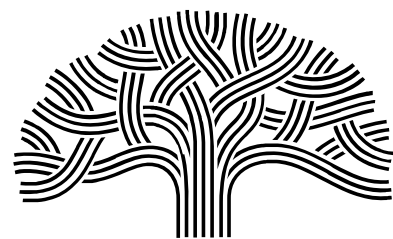


# Oakland General Plan Update 2045

Presentation to the Community and  
Economic Development (CED) Committee

Planning and Building Department  
September 27, 2022

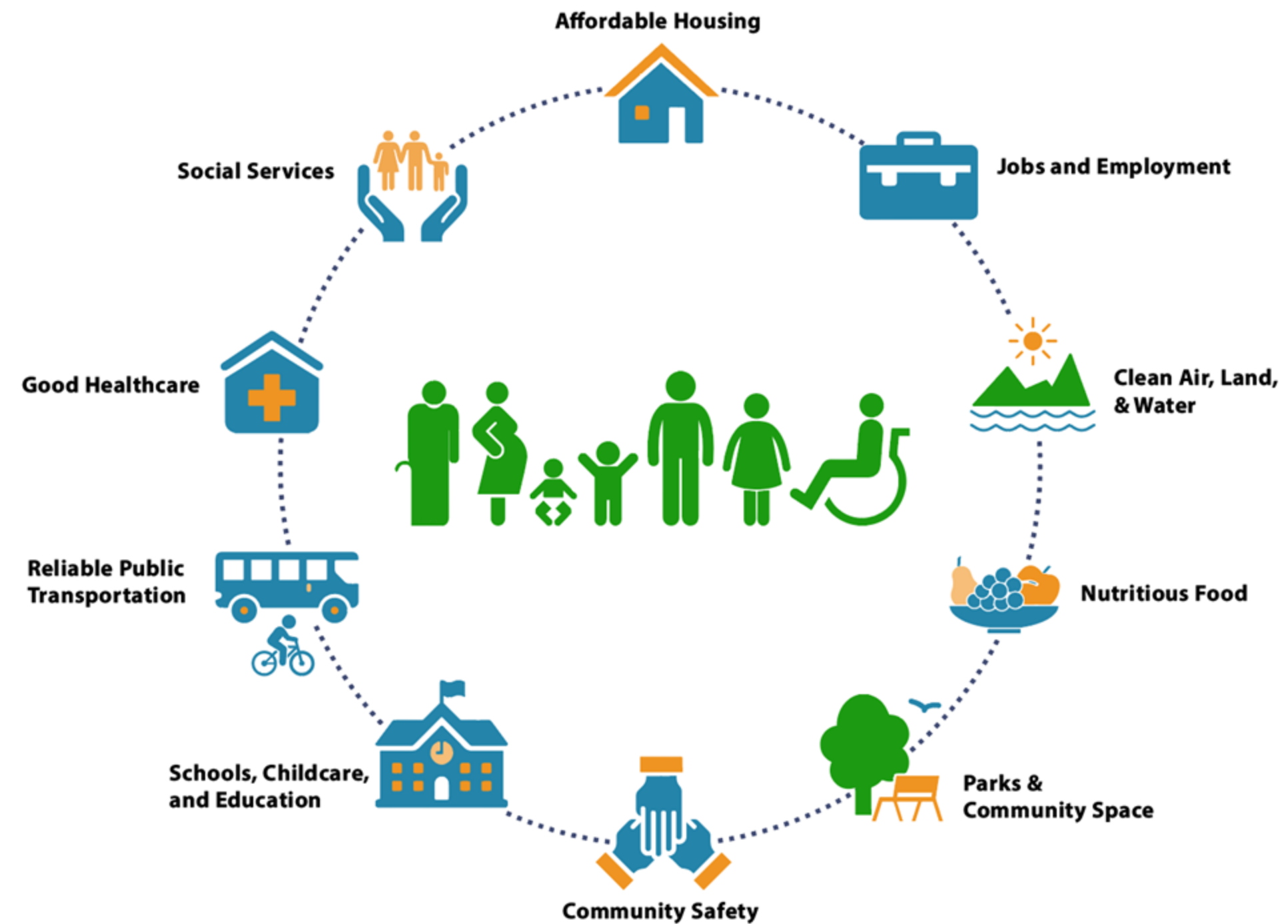


**CITY OF  
OAKLAND**



# General Plan Background

- "**Constitution**" for development and conservation.
- Establishes **citywide vision** and supporting goals, policies, and implementation measures.
- Minimum Required **Elements**
  - Land Use, Circulation, Housing, Conservation, Open Space, Noise, Safety, Environmental Justice
  - Other Elements may be added, as needed
- Oakland will approach the General Plan Update in **two (2) phases**.





