



# AGENDA REPORT


**TO:** Jestin D. Johnson  
City Administrator

**FROM:** Damon Covington  
Fire Chief

**SUBJECT:** 2026-2031 Oakland Local Hazard  
Mitigation Plan

**DATE:** May 5, 2026

City Administrator Approval

  
Jestin Johnson (May 12, 2026 09:08:13 PDT)

Date: May 12, 2026

## RECOMMENDATION

**Staff Recommends That The City Council Conduct A Public Hearing And Upon Conclusion Adopt A Resolution Adopting The 2026-2031 Oakland Local Hazard Mitigation Plan As An Amendment To The Safety Element Of The Oakland General Plan And Adopting Appropriate California Environmental Quality Act Findings.**

## EXECUTIVE SUMMARY

The Local Hazard Mitigation Plan (LHMP) establishes and promotes a comprehensive hazard mitigation strategy and efforts to protect the whole community and environment from identified natural and human-made hazards. The LHMP includes profiles of these hazards and a mitigation action plan with short and long-term strategies involving planning, policy changes, programs, projects, and other activities. The City of Oakland 2026-2031 LHMP (**Attachment A-2026-2031 Local Hazard Mitigation Plan**) is an update of the previous hazard mitigation plan adopted by the City in 2021 ([21-0436](#)).

The LHMP supplements the Safety Element of the General Plan (Safety Element) ([City of Oakland Safety Element](#)) to provide specific insight into hazards that the city faces and strategies for mitigation. The current Safety Element was adopted on September 26, 2023 ([23-0535](#)) and incorporates the 2021-2026 LHMP. Staff recommends that the 2026-2031 LHMP be adopted as an amendment to the Safety Element.

The purpose of the public hearing is for the City Council to review the 2026-2031 LHMP and its analysis of risks from earthquakes, wildfires, severe weather, and other natural and human-caused hazards; review and approve mitigation measures proposed for funding and further consideration, and as recommended by the Planning Commission, adopt the 2026-2031 LHMP as an Amendment to the Safety Element.

An adopted and approved 2026-2031 LHMP is required to be eligible for certain types of pre- and post-disaster assistance from the U.S. Federal Emergency Management Agency (FEMA) under the California Disaster Assistance Act (CDAA). An approved LHMP adopted by the City's Safety Element is an eligibility requirement that may allow the City to receive increased cost-

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sharing for Public Assistance (PA) under the CDAA per California Assembly Bill 2140 ([AB2140](#)). Cities must update their LHMPs every five years at a minimum. Oakland's most recent LHMP was adopted in 2021 and expires on July 14, 2026. Once approved by the California Governor's Office of Emergency Services (Cal OES) and FEMA, the 2026-2031 LHMP will remain active for five years.

Staff recommends that the City Council adopt the 2026-2031 LHMP pending approval by FEMA. A submittal draft of the 2026-2031 LHMP was submitted to Cal OES on March 12, 2026, and approved by CalOES on April 30, 2026, and submitted to FEMA on May 1, 2026 to begin the Federal review process, which will take no less than 45 days from the date of submittal. Staff recommends that City Council approve the 2026-2031 LHMP during this process to assist with adopting the 2026 – 2031 LHMP before the expiration of the 2021-2026 LHMP, and in consideration of the uncertain period needed for FEMA review. Adopting the 2026-2031 LHMP prior to FEMA approval may allow for continued AB 2140 compliance. In addition, it may allow the City to have continued eligibility for post-disaster assistance under the CDAA; however this funding not guaranteed. Black and Veatch staff (Consultant Team) and CalOES have determined that the 2026-2031 LHMP will meet Federal hazard mitigation planning requirements based on an evaluation tool published by FEMA.

The 2026-2031 LHMP was developed with robust community engagement focused on communities most impacted by hazards, including equity priority communities. It has an improved equity analysis and a mitigation strategy that includes a focus on the needs of equity priority communities and individuals with access and functional needs (AFN). Public comment for the draft LHMP was open January 16-29, 2026.

The Oakland Fire Department's Emergency Management Services Division (EMSD) has managed the project to develop the 2026-2031 LHMP. The EMSD Manager and the Planning & Building Department will have co-lead responsibility for overseeing the plan implementation and maintenance strategy. Plan implementation and evaluation will be a shared responsibility among all agencies identified as lead agencies in the LHMP mitigation action plan.

