



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: William Gilchrist
Director, Planning &
Building Department

SUBJECT: Study Session on the General Plan
Update – Vision, Guiding Principles,
And Equity Framework

DATE: April 25, 2022

City Administrator Approval

Date: May 12, 2022

RECOMMENDATION

Staff Recommends That The City Council: (A) Receive An Informational Presentation On Key Background Conditions Presented In The Map Atlas And The Environmental Justice And Racial Equity Baseline; And (B) Receive An Informational Presentation On the Environmental Justice Communities Screening Analysis; And (C) Receive An Informational Presentation on Community Engagement And Outreach Received; And (D) Receive Public Comments and Provide Initial Feedback to Staff On The Vision, Guiding Principles, And Equity Framework For The General Plan Update To Guide Baseline To General Plan Policy Development; And (E) Receive Public Comments And Provide Feedback To Staff On The Draft Housing Element; And (F) Continue This Item To The June 28, 2022, CED Meeting To Review The Draft Equity Framework.

EXECUTIVE SUMMARY

The City of Oakland (City) is updating its General Plan through the 2045 General Plan Update (GPU), a visionary blueprint for the city's future over the next 20 years. Portions of the City's current General Plan are nearly 25 years old, and the City and the broader context of housing considerations and needs have changed dramatically over that time. For much of the plan, the GPU is a once-in-a-generation opportunity for all Oaklanders to create a visionary blueprint for the city's future.

The purpose of this report is to provide an overall update on the status of the GPU process, including presenting critical background data and an update on community outreach, both of which play a key role in informing the GPU process. The background conditions and community outreach presented here will be utilized for both phases of the GPU but will also be updated as the City moves into phase two.

The City is undertaking the GPU in two phases.

Phase I, anticipated to be completed in early 2023, includes:

CED Committee
May 24, 2022

- Housing Element Update
- Safety Element Update
- Creation of the City's first Environmental Justice Element
- Industrial Land Use Policy
- Associated conforming amendments to other Elements of the General Plan, the Planning Code, and zoning and general plan maps
- Racial Equity Impact Analysis
- California Environmental Quality Act (CEQA) review

Phase 2, anticipated to be completed in mid-2025, includes:

- Land Use and Transportation Element (LUTE) Update
- Open Space, Conservation, and Recreation Element (OSCAR) Update
- Noise Element Update
- Development of a new Infrastructure and Facilities Element.
- Associated conforming amendments to other Elements, the Planning Code, and zoning and general plan maps
- CEQA review.

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 more robust and equitable goals, policies, and actions. This means working to eliminate the root causes of inequity, including through understanding barriers to achieving greater equity and strengths of communities, and working with communities in developing solutions for long-term and systemic changes.

That process begins by undertaking a full acknowledgement of the systemic racial inequities that have shaped the City of Oakland. The baseline reports – the [Map Atlas](#) report and the [Environmental Justice and Racial Equity Baseline](#) (Equity Baseline) report serve to open that conversation and will intersect across all the elements – to encourage equitable housing location, decrease pollution exposure, increase community assets and improve overall community health and well-being. The Map Atlas will be used as a starting point to ground-truth with the community and the Equity Baseline will serve as a foundation for upcoming community engagement to identify priority issues and priority areas (Environmental Justice (EJ) Communities¹) that will be the focus of the Environmental Justice (EJ) Element.

The 2023-2031 Oakland Housing Element is one component of a larger effort: an update to the City of Oakland General Plan. The 2023-2031 Housing Element sets forth the City's housing priorities and goals—as well as its vision for both short- and long-term development—to create a fair and just city. State law mandates that the Housing Element be updated every eight years to reflect changing conditions, community objectives, and goals. This Housing Element also

¹ While State law uses the term "disadvantaged communities," the City of Oakland has opted to use the term "environmental justice communities," in line with recommendations from the California Environmental Justice Alliance. This is based on the recognition that, in addition to identifying the problems and areas that are unfairly impacted (i.e., "disadvantaged") by cumulative burdens, gaining equitable access to environmental benefits, investments, and other resources for low-income communities and communities of color is also an important aspect of environmental justice.

provides an evaluation of the 2015-2023 Housing Element, including an assessment of prior programs and strategies.

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.

This informational report provides a summary of (1) the key findings from the Map Atlas and Environmental and Racial Equity Baseline; (2) the Environmental Justice Communities Screening Analysis process to identify potential EJ Communities; (3) the community engagement and outreach efforts to date; (4) 2023 – 2031 Draft Housing Element; and (5) outreach around community vision for Oakland in 2045.

BACKGROUND / LEGISLATIVE HISTORY

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, air quality and safety. Senate Bill 1000, passed in 2016, newly requires that Oakland adopt EJ policies or an EJ Element. State law allows a jurisdiction to include any other topical elements within its General Plan that it sees fit. On February 22, 2022, a [report](#) was presented to the Community and Economic Development (CED) Committee that provides detailed information on the current City of Oakland General Plan and the 2023-2031 Housing Element Update.

ANALYSIS AND POLICY ALTERNATIVES

The Oakland 2045 General Plan advances the following Citywide priorities: 1) **holistic community safety**: the adoption of a safety element would Oakland residents, businesses and the essential civic functions of the government for a natural or human-caused disaster, and the City's economy could therefore recover more readily; 2) **housing, economic, and cultural security** ; The 2023-2031 General Plan Housing Element will identify sites that demonstrate the capability of being developed with affordable housing and will identify strategies and measurable outcomes to "Protect, Preserve, and Produce" affordable homes. 3) **vibrant, sustainable infrastructure**: An updated Land Use and Transportation Element (LUTE) and Open Space, Conservation, and Recreation (OSCAR) Element in Phase 2 of the GPU will help to develop and sustain a vibrant economy in Oakland that generates opportunity for all. Phase 2 of the GPU will also include a new General Plan Infrastructure and Facilities Element that will help create a long-term plan for necessary capital improvement investments for the city that will support the overall local economy and 4) **responsive, trustworthy government**: the General Plan would promote meaningful civil engagement in public decision-making processes and identify objectives and policies that address the most pressing needs in the community, particularly where social and racial inequity is most prevalent.

1. KEY BASELINE CONDITIONS

Past land-use planning and zoning decisions have played a significant role in shaping the patterns of racial, health, and environmental inequities we see today in the City of Oakland. The [Map Atlas](#) and the [Environmental Justice and Racial Equity Baseline](#) (Equity Baseline) reports provide data on existing conditions and mappable resources and identify disparities by race and by geography which may be present in the social, economic, and environmental factors that can be influenced directly or indirectly by the General Plan. The Map Atlas and the Equity Baseline reports were published on March 30, 2022, and are available on the General Plan Update website at <https://www.oaklandca.gov/topics/oakland-2045-general-plan-project-documents>.

While it is outside the scope of this report to summarize every topic covered in the Map Atlas and the Equity Baseline, staff would like to highlight the following key findings of relevance.

Map Atlas

The Map Atlas includes information about land uses, natural and community resources, urban form, and transportation infrastructure. Its findings will serve as a baseline to understand opportunities, identify constraints, evaluate policy issues and options, including for housing sites (as part of Phase 1), and prepare alternative land use and transportation concepts (as part of Phase 2). The Map Atlas will also be used to conduct the baseline assessment needed for the GPU environmental impacts reports.

Planning Boundary and Geographic Characteristics

Oakland's location and geographic characteristics present both opportunities and challenges. Much of Oakland is located between two known active fault zones and is vulnerable to seismic hazards. The Oakland Hills are largely designated as a Very High Fire Hazard Severity Zone, and within the wildland-urban interface, a zone where structures and other human development meets or intermingles with undeveloped wildlands. Areas of Oakland are also subject to flooding, including along the bay and estuary shoreline, with some flooding associated with Lake Merritt and Glen Echo Creek, as well as Arroyo Viejo, Lion, Sausal, and Peralta creeks. Moreover, Oakland is vulnerable to the effects of coastal flooding caused by climate-change-induced sea level rise. More information on Oakland's existing natural setting and environmental hazards can be found in Sections 5 and 6 of the Map Atlas Report.

Existing Land Use And Transportation

Attachment A, Figure 1 shows the pattern of existing (on the ground) land use in the City based on 2021 Alameda County Assessor data. The most prevalent use of land in Oakland is Residential (38 percent), particularly Single-Family Residential (28.3 percent) shown in yellow and orange, followed by Recreation and Open Space (29.9 percent), and then by Industrial (16.5 percent).

Oakland's land use pattern is informed by its history with early development happening in West Oakland around the port and old train routes, as well as in downtown, which has a mix of uses. As seen in Figure 3, commercial, office, and mixed uses are along major corridors like

International Boulevard, Fruitvale Avenue, Foothill Boulevard, Telegraph Avenue, and Broadway. Because of Oakland's historic legacy as the western terminus of the Transcontinental Railroad and current status as a major shipping port, much of the waterfront is lined with industrial establishments. Industrial zones along San Leandro Street are located directly adjacent to residential and community uses (including elementary schools, libraries and parks), underscoring EJ issues that must be addressed.

Sections 2.3 of the Map Atlas additionally includes information about recently approved housing developments, which have largely been focused on Downtown, Uptown/Broadway-Valdez, and along the Estuary. Approved projects can also be found across West Oakland, Temescal, and along the Bus Rapid Transit International Boulevard corridor. The location of affordable housing projects is largely consistent with this overall development pattern.

The City of Oakland experiences inequalities across the physical and social environment, as exemplified by differences in greenery, safety and services, economic success, land use, housing opportunities, and pollution burden. These conditions, driven by a history of discriminatory policies underlined by institutional racism, also have led to inequitable differences in health and opportunity by race and ethnicity in Oakland.

Environmental Justice and Racial Equity Baseline

The Environmental Justice and Racial Equity Baseline (Equity Baseline) identifies and documents health and wealth disparities by race and by geography existing in Oakland today. The report's findings establish a baseline of existing EJ and racial equity conditions that can inform conversations between City staff and the public, particularly those in communities most impacted by racial inequities. The Equity Baseline does not serve as a conclusion or resolution to the conversation around race and equity, but endeavors to create a fuller picture of the racial and socioeconomic inequities in the city today.

A history of structural racism has contributed to persistent inequities that are exacerbated by an increasing gap in social and economic inequalities. The Equity Baseline explores the geographic and racial distribution across a wide range of topics including, poverty, public health, environmental health, housing, economic opportunity, and civic engagement – to name a few. The issues that are explored in the Equity Baseline cover the eight topic areas that are required by the Planning for Healthy Communities Act (SB 1000), and are categorized into natural, built, and social environments – the main components of “social determinants of health.” The Baseline also identifies where these issues align with various elements in the General Plan.

Figure 1 provides the complete list of indicators and issues explored as part of the Equity Baseline. This section highlights findings in two topics of relevance – health outcomes and housing.

