



**Richmond Equitable
Development Initiative**

Policy Recommendations & Implementation Measures

For the

Richmond General Plan

Presented by the

Richmond Equitable Development Initiative

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REDI is a collaboration of the following organizations:

Urban Habitat • Contra Costa Faith Works!

East Bay Alliance for a Sustainable Economy • UC Berkeley, Center for Community Innovation

Asian Pacific Environmental Network • ACORN • Communities for a Better Environment • Ma'at Youth Academy

Executive Summary

In 2005, the City of Richmond celebrated its one hundredth anniversary and three years later in 2008, it plans to adopt a General Plan that will guide the city's land use decisions and development for the next 15-20 years. Today, Richmond, with its tremendous history, is also in the midst of change. It is one of the few centrally-located cities in the Bay Area region with available land for development and reuse, an expansive shoreline – one of the longest in the Bay Area, an existing transportation network and hub, including BART, Amtrak and direct access to two major freeways, and a community that represents great cultural and ethnic diversity. While the City has valuable assets and opportunities, it also faces challenges that particularly burden low-income and people of color communities.

Like other urban cities, Richmond faces social problems such as higher unemployment rates – 13 percent in the Iron Triangle neighborhood and 8 percent for the city overall – compared to 5 percent for the East Bay Area. Richmond also has the unfortunate distinction of being one of the most violent cities of its size in the country, although, upon closer examination, this statistic represents conditions in only a few of the City's poorest neighborhoods.

Many of these challenges have root causes in a broken educational system, federal disinvestment in urban areas, a declining tax base, and poverty. For example, 28 percent of the residents living in the Iron Triangle neighborhood are living in poverty. Citywide, the number is 16 percent compared to a rate of 10 percent in the East Bay.

In addition, Richmond's present and past industrial infrastructure will continue to significantly impact its future. On one hand, Richmond is an industrial city that coexists with several petrochemical and industrial companies that put the community at risk of environmental toxins and pollution. On the other hand, these chemical and industrial companies provide many jobs (though many do not benefit Richmond residents).

Richmond's various sectors and communities are working to address many of its challenges through revitalization efforts in downtown, active attraction of green industry and businesses, development of strategies to address neighborhood safety and grassroots efforts that address violence prevention, improving the local education system, a cleaner environment, more affordable housing, and other issues important to the Richmond community.

Richmond Equitable Development Initiative (REDI)

The Richmond Equitable Development Initiative (REDI) partners that have actively worked together on the General Plan Campaign include regional social justice organizations, researchers, and community-based organizations and their Richmond members. These organizations include the Association of Community Organizations for Reform Now (ACORN), Asian Pacific Environmental Network's (APEN) Laotian Organizing Project, Communities for a Better Environment (CBE), Contra Costa Faith Works!, East Bay Alliance for a Sustainable Economy (EBASE), Ma'at Youth Academy, University of California, Berkeley's Center for Community Innovation, and Urban Habitat.



REDI believes that Richmond's unique assets – its opportunities and challenges alike – provide an important opportunity to implement policies that guide Richmond towards a healthier environment for all who live, learn, work, and play in Richmond.

Policy Recommendation and Implementation Focus Areas

REDI developed a series of policy recommendations and implementation measures in the areas of land use, housing, transportation, economic development and health. The goal of these policies is to discourage displacement, segregation and gentrification practices that have occurred in cities that are undergoing similar change. When implemented, these policies can provide community benefits for all residents, specifically low-income communities and communities of color.

REDI's policies were developed with technical assistance from Public Advocates, the East Bay Alliance for a Sustainable Economy (EBASE), Urban Habitat, Partnership for Working Families, and Human Impact Partners. All policies were carefully reviewed and prioritized by community members and edited by the technical assistance partners.

The following recommendations and implementation measures provide a snapshot of REDI's larger proposals that we believe can guide the City toward a path of greater equity and sustainability.

REDI's Land Use Recommendations and Implementation Measures

- ▶ **Policy:** Create a long-term strategic plan for Richmond's industrial land that provides a framework for future industrial land use and economic development decisions. This strategic plan should consider a wide range of issues pertinent to Richmond's future, including the need for high quality jobs and a healthy local environment, and should be conducted with a wide range of stakeholders, including labor, industry, environmental justice organizations, open space advocates, and neighborhood residents.

Implementation Measure: Conduct a comprehensive survey and analysis of Richmond's industrial land, including, but not limited, to current uses, new net job growth, job density, job quality (including wages and benefits), vacancy rates, land values, emissions and environmental impact, access to transportation infrastructure (rail, highway, bus and transit centers), proximity to residential neighborhoods, regional concentration and contribution to regional economy.

Implementation Measure: Collect model industrial land strategies and retention policies from across the country, including creation of employment zones and other specific planning areas that strategically retain industrial land and mitigate unsystematic conversions (i.e. spot zoning). Assess the applicability of these model policies to the City of Richmond.

- ▶ **Policy:** Establish a community land trust to ensure long-term housing affordability for Richmond Residents.



Implementation Measure: The City of Richmond in collaboration with local community-based organizations including housing and economic development institutions will convene a meeting to discuss the long term affordability of Richmond's land. Bring in experts on land trusts to help participants understand the feasibility of a land trust in Richmond.