## **BACKGROUND / LEGISLATIVE HISTORY**

The City of Oakland is a leader in the regional discussion of hazards, hazard mitigation, and disaster recovery. The Rockefeller Foundation pioneered 100 Resilient Cities in 2013 (<https://www.rockefellerfoundation.org/100-resilient-cities/>) to help more cities, including Oakland, build resilience to the physical, social, and economic challenges that are a growing part of the 21st century. Preparation of the 2026-2031 LHMP continues the hazard mitigation planning process that has been in place in the City of Oakland since the early 1970s, with the adoption of the first Seismic and Safety Elements to the City's General Plan. This is the fourth update to the City of Oakland's initial 2006 hazard mitigation plan ([06-0032](#)), which was previously updated in 2012 ([11-0313](#)), 2016 ([15-1024](#)) and 2021 ([21-0436](#)).

The Local Hazard Mitigation Plan supplements the Safety Element to provide specific insight into hazards that the city faces and strategies for their mitigation. The City's Safety Element was adopted in 2004 ([04-0761](#)) and subsequently amended to incorporate the City's Local Hazard Mitigation Plan in 2012 ([11-0509](#)), 2016 ([15-1024](#)), and 2021 ([21-0436](#)). On September 26,

2023, the City Council approved the adoption of the Safety Element ([23-0535](#)), which incorporated the 2021 LHMP.

An updated 2026-2031 LHMP adopted by the Safety Element is needed to maintain AB 2140 eligibility, a step required to access certain types of pre- and post-disaster assistance from the U.S. Federal Emergency Management Agency (FEMA) under the CDAA. Based on our 2021-2026 LHMP, the State of California issued an AB 2140 compliance letter indicating that the City is eligible to be considered as a potential candidate for additional recovery funding following a disaster. This eligibility expires with the expiration of the current 2021-2026 LHMP on July 14, 2026.

Prior plan updates reconciled changes or enhancements made to the plan as required by FEMA for local hazard mitigation plan updates. The *Analysis and Policy Alternatives* section of this report reconciles changes and enhancements to the 2021-2026 LHMP as a part of the 2026-2031 LHMP update.

Staff has submitted a FY 24 Hazard Mitigation Grant proposal, which was awarded \$205,249 from Federal and State funds administered by CalOES. The performance period of the grant is March 20, 2024, to March 20, 2027, with a requirement that the State matching funds portion (\$48,878.50) must be expended prior to March 20, 2027. City Council authorized the City administrator to enter into an agreement with Cal OES, accept and appropriate these funds, and expend these funds as a part of a resolution adopted on July 30, 2024 ([24-0659](#)). These funds were used to develop a contract with the consultant team that has supported the development of the 2026-2031 LHMP.

## **ANALYSIS AND POLICY ALTERNATIVES**

Staff recommends that the City Council conduct a public hearing and, upon conclusion, adopt a resolution adopting the 2026-2031 Oakland Local Hazard Mitigation Plan as an amendment to the Safety Element of the Oakland General Plan and adopt appropriate California Environmental Quality Act Findings.

A submittal draft of the 2026-2031 LHMP was provided to Cal OES on March 12, 2026 and approved on April 30, 2026, and submitted to FEMA on May 1, 2026 to begin the Federal review process, which will take no less than 45 days from the date of submittal. Adopting the 2026-2031 LHMP prior to approvals may allow for continued AB 2140 compliance and eligibility for certain FEMA grants. In addition, it may allow the City to have continued eligibility for post-disaster assistance under the CDAA; however, this funding is not guaranteed. The 2026-2031 LHMP is designed to be incorporated as an amendment to the City's Safety Element so that the City maintains the ability to receive full state cost-share funding after a disaster under the CDAA.

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

By adopting the 2026-2031 LHMP, the City will be able to have a clear plan for steps that can be taken before a disaster to minimize disaster risk, with a focus on those most vulnerable in a disaster. The LHMP establishes and promotes a comprehensive hazard mitigation strategy and efforts to protect the whole community and environment from identified natural hazards, including:

- Dam Failure
- Drought
- Earthquake
- Flood
- Landslide
- Sea-Level Rise
- Severe Weather
- Tsunami/Seiche
- Wildfire

Human-made hazards of interest identified in the LHMP include:

- Hazardous materials and radiological incidents;
- Public health incidents and terrorism; and
- Active attacker, cyber terrorism, and civil unrest.

The LHMP addresses these hazards through content, including the following:

- City of Oakland profile;
- Profiles for identified hazards of concern;
- Risk assessment for natural hazards of concern;
- Capability assessment; and
- Mitigation action plan.