Figure 1: Issues Explored in the Equity Baseline

BACKGROUND	ENVIRONMENTAL HEALTH	NEIGHBORHOOD - BUILT ENVIRONMENT	SOCIAL - COMMUNITY ENVIRONMENT
<ul style="list-style-type: none"> • Race • Income/Poverty • Health Outcomes: <ul style="list-style-type: none"> • Coronary Heart Disease. • Diabetes • Kidney Disease • Obst. Pulmonary Disease. • Cancer Mortality • Life Expectancy • Low Birth Weight • Adult Asthma • Stroke • Adult Obesity • Cultural Assets 	<ul style="list-style-type: none"> • Sensitive Land Uses • Geologic/Seismic Haz. • Air Quality: <ul style="list-style-type: none"> • Pollution Sources • PM2.5 • Diesel • NO2 (Conc. & Mortality) • Cancer Risk • Water Quality: <ul style="list-style-type: none"> • Groundwater Threats • Impaired Water • Haz. Materials Sites • Illegal Dumping • Climate Change: <ul style="list-style-type: none"> • Urban Forestry • Urban Heat Island • Sea Level Rise • Fire/Smoke Threats 	<ul style="list-style-type: none"> • Housing: <ul style="list-style-type: none"> • Homeownership • Habitability/Quality • Housing Burden • Eviction • Affordability • Displacement/Gentrif. • Homelessness • Mobility & Safety: <ul style="list-style-type: none"> • Bike Network • Walkability • High Injury Network • Crashes (all) • Vehicle Ownership • Transit Commutes • Public Facilities: <ul style="list-style-type: none"> • Energy Cost Burden • CIP 2021-23 • Park Access • Food Access/Security 	<ul style="list-style-type: none"> • Community Stressors: <ul style="list-style-type: none"> • Police Use of Force • Violent Crimes • Economy & Education: <ul style="list-style-type: none"> • Business Ownership • Emp. in top sectors • OUSD Student Perf. • High-Wage Emp. • Educ. Attainment • Civic Engagement: <ul style="list-style-type: none"> • Diversity of Electeds • Limited English • Internet Access

*Detailed information can be found in the Equity Baseline report on the General Plan Update website at <https://www.oaklandca.gov/topics/oakland-2045-general-plan-project-documents>.

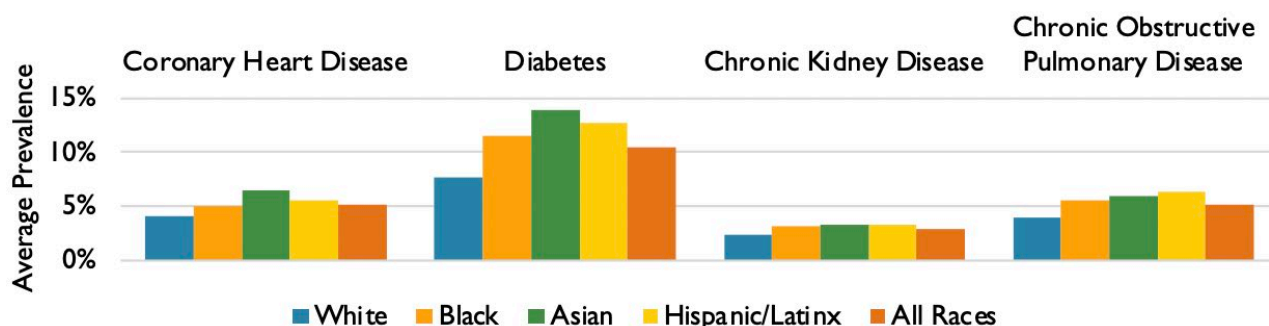
The Equity Baseline demonstrates how health outcomes in Oakland differ by race. Based on data from the Alameda County Public Health Department (ACPHD), the average life expectancy at birth in Oakland is 80.7 years, which is lower than the Alameda County average of 82.9 years. Additionally, there is a nearly 20-year disparity between the census tract (*tracts*) in Oakland with the highest life expectancy at birth and the tracts with lowest life expectancy (See **Attachment B, Figure 1**). Tracts in East Oakland generally have lower life expectancies, and the tracts with the lowest life expectancies are Fitchburg/Hegenberger and Brookfield Village, both at less than 72 years.

According to the Center for Disease Control, there is also a disparity in the prevalence of asthma, stroke, and obesity among adults in Oakland. **Attachment B, Figures 2, 3, and 4** shows that areas with the greatest prevalence include DeFremery/Oak Center and Acorn in West Oakland as well as Havenscourt/Coliseum, Bancroft/Havenscourt, and Seminary in East Oakland, whereas areas in the Oakland Hills consistently have lower incidences of these health outcomes.

Chart 1 shows how white populations in Oakland have a much lower average rate of coronary heart disease, diabetes, chronic kidney disease, and chronic obstructive pulmonary disease

than Black, Asian, and Hispanic/Latinx populations. In fact, the average incidence of these health outcomes is lower than the all-tract (“all races”) average for the white population, while Black, Asian, and Hispanic/Latinx populations experience higher rates than the city average.

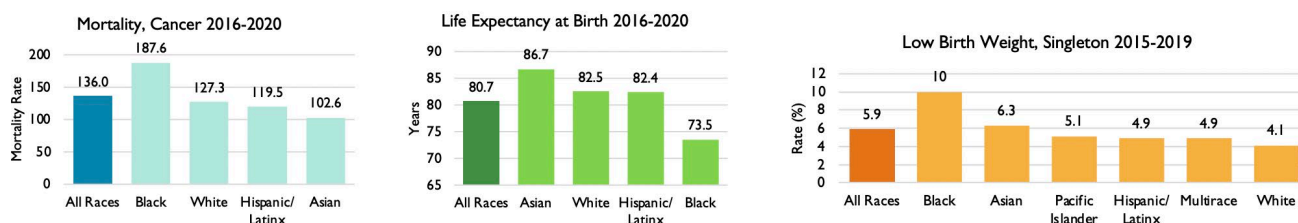
Chart 1: Difference in Health Outcomes By Race in Oakland, 2020



* Based on average crude prevalence of health outcomes within tracts assigned by racial plurality. See Appendix Methodologies in the [Equity Baseline report](#) for more detail on methodology.
Sources: Center for Disease Control and Prevention, 2020; Dyett & Bhatia, 2022.

Chart 2 demonstrates how existing health inequities in Oakland most impact Black residents, who have substantially higher rates of cancer mortality and low birth weights, in addition to lower life expectancy, compared to other racial groups. These findings are also supported by data from the ACPHD, which show that there are racial disparities in health outcomes for cancer-related deaths, rate of low-birth-weight infants, and life expectancy at birth.

Chart 2: Racial Disparities in Health Outcomes by Race, 2020

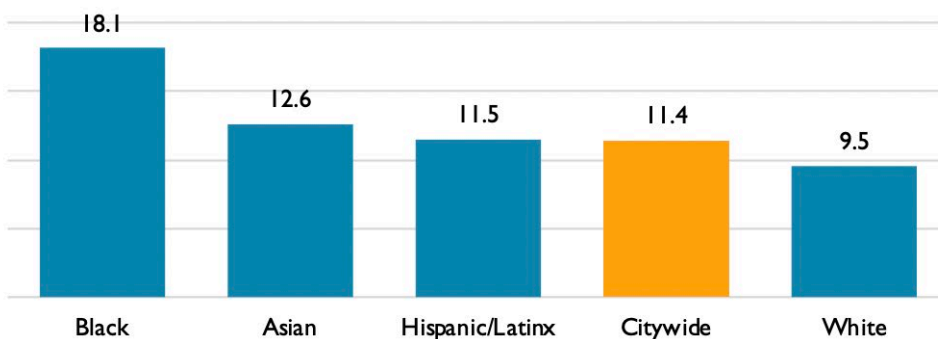


* Note: Pacific Islander, Native American/Alaskan, and Multirace populations are included in “All Race” but are not disaggregated due to the small size (less than 10 people) of these groups.
Sources: Alameda County Public Health department, 2021; Dyett & Bhatia, 2022

A safe and clean home supports both mental and physical health as a source of shelter and peace of mind. However, a history of inequitable investments and discriminatory practices, compounded with the rising cost of living in the Bay Area, disproportionately threatens the ability of low-income and Black, Indigenous, and People of Color (BIPOC) communities to afford to stay in their communities. The [2018 Oakland Equity Indicators Report](#) also found that housing quality (comprised of the housing habitability complaints, complete kitchen facilities, and overcrowding indicators) is not equitable.

Chart 3 shows how the number of code enforcement complaints (for blight, zoning, and housing habitability) per 1,000 residents differ by census tract racial majorities. Specifically, majority-white tracts have the lowest rate of code enforcement complaints per 1,000 residents, and tracts that are majority people of color are all higher than the overall citywide rate. It is important to note that complaints do not necessarily represent distribution of housing quality issues; some residents may not file complaints for fear of illegal landlord retaliation, deportation or fear of being displaced.

Chart 3: Code Enforcement Complaints by Census Tract Racial Majority, 2020



**Includes code enforcement complaints received by the Planning & Building Department regarding blight (activity/facility), housing habitability, or zoning of rental housing during 2020.*

Sources: City of Oakland, 2021; ACS 2015-2019; Dyett & Bhatia, 2022.

Attachment B, Figure 5 maps the distribution of all three types of code enforcement complaints for 2020 (the most recent year with complete data) throughout Oakland.

The 2018 Oakland Equity Indicators Report reminds us that housing affordability has become perhaps the most critical barrier to equity. Housing affordability can be estimated by comparing the cost of renting or owning a home in Oakland with household income levels. The California Department of Housing and Community Development Department (State HCD) has estimated that in 2021 the maximum affordable home price in Alameda County for a three-person household (equivalent to a two-bedroom home, which is typical for Oakland) is \$364,642 for owners and \$2,245 for renters at a low-income level². Housing costs have risen dramatically over the past couple of decades. Zillow estimates³ of a typical home value in Oakland reached \$730,338 in 2020,⁴ which is over double the price affordable to a low-income household. Similarly, real (inflation-adjusted) rent for multifamily homes in Oakland has increased from \$2,182 to \$2,245 (three percent) between 2015 and 2019. This is significantly higher than the statewide average of \$2,011 in 2019, though the Bay Area average rent remains higher than

² Income levels are determined by HCD annually and are adjusted by county. For Alameda County in 2021, the low-income threshold (upper limit) for a three-person household is \$98,650. This income level differs from the low-income areas defined in Chapter 2, which are based on 2019 values.

