

Oakland 2045 General Plan Update | Safety and Environmental Justice Elements

Presentation to the Planning
Commission
May 17, 2023

Planning and Building Department



**CITY OF
OAKLAND**



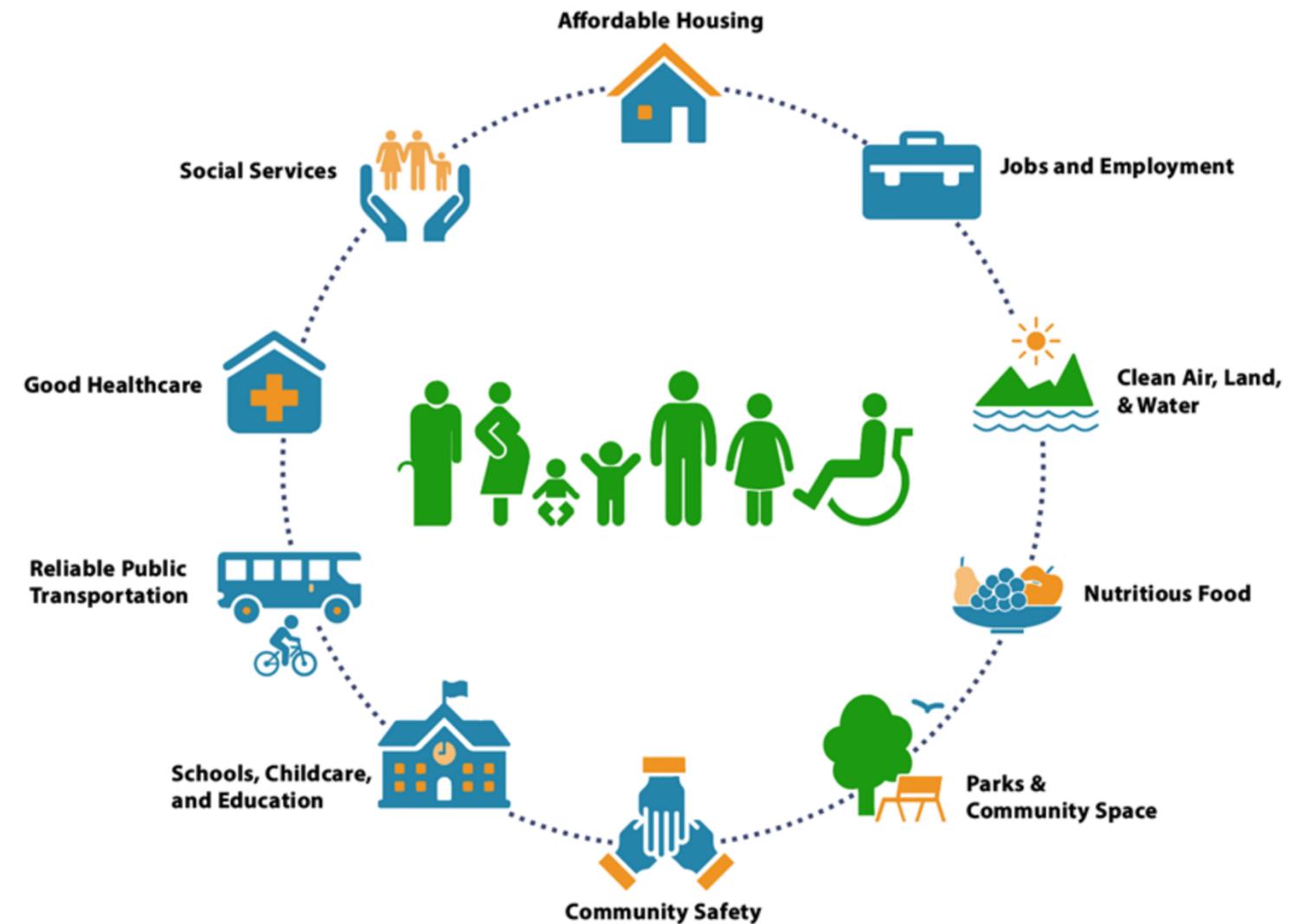
Agenda

- General Plan Update (GPU) Overview
- Community Engagement
- Safety Element
- **NEW** Environmental Justice Element
- Discussion