The implementation of mitigation actions, which include both short and long-term strategies, involves planning, policy changes, programs, projects, and other activities. The plan also includes the status of actions that were a part of the 2021-2026 LHMP, a description of the planning process, community engagement performed, public comments received, and other content.

The City of Oakland's Emergency Management Services Division Manager and the Planning and Building Department will have co-lead responsibility for overseeing the plan implementation and maintenance strategy over the next five years. Plan implementation and evaluation will be a shared responsibility among all agencies identified as lead agencies in mitigation actions that are a part of the mitigation action plan.

EMSD staff coordinated the development of the 2026-2031 LHMP in partnership with the consultant team and LHMP planning teams comprised of multiple City departments and external stakeholders. The consultant team has evaluated the plan and determined that it is compliant with FEMA criteria for approval. The Emergency Management and Disaster Preparedness

Council (EMADPC), the LHMP Steering Committee (Steering Committee), and the Planning Commission have provided their approval to forward this LHMP for approval.

The 2026-2031 LHMP expands on equity work completed in the 2021-2026 LHMP. Community outreach included translated materials and interpretation, partnerships with community-based organizations, and in-person community meetings held online and at local trusted sites in West Oakland, Chinatown/Downtown, Fruitvale, and East Oakland. As a new feature, the 2026-2031 LHMP includes a risk analysis with maps showing an overlay between hazard zones and equity priority communities. In addition, departments were asked to ensure the objectives and actions they created intentionally considered equity.

Key changes made to the 2021-2026 LHMP for the 2026-2031 LHMP included:

- Revised mission and goals developed and approved by the Steering Committee.
- Revised objectives and actions developed by City departments and approved by the Steering Committee.
- Increased focus on the relationship between objectives and goals, allowing annual updates to better track progress towards objectives.
- Climate change is incorporated into each hazard for which it is relevant instead of being a stand-alone hazard.
- A new capabilities analysis reviewing existing plans and programs relevant to hazard mitigation.
- Edits to the risk ranking tool to allow the tool to account for resident displacement, economic impacts, environmental impacts, and transportation impacts.
- Updated hazard profiles using the most current data.
- Increased emphasis on equity and serving individuals with access and functional needs, training of City staff writing objectives and actions, objective and action worksheets with equity prompts, and the opportunity to consult with the Department of Race and Equity.
- New equity analysis content with mapping showing a graphic overlay of hazard zones and equity priority communities.
- Community outreach conducted with additional efforts to reach equity priority communities and individuals with access and functional needs. (The 2021-2026 LHMP held its community engagement completely online due to COVID-19 considerations.)

Staff recommends that the City Council adopt the 2026-2031 LHMP pending approval by FEMA. The 2026-2031 LHMP has been reviewed by the consultant team using a scoring tool provided by FEMA, and it has been determined that it meets State and Federal hazard mitigation planning requirements. The 2026-2031 LHMP was submitted to Cal OES on March 12, 2026, and approved on April 30, 2026, and submitted to FEMA to begin the Federal review process, which will take no less than 45 days from the date of submittal.

A hazard mitigation plan must document that it has been formally adopted by the governing body of the jurisdiction requesting federal approval of the plan (44 CFR Section 201.6(c)(5)). Compliance with the CDAA and its benefits cannot be achieved until the plan is adopted.

**Timeline of Key Dates for the Adoption of the 2026-2031 Local Hazard Mitigation Plan**

- **January 16-29, 2026:** Public Comment Period before State of California Office of Emergency Services (CalOES) / FEMA submission
- **March 12, 2026:** LHMP Submittal Draft provided to Cal OES for review
- **April 14 – May 29, 2026:** 45-day notice period required for General Plan amendment
- **May 1, 2026:** Notice for the Planning Commission
- **May 1, 2026:** Cal OES submission of the LHMP to FEMA for a review period of no less than 45 days
- **May 20, 2026:** Planning Commission
- **May 22, 2026:** Notice for City Council
- **May 26, 2026:** Public Safety Committee
- **June 2, 2026:** City Council
- **[Pending]:** Receipt of Approval Pending Adoption Letter from FEMA

<b>Alternative 1</b>	Decline to approve the 2026-2031 LHMP at this time and consider approval after FEMA approval
<b>Pros</b>	No significant benefit anticipated. Edits to the final 2026-2031 LHMP requested by FEMA are anticipated to be minor
<b>Cons</b>	This would create a period of ineligibility for certain types of disaster funding..
<b>Reason for not recommending</b>	City will lose opportunity to potentially receive additional cost share funding in the event that public assistance is available after a disaster, increased time required to be fully compliant as would need to start adoption process after FEMA approval.

