



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Melinda A. Drayton
Interim Fire Chief

SUBJECT: 2021-2026 Oakland Local Hazard
Mitigation Plan

DATE: April 28, 2021

City Administrator Approval 

Date: Apr 29, 2021

RECOMMENDATION

Staff Recommends The City Council Receive An Informational Report From The Oakland Fire Department On The Draft Local Hazard Mitigation Plan And Submittal Process To The California Office of Emergency Services (Cal OES) and the Federal Emergency Management Agency (FEMA) .

EXECUTIVE SUMMARY

The [City of Oakland 2021 – 2026 Local Hazard Mitigation Plan \(LHMP\)](#) is an update of the previous [hazard mitigation plan the City adopted in 2016](#). The Oakland Fire Department's Emergency Management Services Division has managed the project and will oversee its implementation and revisions. As the City prepares to undertake a comprehensive update to its General Plan, starting with adoption of an updated Safety Element, updated Housing Element, and new Environmental Justice Element as soon as January 2023, the LHMP will provide critical data that informs the update process and corresponding community outreach.

Cities must update their LHMPs every five years, at minimum. Oakland's most recent LHMP was adopted in 2016 and expires at the end of June this year. Once approved, the 2021 update will remain active until July 4, 2021. The LHMP helps guide the City and its partners to implement these strategies throughout Oakland and is a requirement to maintain FEMA funding eligibility.

This informational report seeks to provide the Council and the public with insight into the priorities, actions, challenges, and timelines the City is considering while working on the Draft 2021-2026 Local Hazard Mitigation Plan.

The Fire Department intends to bring a resolution to adopt the final version of the LHMP to a City Council meeting in June 2021. The LHMP is designed to be incorporated as an appendix to the City's Safety Element so that the City maintains the ability to receive full state cost share funding after a disaster under the California Disaster Assistance Act.

BACKGROUND / LEGISLATIVE HISTORY

Preparation of the 2021 – 2026 LHMP continues the hazard mitigation planning process that has been in place in the City of Oakland since the early 1970s, with the adoption of the first Seismic and Safety Elements to the City’s General Plan. The City of Oakland is a leader in the regional discussion of hazards, hazard mitigation, and disaster recovery. The City was designated one of the first Disaster Resistant Communities in the United States, as well as one of the first “100 Resilient Cities.” The Rockefeller Foundation pioneered 100 Resilient Cities in 2013 to help more cities build resilience to the physical, social, and economic challenges that are a growing part of the 21st century.

This is the third update to the City of Oakland’s initial 2006 hazard mitigation plan (previously updated in 2011 and 2016). Prior plan updates reconciled changes or enhancements made to the plan as required by FEMA for local hazard mitigation plan updates. This section reconciles changes and enhancements to the 2016 update.

ANALYSIS AND POLICY ALTERNATIVES

A core planning team facilitated the development of this plan, consisting of staff from several departments of the City of Oakland and a contract consultant. A 22-member steering committee of mostly City staff oversaw the plan development. Coordination with other local, state, and federal agencies involved in hazard mitigation occurred throughout the planning process.

As a key step in understanding the process, the planning team and Steering Committee reviewed the City’s previous hazard mitigation plan (the 2016-2021 Local Hazard Mitigation Plan), the 2018 State of California Multi-Hazard Mitigation Plan, and existing programs that may support hazard mitigation actions.

Based on the review of existing plans and programs, the input received through the public involvement strategy, the direction of the Steering Committee, and the findings of a new, detailed risk assessment, this hazard mitigation plan meets federal hazard mitigation planning requirements.

This LHMP is organized into three primary parts:

- Part 1—Planning Process and Community Profile
- Part 2—Risk Assessment
- Part 3—Mitigation Strategy

All residents, businesses and employees of the City of Oakland are the beneficiaries of this hazard mitigation plan. The plan reduces risk for those who live in, work in, and visit the City. It provides a viable planning framework for all foreseeable natural hazards. Participation in development of the plan by key stakeholders helped to ensure that the outcomes will be mutually beneficial. The plan’s goals and recommendations lay groundwork for the development and implementation of local mitigation activities and partnerships.

Timeline of Key Dates for the Adoption of the Local Hazard Mitigation Plan

- **April 12-26, 2021:** Public Comment Period pre-State of California Office of Emergency Services (CalOES) / FEMA submission
- **April 30, 2021:** Draft submission to State of California Office of Emergency Services (Cal OES) and FEMA
- **May 11, 2021:** Report to Public Safety Committee
- **May 19, 2021:** Report to Planning Commission
- **June 11, 2021:** Projected return date from FEMA for Approval Pending Adoption
- **June 2021:** City Council for adoption

The LHMP is designed to be incorporated as an appendix to the City's Safety Element so that the City maintains the ability to receive full state cost share funding after a disaster under the California Disaster Assistance Act.