# Phase 1 – General Plan Update

November 2021 – Spring 2023



## HOUSING

Adopted 2014

- Addresses **housing needs, at all income levels** (2023-2031).
- **Protect** tenants and keep people in their homes. **Preserve** existing stock of affordable housing. **Produce** more affordable housing – lower-income. Identify appropriate **locations** for housing.



## SAFETY

Adopted 2004

*(Last amended 2021)*

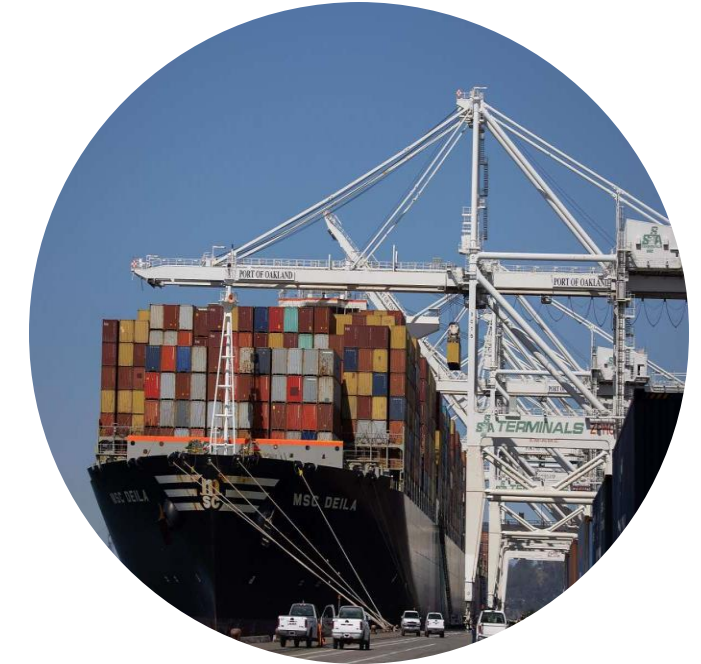
- Identifies **natural** and **human-made hazards** (wildfire, earthquake, climate change, flooding, etc.) and **ways to reduce and manage impacts**



## ENVIRONMENTAL JUSTICE

*\*New Requirement\**

- Addresses needs of **most impacted and vulnerable** communities
- Includes air quality and pollution; safe and sanitary housing; healthy food access; physical activity; investment prioritization; civic engagement



## INDUSTRIAL LANDS Study

- Evaluate feasibility of various **industrial sectors**, including longevity of the **Port of Oakland**, and quality of life and **environmental justice considerations**.



# Phase 2 – General Plan Update

Spring 2023 – Mid 2025



## OPEN SPACE, CONSERVATION & RECREATION (OSCAR)

Adopted 1996



## NOISE

Adopted 2005



## LAND USE & TRANSPORTATION

Adopted 1998

Includes Estuary  
Policy Plan for areas  
below Interstate 880



## INFRASTRUCTURE & FACILITIES

*\*New Element\**

- Overarching goals and policies for city **infrastructure**.
- Reflects **capital improvements** identified in the LUTE, OSCAR, Safety, and other General Plan elements.