**RELATED PLANNING EFFORTS**

The LHMP is adopted as an appendix to the Safety Element. While the Safety Element provides an overview of the environmental and human-made hazards that affect Oakland, the LHMP provides greater analysis, context, and mitigation strategies for these hazards.

The 2026-2031 LHMP assesses City capabilities, including other City plans, that may support hazard mitigation. The assessment includes which City planning efforts have opportunities for integration. Details of this assessment may be found in section 18 of ***Attachment A - 2026-2031 Local Hazard Mitigation Plan***.

A few examples of ways the 2026-2031 LHMP intersects with other planning efforts include:

- [Oakland Equity Indicators](#) - Objective 1- Action 1 and Objective 1 – Action 2 address prioritization of equity priority communities for hazard preparedness, mitigation funding, and emergency preparedness services.

- [Equitable Climate Action Plan](#) – Objective 4 - Action 1 is to facilitate resilience improvements allowing City facilities to reliably serve as resilience hubs or places of respite during hazard events.
- [Soft Story Retrofit Program](#) – Objective 5 - Actions 1 and 2 address mitigating the impacts of earthquakes on housing.

## **FISCAL IMPACT**

Adoption of the 2026-2031 LHMP as an Amendment to the Safety Element will position the City to be eligible for pre- and post-disaster mitigation funds through federal mitigation grant programs. Adoption will also position the City to receive additional post-disaster recovery funding from the State of California, specifically the waiver of the 6.25 percent local match for Public Assistance money following a disaster (as described in California Government Code section 8685.9). Adoption prior to FEMA approval may allow for continued AB 2140 compliance and eligibility for certain FEMA grants once the 2026-2031 LHMP is reviewed and approved by FEMA. In addition, it may allow the City to have continued eligibility for post-disaster assistance under the CDAA; however, funding is not guaranteed.

The 2026-2031 LHMP includes the list of mitigation actions categorized by estimated cost and potential funding sources. Please see Table 19-3 of **Attachment A – 2026-2031 LHMP**.

## **PUBLIC OUTREACH / INTEREST**

The 2026-2031 LHMP was developed with robust community engagement activities focused on reaching those most impacted by hazards, including equity priority communities. A detailed description of the LHMP community engagement and community input received can be found in **Attachment A – 2026-2031 Local Hazard Mitigation Plan**, Section 3.7. Community engagement was guided by a plan developed through interdepartmental feedback and approved by the Steering Committee.

Methods to collect community input included:

- In-person public meetings and presentations to groups reaching approximately 270 individuals
- Public survey receiving 131 responses (translated into Chinese, Spanish, and Vietnamese)
- Public Comment period, including a public review draft feedback survey (receiving a small number of responses) and online community forums reaching 24 community members.

A total of five public input sessions were held in locations selected to encourage participation from equity priority communities: West Oakland, Chinatown/Downtown, Fruitvale, and East Oakland. To build greater participation, the sessions included a Personal Emergency Preparedness (PEP) workshop offered by EMSD. Dependent on the needs of the location, these sessions included Cantonese, Spanish, and Vietnamese translation. Staff also presented to the Mayor's Commission on Persons with Disabilities, the North Hills Community Association,

and the Oakland Firesafe Council. Public Comment was open January 16-29, 2026. An online community forum held during the public comment period included Spanish and Cantonese translation.

To build community participation, staff produced postcards with a link to the website and survey distributed by the Building and Planning counter service, created and contacted an email interest list of community-based organizations and individuals interested in the LHMP, worked with community organizations to help build participation, conducted social media outreach, and provided information on the LHMP website: [www.oaklandca.gov/oaklandhazardplan](http://www.oaklandca.gov/oaklandhazardplan).

## **COORDINATION**

The plan and its Mitigation Strategy (the plan's Mission, Goals, Objectives, and Actions) were developed with substantial interdepartmental collaboration, involvement of local stakeholders, and robust community engagement focused on equity priority communities and individuals with AFN. EMSD, in coordination with the consultant team, facilitated a collaborative process to develop the 2026-2031 LHMP.

