

Location:	Citywide
Proposal:	<p>The City of Oakland 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.</p> <p>The City is undertaking the General Plan Update process in two phases. The purpose of this report is to provide an overall update on the status of the 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.</p> <p>Phase I includes the update of the Housing and Safety Elements of the General Plan; creation of the City’s first Environmental Justice Element; associated amendments to other Elements of the General Plan, along with Zoning Code and map updates; Racial Equity Impact Analysis, and an Industrial Land Use Study. Phase I is anticipated to be completed by early 2023.</p> <p>Phase II includes the update of the Land Use and Transportation Element (LUTE); Open Space, Conservation, and Recreation Element (OSCAR); Noise Element; and the development of a new Infrastructure and Facilities Element. Phase II work also includes zoning updates and CEQA review. The Phase I process will help inform the components of Phase II. Phase II is anticipated to be completed by mid-2025.</p> <p>This informational report provides a summary of: (1) the key findings from the Map Atlas and Equity Baseline; (2) the Environmental Justice Communities Screening Analysis process to identify potential EJ Communities; and (3) the community engagement and outreach around equity, housing, environmental justice, and safety.</p>
Applicant:	City of Oakland
Case File Numbers:	GP21002; GP21002-ER01
General Plan:	Citywide
Zoning:	Citywide
Environmental Determination:	An Environmental Impact Report will be prepared as part of the General Plan Update.
City Council District:	All districts
Staff Recommendation:	Receive Public Comments and Provide Feedback to Staff On 1) The Vision, Guiding Principles, And Equity Framework to Provide a Baseline to General Plan Policy Development; and 2) The Draft Housing Element.
Finality of Decision	N/A
For Further Information:	Contact Project Manager Lakshmi Rajagopalan at 510-238-6751 or lrajagopalan@oaklandca.gov Project Email Address: generalplan@oaklandca.gov Project Website: https://www.oaklandca.gov/topics/general-plan-update

SUMMARY

Staff has prepared this Report to inform the Planning Commission about the City's General Plan Update process and to provide a summary of: (1) the key findings from the Map Atlas and Equity Baseline; (2) the Environmental Justice Communities Screening Analysis process to identify potential EJ Communities; (3) the community engagement and outreach around equity, housing, environmental justice, and safety; and (4) vision outreach and community vision for Oakland in 2045; and to begin public discourse on the Vision, Guiding Principles, And Equity Framework to provide a baseline to guide General Plan Policy Development.

BACKGROUND

The City of Oakland 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 have changed dramatically over that time. For many of its Elements, the GPU is a once-in-a-generation opportunity for all Oaklanders to create a visionary blueprint for the city's future.

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. [The February 2, 2022 report](#) to the Planning Commission provides detailed information on the current City of Oakland General Plan.

The City is undertaking the General Plan Update process in two phases. The purpose of this report is to provide an overall update on the status of the 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.

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

- 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 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 General Plan Update, 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. The Map Atlas will be used as a starting point to ground-truth¹ 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) Communities²) that will be the focus of the Environmental Justice (EJ) Element.

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, decisionmaker 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.

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

¹ Ground truthing is 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.

² 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.

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

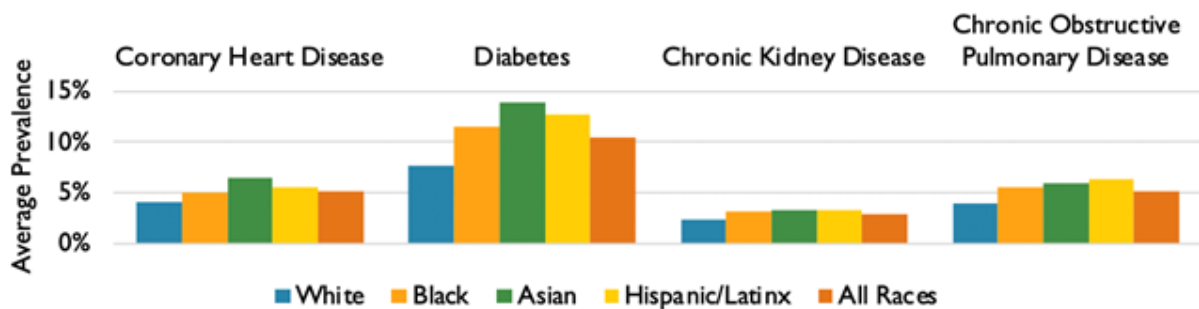
**Detailed information can be found in the Equity Baseline report on the General Plan Update website at <https://www.oaklandca.gov/topics/oakland-2045-general-plan-project-documents>.*

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 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** show 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 tracts 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.

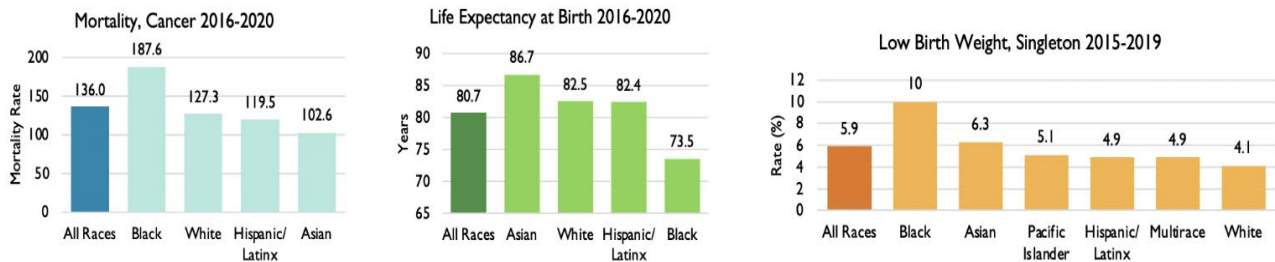
Chart 1: Difference in Health Outcomes By Race in Oakland, 2020