# Timeline

<b>SPRING 2022 LAYING THE GROUNDWORK</b>	<b>SUMMER &amp; FALL 2022 REVIEW &amp; CO-DESIGN</b>	<b>WINTER 2022 AND SPRING 2023 EVALUATE, REFINE, &amp; ADOPT</b>
<p>Collect and uplift known issues, key data, proposed solutions, goals and policies from current and past City adopted plans and community-led planning initiatives</p>	<p><b>Not Starting From Scratch:</b> Review existing EJ and Safety goals and policies: What is working well?</p> <p><b>Identify Gaps:</b> Where are there gaps? Where is improvement needed?</p> <p><b>Co-Design:</b> Develop Draft EJ and Safety Goals, Objectives, Policies, and Programs. Develop comprehensive industrial lands study and recommendations for policy development.</p>	<p>Assess Impacts and Tradeoffs</p> <p>Public Draft Release of EJ and Safety Elements in January 2023</p>
<p>Ongoing Engagement for General Plan Update</p>	<p style="text-align: center;">  <b>FOCUSED COMMUNITY ENGAGEMENT: FOCUS GROUPS, NEIGHBORHOOD WORKSHOPS, STAKEHOLDER INTERVIEWS, SURVEYS, CULTURAL EVENTS, POP-UPS, &amp; PRESENTATIONS AT NEIGHBORHOOD COUNCILS</b>  </p>	

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# Oakland's First Environmental Justice Element