Interdepartmental coordination included the involvement of multiple City departments and local jurisdiction stakeholders in LHMP planning teams:

- A Project Management Team included key personnel from EMSD and discipline leads from the consultant team. They guided the overall planning process for the planning teams.
- A Core Planning Team included staff from the consultant team, ESMD, the City Administrator's Office (Sustainability and Race and Equity), City Attorney's Office, Planning and Building, and Public Works (Watershed Management). This team was responsible for monitoring plan progress, milestones, and working closely with the plan development.
- A Steering Committee consisted of the members of the Core Planning Team and additional staff from the City Administrator's Office (ADA Programs and Communications), Animal Services, Transportation, Human Resources, Human Services, Information Technology, Fire, Parks, Recreation and Youth Development, Port of Oakland, and Public Works (CIP). The Steering Committee also included staff from the Alameda County Office of Emergency Services, City of Piedmont, East Bay Municipal Utilities District (EBMUD), and the East Bay Regional Park District (EBRPD).
- A Whole Communities Team, consisting of members of the Steering Committee, met to advise on equity issues in the development of the LHMP.

Additional City departments that did not directly participate in the LHMP planning teams contributed objectives and action items included in the LHMP. A detailed description of the planning process, including the organization of the planning teams, is included in Section 3 of ***Attachment A - 2026-2031 LHMP***.

The Emergency Management and Disaster Preparedness Council (EMADPC), comprised of Department Directors with a role in the City's Emergency Operations Plan, met on March 4, 2026, and approved the submission of the 2026-2031 LHMP final draft to Commissions and City

Council upon its completion. The Steering Committee met on March 25, 2026, and approved the submission of the 2026-2031 LHMP to the Planning Commission, Public Safety Committee, and City Council with allowance for final edits to be approved by EMSD staff.

### **RACE AND EQUITY**

The 2026-2031 LHMP includes enhancements to increase its focus on equity priority communities and serving individuals with access and functional needs. This includes expansion in community engagement efforts, incorporation of mapping in the equity analysis, and a process to develop mitigation objectives and actions that incorporated equity and services for individuals with access and functional needs.

Community engagement incorporated methods to reach equity priority communities and individuals with access and functional needs. In-person sessions were offered in trusted community locations in West Oakland, Chinatown/Downtown, Fruitvale, and at two (2) locations in East Oakland. Depending on the needs of the location, presentations included translated materials and interpretation in Cantonese, Spanish, and Vietnamese. To build participation, LHMP sessions were coupled with Personal Emergency Preparedness (PEP) training (including a starter kit to develop a “go-bag”). Staff partnered with community-based organizations serving equity priority communities to build event participation. One community-based organization hosted an event at its site. During the public comment period (January 16-29, 2026), an online community event included Cantonese and Spanish interpretation.

The 2026-2031 LHMP builds upon the equity analysis offered in the 2021-2026 LHMP by incorporating mapping showing the overlay of hazard zones and equity priority communities. The 2026-2031 LHMP defines these communities using the definition and GIS data of the General Plan Environmental Justice Element (Environmental Justice Communities). These were selected because of the Environmental Justice Element’s consideration of a broad set of data points.

The 2026-2031 LHMP Mitigation Action Plan was developed with a focus on equity. The Steering Committee revised the Mission and Goals to ensure that equity was at their center. With guidance from the Department of Race and Equity, the LHMP Planning Teams met to discuss how to ensure that the Objectives and Actions developed in the LHMP maintained an intentional equity focus. Staff, in collaboration with the consultant team, developed worksheets with prompts addressing equity prompts and services for individuals with access and functional needs. These worksheets were used by departments to complete their objectives and actions. The Steering Committee met to review the drafted objectives and actions and had an opportunity to provide feedback to the departments.

### **CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)**

The City’s adoption of the 2026-2031 LHMP as an amendment to the Safety Element of the Oakland General Plan is exempt from CEQA pursuant to the following CEQA Guidelines sections each as a separate and independent basis: 15183 (projects consistent with a community plan, general plan or zoning), 15162 (feasibility and planning studies), 15306 (data, research, and information collection) and 15061(b)(3) (common sense exemption).

The 2026-2031 LHMP identifies potential natural and human-caused hazards in Oakland and includes a five-year strategy of possible actions the City may take to reduce the risks from the identified hazards. Some of the actions are studies or collaborations with other agencies, where Oakland may not be the lead agency as defined by CEQA. Other actions that may be undertaken could require their own independent CEQA review.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Conduct A Public Hearing And Upon Conclusion Adopt A Resolution Adopting The 2026-2031 Oakland Local Hazard Mitigation Plan As An Amendment To The Safety Element Of The Oakland General Plan And Adopting Appropriate California Environmental Quality Act Findings.

For questions regarding this report, please contact JESSICA FEIL, EMERGENCY MANAGER, at (510) 238-6067.

Respectfully submitted,



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Attachments (1):

A: 2026-2031 Local Hazard Mitigation Plan