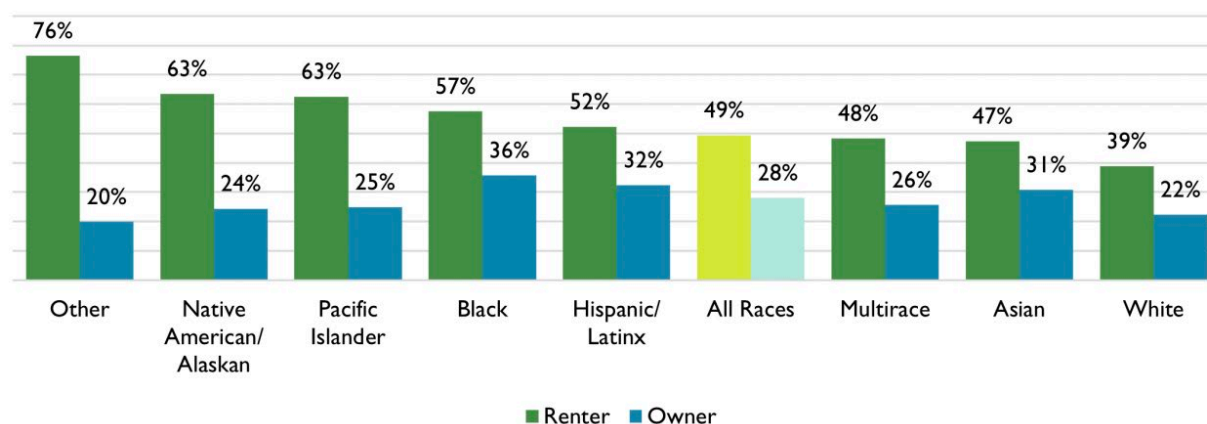
³ Known as the Zillow Home Value Index, or ZHVI.

⁴ Zillow, Housing Data - Zillow Home Value Index (ZHVI), 2020, https://files.zillowstatic.com/research/public_csvs/zhvi/Metro_zhvi_uc_sfrcondo_tier_0.33_0.67_sm_sa_m_onth.csv?t=1645037658, downloaded May 17, 2021.

Oakland at \$2,603.⁵ In order to rent a \$2,245 unit without being housing burdened (spending 30 percent or more of their income on housing), a household must earn \$7,483 per month or \$89,791 per year. This translates into an hourly wage of \$43.17 for a full-time worker.⁶

The Bay Area faces a deep housing affordability crisis. According to the American Community Survey (ACS) estimates for 2019, 33 percent of homeowners in Oakland were housing burdened, and 14 percent were severely housing burdened (spend 50 or more of their income on housing costs) – both of which are higher than the statewide average. Likewise, 51 percent of Oakland renters are housing burdened and 27 percent are severely housing burdened, though both of these rates are lower than the statewide average for renters. Cost burdens also vary racially. **Chart 4** shows that Black homeowners in Oakland are more impacted by high housing costs, and Native American/Alaskan and Pacific Islander renters (as well as people of “Other” races) are among the most cost-burdened groups. White populations are consistently among the least cost burdened.

Chart 4: Housing Cost Burden by Race and Tenure, 2019



* Source: ACS 5-Year Estimates PUMS, 2019; Dyett & Bhatia, 2022

More information on EJ issues and disparities can be found in the Environmental and Racial Equity Baseline Report on the General Plan Update website at <https://www.oaklandca.gov/topics/oakland-2045-general-plan-project-documents>.

2. ENVIRONMENTAL JUSTICE COMMUNITIES SCREENING ANALYSIS

As one of the first steps of the EJ planning process, Oakland must identify EJ communities that are low-income areas and disproportionately impacted by the pollution burden. While SB 1000 specifies CalEnviroScreen as the primary tool for identifying disadvantaged communities, State guidance also encourages thorough, community-focused processes to identify EJ communities,

⁵ Multifamily rent trend data from CoStar, provided by Economic & Planning Systems in March 2022.

⁶ Calculated using the same methodology used in the National Low Income Housing Coalition's 2021 Out of Reach Report, cited in the California Department of Housing and Community Development's 2022 Statewide Housing Plan: A Home for Every Californian, March 2022, <https://storymaps.arcgis.com/stories/94729ab1648d43b1811c1698a748c136>, accessed March 20, 2022.

by taking into consideration local impacts, concerns, and priorities. To tailor State requirements for development of an EJ Element that works best for Oakland, the City has chosen to adapt the latter approach into a customized screening method.

Once EJ communities are identified, policies in the EJ Element (and related EJ policies integrated throughout other General Plan elements) must reduce the unique or compounded health risks in these communities. Policies also must identify and reverse systemic funding inequities, prioritize improvements and programs that benefit EJ communities by promoting equitable development, and ensure that EJ communities are the primary beneficiaries of investments.

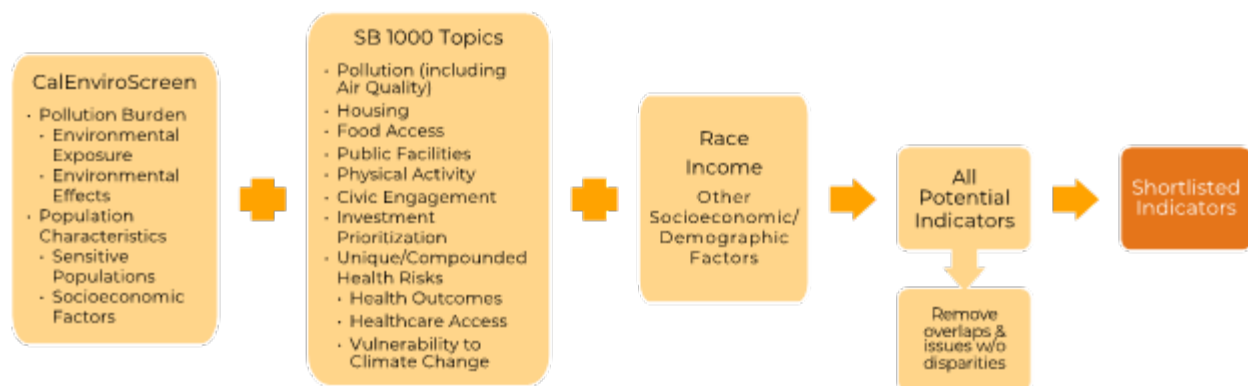
The methodology described below is a preliminary analysis intended to identify potential EJ communities that will be the focus of EJ policies. *The methodology and resulting map will continue to undergo refinement in later stages of the General Plan Update process, particularly in response to community feedback, and updated results and an EJ Communities map will be included in the EJ Element.*

Step 1: Identify Indicators

To identify cumulatively impacted areas in Oakland, a custom set of indicators were selected from CalEnviroScreen and supplemented with other, locally relevant indicators. These indicators draw from datasets described in this report, as well as recommendations from community organization partners. Because the most complete datasets are often available at the census tract level, this geographic level is used for this analysis.

Figure 2 demonstrates the general process for indicator selection, which is based on guidance by the State Office of Planning and Research (OPR).

Figure 2: Indicator Selection Process



As shown in **Table 1**, there are 50 individual EJ Screening indicators in all, grouped into four categories. Each of these categories cover a range of topics that in turn are comprised of a set of indicators that assess inequities related to Environmental Justice. This approach is similar to the structure used for the Oakland Equity Indicators.

Table 1: Environmental Justice (EJ) Screening Indicators

Category	Weight	Topic	Indicator
Race and Poverty	25%	People of Color	People of Color
		Low Income	Low-Income Area, Statewide Median Low-Income Area, HCD Income Limit
Pollution Burden	25%	Air Quality	Particulate Matter 2.5 Diesel Particulate Matter Traffic Density Lead Exposure Toxic Releases
		Water	Groundwater Threats Impaired Water Bodies
		Hazardous Materials	Cleanup Sites Hazardous Waste Solid Waste
		Climate Change	Urban Heat Island Sea Level Rise
Sensitive Populations	25%	Health	Adult Asthma Pediatric Asthma, NO ₂ Attributable Life Expectancy at Birth Low Birth Weight Mortality, NO ₂ Attributable Cardiovascular Disease Cancer Health Insurance Healthcare Facilities
		Socioeconomic	Linguistic Isolation Educational Attainment Population with a Disability Young Children Senior Population Median Household Income Unemployment Disconnected Youth Internet Access
Built Environment	25%	Transportation	Road Safety Vehicle Mobility Active Commutes Transit Access
		Food	SNAP Food Assistance Low Food Access
		Housing	Housing Habitability House Heating Overcrowding Housing Burden Evictions
		Neighborhood	Redlining Community Facilities Tree Canopy Park Access

Category	Weight	Topic	Indicator
			Public Safety Illegal Dumping
Note: For more information about each of the indicators and their data sources, see the data dictionary in the Equity Baseline Report Appendix.			

Step 2: Highlight the Top 25 Census Tracts for Each EJ Indicator

To identify which areas of Oakland face the greatest EJ burden, various datasets were layered on top of each other in what is known as a composite analysis. However, a composite analysis can sometimes obscure factors that are driving the burden. To understand which EJ indicators are most important in each census tract, the top 25 census tracts impacted within each indicator are tracked, which will aid more targeted policy development later. Tables of top 25 census tracts by individual indicator are included in the Appendix of the [Equity Baseline](#) report.

Step 3: Score Tracts Overall

Each census tract was assigned an overall percentile ranking score based on the value and weight of the indicators for that tract. As was done for OakDOT's Geographic Equity Toolbox, some indicators are weighted more heavily than others to reflect community priorities, as shown in **Table 1**. Notably, extra weight is given to whether a tract is low income and whether a tract has a plurality of people of color.

Step 4: Ground-Truth

The map resulting from Step 3 (**Attachment C – Figure 1**) will be used as a starting place to “ground-truth”, a community fact-finding process where residents supplement technical information with local knowledge in order to better inform local/neighborhood level policy and project decisions. This will result in more specific, finer-grained areas to be added to the map.

Preliminary Environmental Justice Communities Map

Attachment C – Figure 1 shows the preliminary results of the EJ Communities screening analysis. Communities that have higher overall impact scores are predominantly in the southern half of Oakland, below the I-580 freeway, including parts of West Oakland and Downtown, the Oakland Estuary and San Antonio areas, and many parts of East Oakland. All of these tracts are considered low-income areas under both State definitions. Table 2 summarizes the top EJ indicators, aside from race or income indicators, that contribute to the high impact scores of these tracts. A full table of results for all tracts is included in the Appendix of the [Equity Baseline report](#).