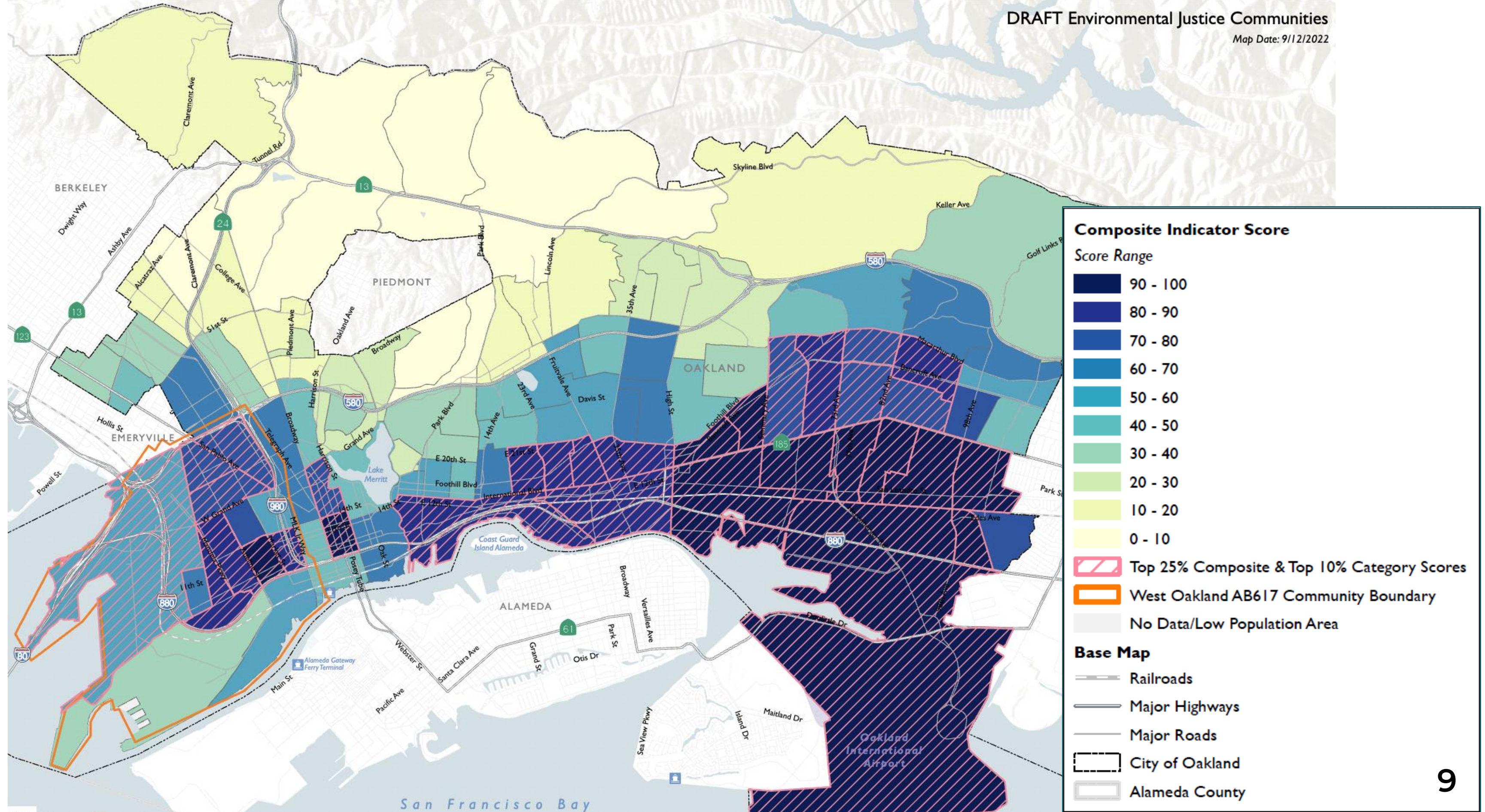
# Environmental Justice Element

- Identify the location and characteristics of **Environmental Justice (EJ) Communities\*** within the area covered by the General Plan.
- Identify objectives and policies to reduce the **unique or compounded health risks** in EJ Communities by:
  - ❑ Reduction of **pollution exposure**, including the improvement of air quality
  - ❑ Promotion of **public facilities, food access, safe and healthy homes**, and **physical activity**.
  - ❑ Promote **community engagement** in the public decision-making process.
  - ❑ **Prioritize improvements and programs** that address the needs of EJ Communities.
  - ❑ Reduction of **any** unique or compounded health risk not otherwise addressed above.





# Updated EJ Communities Map





# Potential EJ Policy Outcomes

## Reduce Pollution Exposure

- Reduce and mitigate pollution from **industrial uses** & **freeway traffic**.
- Address and prevent health impacts of **illegal dumping**.
- Separate pollution sources from **sensitive land uses**, such as homes, schools, hospitals, libraries, etc.
- Address the **impacts of Goods Movement**: truck impacts and transportation of hazardous material.

## Promote Safe and Healthy Homes

- Address the ongoing **impacts of redlining** by permitting more housing variety across all of Oakland.
- Provide ongoing support for, and address root causes of, **homelessness** – in particular, the disproportionate impact of homelessness on Black, Indigenous, and People of Color.
- Facilitate **development without displacement** intentionally encouraging development that benefits existing residents.
- Address **unsafe and unhealthy housing conditions** by reducing exposure to mold, asbestos, lead, and other toxic substances. Reduce and mitigate pollution from industrial uses, freeway traffic

# Promote Physical Activity and Public Facilities

- Ensure EJ Communities have affordable, accessible, reliable, and safe **transportation options**.
- Expand access to Oakland's **shoreline** for EJ Communities.
- Implement the Urban Forest Master Plan: Expand and protect **tree canopy** cover in underrepresented areas of East and West Oakland - provide shade, reduce urban heat island impacts, and reduce exposure to air pollution emissions.
- Provide an equitable distribution of **safe and well-designed parks and playgrounds, libraries, schools, childcare centers, public restrooms, and other public facilities**.
- Implement the City's 2018 cultural plan by promoting the value of "**placemaking,**" "**Place and Identity,**" and the "**Civic Commons.**"

# Promote Healthy Food Access

- Identify gaps in healthy food access, expand access to **local healthy food** to **reduce food insecurity**.
- Support local agriculture and equitable food production, for example by promoting **community gardens**.
- Address the **overconcentration of unhealthy retail** (liquor stores, tobacco retailers).



# Reduce Barriers to Civic Engagement

- Eliminate **cultural and language barriers**.
- Promote **broad and balanced participation** and increase representation in government.
- Support **participatory budgeting**.
- Promote **cultural competence**.
- Increase **opportunities for youth**.

# Prioritize Improvements in EJ Communities

- **Reduce economic inequities** by targeting growth to build wealth in communities harmed by disinvestment, segregation and generational denial of opportunity.
- Promote **clean, green jobs** with focus on job training and opportunities for Black Americans, Indigenous peoples, Immigrants, and formerly incarcerated.
- Prioritize historically underserved areas for **infrastructure improvements**.
- **Implement projects** identified by existing residents in EJ Communities as funds become available.