* 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

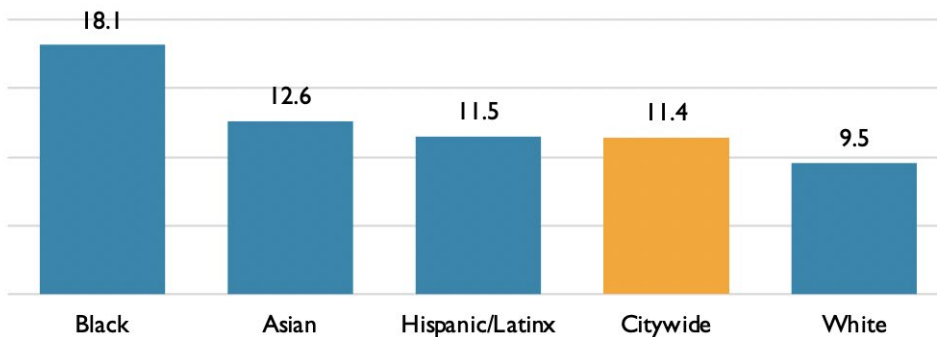


* Note: Pacific Islander, Native American/Alaskan, and Multirace populations are included in “All Race” but are not disaggregated due to the small size (less than 10 people) of these groups. Sources: Alameda County Public Health department, 2021; Dyett & Bhatia, 2022

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



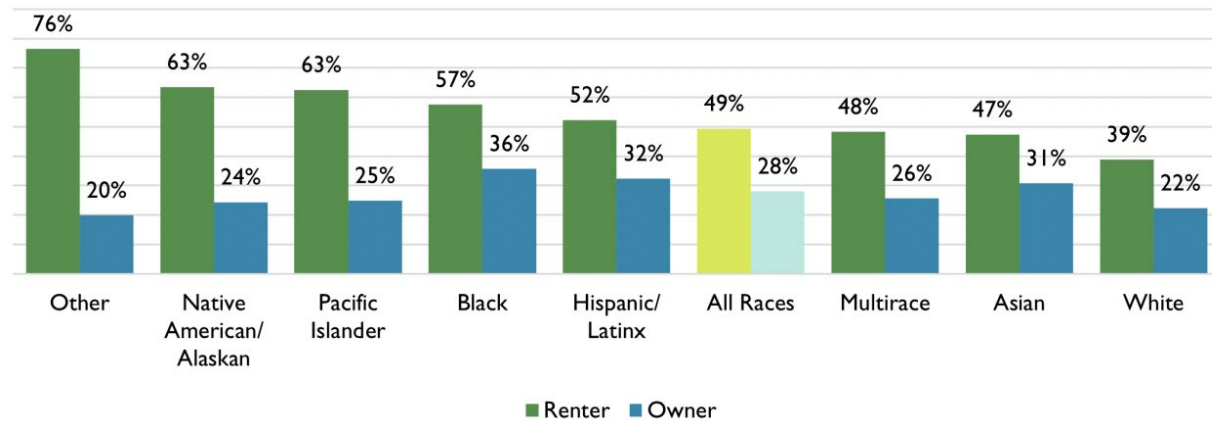
**Includes code enforcement complaints received by the Planning & Building Department regarding blight (activity/facility), housing habitability, or zoning of rental housing during 2020.
Sources: City of Oakland, 2021; ACS 2015-2019; Dyett & Bhatia, 2022.*

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 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>.

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 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, 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*

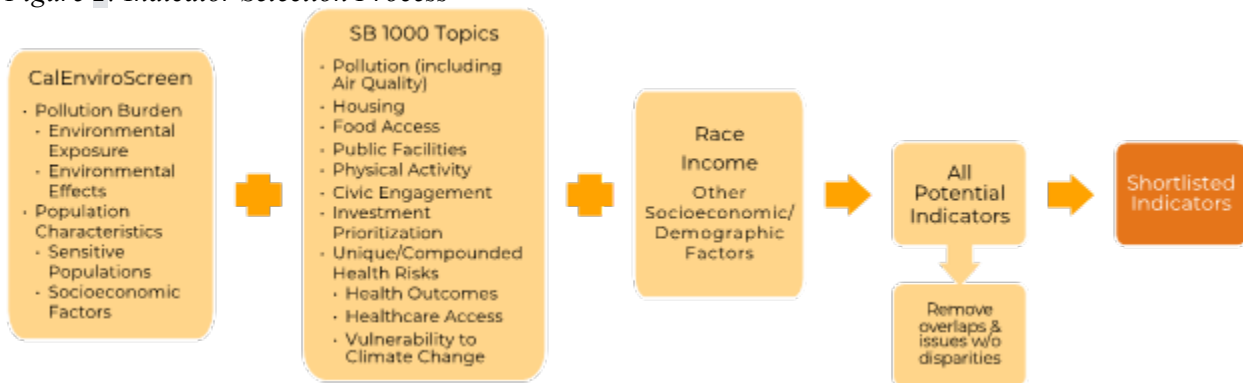
refinement in later stages of the General Plan Update process, particularly in response to community feedback, and updated results and an EJ Communities map will be included in the EJ Element.