Table 2: Top 25 Highest-Scoring Tracts and Contributing Indicators

Rank	Tract Name	Neighborhood	Composite Score	Top 3 Contributing Indicators ¹ , descending
1	Lockwood/Coliseum/Rudsdale		100.0	Median Household Income, SNAP Food Assistance, Toxic Releases
2	Acorn		99.0	Urban Heat, Adult Asthma, Low Birth Weight

Rank	Tract Name	Neighborhood	Composite Score	Top 3 Contributing Indicators ¹ , descending
3	Brookfield Village		98.1	Community Facilities, Life Expectancy, Traffic Density
4	Brookfield Village/Hegenberger		97.2	Young Children, Urban Heat Island, Solid Waste, Sea Level Rise,
5	DeFremery/Oak Center		96.3	Urban Heat Island, Unemployment, SNAP Food Assistance, Adult Asthma
6	Fitchburg		95.4	Toxic Releases, Low Birth Weight, Cardiovascular Disease
7	Chinatown		94.4	Linguistic Isolation, Population with a Disability, Older Adult Population, Road Safety
8	Elmhurst		93.5	Health Insurance, Educational Attainment, Redlining
9	New Highland		92.6	Health Insurance, Cardiovascular Disease, Educational Attainment
10	Jack London Gateway		91.7	Median Household Income, Diesel Particulate Matter, Population with a Disability
11	Fremont District		90.8	House Heating Fuel, Overcrowding, Lead Risk, Unemployment, Internet Access
12	Seminary		89.9	Lead Risk, life Expectancy, Adult Asthma
13	Stonehurst		88.9	Young Children, Cardiovascular Disease, Redlining
14	Lower San Antonio East		88.0	Overcrowding, Linguistic Isolation, Educational Attainment, Housing Burden
15	Melrose		87.1	Solid Waste, Impaired Water Bodies, Tree Canopy
16	Oakland Estuary		86.2	Impaired Water Bodies, Cleanup Sites, Violent Crime
17	Lower San Antonio West		85.3	Educational Attainment, Linguistic Isolation, Impaired Water Bodies
18	Clawson/Dogtown		84.4	Urban Heat Island, Low Birth Weight, Population with a Disability, Housing Habitability
19	Hoover/Foster		83.4	Groundwater Threats, Housing Burden, Particulate Matter 2.5, Pediatric Asthma (NO ₂ Attributable)
20	Bancroft/Havenscourt East		82.5	Housing Burden, Lead Risk, SNAP Food Assistance
21	Arroyo Viejo		81.6	Young Children, Internet Access, Adult Asthma
22	Downtown		80.7	Pediatric Asthma (NO ₂ Attributable), Mortality (NO ₂ Attributable), Vehicle Ownership
23	Bunche/Oak Center		79.8	Urban Heat Island, Redlining, House Heating Fuel,
24	Prescott		78.8	Urban Heat Island, Redlining, Solid Waste, Violent Crime
25	Prescott/Mandela Peralta		77.9	Urban Heat Island, Community Facilities, Cleanup Sites, Housing Habitability
<p>1. Race (People of Color) and income (Low-Income, Statewide and Low-Income, HCD) indicators are not included because these are necessary criteria for environmental justice communities. Rather, top indicators from the Pollution Burden, Sensitive Populations, and Built Environment categories are listed to better understand the unique burdens that a community is facing.</p> <p>2. More than three indicators may be listed due to ties.</p>				

As shown in **Table 2**, several EJ indicators are top contributors for many of the highest-scoring tracts: urban heat island appeared the most (six times), followed by redlining, educational attainment, and adult asthma, which each appear four times. Lead risk, impaired water bodies, solid waste, life expectancy, cardiovascular disease, linguistic isolation, population with a

disability, young children, unemployment, SNAP food assistance, and housing burden each appear three times.

3. COMMUNITY ENGAGEMENT AND OUTREACH

Community engagement efforts for GPU include an extensive and inclusive outreach process, engaging stakeholders throughout the community with additional resources dedicated to engaging communities historically underrepresented and excluded from traditional planning processes and most negatively impacted by City policies.

Deeply Rooted Collaborative

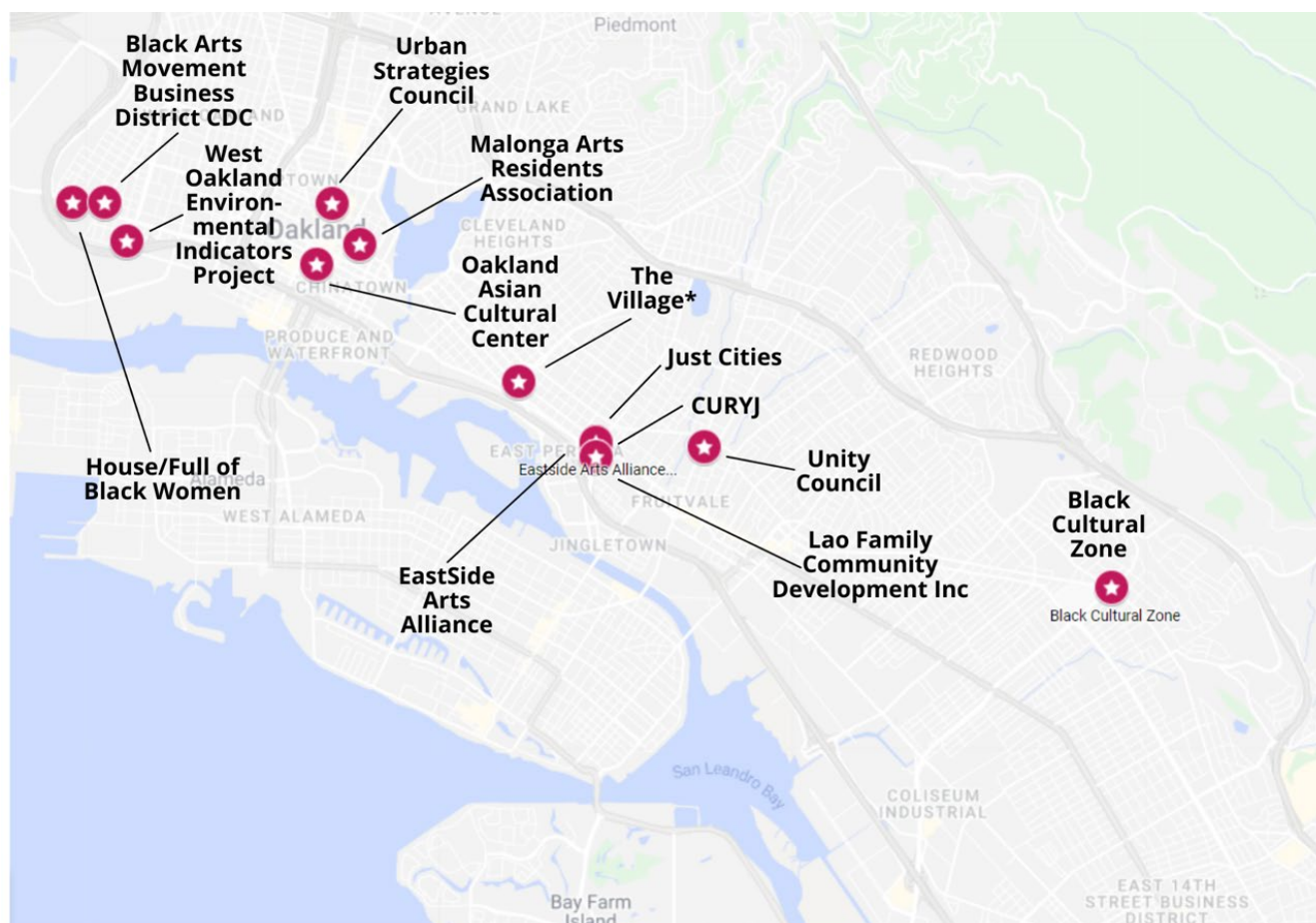
The General Plan Update team includes the Deeply Rooted Collaborative in partnership with community partners as shown in **Figure 3**. Deeply Rooted's community partner roles are listed in **Table 4**. Deeply Rooted has three organizations providing central support through the design and coordination of the overall structure for community engagement, providing technical assistance and community education in planning, and administrative support.

- EastSide Arts Alliance | Cultural Programming Partner
- Just Cities | Technical Assistance/Community Education Partner
- Urban Strategies Council | Administrative Partner

The Deeply Rooted Collaborative focuses on engagement with the following key communities and geographic areas:

- Communities: Unhoused; formerly incarcerated; low-income Asian, Pacific Islander, Black, Latinx, multiracial communities including those experiencing environmental injustices
- Outreach Geographies: Fruitvale, West Oakland, East Oakland, Chinatown, Eastlake, San Antonio

Figure 3: Deeply Rooted Collaborative



*The Village operates as a network of encampments across Oakland without one address.

Table 4: Deeply Rooted Collaborative Community Partner Roles

Community Partner	Community/ Outreach Geography
The Black Cultural Zone Community Development Corporation	Black Community East Oakland
CURYJ	Formerly incarcerated, Black and Latinx Fruitvale
House/Full of Black Women/ Deep Waters Dance Theater	
Lao Family Community Development, Inc	Southeast Asian American community
Malonga Arts Residents Association (MARA)	Black and Brown communities, and partnership with members in Chinatown
Oakland Asian Cultural Center (OACC)/ API Cultural Center	Asian American community Chinatown
Unity Council	Latinx community Fruitvale
The Village in Oakland	Unhoused curbside communities in North Oakland, West Oakland, Downtown, and East Oakland
West Oakland Environmental Indicators Project.	Environmental Justice West Oakland

Community Partner	Community/ Outreach Geography
Black Arts Movement Business District, CDC (BAMBD, CDC)	West Oakland (Lower Bottoms), Artists, flatland communities of color, those invested in the animation of BAMBD, CDC and its stakeholders

Community Engagement and Outreach Summary

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 GPU engagement components:

- **Popup and Community Hub Events:** Popup and Community Hub Events: Since November 2021 to March 2022, the GPU Deeply Rooted Collaborative team has conducted pop-up events in Eastmont, Fruitvale, San Antonio, Chinatown, West Oakland, and Downtown. For example, in West Oakland these events have been porchside chats and a pop-up at Hoover Elementary. Engagement has also been integrated into larger community events like the porch chats, Hoover Elementary in West Oakland, and at the Oakland Asian Cultural Center's (OACC) Asian Pacific New Year Celebration and the Black Joy parade. At these community-embedded events and online, the team has engaged with over 1006 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. Community concerns that rose to the top included affordability, displacement, disinvestment, housing quality, pollution (industry and cars), lack of parks, collisions, and illegal dumping.
- **Housing Workshops:** Led by Dyett & Bhatia, the City team hosted three virtual housing workshops on February 10, 2022, February 17, 2022, and March 12, 2022. Approximately 200 people participated in these three virtual workshops. The first workshop provided background information on the General Plan, the Housing Element, and Housing sites inventory requirements. Workshop 2 sought to gather input on potential housing programs. Workshop 3 focused on community input on strategies to preserve existing affordable housing, protect tenants, and prevent displacement. Workshop 4 was held on May 12, 2022, and sought Oaklanders' input on housing sites and proposed strategies included in a public review Housing Element draft before sending it to the California Department of Housing and Community Development (HCD). The draft Housing Element is available for public review on the GPU website at <https://www.oaklandca.gov/topics/oakland-general-plan-2045-housing-element> between May 12, 2022, to June 13, 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), EJ 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.