# Safety Element Update





# Safety Element

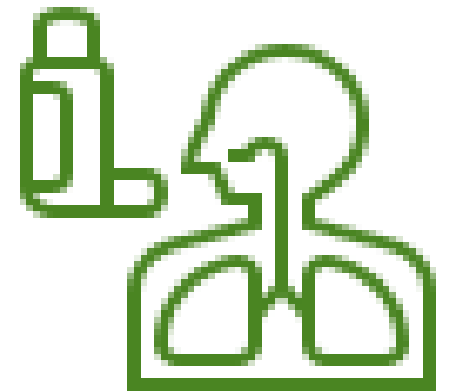
- Oakland faces many hazards, including:
  - Environmental: wildfire, earthquakes/seismic hazards, flooding, extreme weather, climate change
  - Humanmade: hazardous materials
  - Certain populations may be more vulnerable to hazards
- SB 379 requires cities to address climate change adaptation and resilience in their general plan safety element
- Safety Element identifies **natural** and **human-made hazards** (wildfire, earthquake, climate change, flooding, etc.) and **ways to reduce and manage impacts**



Infants and youth



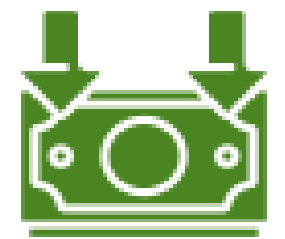
Communities of color



Pre-existing conditions



Older populations or mobility impairments



Low-income communities



People who work outside



No vehicle/accessible transit

# Safety Element Requirements

Topics	Requirements
Seismic and Geologic Hazards	<ul style="list-style-type: none"> <li>•Slope instability</li> <li>•Policies and mapping related to seismic hazards (surface rupture, ground shaking, ground failure, tsunami, seiche, dam failure, subsidence, liquefaction, etc.)</li> </ul>
Emergency Preparedness	<ul style="list-style-type: none"> <li>•Evacuation routes</li> <li>•Peakload water supply requirements</li> <li>•Minimum road widths and clearances around structures</li> <li>•Essential public facilities and their location</li> <li>•Cooperative relationships with relevant public agencies</li> </ul>
Flooding	<ul style="list-style-type: none"> <li>•Mapped flood hazard zones and FEMA maps</li> <li>•Appropriate mitigations for new development in hazard areas</li> </ul>
Wildland and Urban Fires	<ul style="list-style-type: none"> <li>•Fire Hazard Severity Zone mapping, historical fire data</li> <li>•Avoid and minimize fire risk for new development</li> </ul>
Climate Change Adaptation and Resilience (SB 379)	<ul style="list-style-type: none"> <li>•Cal-Adapt information- risk of climate change, including assets ,resources, and populations</li> <li>•Set of adaptation and resilience goals, policies and objectives based on results</li> </ul>



# Other Topics

Topics	
Hazardous Materials	<ul style="list-style-type: none"><li>• Materials spills and transport</li><li>• Cleanup</li></ul>
Public Safety	<p>Crime Prevention through Environmental Design (CPTED)</p> <ul style="list-style-type: none"><li>• Other topics cross-referenced with other elements. For example:<ul style="list-style-type: none"><li>• Collisions and safer streets (EJ and LUTE elements)</li><li>• Community gathering places (LUTE, OSCAR, EJ)</li></ul></li><li>• Interdepartmental/community collaboration to address community safety</li></ul>



## City of Oakland Hazard Mapper

- Welcome and Introduction
- Hazard Mapper
- Hazard Ranking
- Dam Failure
- Climate Change
- Earthquakes
- Flooding
- Landslides
- Tsunamis

## City of Oakland Risk Ranking

Select Planning Area to Filter Bar Chart: All Planning Areas (City Total) | Select Hazard to See Risk Ranking on the Map: Dam Failure

### Hazard Ranking Dashboard

The values presented on the Hazard Exposure Ranking Dashboard are the results of the exposure assessment conducted for each hazard scenario identified for the City of Oakland Hazard Mitigation Plan 2021 update.

The bar graphs display the ranking of all hazards relative to hazard exposure values within each selected planning area.