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		
Climate Change	Solid Waste		
	Urban Heat Island		
	Sea Level Rise		

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

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

To identify which areas of Oakland face the greatest Environmental Justice 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

<i>Rank</i>	<i>Tract/Neighborhood Name</i>	<i>Composite Score</i>	<i>Top 3 Contributing Indicators¹, descending</i>
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
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

Rank	Tract/Neighborhood Name	Composite Score	Top 3 Contributing Indicators¹, descending
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><i>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.</i></p> <p><i>1. More than three indicators may be listed due to ties.</i></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.

COMMUNITY ENGAGEMENT AND OUTREACH

Community engagement efforts for the General Plan Update 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



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

Community Partner	Community/ Outreach Geography
Unity Council The Village in Oakland	Latinx community Fruitvale Unhoused curbside communities in North Oakland, West Oakland, Downtown, and East Oakland
West Oakland Environmental Indicators Project. Black Arts Movement Business District, CDC (BAMBD, CDC)	Environmental Justice West Oakland 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), Margareta 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 Group Meetings:** Staff are working with Neighborhood Service Coordinators to present at Neighborhood Councils (NCs) 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.
- **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. 20 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.

KEY THEMES FROM HOUSING WORKSHOPS

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.

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 below:

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
What do you love most about Oakland? What about your neighborhood? What would you change? What should stay the same?	Diversity Community Pride and Cooperation Access to Nature
What issues is your community working on right now? What issues are the biggest priority? Tell us about your proudest accomplishment in your community.	Homelessness Environmental Injustice City Beauty Crime
What are your big ideas for the future of Oakland? What do you think are the biggest challenges? What about the biggest opportunities? What does Oakland look like and feel like in 20 years?	Community Engagement and Involvement Small Business Support Focus on strengthening the Black/Latinx cultural identity of the 7th Street corridor

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</p>

Key Themes

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).

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.

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.

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.

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.

Visioning Summary

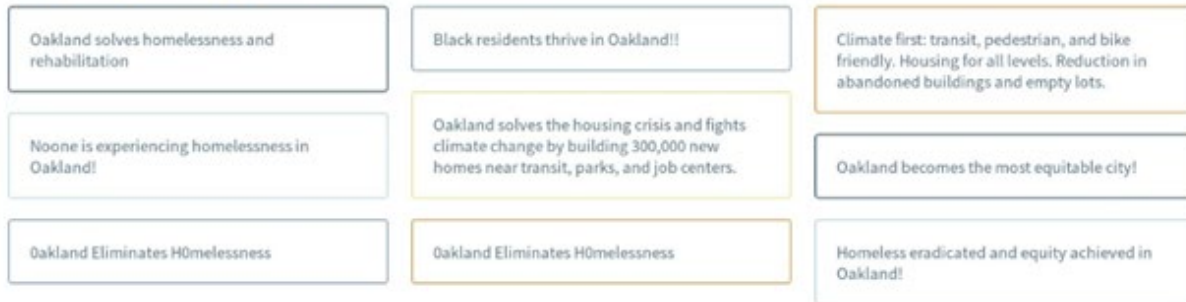
Participants were also asked to share their top priorities for the GPU to accomplish. These included:

- Redistributing of wealth in response to redlining policies
- Shift money from the Police to the 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?



DISCUSSION QUESTIONS

Staff are seeking feedback and guidance on the vision, guiding principles, and equity framework which will provide a baseline to General Plan policy development.

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

ENVIRONMENTAL DETERMINATION

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 Elements, and related Phase I amendments, including any implementing zoning program, in compliance with 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 efforts 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.

A [Notice of Preparation \(NOP\)](#) of an EIR was published on March 30, 2022 (see **Attachment A**). The public comment period on the scope of the Draft Environmental Impact Report (DEIR) ended on May 2, 2022, and a scoping session was held at the April 20, 2022 Planning Commission Meeting. The City anticipates that a DEIR for public review and comment will be available by October 2022.

ACTION REQUESTED OF THE PLANNING COMMISSION

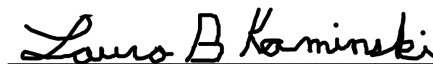
Staff recommends that the Planning Commission receive public comments and provide feedback to staff on 1) The Vision, Guiding Principles, And Equity Framework to provide a Baseline to General Plan Policy Development; and 2) the Draft Housing Element.

Prepared by:



Lakshmi Rajagopalan, Planner IV
Audrey Lieberworth, Acting Planner III
Diana Perez-Domencich, Acting Planner III
Strategic Planning Division

Reviewed by:



Laura B. Kaminski, Strategic Planning Manager

Approved for forwarding to the
City Planning Commission by:



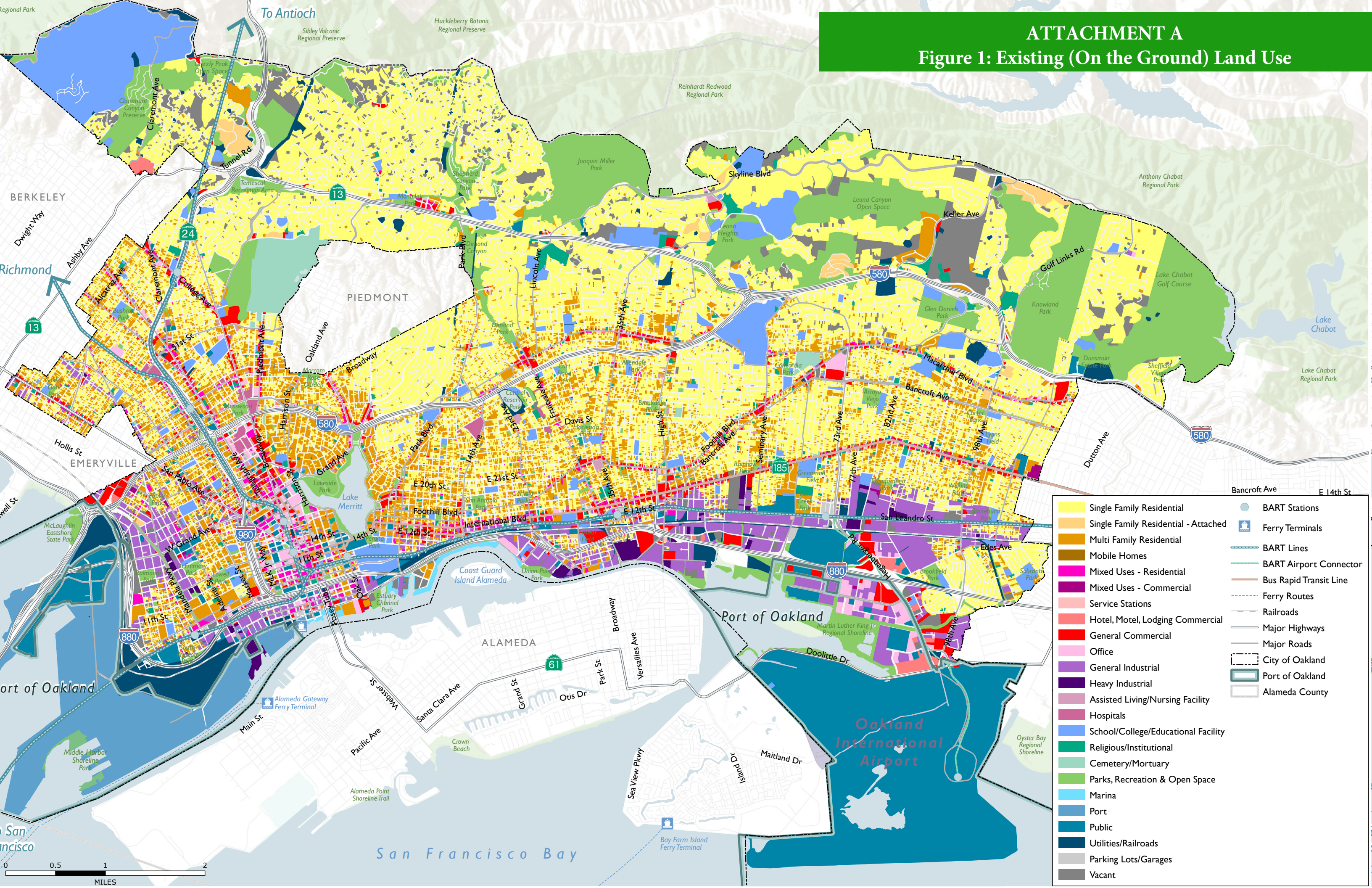
Ed Manasse, Deputy Director of Planning

ATTACHMENTS:

- 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

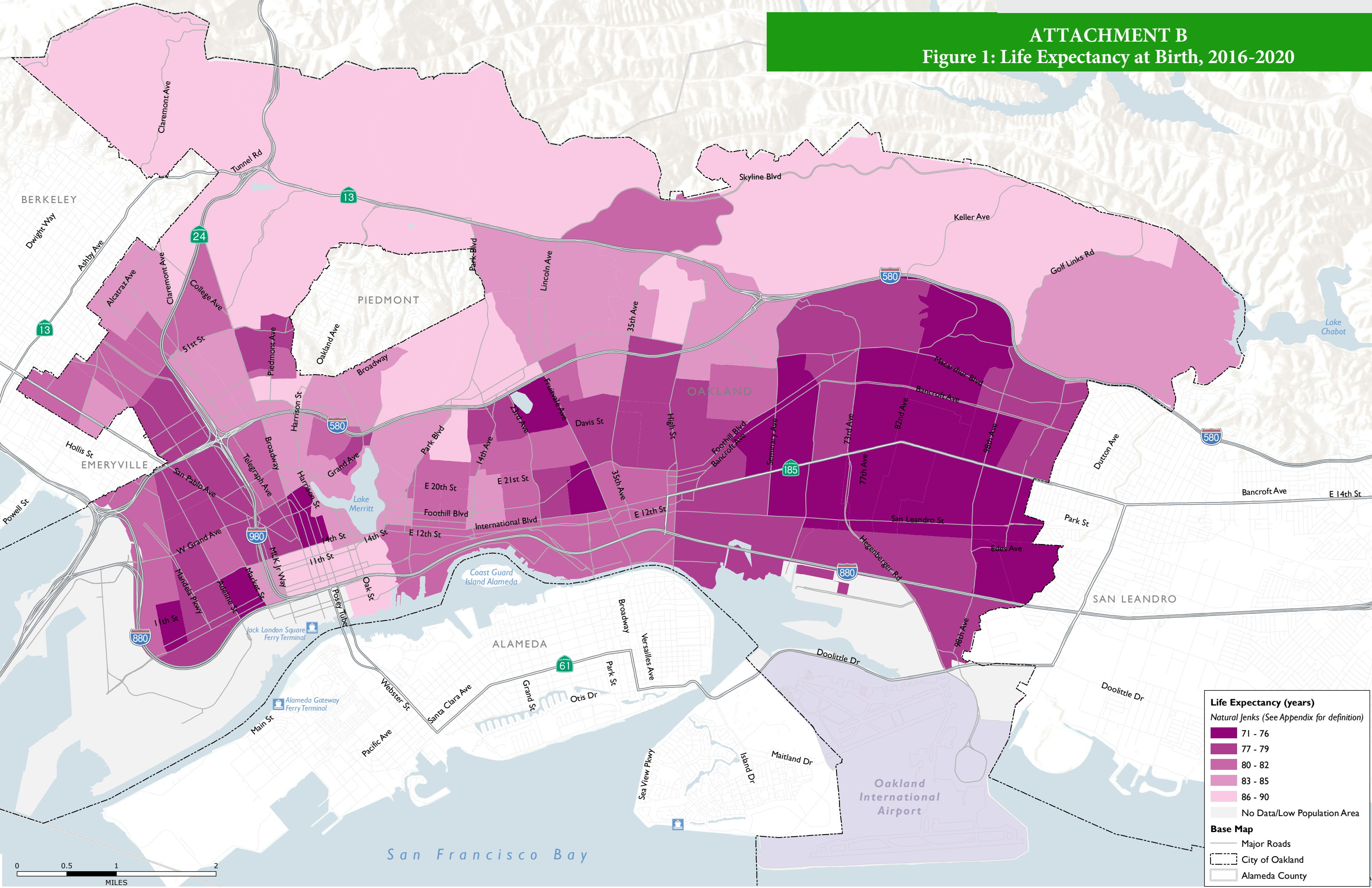
Figure 1: Existing (On the Ground) Land Use



