      |   |   |   |   |      |   |   |   |   |   |   |   |   |   |   |   |   |

Facilitation: Staff will engage two outside facilitators, for a total of three project leads:

1. **Community/Equity Lead:** The Community/Equity facilitator will have extensive community organizing expertise and demonstrated ability to be a neutral facilitator. They will also have demonstrated experience engaging the communities most impacted by climate change and economic inequity, based on data including life expectancy, poverty, asthma and other public health indicators, vulnerability to sea level rise, etc. Finally, they will also have extensive experience and deep knowledge of Oakland's demographics, environmental justice issues and organizations, and experience working with Oakland communities. The role of the Community and Equity Lead will be, in partnership with Oakland's Department of Race and Equity, to ensure that the 2030 ECAP planning process is representative of Oakland's diverse communities; that the

voices and needs of typically under-represented communities are reflected in both the process and outcomes; that the engagement process is inclusive; and that messaging about climate change is rooted in equity.

2. **Climate Planning Lead:** This facilitator will ideally be a consultant with experience in climate science and climate action plan development. The role of the Climate Planning Lead is to ensure that the 2030 ECAP is based in the most robust and current climate science, rooted in the latest viable technologies, and inclusive of best practices in climate change mitigation, carbon sequestration, and climate adaptation.
3. **Policy Lead:** City staff will perform this role. The Policy Lead will ensure that the ECAP development process is fiscally sound and coordinated across City departments, and that it accesses appropriate policy levers, including building on State and Federal regulations and coordinating with regional bodies such as the Bay Area Air Quality Management District, Alameda County Waste Management Authority, Alameda County Energy Council, Bay Area Regional Energy Network, and East Bay Community Energy.

Grassroots engagement: In conjunction with the Community/Equity Lead, staff will carry out a minimum of eight workshops, plus at least one town hall-style meeting at City Hall. The workshops will be designed to be maximally representative of Oakland's diverse communities, and particularly inclusive of those that are often less engaged in the policy process and most impacted by multiple sources of pollution, climate change, environmental health issues, and barriers to equitable economic development (analysis will include CalEnviroScreen 3.0; see Attachment A). There will be one workshop at minimum, with appropriate translation, in each of the following:

- West Oakland (Council District 3)
- Sobrante Park (Council District 7)
- San Antonio (Council Districts 2 and 5)
- Fruitvale (Council District 5)
- Chinatown (Council District 2)
- Seminary/Hegenberger/Arroyo Viejo (Council District 6)
- North Oakland (Council District 1)
- Additional workshop TBD (Council District 4)

The workshops will provide the main opportunity for residents and other attendees to share concerns, suggest new strategies and resources, react to proposed strategies, and identify related issues that should be addressed. The Community/Equity Lead will reach out to OCAC and community leaders early to plan and advertise the workshops. This will increase the likelihood that workshop participants are prepared with informed contributions, and motivated to engage in the planning process beyond the workshops themselves. Workshops may take different forms, such as "climate charrettes," facilitated roundtable discussions, etc. All workshops are expected to include the following elements:

- Early invitations for co-planning with, and on-site representation from, community groups working in the area (e.g. Asian Pacific Environmental Network, Unity Council, West Oakland Environmental Indicators Project, Allen Temple Baptist Church, Health for Oakland's People and Environment [HOPE] Collaborative, Planting Justice, etc.)
- Explanation of relevant climate science, including overall climate risks and specific implications for the specific neighborhood

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- Explanation of potential benefits of climate action including green job development, utility bill savings, and relevant resources
  - Brief history of Oakland climate action
  - Key City staff to frame policy opportunities and areas of City responsibility, and answer relevant questions
  - Invitations to continue engagement beyond the workshops in the form of ongoing working groups, facilitated by one or more of the project leads or by a community organization/leader volunteering for the position

At all workshops, the Community/Equity Lead will collect data regarding inclusivity and specific populations engaged, including key demographic data and organizational affiliation if applicable. After the initial round of workshops, if the Community/Equity Lead identifies gaps in populations engaged (such as by race, language, age, geographic neighborhood, etc.), staff and the Community/Equity Lead will schedule additional workshops targeting the under-represented population(s). All process evaluation data will also inform ongoing community engagement to be carried out during the ECAP implementation phase (2020-2030).