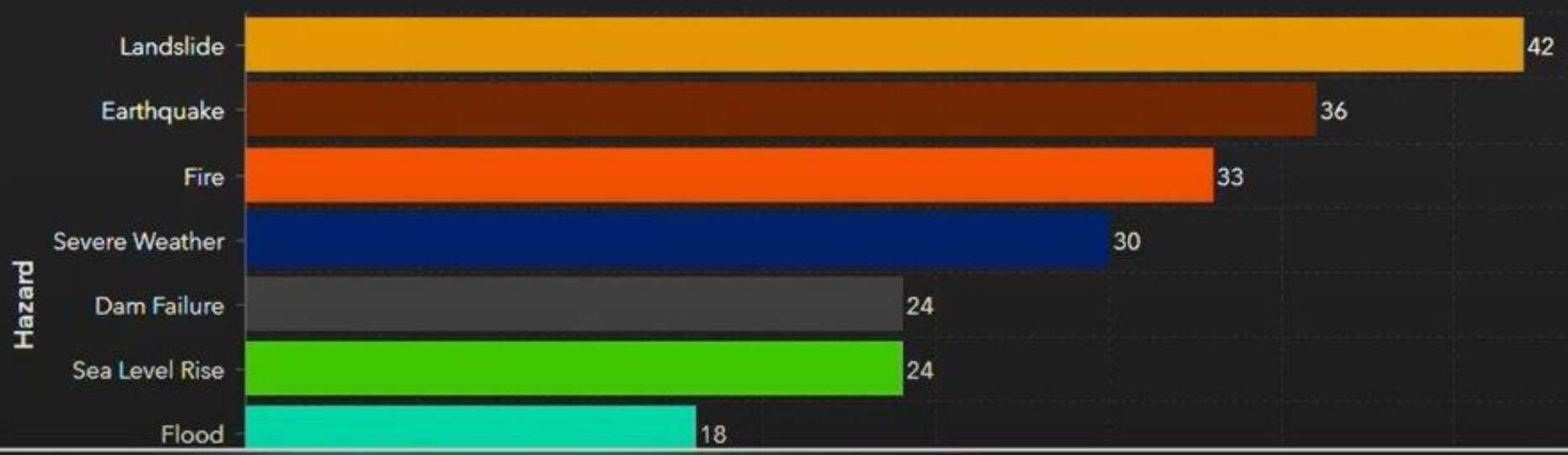
To update the bar graph data, change the planning area selection.  
To view hazard layers, click on the layer icon on the map.

You can find more information about the data source and the specific hazard scenario that was assessed in the hazards sections listed below.

#### Disclaimer:

The hazards included on the chart are limited to the risk assessment completed for the 2021 City of Oakland HMP.

Hazard Risk Ranking within the Selected Planning Area



Legend  
City of Oakland Risk Ranking

Select the planning area of interest on the filter bar on the top right



# Initial Findings

## Seismic Impacts

- **Most of Oakland** at risk for violent shaking.
- **Aging housing stock and public infrastructure** esp. in low-income areas.
  - Approximately 22,000 units with a soft-story condition
- Liquefaction susceptibility **highest in the low-lying coastal areas.**
  - Lower-income areas and communities of color at risk of liquefaction

## Landslide Impacts

- Severe **impact to Oakland Hills.**
  - Higher-income and white residents at risk of landslides and ground shaking.
  - Vulnerable households are 22% black, 18% hispanic or Latinx, and 40% earn less than \$50,000 AMI



# Initial Findings

## Flood Impacts

- High risk **in the low-lying areas, e.g., Coliseum and West Oakland**
- Tracts in Downtown, Chinatown and West Oakland have high concentration of people living with a disability

## Wildfire Impacts

- Wildfire smoke greatly impacts at-risk populations e.g., unhoused, outdoor workers, children, and residents who live in poorly insulated or ventilated homes.
- Wildfire threats - **impact to Oakland Hills and some neighborhoods with limited means of ingress and egress**

# Key Concerns and Policy Priorities

Concerns	Policy Priorities
<ul style="list-style-type: none"><li>• Extreme heat events - disproportionately affect unhoused populations, people who live in housing with poor ventilation, and home-bound individuals</li><li>• Gaps in the 2021-2026 LHMP regarding city facilities for emergency response support<ul style="list-style-type: none"><li>• Many facilities do not have air conditioning or high-capacity HVAC air filtering systems or are not located where they are needed</li></ul></li><li>• Need to expand emergency response capacity</li><li>• Concern about preemptive emergency response training model that is inclusive and reaches more diverse audiences</li><li>• Need to understand unintended consequences of policies</li></ul>	<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</li><li>• Ensure adequate facilities for relief during wildfire smoke emergencies</li><li>• Make decisions related to disaster risk within a disability-centered context - as populations age, people will develop more disabilities and so important to address these challenges 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