Key changes to the content and format of the local hazard mitigation plan

The City used the current update process to make significant changes to the format and content of the hazard mitigation plan. The plan was re-packaged in its entirety to improve readability and to better align with DMA requirements for hazard mitigation plans. A renewed effort was made to establish a plan maintenance and implementation protocol that clearly defines the City's commitment to the plan's ongoing success. Some of the major differences between the current and previous plans are as follows:

- A new mission statement and goals and objectives were identified for the updated plan to better align with existing City plans and programs and identified state priorities.
- The list of evaluated hazards was updated based on the most current community experience and concerns.
- A new review was conducted of existing plans and programs that are relevant for hazard mitigation.
- The risk assessment was updated using the best available data, including updated general building stock and critical facility databases.
- Discussion on existing land uses was included for each hazard of concern that has defined extents and locations.
- A new risk ranking protocol was employed to assist in establishing mitigation priorities.
- The protocol for prioritizing actions was updated and included a qualitative benefit-cost review.
- The strategy for plan maintenance and implementation was revised and updated to encourage greater coordination and planning for hazard mitigation funding opportunities.

A hazard mitigation plan must document that it has been formally adopted by the governing body of the jurisdiction requesting federal approval of the plan (44 CFR Section 201.6(c)(5)). Compliance with the Disaster Mitigation Act and its benefits cannot be achieved until the plan is adopted. This plan was submitted for a pre-adoption review to Cal OES and FEMA prior to

adoption. Once pre-adoption approval is provided, the City of Oakland must formally adopt the plan.

The City of Oakland's Emergency Management Services Division (EMSD) Manager and the Planning and Building Department will have co-lead responsibility for overseeing the plan implementation and maintenance strategy. Plan implementation and evaluation will be a shared responsibility among all agencies identified as lead agencies in the mitigation action plan.

During the five-year implementation period for this hazard mitigation plan, the City also will be developing a comprehensive update to its General Plan, starting with adoption of the updated Safety Element, updated Housing Element, and new Environmental Justice Element anticipated by January 2023. The City will capitalize on the assessment conducted for this hazard mitigation plan to inform the update to the Safety Element. The update to the Safety Element will serve as an extension and continuation of the community outreach process undertaken during this hazard mitigation plan's development. This will provide the public and the City with further opportunities to propose additional mitigation actions that serve to address the hazards presented.

FISCAL IMPACT

There is no fiscal impact associated with this report.

PUBLIC OUTREACH / INTEREST

This plan was drafted during the COVID-19 pandemic, limiting in-person public outreach events, and under an expedited project timeline. Because of that, the planning team implemented a multi-media public involvement strategy that was approved by the Steering Committee. Public outreach efforts included a hazard mitigation survey, town hall meetings, a project website, social media, and message dissemination through city-wide newsletters.

The public comment period for the Draft LHMP was scheduled to be completed on April 26, 2021, followed by concurrent review by California Office of Emergency Services (CalOES) and FEMA. Additional comments received after the formal public comment period will be used by the City to inform the upcoming Safety Element Update process.

COORDINATION

A core planning team facilitated the development of this plan, consisting of staff from several departments of the City of Oakland and a contract consultant. A 22-member steering committee of mostly City staff oversaw the plan development. Coordination with the Oakland City Attorney's Office and other local, state, and federal agencies involved in hazard mitigation occurred throughout the planning process.

SUSTAINABLE OPPORTUNITIES

Economic: There are no economic opportunities associated with the acceptance of this report.

Environmental: The City's adoption of the LHMP as an amendment to the Safety Element of the Oakland General Plan is exempt from CEQA pursuant to the following CEQA Guidelines sections each as a separate and independent basis: 15183 (projects consistent with a community plan, general plan or zoning), 15162 (feasibility and planning studies), 15306 (data, research, and information collection) and 15061(b)(3) (common sense exemption).

The LHMP identifies potential natural and human-caused hazards in Oakland and includes a five-year strategy of possible actions the City may take to reduce the risks from the identified hazards. Some of the actions are studies or collaborations with other agencies, where Oakland may not be the lead agency as defined by CEQA. Other actions that may be undertaken could require their own independent CEQA review.

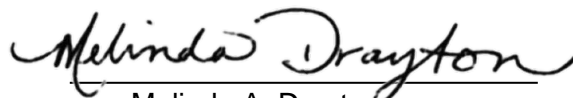
Race and Social Equity: The planning process for this hazard mitigation plan was designed to stimulate better, more effective, sustainable, and vital connections between stakeholders, toward the common objective of mitigating hazard risks to the community. The plan emphasizes equity to empower the City's most vulnerable people to play a role in building resilience. This is referred to as the application of an equity lens, which is defined as a critical thinking approach to undoing institutional and structural biases by evaluating burdens, benefits, and outcomes on underserved communities. An equity lens was applied throughout the public outreach process, in the evaluation of risk, and in the development of mitigation actions.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends the City Council accept this informational report from the Oakland Fire Department on the draft Oakland Local Hazard Mitigation Plan and submittal process to the California Office of Emergency Services and the Federal Emergency Management Agency.

For questions regarding this report, please contact Michael Hunt, at (510) 238-6353.

Respectfully submitted,



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