Staff will hold additional technology roundtables aimed at industry experts such as green businesses and academic institutions and open to the public. These will be organized topically:

- Energy and Green Buildings
- Transportation and Land Use
- Waste and Material Consumption
- Climate Adaptation
- Urban Forestry and Sequestration

Two additional engagement opportunities may be employed. First, City staff and/or project leads may hold periodic "office hours" at locations around the city such as libraries, community centers, farmers' markets, and other gathering places to engage the public in discussions about the ECAP and solicit ideas. Second, staff may create an online portal like the version developed by OakDOT in the application process for the 2016 Federal Smart City transportation grant. This portal would serve a dual purpose: First, it would provide a flexible, accessible way for more community members to engage with the process and provide input. Second, it would be a source of public education, including information about climate science, policy opportunities, and relevant data such as demographics, building or transportation sector data, tree coverage, and green jobs.

City staff and consultants will craft the first draft of the 2030 ECAP based on the outcomes of the workshops and other forums, including draft text suggested in the workshops. The drafting process may include more detailed proposed content from subject matter leads, like the Steering Committee model used by OCAC in drafting the 2020 ECAP, if feedback from the initial round of workshops identifies this as an important approach. The project leads will then conduct a second round of community meetings ("Phase Two") to share the first draft and compile revisions. These meetings may be more tightly constructed than the first round of workshops, to reflect ECAP topic areas such as technology sectors (e.g. transportation and land use, building energy use, etc.) or by the key areas of climate action (mitigation, adaptation, and sequestration); or they may follow a similar "open-ended" process to the first round.

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## **RESOURCES AND FRAMEWORKS**

The community engagement process for creating the 2030 ECAP will be conducted referencing, learning from, and coordinating with several key resources and frameworks. These include:

- ***Oakland Climate Action Coalition: A Toolkit to Create Climate Action in Your Community.*** Authored by Denise Fan, Meredith Fenton, and Emily Kirsch of the Ella Baker Center for Human Rights, this publication details the community engagement process from the creation of the 2020 ECAP.
- ***Resilient Oakland Playbook.*** Staff will coordinate to the extent possible with the Chief Resilience Officer to ensure consistency and coordination with the Resilient Oakland Playbook, launched in late 2016. The 2020 ECAP contained a section on *Climate Adaptation and Improving Resilience*, but the City's understanding of those topics has improved dramatically since that ECAP was written. The 2030 ECAP is an opportunity to incorporate the findings, goals, and specific projects identified in the *Playbook*.
- ***Resilient Oakland Initiative (ROI) Community Engagement Process.*** Conducted in 2016-2017, the ROI Community Engagement Process sought to develop a template for equitable community engagement that would be applicable to any City endeavor. The process used ESD as a test case, specifically focusing on community engagement around sea level rise in West Oakland. Staff who participated in that process will lead the ECAP engagement, and therefore use the same tools that were identified during this process for the upcoming process.
- ***Department of Race and Equity (DRE).*** Staff developed this outline in coordination with DRE, and anticipates close coordination with DRE throughout the ECAP engagement process. DRE's *Inclusive Public Engagement Planning Guide* and *Racial Equity Impact Analysis* will particularly inform how the community workshops in both Phase One and Phase Two are structured and advertised. DRE will provide support and technical assistance to the ECAP as needed. ***Oakland Energy and Climate Action Plan Community Engagement Assessment.*** Developed in 2016-17 by a Climate Equity Fellow placed in Oakland's Environmental Services Division with support from the Urban Sustainability Directors' Network (USDN), this report assessed the City's, and particularly the Sustainability Team's, community engagement efforts through an equity lens and made recommendations for future equitable engagement efforts. The report was written with extensive input from nonprofit leaders representing climate justice and related agencies, and was intended to directly inform future community engagement efforts for crafting the next Oakland ECAP.
- ***USDN Equity Working Group.*** The staff leading this project is a member of the USDN Equity Working Group, comprising municipal sustainability staff across the United States and Canada striving to ensure that social, economic, racial, and other equity are fundamentally part of municipal sustainability plans and strategies. Staff will use the resources and perspectives of this working group as a resource in the process.
- ***United States Environmental Protection Agency (EPA) Collaborative Problem Solving Model.*** This guidance was developed by the EPA in collaboration with community partners focusing particularly on engagement processes around recovery processes from community-scale industrial contamination, environmental public health disasters, and more.

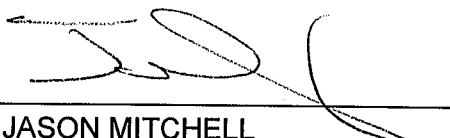
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**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends that the City Council receive information on the progress of implementing the priority actions in Oakland's Energy and Climate Action Plan, including level of progress, metrics used to determine progress/completion, and process to date.