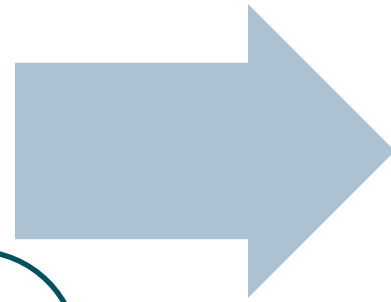




# Overview: Industrial Lands Vision

## Phase 1

- Identify key opportunities and key challenges related to industrial lands.
- Phase I will culminate in an Industrial Lands Study.



## Phase 2

- Evaluate land use alternatives and define policies to support diverse and thriving industrial nodes in the city and protect residential zones from adverse air quality, noise, and other environmental impacts.

# Current Industrial Landscape

One of the Bay Area's largest industrial submarkets

- Transportation, warehousing & distribution – employs 13,070 people and accounts for 39% of total industrial jobs
- Manufacturing – employs 4,880 people, 14% of total industrial jobs

Occupies 10 square miles, with 60% of industrial land in West and East Oakland neighborhoods and along the I-880 freeway and rail corridors

Industrial sector is an important contributor to city's economy

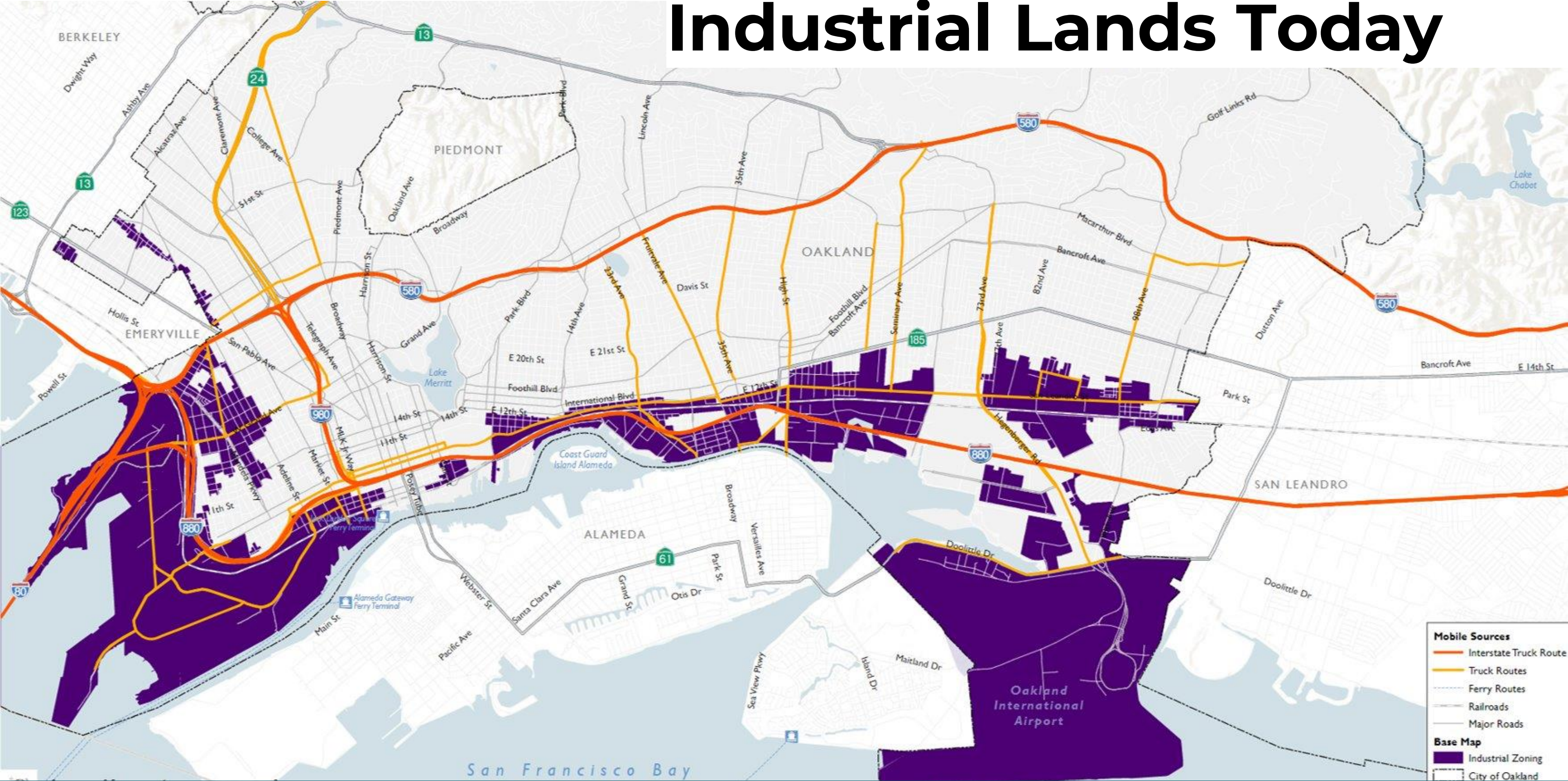
- 18% of total wage and salary employment in city
- ~ 33,553 people in ~1,100 businesses