- **Discussions Groups:** Two discussion groups led by Dyett & Bhatia focused on housing sites and production, preservation, and protection strategies were held on February 2, 2022, and March 10, 2022. Discussion participants included organizations that may not have traditionally participated in the past including housing justice advocates, tenant rights organizations, faith-based organizations, and other community organizations.
- **Townhalls:** Two townhalls led by Dyett & Bhatia were held on March 26, 2022, and April 7, 2022. The townhall on March 26, 2022, introduced the General Plan Update process 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. key issues in the City and community and the key priorities that this update should address. The townhall on April 7, 2022, focused on equity across all issues, with a special focus on EJ and safety priorities in the City.
- **Youth Engagement:** Youth engagement for the GPU will take the form of a Deeply Rooted Fellowship with 15 – 20 fellows. The Fellowship will be a 2-to-3-year commitment 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 to the community and schools, and social media outreach. Recruitment began in April 2022 and the deadline is May 20, 2022. Additional information can be found at <https://www.oaklandca.gov/news/2022/deeply-rooted-collaborative-launches-youth-fellowship-for-oakland-general-plan>.
- **Neighborhood Councils and Community Group Meetings:** Staff are working with Neighborhood Service Coordinators to present at Neighborhood Councils (NCs) and other community groups on topics including housing, environmental justice, industrial lands and safety and natural hazards and receive feedback. At the time of this meeting, Staff have presented at several 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:** Facilitated by Dyett & Bhatia, 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 topics; review community input collected at key points in the process; and inform, discuss, and provide technical direction on policies and actions. The second TAC meeting was held on March 7, 2022 and TAC members provided recommendations for housing strategies/actions for housing production, preservation, and protections.

- **Equity Working Group:** The Deeply Rooted Collaborative is convening 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. Each member will receive a stipend. The EWG recruitment period was between December 22, 2021 – January 30, 2022. Based on community feedback, the recruitment period was extended to February 6, 2022. Twenty EWG members who met the following criteria were selected through an interview process from a total of 66 applicants:
 - - Hard to reach communities: People from communities that the City traditionally has trouble engaging with including unhoused, formerly incarcerated, low-income, Asian American, Black, Latinx, multiracial, people with disabilities, undocumented, and people experiencing environmental injustices.
 - In target geographic areas of: West Oakland, East Oakland, Chinatown, and Fruitvale.
 - Age diversity: People at different stages of their lives to ensure varied knowledge and experiences.
 - Diversity of gender and sexual orientation: To ensure women's and LGBTQ+ perspectives are included in this process.
 - People who own small businesses in Oakland.

The EWG selection methodology and the list of EWG members can be found here: <https://www.oaklandca.gov/news/2022/general-plan-equity-working-group-members-selected>.

- **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 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. Engagement will take the form of study sessions and informational presentations to review products and generate feedback on drafts. Staff have provided informational presentations on the General Plan Update to the Parks and Recreation Advisory Committee (PRAC) on February 9, 2022, the Cultural Affairs Commission on February 14, 2022, the Oakland Youth Advisory Commission (OYAC) on February 18, 2022, the Mayor's Commission on Persons with Disabilities (MCPD) on February 28, 2022, the Mayor's Commission on Aging (MCOA) on March 2, 2022, and to the Landmarks Preservation Advisory Board on March 7, 2022, and April 4, 2022. In addition, Staff provided informational presentations to the Bicyclist and

Pedestrian Advisory Commission (BPAC) on April 21, 2022, and to several Neighborhood Councils in April and May of 2022.

4. 2023-2031 HOUSING ELEMENT UPDATE

The Housing Element is one of the required elements of Oakland's General Plan. It is an eight-year blueprint and framework to meet the housing needs of all people within the community at all economic levels, including low-income households and households with special needs. It provides various programs to create a variety of housing to meet Oakland's housing needs. Additionally, the Housing Element must identify adequate sites for housing and demonstrate the availability and realistic capacity for development on those sites. This element implements the declaration of State law that the availability of housing is a matter of vital statewide importance. It is more specific and directive than other General Plan elements, with detailed guidance, reviews, and deadlines. The California Department of Housing and Community Development (State HCD) must review and certify the Housing Element. Jurisdictions must also submit annual progress reports. In Oakland (and most major cities), the Housing Element must be revised and submitted to State HCD for review on an eight-year cycle.

Oakland's current 2015-2023 Housing Element was adopted in 2014 and is required to be revised and adopted for the next eight-year cycle (2023-2031) by early 2023.

Across discussion groups, workshops, and other community engagement events, following key themes emerged that informed development of the Housing Element Update's goals, policies, and actions:

- Addressing Homelessness: "Housing is a Human Right."
- Protecting Oakland Residents from Displacement and Preserve Existing Affordable Housing
- Focusing on Building more Housing Affordable to Extremely Low, Very Low, Low, and Moderate Incomes.
- Addressing Housing Quality Issues.
- Building in Accountability and Success Metrics.

The 2023-2031 Housing Element sets forth the City's housing priorities and goals—as well as its vision for both short- and long-term development—to create a fair and just city. State law mandates that the Housing Element be updated every eight years to reflect changing conditions, community objectives, and goals. This Housing Element also provides an evaluation of the 2015-2023 Housing Element, including an assessment of prior programs and strategies.

In accordance with State law, the Housing Element must include:

- A description of outreach conducted in preparation of the element
- An analysis of progress in implementing the previous Housing Element and effectiveness of its programs and actions
- An assessment of existing and projected housing needs
- An analysis of special housing needs, such as those of older adults and people with disabilities

- An analysis of existing assisted housing units at risk of conversion from affordable to market rate
- An analysis and inventory of resources and constraints relevant to meeting housing needs
- An affirmatively furthering fair housing (AFFH) analysis, which guides the analysis of each set of requirements
An inventory of adequate sites suitable for construction of new housing sufficient to meet needs at all economic levels
- A program that sets forth specific actions to address housing needs, with identification of responsible agencies and timelines.

The draft Housing Element is available for public review on the GPU website at <https://www.oaklandca.gov/topics/oakland-general-plan-2045-housing-element> between May 12, 2022, to June 13, 2022.

5. VISIONING OUTREACH –COMMUNITY VISION FOR OAKLAND IN 2045

Two townhalls led by Dyett & Bhatia were held. Townhall #1 on March 26, 2022, introduced the General Plan Update process and gathered community input on a vision for the future of the City in 2045, as well as local issues and opportunities that should be addressed in the General Plan. Townhall #2 on April 7, 2022, focused on equity across all issues, with a special focus on EJ and safety priorities in the City. Detailed notes can be found via the General Plan Update website at <https://www.oaklandca.gov/topics/meetings-and-events>.

Townhall #1 also included a guided group discussion where community members had the opportunity to ask questions and share their thoughts on the future of Oakland. Members of the planning team facilitated the discussion.

Townhall #2 shared findings from the Environmental Justice and Racial Equity Baseline Assessment and gathered community input on local issues and opportunities related to safety and environmental justice that should be addressed in the General Plan. A summary of key takeaways and common themes are listed in **Table 5** and **Table 6** below:

Table 5: Community Feedback – Townhall #1

Key Questions	Takeaways
<ul style="list-style-type: none"> • What do you love most about Oakland? <ul style="list-style-type: none"> ○ What about your neighborhood? ○ What would you change? ○ What should stay the same? 	Diversity Community Pride and Cooperation Access to Nature
<ul style="list-style-type: none"> • What issues is your community working on right now? <ul style="list-style-type: none"> ○ What issues are the biggest priority? ○ Tell us about your proudest accomplishment in your community. 	Homelessness Environmental Injustice City Beauty Crime

Key Questions	Takeaways
<ul style="list-style-type: none"> • What are your big ideas for the future of Oakland? <ul style="list-style-type: none"> ○ What do you think are the biggest challenges? What about the biggest opportunities? ○ What does Oakland look like and feel like in 20 years? 	<p>Community Engagement and Involvement</p> <p>Small Business Support</p> <p>Focus on strengthening the Black/Latinx cultural identity of the 7th Street corridor</p>

Table 6: Community Feedback – Townhall #2

Key Themes
<p>Root Causes. Community members spent time discussing the historic roots of environmental injustice in Oakland, including redlining, land use decisions that placed industrial uses and highways near residential neighborhoods, and disinvestment. Groups also discussed how environmental justice overlaps with other issues, including housing affordability, income disparities, safety, and gender dynamics. Participants were interested in establishing a vision for what makes a healthy and vibrant neighborhood in 2045, as well as discussing how the City can meet existing needs in 2022.</p>
<p>Housing. Participants discussed housing quality, displacement, homelessness, and housing affordability. Gentrification was a major concern for many participants. Some Oakland neighborhoods have suffered from environmental burdens for decades, but participants were concerned that remediation/improvements could spur displacement such that environmental justice communities would not be able to stay and enjoy the benefits of cleaner air, land, and water. Relatedly, some participants felt strongly about ensuring that affordable housing gets built in high resource areas. Some participants felt that adopting a “housing is a human right” approach could help to ensure that all Oakland residents have a right to safe and sanitary housing; other suggestions included stronger tenant protections, taking housing off the speculative market, and setting an example in where the City permits new housing (e.g., not building new housing in dangerous or polluted areas).</p>
<p>Illegal Dumping. Illegal dumping was a primary concern for many participants, as trash has negative health and quality of life impacts. Some participants were interested in seeing an equity analysis of response times to 311 requests across neighborhoods. Illegal dumping occurs regularly, and community members would like to see higher rates of code enforcement.</p>
<p>Parks Access. Access to nature and parks is unevenly distributed across the City. Participants expressed that it is very important that the environmental justice element include policies and actions that address park accessibility (both in terms of mobility and design), promote physical activity, and increase tree canopy coverage.</p>
<p>Emergency Response. Some participants were interested in ensuring equitable emergency response – how would vulnerable community members be informed and evacuated, particularly unhoused community members, in the event of an emergency? A representative from the City's Department of Emergency Management Services shared about the ongoing effort to update Oakland's Emergency Operations Plan. Some participants at the Town Hall were members of the City's volunteer CERT and CORE teams; others were invited to join and participate in mock safety exercises, as well as be safety ambassadors in their neighborhoods.</p>
<p>Arts and Culture. Participants were concerned about the ongoing trend of Black and African American residents leaving Oakland over the last twenty years. One of Oakland's defining, and beloved characteristics is its racial and ethnic diversity. Participants expressed that it is important to see arts and culture preservation promoted through the General Plan, be it through land use designations, promotion of live/work housing, or other strategies.</p>

Visioning Summary

Participants were also asked to share their top priorities for the GPU to accomplish. These included:

- Redistributing of wealth in response to redlining policies
- Shift money from Police to community
- Relate/Renew/Regenerate
- Universal basic income
- Eliminate crime
- Make Oakland beautiful
- Support small business
- Housing for everyone
- Promote community spaces
- Thriving cultural hubs
- Deal with trailer parking
- Restore cultural landmarks
- Inspire community gatherings
- Many shuttles in downtown
- Car free streets

Finally, participants were also asked to share their vision for Oakland in 2045 as an article headline as shown in **Figure 4**.

Figure 4: Community Vision Headlines

Imagine you're a journalist writing a headline about Oakland in 2045. What's the accomplishment you're highlighting in your article?

Oakland solves homelessness and rehabilitation	Black residents thrive in Oakland!!	Climate first: transit, pedestrian, and bike friendly. Housing for all levels. Reduction in abandoned buildings and empty lots.
Noone is experiencing homelessness in Oakland!	Oakland solves the housing crisis and fights climate change by building 300,000 new homes near transit, parks, and job centers.	Oakland becomes the most equitable city!
Oakland Eliminates Homelessness	Oakland Eliminates Homelessness	Homeless eradicated and equity achieved in Oakland!