Overview

General Plan Background

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



2045 General Plan Update (GPU)

- **Phase I (Winter 2021 – Fall 2023)**

- 2023-2031 Housing Element (*Adopted January 31, 2023, Certified February 17, 2023*)
- Safety Element
- New Environmental Justice Element
- Zoning Code Amendments and Racial Equity Impact Assessment (REIA)

- **Phase II (From Fall 2023)**

- Land Use and Transportation Element
- Open Space, Conservation and Recreation Element
- Capital Facilities and Infrastructure Element
- Noise Element
- Updates to the Zoning Code and REIA

Safety and Environmental Justice



Safety Element provides a gameplan for **addressing natural and human-caused disasters** and improving our resilience to climate change impacts

(Review by California Geological Survey of the Department of Conservation and Board of Forestry and Fire Protection)

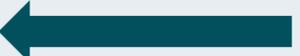
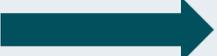


First-ever EJ Element includes strategies and policies for **reducing pollution burdens** on Oakland's most vulnerable communities



Racial Equity Impact Analysis (REIA) analyzes each Element to support the development of **equitable, data-driven, solutions-oriented policies**

Timeline

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

All Community Events and Public Meetings: oaklandca.gov/topics/meetings-and-events

Community Engagement



Image: Deeply rooted youth fellows and Unity council members at the Oakland General Plan table, Source: Karla Guerra



A. "Kariem" Khan, @ak2web03, and Jessica Lee, @jessicazylee, discuss their vision for Oakland's future @oaklandasiac.



Community Engagement Focused on Safety and EJ

- **Focus Groups**
 - 3 Focus Groups on Safety – **13 Organizations** participated
 - 2 Focus Group on EJ – **10 Organizations** participated
- **Interviews**
 - **12** Environmental Justice Advocacy Organizations
 - **8** Discussion Groups – Over **50** groups total
- **Neighborhood Workshops**
 - **2** (so far) – Around **60 people**
- **Presentations to Neighborhood Councils**
 - 40+ Presentations – Around **650 people**
- Cultural Events and Pop-ups
- Youth Engagement
- Multilingual Community Education Materials and Factsheets
- Online Engagement
 - Videos on Safety and EJ
 - EJ Hub and Online Survey
 - Social Media
- Community Tour of West Oakland
- Technical Advisory Committee (TAC)
- Equity Working Group (EWG)
- Study Sessions with Decisionmakers

Community Engagement with Deeply Rooted

Community Partner	Outreach Geography/Community	District
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	3
CURYJ	Formerly Incarcerated, Black and Latinx Fruitvale	2
East Side Arts Alliance	Communities of color East Oakland	2
House/Full of Black Women/Deep Waters Dance Theater	West Oakland	3
Lao Family Community Development, Inc.	South Asian American community	2
Malonga Arts Residents Association (MARA)	Black and Brown communities and partnership with members in Chinatown	3
Oakland Asian Cultural Center (OACC) / API Cultural Center	Asian American community Chinatown	3
The Black Cultural Zone (BCZ) Community Development Corporation	Black Community East Oakland	6, 7
The Village in Oakland	Unhoused curbside communities in North Oakland, West Oakland, Downtown, and East Oakland	1, 3, 6, 7
Unity Council	Latinx community Fruitvale	5
West Oakland Environmental Indicators Project (WOEIP)	Environmental Justice West Oakland	3
Just Cities	Equity Working Group and Deeply Rooted Partners	
Urban Strategies Council (USC)	Youth Fellows	

Deeply Rooted Events November 2021 - April 2023

Overall Reach: 3,572

Interviews: 939

Outreach Events (62):

- 54 pop-ups
- 6 cultural hub event
- 2 workshops

Focus Residents: Low Income Flatland Communities

Focus Locations: Chinatown, Downtown, Eastmont, Fruitvale, North Oakland, San Antonio, West Oakland, and Lake Merritt