Port of Oakland is nexus of industrial activity in the city

- Employs approximately 42,000 people
- 9th busiest container port in the United States (2021)
- Transportation, warehouse, and distribution + manufacturing are key port-serving sectors



# Industrial Lands Today





# Key Challenges and Opportunities

## Land Use Conflicts

- Residential and industrial uses are in close proximity and conflict
- Historic zoning of industrial uses near low-income communities
- Communities next to industrial lands have some of the highest pollution burden in the state, mainly due to diesel particulate matter
- Siting and pollution burdens concentrated in West Oakland, Fruitvale, and “Deep East” Oakland
- Legal and illegal truck routes run through neighborhoods

## Property and Infrastructure Constraints

- Streets not safe for pedestrians and cyclists (severely inadequate pavement)
- Infiltration/inflow is a concern for sewers (citywide issue)
- Sea-level rise and flood zone + liquefaction / seismic issues
- Utility upgrades (power, gas, comm., fiber, water) needed for more intensive use
- Building stock old and lacking investment → properties are underutilized

# Key Challenges and Opportunities

## Regional Growth in Life Science Sectors

- **Bay Area has world-class agglomeration of Life Science Sectors**
  - Strong clusters in Berkeley, Emeryville, and Alameda
  - Supported by UC Berkeley, industry leaders (e.g., Bayer and Zymergen) and healthcare (e.g., Kaiser, Sutter, and Summit), and others
- **Constraints**
  - Infrastructure challenges
  - Pollution from goods-movement activity
  - Unhoused encampments
  - Entitlement risk

# Key Challenges and Opportunities

## The Port's Changing Competitive Position

- **Challenges**

- Port is losing market share and cannot expand
- Sierra Nevada is a bottleneck for goods-movement
- Other ports (e.g., Port of Seattle) closer to key export markets in East Asia

- **Opportunities:**

- Entertainment (e.g., waterfront ballpark)
- Other sectors (green tech, food and beverage, maker space)
- Doubling down on niche role
- Nation's leading exporter of high-quality agricultural commodities
- Serving the Northern CA consumer market



# Wrap Up & Next Steps



# Feedback Requested

- **Policy Direction:** 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 to address
  - **Key Issues:** Emerging environmental justice issues, issues related to natural and human-made hazards, and challenges related to industrial lands
  - **Policy Gaps:** Current policy gaps related to environmental justice issues and issues related to natural and human-made hazards. What is needed for Oakland to attract the industrial activities of the 21st century? What current industries should the City seek to retain, support, or expand?
  - **Racial Equity:** How can the City more intentionally address racial equity or needs of vulnerable communities through these policies?



# Next Steps

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# LEARN MORE

To learn more about the **General Plan Update**, visit the website below and sign up for updates:

[bit.ly/OaklandGPU](https://bit.ly/OaklandGPU)