6. DISCUSSION QUESTIONS

In addition to the background and update provided above, Staff are seeking feedback and guidance to develop the vision, guiding principles, and equity framework around key topic areas. The equity framework will provide a baseline to inform and guide General Plan policy development around the areas which will provide a baseline to General Plan policy development.

1. What are your long-term, big-picture vision, goals, and priorities for Oakland's future?
 - What are the biggest opportunities and challenges?

2. What specific issues, opportunities, and challenges would you like to see the General Plan elements address?
- Phase 1 includes updates to the Housing Element and Safety Element, and a new Environmental Justice Element.
 - Are there any issues or priorities to be mindful of for the Safety and Environmental Justice elements? For example:
 - Draft Housing Element: Are there any comments on the housing sites locations, or on the Housing Action Plan?
 - Safety (from hazards): Fire hazards and evacuation, earthquake hazards, sea level rise
 - Environmental Justice: How to address issues related to air quality and pollution adjacent to freeways/industrial areas; location of new housing and other uses to minimize geographic/racial disparities; access to healthy foods; needs of an aging population
 - Looking ahead to Phase 2, are there any initial thoughts/ideas on long-term community vision?
 - Land Use Priorities. Location of new housing. Employment-oriented land uses – what to prioritize (e.g., life sciences/biotechnology, advanced manufacturing, retail and distribution) and where? How to address needs of small businesses and community development?
 - Transportation: Priorities, keeping in mind changing community priorities and technologies (e.g., biking and walking; transit; truck movement; autonomous vehicles)
 - Parks and Open Space: How/where to provide new parks as the community grows?
 - Others?

FISCAL IMPACT

There is no fiscal impact from this agenda item, as it is informational only and is intended to seek guidance from the CED Committee.

PUBLIC OUTREACH / INTEREST

See Section on Community Engagement and Outreach Summary for detailed information on public outreach conducted to date by the General Plan Update Team. This study session is another opportunity for public outreach.

Staff provided informational presentations on the General Plan Update to the Parks and Recreation Advisory Committee (PRAC) on February 9, 2022, the Cultural Affairs Commission on February 14, 2022, the Oakland Youth Advisory Commission (OYAC) on February 18, 2022, the Mayor's Commission on Persons with Disabilities (MCPD) on February 28, 2022, the Mayor's Commission on Aging (MCOA) on March 2, 2022, and to the Landmarks Preservation Advisory Board on March 7, 2022, and April 4, 2022. Staff also conducted a study session at a public meeting of the Planning Commission on May 18, 2022, to seek their feedback and guidance on the General Plan Update's vision, guiding principles, and equity framework. In

addition, Staff provided informational presentations to the Bicyclist and Pedestrian Advisory Commission (BPAC) on April 21, 2022, and to several Neighborhood Councils in April and May of 2022.

This meeting was noticed in the Oakland Tribune as well as emails sent to subscribers to the General Plan Update email listserv.

COORDINATION

The General Plan Update will continue to be a multi-department effort, with the Planning and Building Department collaborating closely with key partners, including the following city departments: Housing & Community Development, Race and Equity, Economic & Workforce Development, Human Services, Public Works, Transportation, Parks, Fire Department, Recreation and Youth Development, Information Technology Department, and Violence Prevention as well as the offices of the City Administrator, and City Attorney.

This report has been reviewed by the Office of the City Attorney and the Budget Bureau.

SUSTAINABLE OPPORTUNITIES

Economic: A completed 2023-2031 General Plan Housing Element will include the identification of sites suitable for affordable and market rate housing, subject to market conditions and the lending environment. The completed Housing Element will identify sites that demonstrate the capability of being developed with affordable housing.

By adopting an updated General Plan Safety Element, Oakland residents, businesses and the essential civic functions of the government would be better prepared following a natural or human-caused disaster, and the City's economy could therefore recover more readily. Concurrent adoption of a General Plan Environmental Justice Element would promote meaningful civil engagement in public decision-making processes and identify objectives and policies that address the most pressing needs in the community, particularly where social and racial inequity is most prevalent. The new Industrial Lands policy that is also part of Phase 1 of the GPU will encourage the use of cleaner technology in established industrial sectors with strong labor forces benefitting local residents and identify new job-dense industrial sectors with little environmental impacts that the City should support.

An updated Land Use and Transportation Element (LUTE) and Open Space, Conservation, and Recreation (OSCAR) Element in Phase 2 of the GPU will help to develop and sustain a vibrant economy in Oakland that generates opportunity for all. Phase 2 of the GPU will also include a new General Plan Infrastructure and Facilities Element that will help create a long-term plan for necessary capital improvement investments for the city that will support the overall local economy.

Environmental: The lack of sufficient housing options in Oakland worsens air pollution, as community members priced out of the local housing market are forced to drive long distances to their jobs. The City of Oakland 2030 Equitable Climate Action Plan (ECAP) recognizes that

households living near employment-dense areas and transit corridors have lower carbon footprints than those living in less dense areas further from transit (www.oaklandca.gov/projects/2030ecap). Affordable housing located near transit is particularly impactful, as low-income households are more likely not to own cars if they have access to quality transportation options. To that end, the ECAP Action TLU-1 calls for the General Plan, upon its next update, to align with the City's greenhouse gas (GHG) reduction, adaptation, resilience, and equity goals.

Adoption and implementation of an updated General Plan Safety Element would help preserve Oakland's environmental quality by minimizing potential damage from safety hazards and disasters, including sea level rise and wildfire risks. When the City improves public infrastructure, it increases and protects the quality of Oakland's water, air and soil. Concurrent adoption of an EJ Element would promote meaningful civil engagement in the public decision-making process, and identify objectives and policies that prioritize improvements and programs that address the most pressing needs in the community, particularly where social and racial inequity is most prevalent.

Upon completion of updated LUTE and OSCAR Elements in Phase 2 of the General Plan Update, the city will collectively address the way that Oakland plans for a sustainable future, guiding land use and the movement of people and goods. Phase 2 of the GPU will also include a new Infrastructure and Facilities Element that will enable the City to plan for capital improvements on a longer time, which is necessary to address climate change and resiliency.

Race & Equity: An Equity Working Group (EWG) convened by Deeply Rooted has been created to work with City Staff and the General Plan team to make sure that the General Plan's Housing, Safety, Environmental Justice, Land Use, Transportation, Noise, and Open Space/Conservation/Recreation Policies, and key Zoning issues align with community concerns and needs. The EWG will also support outreach efforts to ensure that geographies and populations that are most burdened by environmental justice inequities are engaged in identifying community needs and assets and providing feedback on proposed solutions.

The Housing Element Action Plan will identify strategies and measurable outcomes to "Produce, Preserve, and Protect" affordable homes. This is an important step towards addressing rising costs of housing, increased rent burden, and skyrocketing rates of homelessness, which have produced increasing racial inequities.

The updated General Plan Safety Element would direct improvements to public infrastructure and critical facilities which can result in more disaster-resistant neighborhoods and prepare residents to respond to and recover more quickly from natural or human-caused events.

Concurrent adoption of the City's first EJ Element would promote meaningful civic engagement in the public decision-making process and identify objectives, policies, improvements and programs that address the most pressing needs in the community, particularly where social and racial inequities are most prevalent.

The updated LUTE and OSCAR Elements, and creation of a new Infrastructure and Facilities Element will center the populations most impacted by current City policies. The new Industrial Lands policy will inform the use of zoning and land use tools to achieve more equitable

outcomes, such as improving health and reducing pollution in impacted communities, eliminating racial disparities in air pollution and job access and engaging industrial businesses and impacted communities in solution finding. The General Plan Update policy applies a racial equity lens throughout the process, performing a Racial Equity Analysis, and by working with local non-profits and community-based organizations (CBOs) to have meaningful engagement with communities that have historically been excluded to improve outcomes in those communities.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

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 Element updates, and related Phase I amendments, including any implementing zoning program, in compliance with the provisions of the California Environmental Quality Act (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 effort 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.

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 CITY COUNCIL

Staff Recommends That The City Council: (A) Receive An Informational Presentation On Key Background Conditions Presented In The Map Atlas And The Environmental Justice And Racial Equity Baseline; And (B) Receive An Informational Presentation On the Environmental Justice Communities Screening Analysis; And (C) Receive An Informational Presentation on Community Engagement And Outreach Received; And (D) Receive Public Comments and Provide Initial Feedback to Staff On The Vision, Guiding Principles, And Equity Framework For The General Plan Update To Guide Baseline To General Plan Policy Development; And (E) Receive Public Comments And Provide Feedback To Staff On The Draft Housing Element; And (F) Continue This Item To The June 28, 2022, CED Meeting To Review The Draft Equity Framework.

For questions regarding this report, please contact Lakshmi Rajagopalan, Planner IV, at 510-238-6751.