Learn More about the Collaborative:
<https://www.deeplyrooted510.org/>

Sampling Demographic Survey from Interviews November 2021 - October 2022

Race/Ethnicity	Percent
Latinx	16%
Black	30%
Asian American	20%
White	11%
Multiracial	4%
Middle Eastern	1%
Other	2%
Native Hawaiian/Pacific Islander	2%
Native American/Indigenous or Alaska Native	3%
Caribbean Islander	2%
No Race/Ethnicity Selected	9%

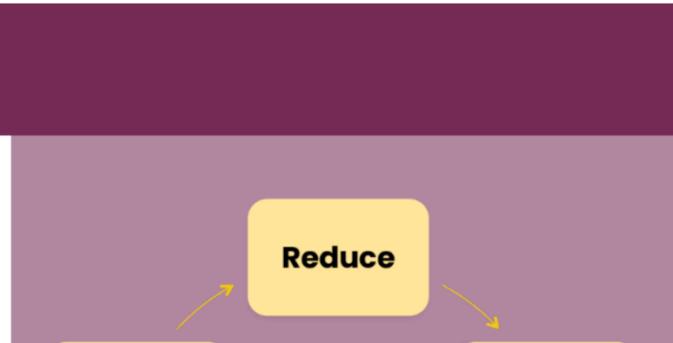
Transformative Community Planning Strategy: Equity Working Group and Deeply Rooted Partners

What is Environmental Justice?

Principles of Environmental Justice

Delegates to the First National People of Color Environmental Leadership Summit held on October 24-27, 1991, in Washington DC, drafted and adopted 17 principles of Environmental Justice. Since then, The Principles have served as a defining document for the growing grassroots movement for environmental justice.

WE, THE PEOPLE OF COLOR, gathered at the multinational People of Color Environmental Leadership Summit, to begin to build a national movement of all peoples of color and taking of our lands and communities to re-establish our spiritual interdependence and sacredness of our Mother Earth; each of our cultures, languages, and natural world and our roles in the environmental justice; to promote policies which would contribute to the development of environmentally safe livelihoods.



Select EJ Element Goals + Policies

EJ Goals	Select Policies	Select Actions
Goal EJ-5.	EJ-5.4 Urban Agriculture in New Development. Promote rooftop gardens, edible gardens, and other sustainable agricultural landscaping alternatives within multi-unit, commercial, and industrial developments. <ul style="list-style-type: none"> Target creation of rooftop gardens highly visible from neighboring properties. Permit indoor "vertical food farms" in industrial areas. Reduce permit fees for large-scale farming of edible products. 	EJ-A.21 As part of the LUTE update in Phase 2, explore potential locations and other strategies, such as incentives, zoning overlays, land use changes, density or intensity bonuses, or others, for prioritization of new full-service grocery stores over a certain square footage. Prioritize grocery store development in EJ Communities with the lowest food access, and incentivize community-led, neighborhood resident-owned and cooperatively-owned full-service grocery stores.



REIA Recommendations <ul style="list-style-type: none"> Focus on supporting small, local, neighborhood resident-owned businesses to improve food access. No high-end grocers in EJ Comm. Enable low-income residents of EJ Communities to develop community gardens, without requirement of a permit from the City (Berkeley example). (Cocina del Corazón) Value the community benefits of urban food forests and allow the planting urban fruit trees in public parks and other areas where it is safe to do so (City of Seattle and Davis). 	From DR Engagement <ul style="list-style-type: none"> Mandate soil testing to support safe and homegrown food Consider Ethical concerns on producing food in industrial areas subject to pollution. Engage with HOPE Collaborative and Oakland Food Policy Council to provide feedback on healthy food access policies.
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Urban Planning Leadership Development

- **Equity Working Group:** 17 Oakland Residents
- **Deeply Rooted Partners:** 13 organizations

Continuing Leadership Development in May and June

- Enforcement
- Safe and Secure Housing
- Public Safety
- Climate Change and Emergency Response
- Healthy Food
- Parks and Open Spaces
- Engagement