0 0.5 1 2
MILES

ATTACHMENT B

Figure 1: Life Expectancy at Birth, 2016-2020

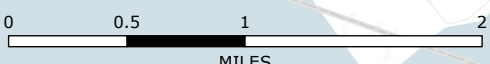


Life Expectancy (years)
Natural Jenks (See Appendix for definition)

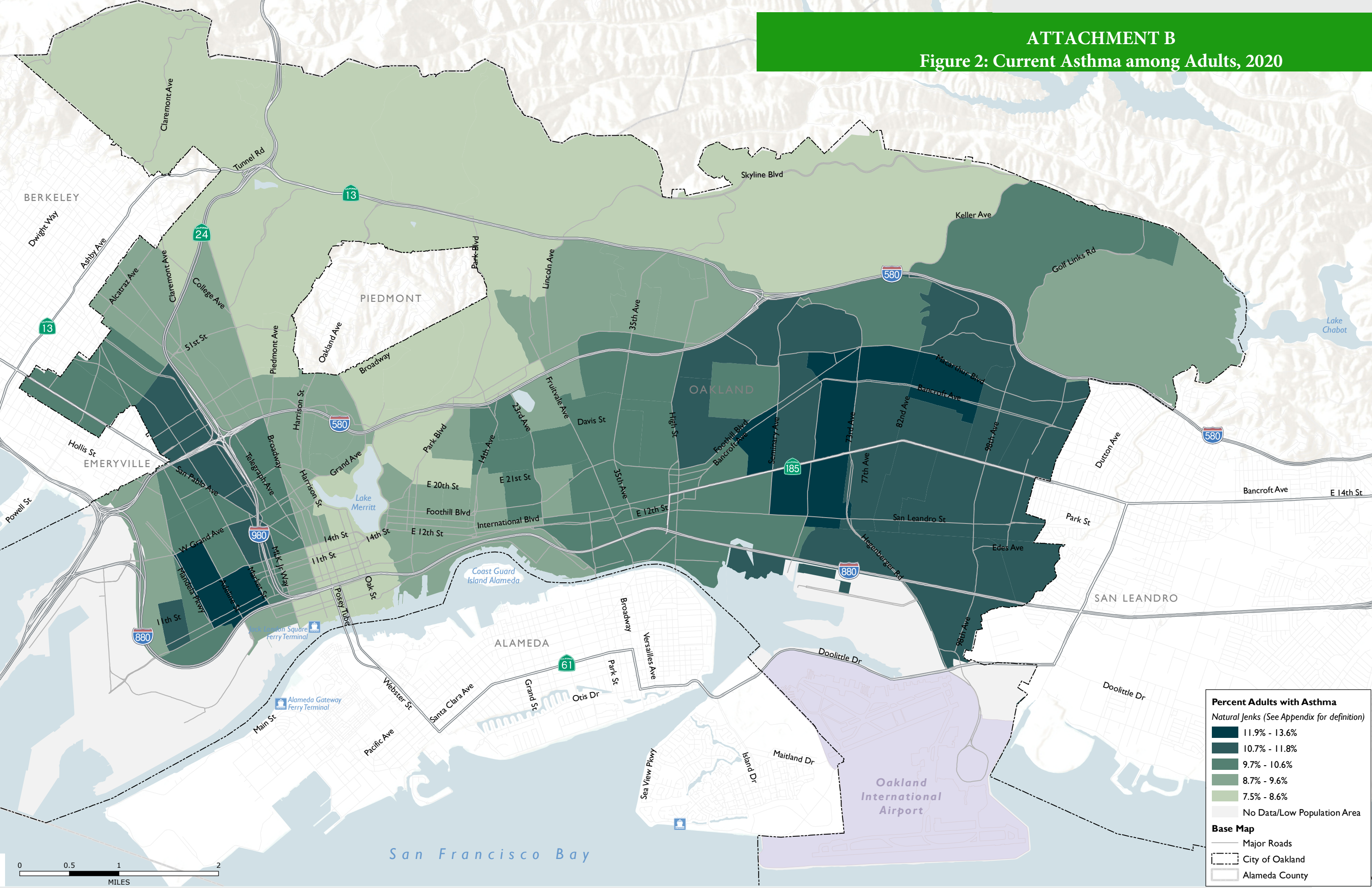
- 71 - 76
- 77 - 79
- 80 - 82
- 83 - 85
- 86 - 90
- No Data/Low Population Area