Respectfully submitted,



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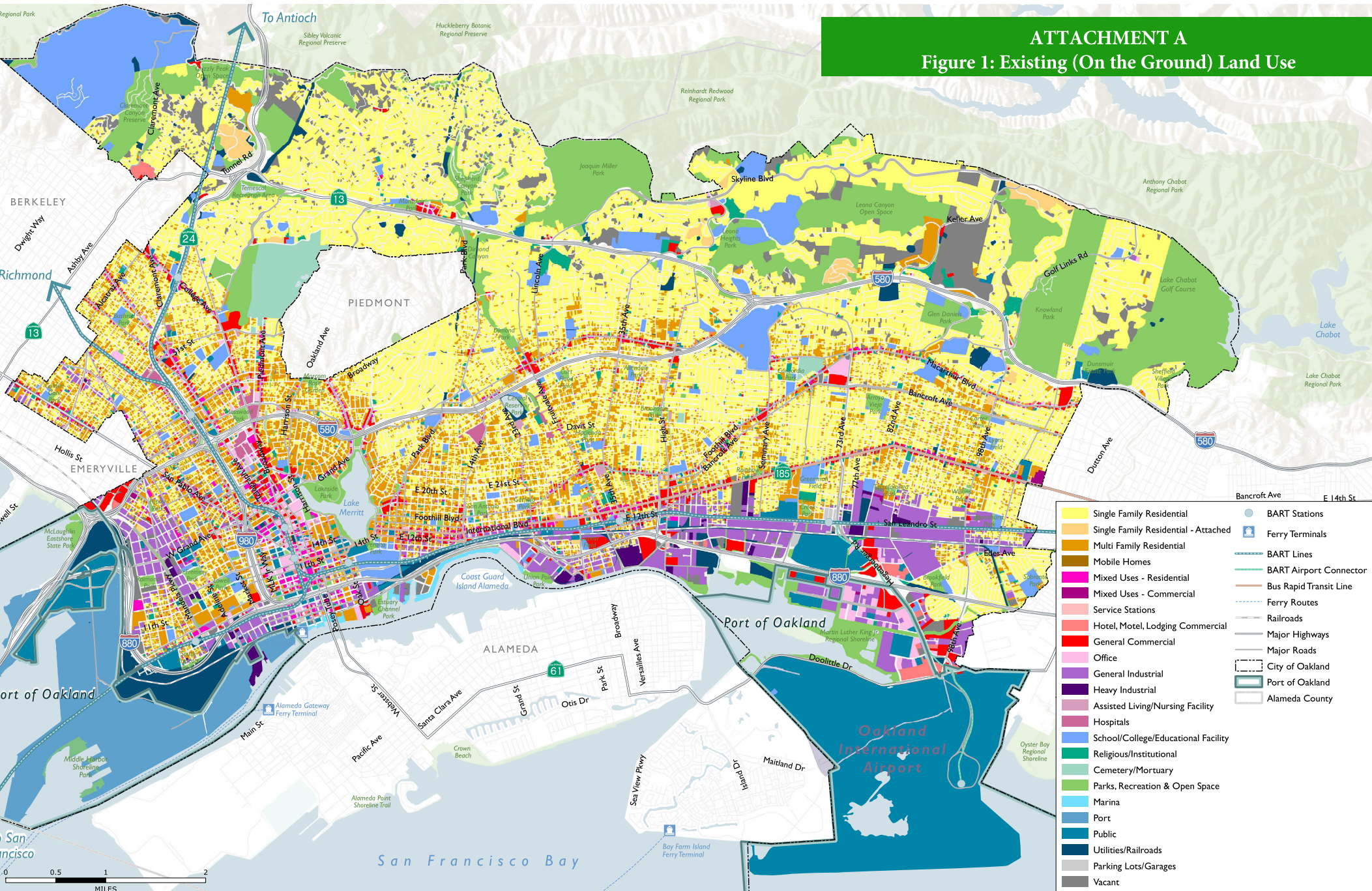
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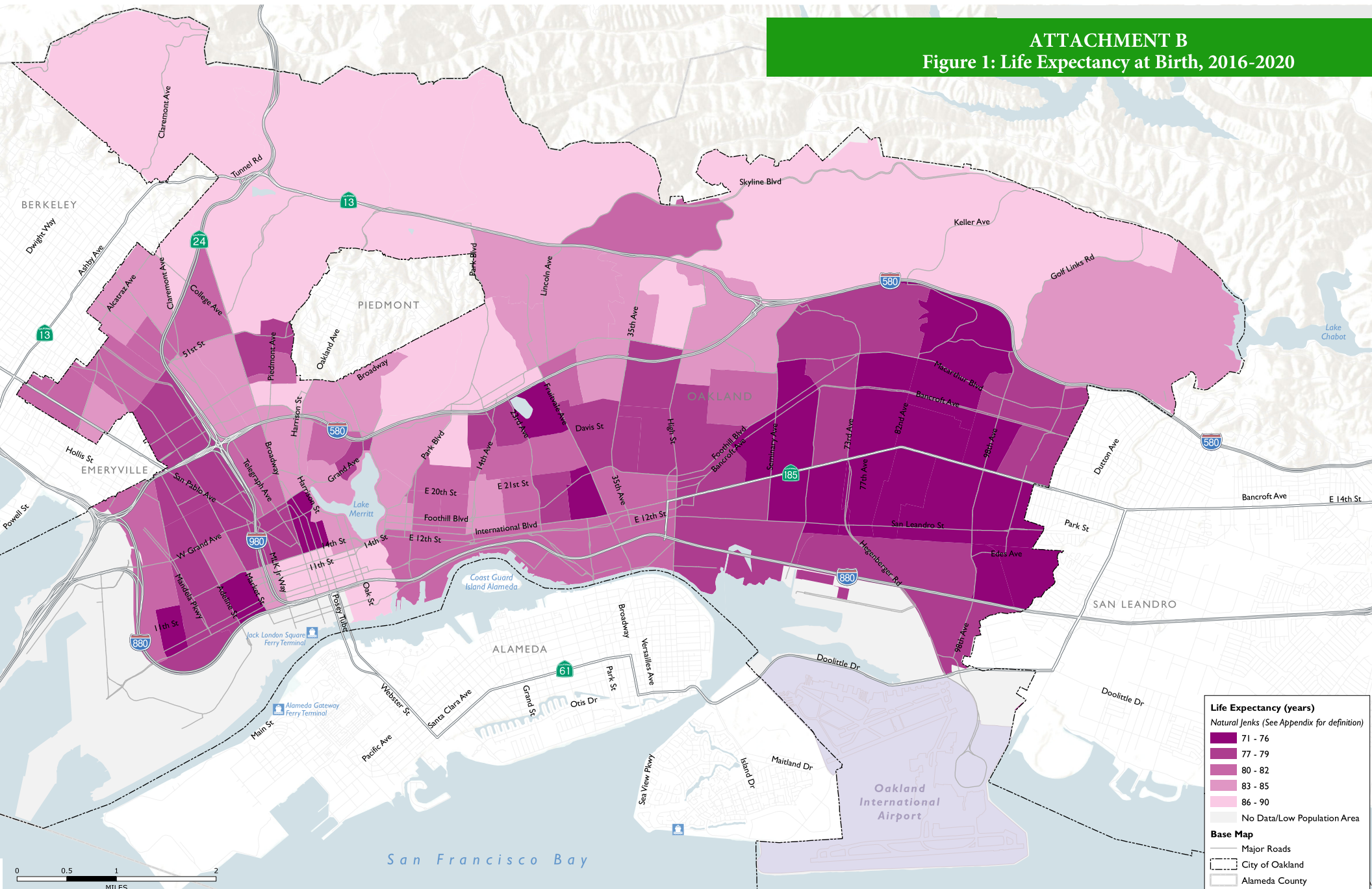
Attachments (3):

- A. Attachment A:
 - Figure 1 – Existing (On the Ground) Land Use
- B. Attachment B
 - Figure 1 – Life Expectancy at Birth, 2016-2020
 - Figure 2 – Current Asthma among Adults, 2020
 - Figure 3 – Adults who have had a Stroke, 2020
 - Figure 4 – Obesity among Adults, 2020
 - Figure 5 – Code Enforcement Complaints, 2020
- C. Attachment C
 - Figure 1 – Potential Environmental Justice Communities

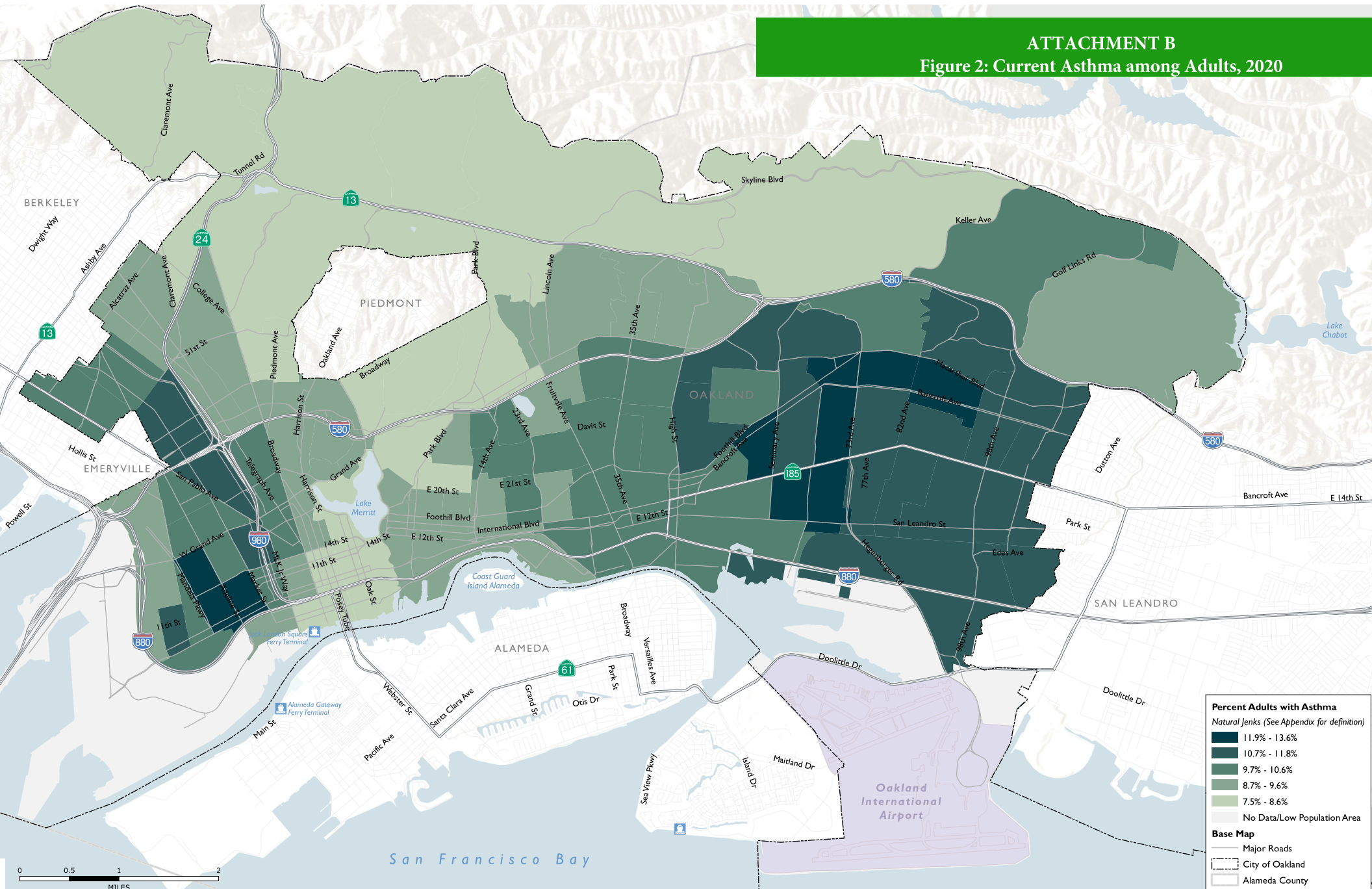
ATTACHMENT A
Figure 1: Existing (On the Ground) Land Use