Deeply Rooted Youth Engagement



Deeply Rooted Youth Fellows



Oakland Youths Vision For The Town

- Gaining leadership skills in city planning, climate justice, public speaking and training peers to propose solutions

May and June work: Enhance Youth-focused Community Engagement Effort

- **Paint & Educate**
- **Digital Tree**
- **I Am Poems**
- **Collaborations:** Oakland Youth Commission, Save the Bay, Mycelium Youth Network, Frontline Catalysts, and more

Community EJ & Traffic Safety Policy Issues and Ideas

Overall

- **Human Health/Socioeconomic Impacts Analysis** of all market rate projects
- **Community/culture investment in organizations, programming, art, and public spaces**
- **Participatory Action Research** with those who are most vulnerable to climate crises and environmental injustices

Air Pollution

- **Protect residents** that live near industrial areas, the port and freeways with enforcement, air filters, trucks on highways (580 and 880)

Transportation/Collisions

- **Traffic Safety Measures** like speed bumps, cross walks, traffic lights, pothole repair, bike lanes and repaved sidewalks



Community EJ and Climate Safety Policy Issues and Ideas

Neighborhood Resources

- Need for **quality parks** (children and older adults), **open spaces**, **recreation centers** and **native trees**.
- **Affordable Grocery Stores** in East and West Oakland and more **local agriculture** and **community gardens**

Wildfires

- **Air filters** in all indoor public spaces and homes, and **properly sealed windows (up to code)** in homes
- **Indigenous vegetation management practices**

Trash/Waste Management

- **Reduce trash in the streets** in East and West Oakland via paid frequent cleaning team, business enforcement for illegal dumping, trash and recycle bins, and public restrooms
- **Relocate landfills and junk yards** away from residential areas



Community Public Safety Policy

Issues and Ideas

Neighborhood Safety

- **Adopt a compassion-centered approach in all City operations and projects** by not involving the police force in all enforcement efforts, and practicing restorative justice
- **Awareness campaigns and prevention/ treatment initiatives** on drug use, gun violence, and sexual assault



Community Feedback on Key Topics for Safety and EJ

SAFETY ELEMENT

- Community Leadership and Planning
- Importance of Green Infrastructure
- Crime Prevention Through Environmental Design (CPTED)
- Equity in Emergency Response
- Public Safety

EJ ELEMENT

- Industrial Land Use and Air Pollution
- Exposure to Toxics and Hazardous Substances
- Transportation Safety and Noise
- Housing Issues; Gentrification and Displacement
- Equitable Climate Resilience
- Cultural Spaces and Art
- Illegal Dumping and Lack of Public Works Maintenance
- Regulating Emissions from Trucks + Industrial uses
- Pedestrian and Bicyclist Comfort and Safety
- Need for Health-Promoting Resources in Neighborhoods
- Tree Canopy and Green Infrastructure
- Food Access
- Government Accountability and Community Empowerment

Safety Element

Safety Element Overview

- Requires cities to **address natural and human-made hazards, as well as climate change adaptation and resilience**
 - Seismic and geologic-related hazards
 - Flood hazards
 - Wildland and fire hazards
 - Evacuation routes
 - Hazardous materials
- Requires Climate and Vulnerability Assessment
- Goals + policies prioritize frontline / vulnerable communities affected first and worst by climate change and environmental hazard impacts