Base Map

- Major Roads
- City of Oakland
- Alameda County



ATTACHMENT B
Figure 2: Current Asthma among Adults, 2020



0 0.5 1 2
MILES

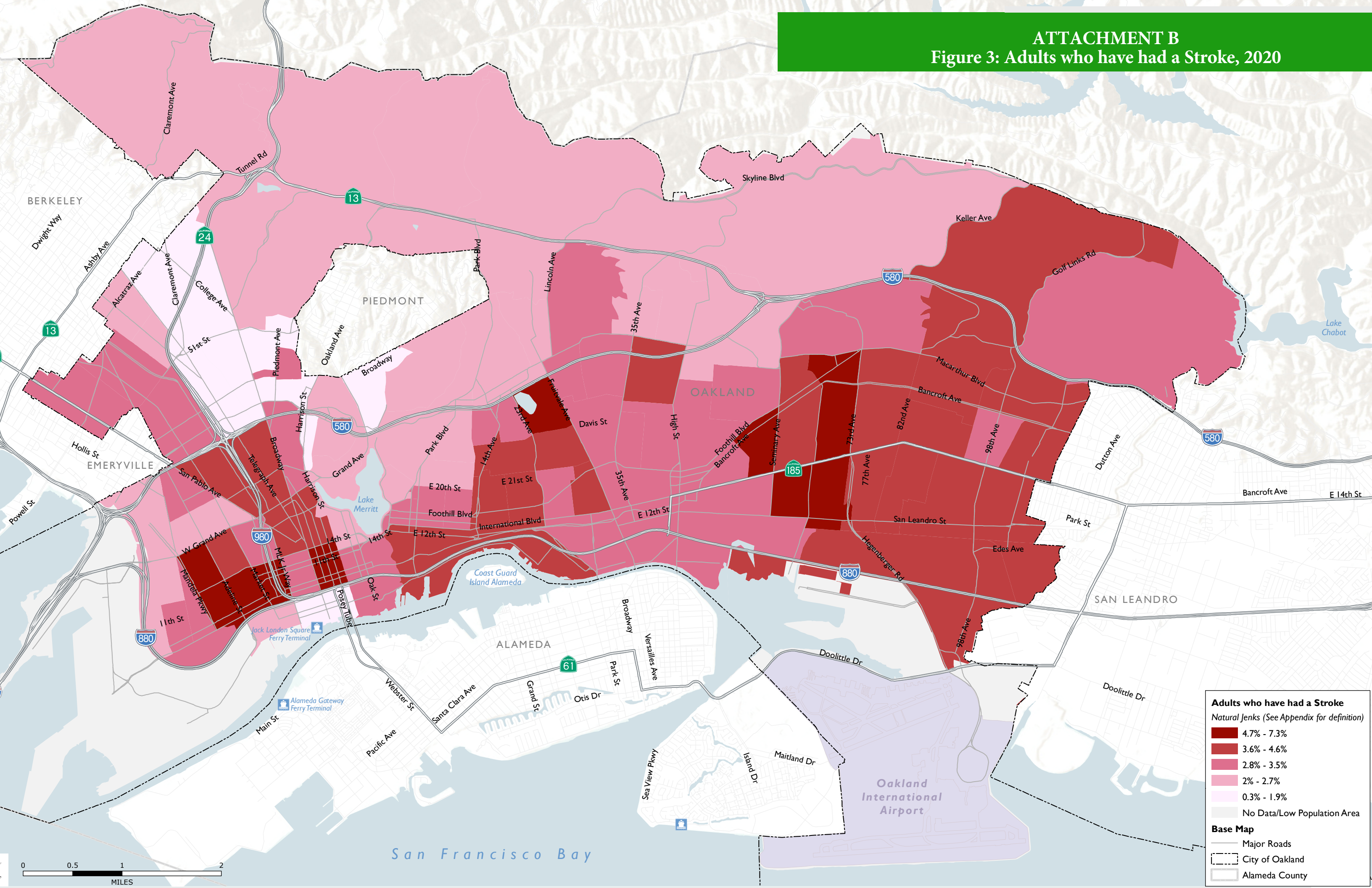
Percent Adults with Asthma
Natural Jenks (See Appendix for definition)

- 11.9% - 13.6%
- 10.7% - 11.8%
- 9.7% - 10.6%
- 8.7% - 9.6%
- 7.5% - 8.6%
- No Data/Low Population Area