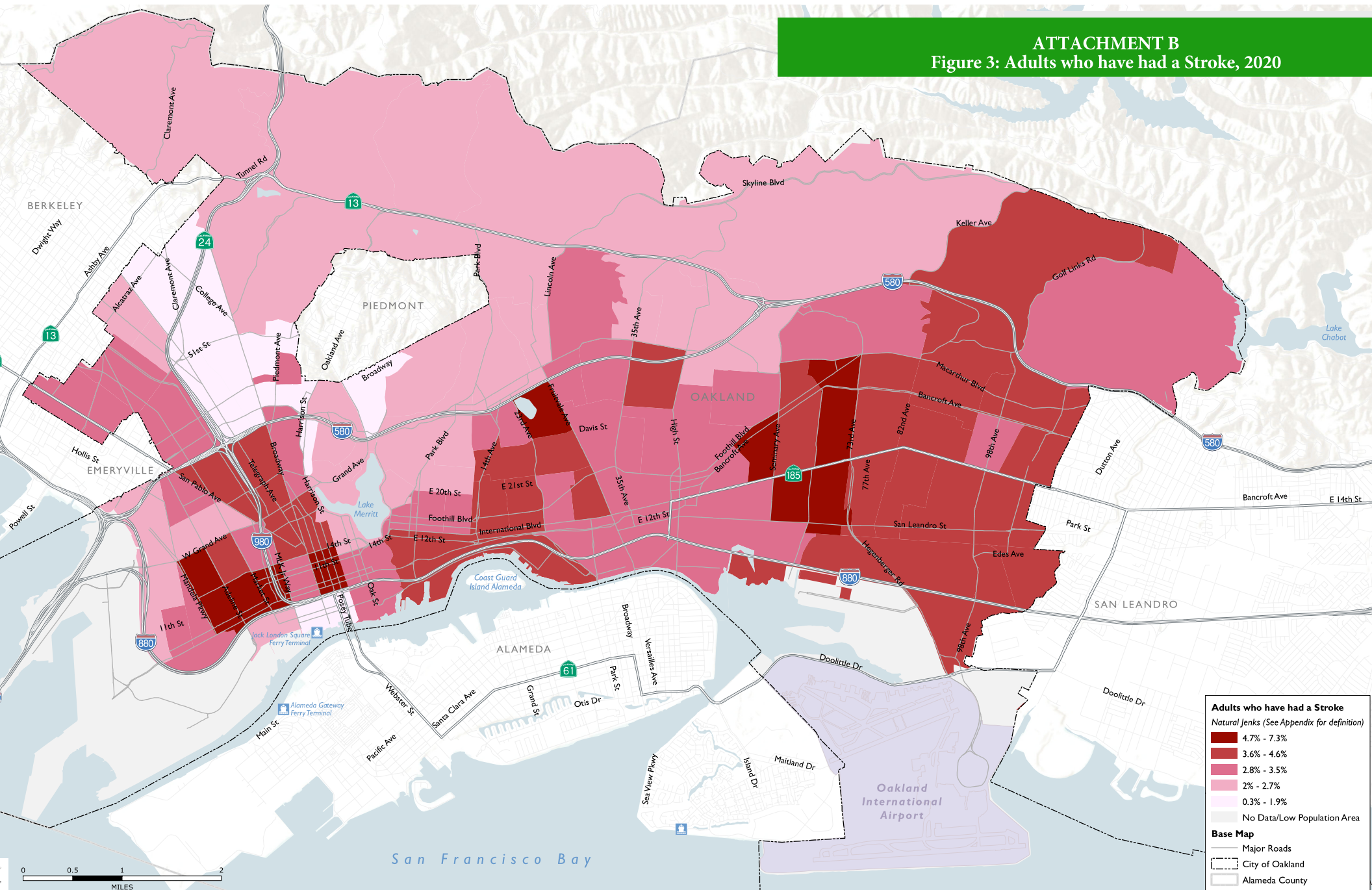
ATTACHMENT B
Figure 1: Life Expectancy at Birth, 2016-2020



ATTACHMENT B
Figure 2: Current Asthma among Adults, 2020

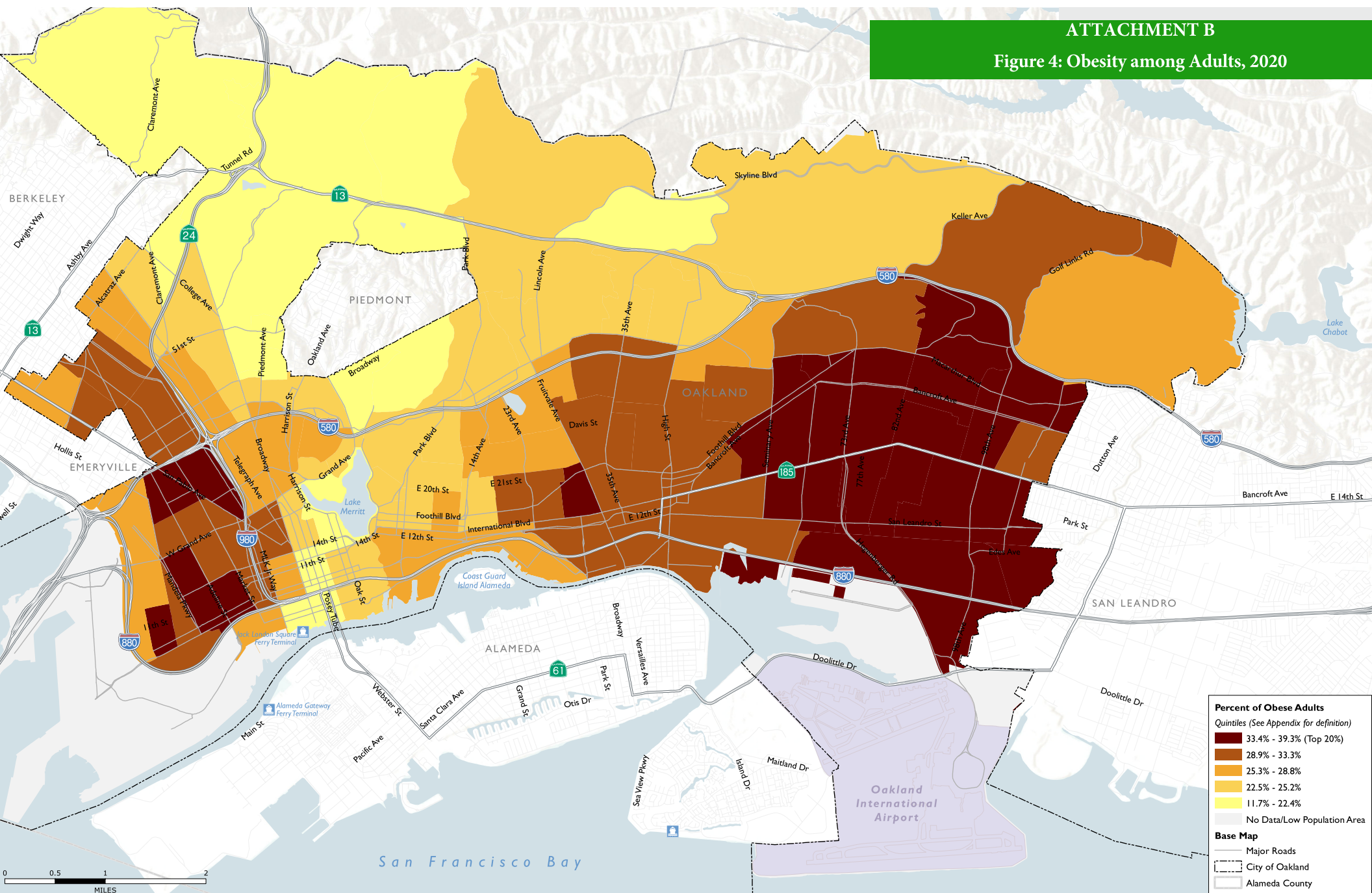


ATTACHMENT B
Figure 3: Adults who have had a Stroke, 2020

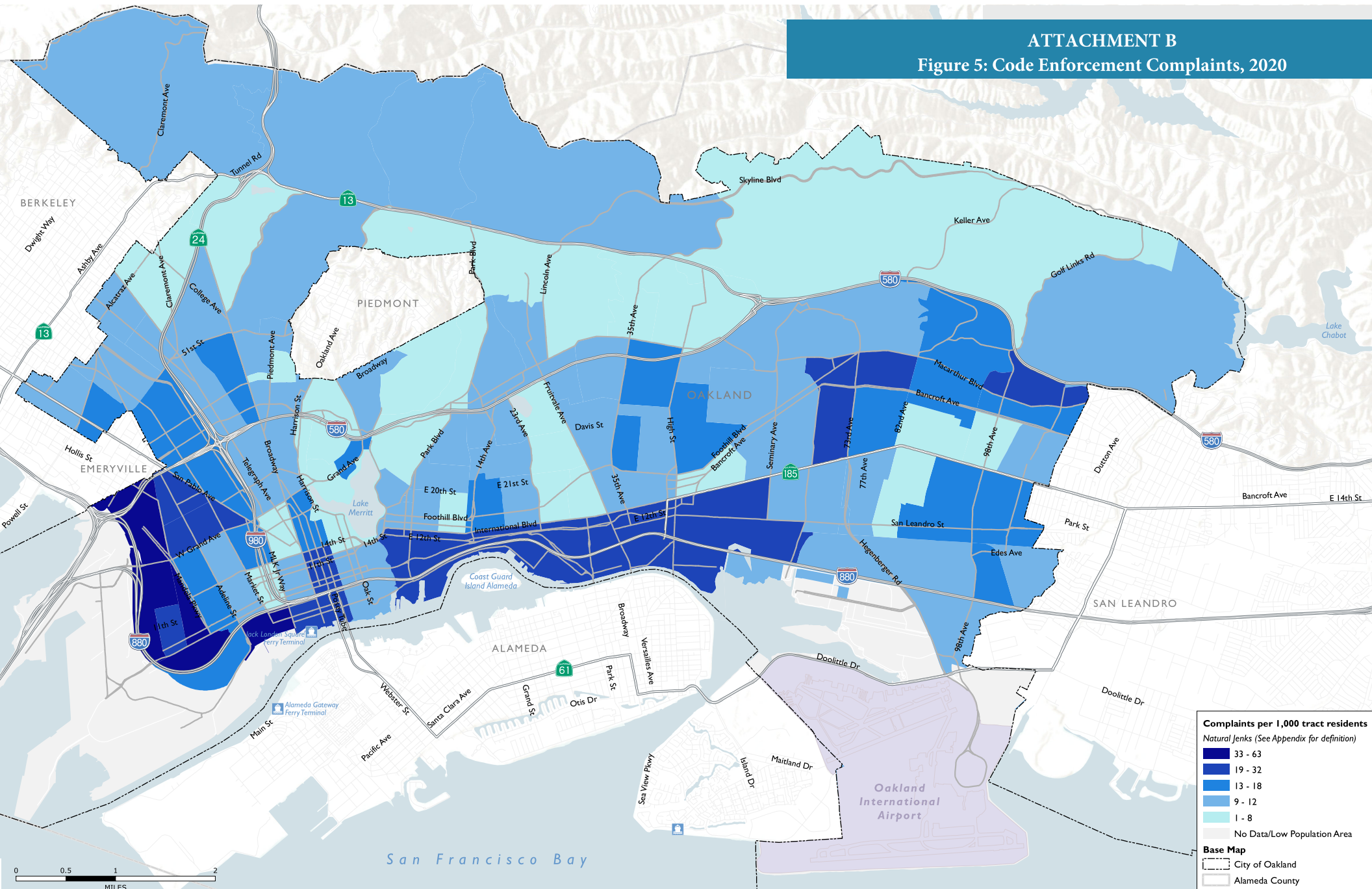


ATTACHMENT B

Figure 4: Obesity among Adults, 2020



ATTACHMENT B
Figure 5: Code Enforcement Complaints, 2020



ATTACHMENT C

Figure 1: Potential Environmental Justice Communities

Map Date: 3/24/2022