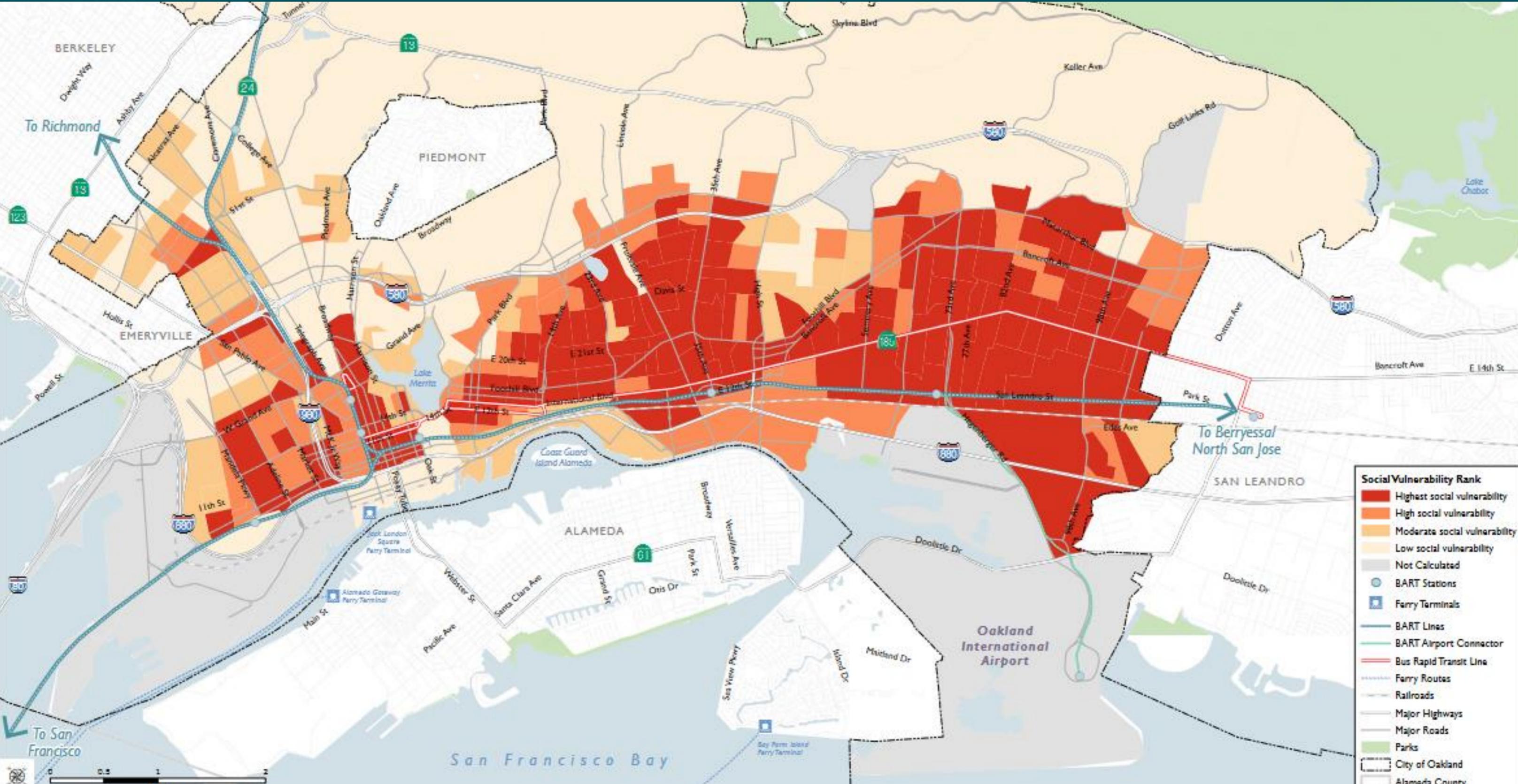
Defining Vulnerable Communities

- Face **intersecting vulnerabilities**, including racial discrimination, poverty, disability, housing insecurity, linguistic isolation, poor air quality, and more, **which magnify climate threats**
- Least able to adapt, resist, or recover from climate impact
- Social Vulnerability indicators include:
 - Renters
 - Under 5 years old
 - Very low income
 - Non-U.S. citizens
 - Without a vehicle
 - People with disabilities



- Single parent families
- Communities of color
- 65 + years old, living alone
- Limited English proficiency
- Without a high school degree
- Severely housing cost burdened

Cumulative Social Vulnerability Map



Safety Element Goals

1. Minimize the risk to life and property caused by **seismic and geologic hazards**

2. Proactively prevent **urban fires and exposure to wildfire** and protect community members and property from fire danger