Base Map

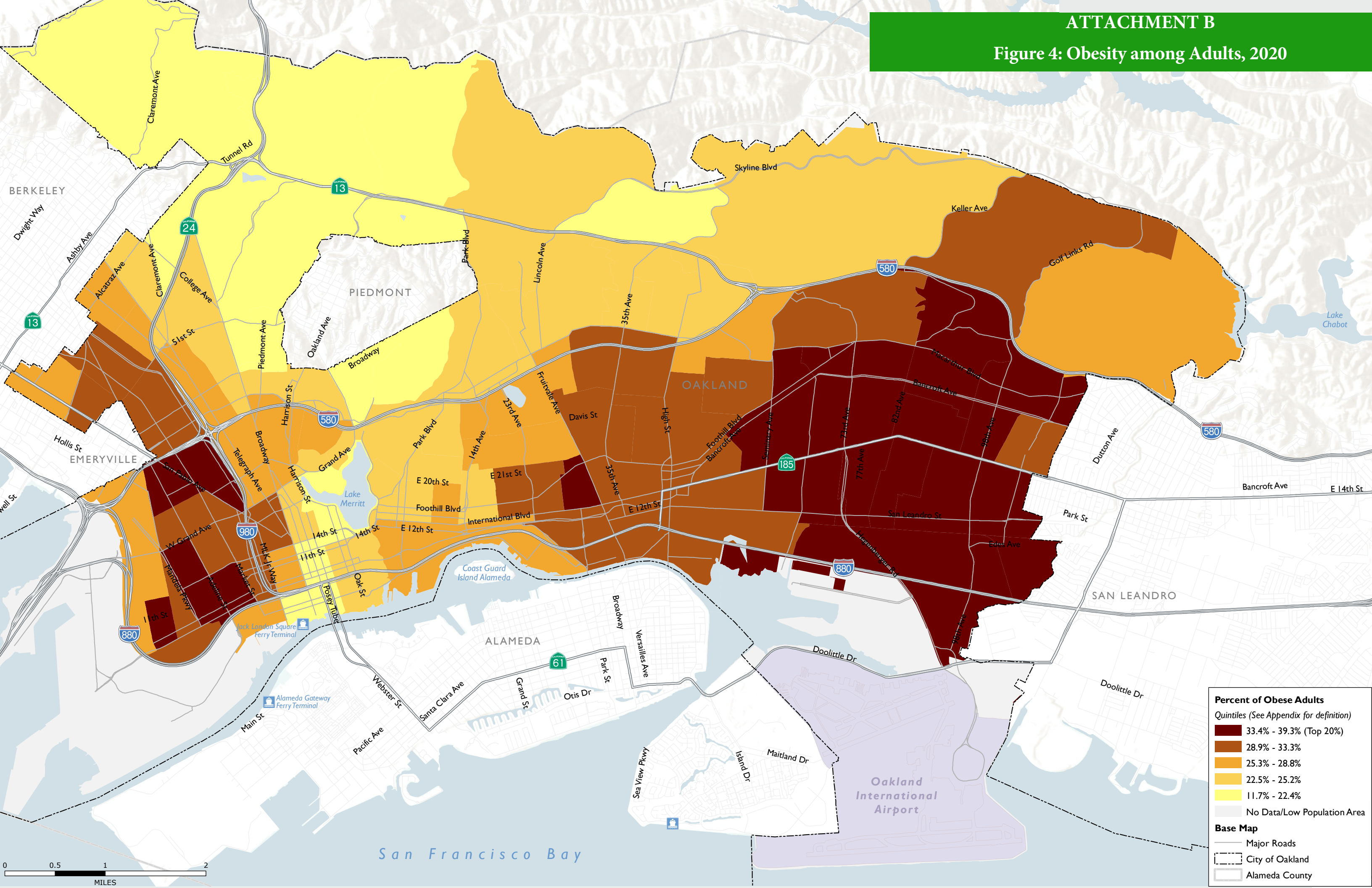
- Major Roads
- City of Oakland
- Alameda County