For questions regarding this report, please contact Daniel Hamilton, Sustainability Program Manager, 510-238-6179.

Respectfully submitted,



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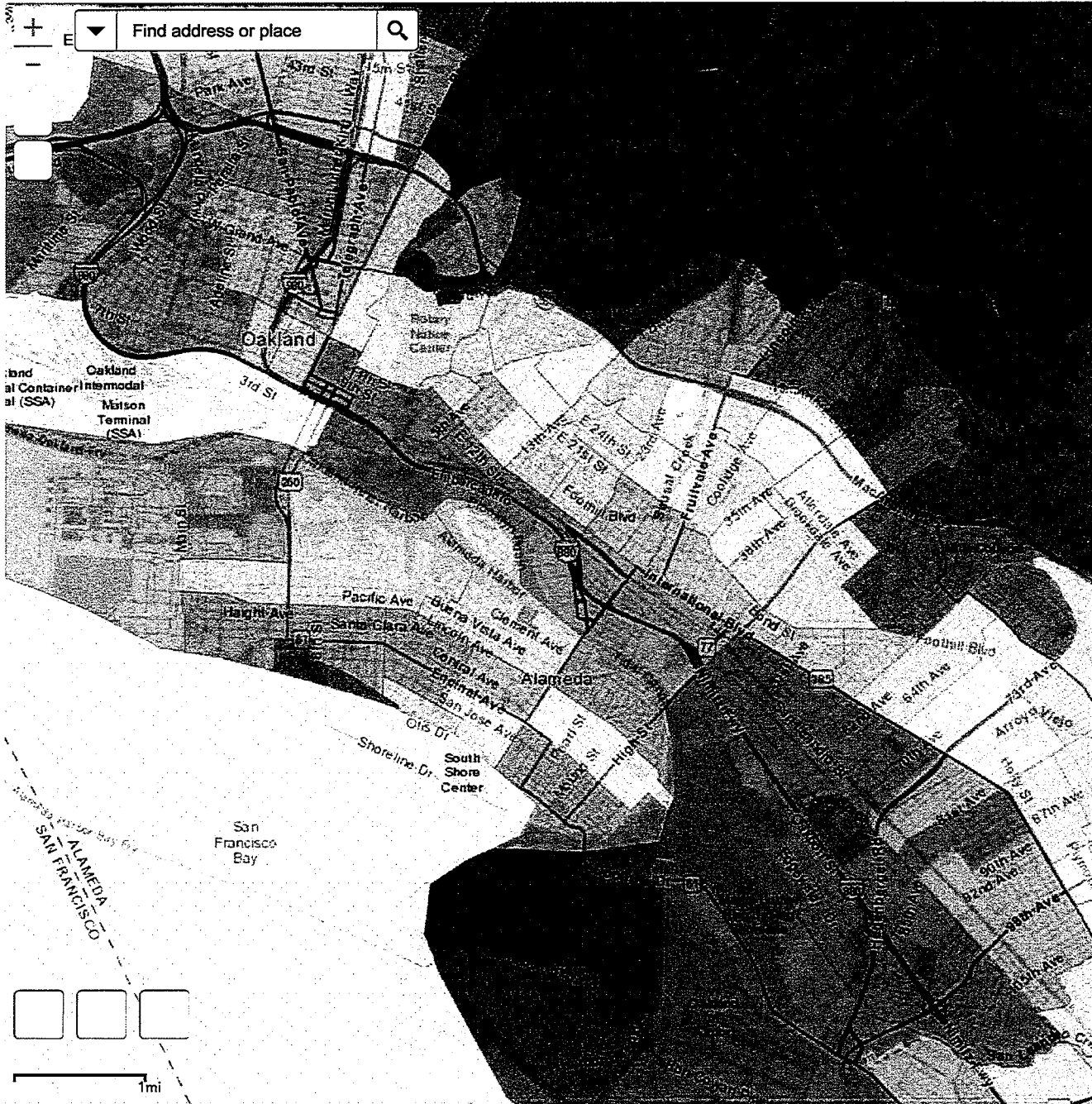
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**Attachments:**

A: CalEnviroScreen 3.0, Oakland View



Legend

CalEnviroScreen 3.0 Results

-  91 - 100% (Highest Scores)
-  81 - 90%
-  71 - 80%
-  61 - 70%
-  51 - 60%
-  41 - 50%
-  31 - 40%
-  21 - 30%
-  11 - 20%
-  1 - 10% (Lowest Scores)

High Pollution, Low Population