3. Protect people and property from **flooding**

4. Proactively **plan for impacts of sea level rise** on people, property, and essential infrastructure

5. Minimize health and safety impacts related to the use, storage, manufacture, and transport of **hazardous materials**

6. Protect Oaklanders from **airport land use hazards**

7. Foster feelings of **safety** in all Oakland neighborhoods

Select Safety Element Goals + Policies

Safety Goals	Select Policies	Select Actions
<p>Goal SAF-1: Minimize the risk to life and property caused by seismic and geologic hazards</p>	<p>SAF-1.3 Limit development in Hazardous Areas and Minimize Erosion. Minimize threat to structures and humans by limiting development in areas subject to landslides or other geologic threat and undertake efforts to limit erosion from new development.</p>	<p>SAF-A.5: Design fire-preventive vegetation-management techniques and practices for creeksides and high-slope areas that align with practices designed to stabilize hillsides, prevent erosion and sedimentation to help prevent landslide and erosion hazards.</p>
<p>Goal SAF-4: Proactively plan for impacts of sea level rise on people, property, and essential infrastructure</p>	<p>SAF-4.5 Evaluating Bay/Watershed Flooding Potential. In partnership with other agencies, including the Port of Oakland, the Bay Area Bay Conservation and Development Commission, and the ACFCWCD, re-evaluate both Bay flooding and watershed flooding potential at key milestones in the Safety Element’s implementation horizon, to manage for changing sea level rise projections.</p>	<p>SAF-A.18 Study compounding impact of sea level rise on groundwater threats in areas with hazardous facilities. Comply with performance standards pursuant to the Alameda countywide National Pollutant Discharge Elimination System municipal stormwater permit.</p>

Select Safety Element Goals + Policies

Safety Goals	Select Policies	Select Actions
<p>Goal SAF-7: Foster feelings of safety in all Oakland neighborhoods</p>	<p>SAF 7.2 Crime Prevention Through Environmental Design. Continue to apply Crime Prevention through Environmental Design principles in the design of new development and encourage the provision of adequate public lighting; windows overlooking streets or parking lots; and paths to increase pedestrian activity within private development projects and public facilities in order to enhance public safety and reduce calls for service.</p>	<p>SAF-A.29 Work with community groups to ensure CPTED guidelines account for unique neighborhood and cultural considerations. Include representation from youth and formerly incarcerated individuals.</p>

Environmental Justice (EJ) Element

EJ Element Overview

- SB 1000 requires cities and counties with disadvantaged communities (**EJ Communities**) to adopt EJ goals, policies, and actions in a standalone EJ Element or throughout the General Plan Elements.
- These goals, policies, and actions must:
 - Identify environmental justice communities
 - Reduce health risks in EJ communities;
 - Promote community engagement in the public decision-making process;
 - Prioritize improvements and programs that meet the needs of EJ communities.