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



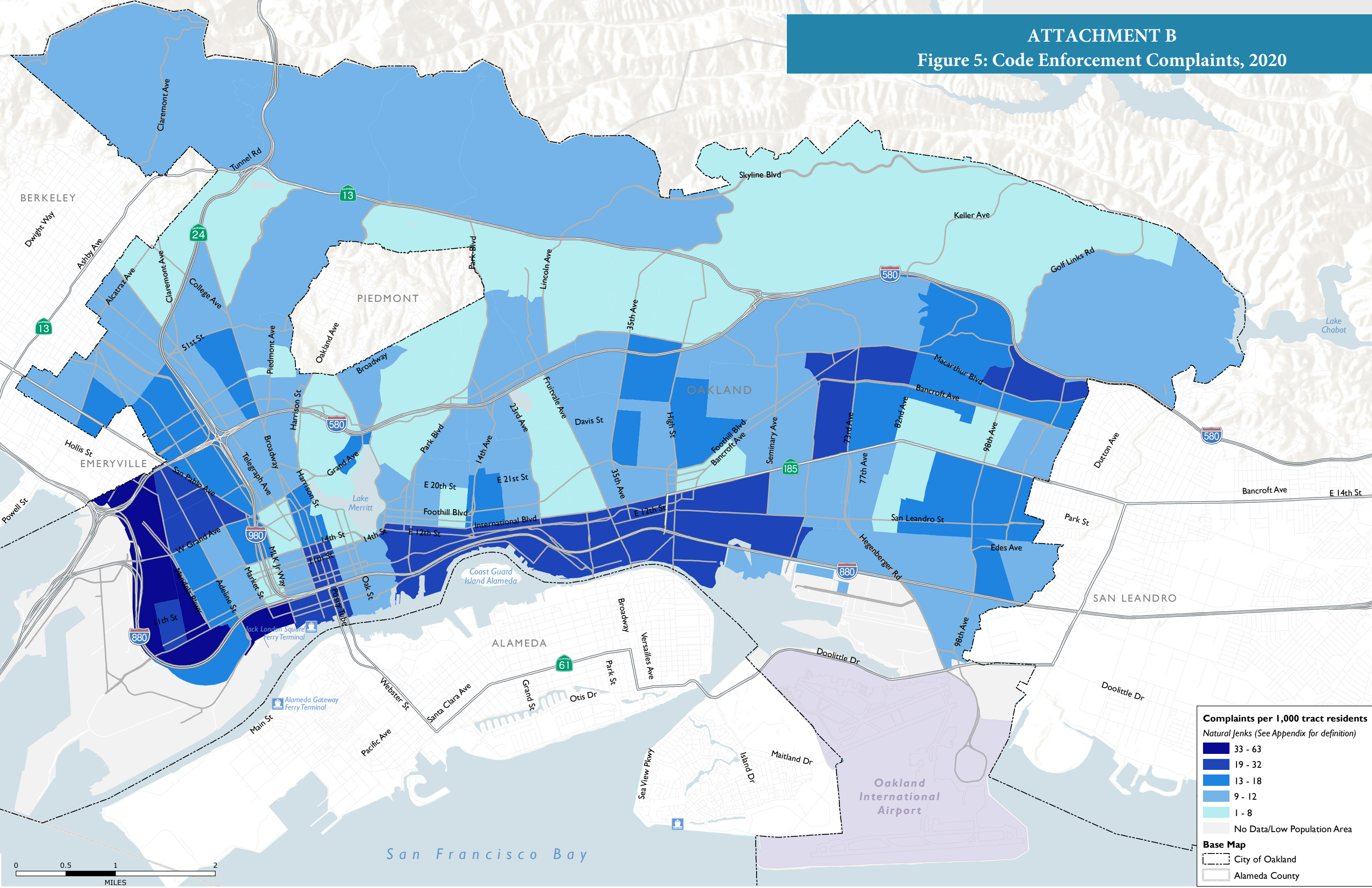
0 0.5 1 2
MILES

Figure 4: Obesity among Adults, 2020



0 0.5 1 2
MILES

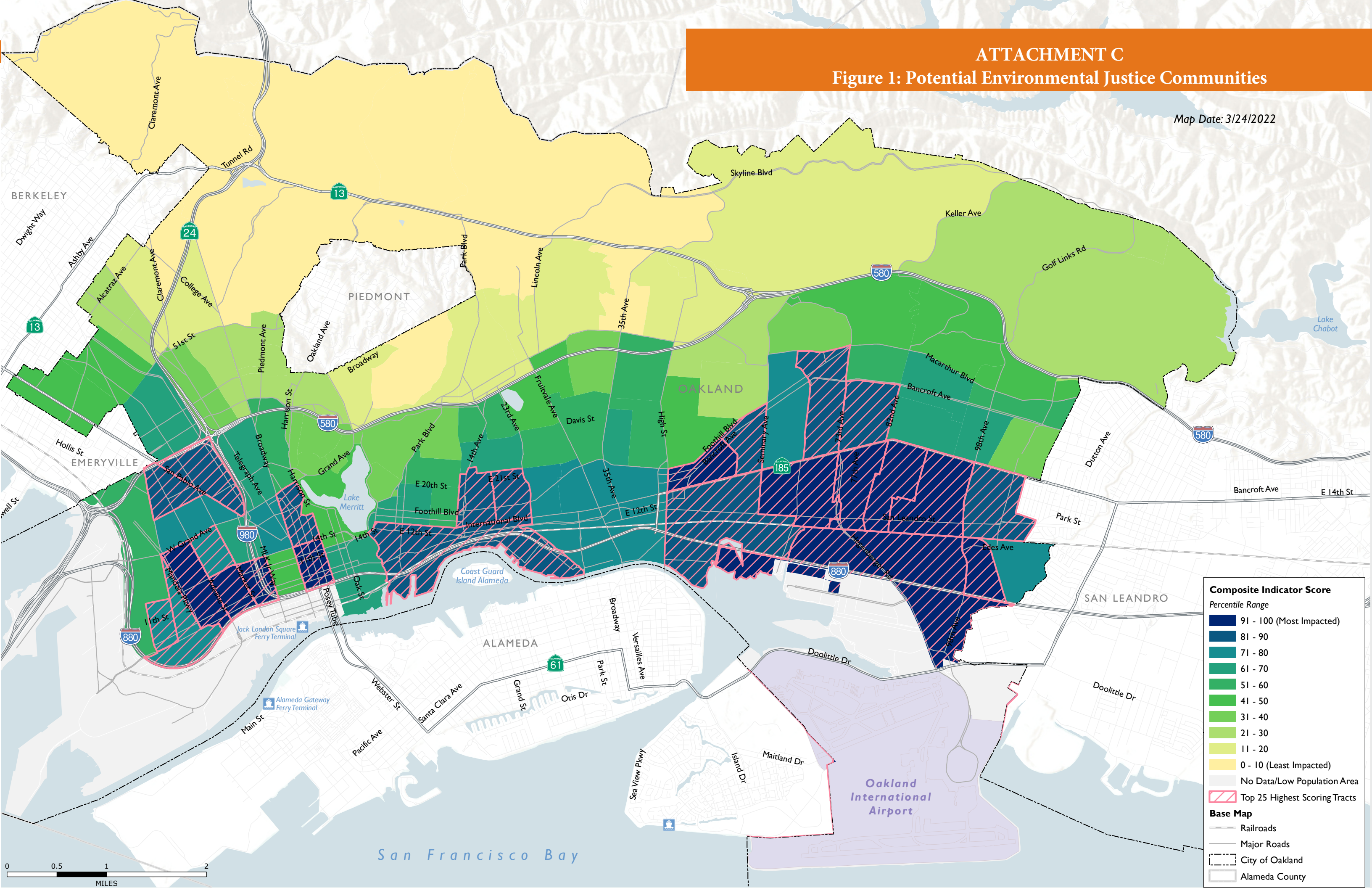
ATTACHMENT B
Figure 5: Code Enforcement Complaints, 2020



ATTACHMENT C

Figure 1: Potential Environmental Justice Communities

Map Date: 3/24/2022



Composite Indicator Score
Percentile Range

- 91 - 100 (Most Impacted)
- 81 - 90
- 71 - 80
- 61 - 70
- 51 - 60
- 41 - 50
- 31 - 40
- 21 - 30
- 11 - 20
- 0 - 10 (Least Impacted)
- No Data/Low Population Area
- Top 25 Highest Scoring Tracts

Base Map

- Railroads
- Major Roads
- City of Oakland
- Alameda County