Identifying EJ Communities

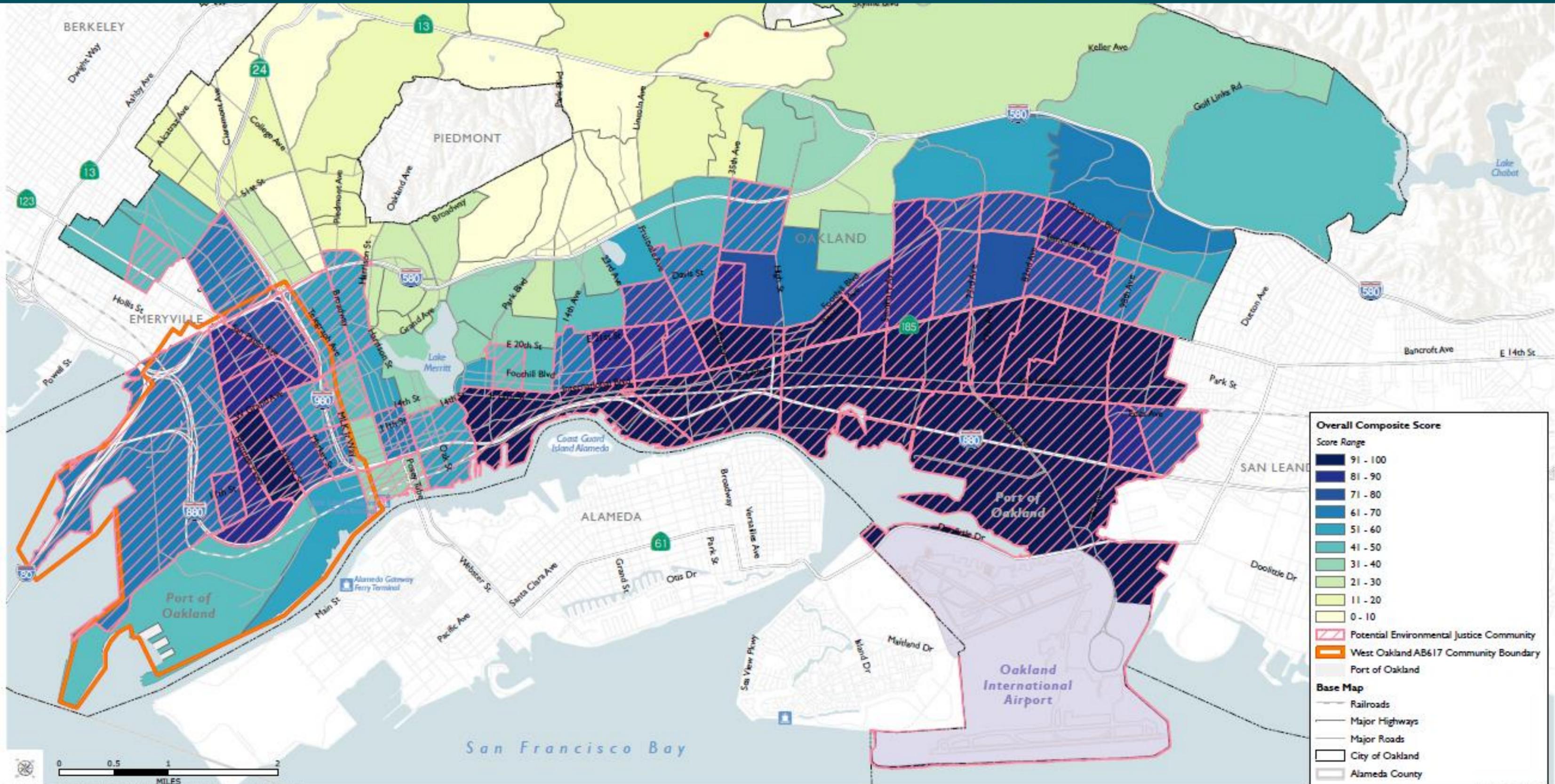
Identify existing social, economic, and environmental disparities by race and geography that can be influenced by General Plan

Evaluate 53 indicators in five categories (Race & Poverty, Pollution Burden, Climate Change, Sensitive Populations, and Built Environment)

Rank all 113 census tracts in city from highest (1, most burdened) to lowest (0, least burdened)

Iterative process of modifying and refining methodology based on community feedback and Racial Equity Impact Analysis

Environmental Justice Communities Map



EJ Element Goals 1-5

1. Reduce pollution, mitigate the impacts of pollution on existing sensitive land uses, and eliminate associated public health disparities.

2. Protect Oakland water supplies from contamination.

3. Prevent, reduce, and clean up illegal dumping.

4. Coordinate resources to improve housing quality and habitability.

5. Support a food system that provides nutritious, affordable, culturally relevant, and affordable food to all Oaklanders.

EJ Element Goals 6-10

6. Support a **network of well-maintained community facilities** that are easily accessible, culturally supportive, and responsive to community needs.

7. Create **environments that support physical activity, recreation, and healthy lifestyles** through safe, comfortable and ADA-compliant walkable, bikeable neighborhoods, with access to transit, green space, trees, paths, and parks.

8. Foster **meaningful civic engagement** and support community power- and capacity-building.

9. **Expand economic development**, income equality, and opportunity for all Oaklanders.

10. Prioritize improvements and programs that **meet the needs of environmental justice communities**.

Select EJ Element Goals + Policies

EJ Goals	Select Policies	Select Actions
<p>Goal EJ-1. Reduce pollution, mitigate the impacts of pollution on existing sensitive land uses, and eliminate associated public health disparities.</p>	<p>EJ-1.2 Truck Emissions and Pollution Exposure. Minimize air pollution and exposure of sensitive land uses to truck pollution, particularly in EJ Communities and other areas most burdened by air pollution, while recognizing the Port of Oakland’s role as the highest-volume shipping port in Northern California.</p>	<p>EJ-A.2 Adopt more stringent air quality construction and operations requirements for development near or within industrially zoned land as part of standard conditions of approval.</p>
<p>Goal EJ-4. Coordinate resources to improve housing quality and habitability.</p>	<p>EJ-4.5 Improve Indoor Air Quality in Existing Buildings. For new projects and significant rehabilitations of existing buildings, improve indoor air quality and energy efficiency through weatherization and strategies to prevent buildup of mold and mildew.</p>	<p>EJ-A.16 As part of the LUTE update in Phase 2, explore incentives and strategies to promote health-promoting features in housing projects that are built in EJ Communities.</p>

Select EJ Element Goals + Policies

EJ Goals	Select Policies	Select Actions
<p>Goal EJ-5. Support a food system that provides nutritious, affordable, culturally relevant, and affordable food to all Oaklanders.</p>	<p>EJ-5.4 Urban Agriculture in New Development. Promote rooftop gardens, edible gardens, and other sustainable agricultural landscaping alternatives within multi-unit, commercial, and industrial developments.</p> <ul style="list-style-type: none"> • Target creation of rooftop gardens highly visible from neighboring properties. • Permit indoor “vertical food farms” in industrial areas. • Reduce permit fees for large-scale farming of edible products. 	<p>EJ-A.21 As part of the LUTE update in Phase 2, explore potential locations and other strategies, such as incentives, zoning overlays, land use changes, density or intensity bonuses, or others, for prioritization of new full-service grocery stores over a certain square footage. Prioritize grocery store development in EJ Communities with the lowest food access, and incentivize community-led, neighborhood resident-owned and cooperatively-owned full-service grocery stores.</p>

RACIAL EQUITY IMPACT ANALYSIS

RACIAL EQUITY IMPACT ANALYSIS

- Assesses the proposed goals and actions in the draft Safety and EJ Element
 - Identify communities within Oakland that experience the greatest environmental justice and safety burdens
- **REIA Analysis of Goals and Actions**
 - Statement of who stands to benefit, and which parties may be, or perceive themselves to be, burdened by it
 - Identify existing challenges and equity gaps that can limit each action's effectiveness in reducing disparities.
 - Provide recommendations to strengthen each action or bolster implementation in ways that overcome existing barriers to achieving substantive equitable outcomes.
- **15 recommendations to maximize racially equitable environmental health and safety outcomes** in the Environmental Justice and Safety Elements.

Next Steps

Upcoming Meetings & Milestones

- **Public Review Period: March 24 – June 22, 2023**
 - Download drafts to review: [EJ](#), [Safety](#) (or view in person at Central Library circulation desk)
 - Email feedback to generalplan@oaklandca.gov.
 - Comment directly on the drafts via interactive Konveio pages ([EJ Konveio](#), [Safety Konveio](#))
 - Participate in community events posted on our [website](#).
- **Upcoming Community Workshops / Pop-Ups on EJ and Safety Elements**
 - May 20, Malcom X Jazz Festival
 - May 20, Moving 4 Peace (Coliseum BART)
 - June 3, East Oakland Futures Fest, 11am-6pm
 - June 6, virtual, 6pm-7:30pm
 - June 14, Central Library, 6pm-7:30pm
- **Revised Elements:** August 2023
- **Hearings:** Fall 2023

More info on past and upcoming events:

<https://www.oaklandca.gov/topics/meetings-and-events>

LEARN MORE

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

bit.ly/OaklandGPU