Implementation Measure: Develop an inventory of all city- and non-profit-owned property (including religious institutions), especially vacant or underutilized parcels.

REDI's Housing Recommendations and Implementation Measures

► **Policy:** Amend the existing Inclusionary Housing Ordinance to assure a greater percentage of affordable units. Increase in-lieu fees to reflect the developers' cost of constructing affordable units.

Implementation Measure: Amend the Inclusionary Housing Ordinance to require a percentage of low- or very low-income inclusionary units.

Implementation Measure: Only permit developers to pay in-lieu fees instead of constructing inclusionary units under a narrow set of circumstances.

► **Policy:** Help low-income households remodel to meet health and safety codes without displacement or rent increases.

Implementation Measure: The City Council will prioritize neighborhoods based on their need for rehabilitation of substandard housing and will direct the Redevelopment Agency to prioritize housing rehabilitation funds in those neighborhoods.

Implementation Measure: The Office of Code Enforcement and the Community Economic Development Agency will create or fund community outreach and education programs to educate Richmond tenants on their legal rights and protections related to building regulations, health and safety code standards, complaints and enforcement practices.

REDI's Transportation Recommendations and Implementation Measures

► **Policy:** Maintain and strive to improve air quality through transportation planning that incorporates environmental justice principles.

Implementation Measure: The City of Richmond should take appropriate measures to meet the Bay Area Air Quality Management District's (BAAQMD) goal for improved air quality by continuing to participate in regional planning activities to meet air quality goals.

Implementation Measure: The City of Richmond should work in coordination with the Contra Costa Redevelopment Agency, local residents, local businesses and local jurisdictions to develop



alternative truck routes that minimize the use of neighborhood streets.

- ▶ **Policy:** Provide equitable, safe and affordable transit access and services for low-income communities in the urban core.

Implementation Measure: Work with AC Transit to develop solutions to improve bus headways and intervals.

Implementation Measure: Participate in the administration of low-income discount youth passes funded through Measure J.

REDI's Economic Development Recommendations and Implementation Measures

- ▶ **Policy:** Expand targeted hiring requirements and job-training opportunities for low-income residents.

Implementation Measure: Regularly assess and report enforcement and outcomes from the city's recently expanded Local Employment Program, which currently covers city-assisted businesses, contracts and construction, as well as permanent operational jobs.

Implementation Measure: Re-evaluate and establish new criteria for selecting the top three industries or business sectors in Richmond for targeted workforce development investment.

- ▶ **Policy:** Establish community impact studies that measure positive and negative impacts, including social, economic and health impacts of major planning and development decisions.

Implementation Measure: The City Council will enact and make effective an ordinance requiring the City to release a Community Impact Study for any development project that either (i) includes over 80,000 square feet of built space, 250 residential units, or \$500,000 estimated construction costs, and requires a discretionary approval or legislative action by the City, or (ii) includes over 50,000 square feet and for which the developer requests a subsidy from the City or the Redevelopment Agency.

REDI's Health Recommendations and Implementation Measures

REDI approached the health element by looking at how land use, transportation, economic development and transportation are all connected to health. The City's health element framework addresses health disparities by examining access to public transit and safe, active transportation options, access to quality affordable housing, and access to economic opportunities. REDI's support of this framework is reflected in its recommendations for the land use, economic development, housing, and transportation elements for achieving a healthy environment through equitable development. By incorporating into the General Plan the policy recommendations outlined in the following document, REDI believes there will be a significant and positive impact on the health of Richmond residents.



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Introduction

REDI is a diverse collaboration of organizations working to create and realize a common vision for an equitable Richmond. These organizations - Contra Costa Faith Works!, the East Bay Alliance for a Sustainable Economy, UC Berkeley's Center for Community Innovation, and Urban Habitat - work throughout the Bay Area on issues that impact low-income communities and communities of color.

REDI was launched in 2003 and, since that time, has worked actively in the Richmond community to carry out its vision that every Richmond resident has access to affordable housing, safe and reliable public transit that connects to living-wage jobs, quality education, a clean environment, health care and other essential services. REDI envisions a city committed to development that puts existing residents' needs first, where urban revitalization provides opportunities for local businesses to thrive, where residents have access to quality jobs, and where local policies are promoted as part of a regional plan for achieving an equitable and sustainable Bay Area. To help translate this vision into reality, REDI supports research, advocacy, organizing, and policy efforts to promote equitable development in Richmond.

This document contains policy recommendations and implementation measures developed in 2007 by REDI for the City of Richmond as it undertakes a revision of its General Plan.

REDI's General Plan Campaign

REDI is currently engaged in a campaign to ensure that the goals and policies in the City of Richmond's updated General Plan support equitable development. REDI has partnered with community organizations that have strong membership and outreach bases in Richmond, including the Asian Pacific Environmental Network's (APEN) Laotian Organizing Project (LOP), Association of Community Organizations for Reform Now (ACORN), Communities for a Better Environment (CBE) and Ma'at Youth Academy. These organizations represent hundreds of Richmond's diverse residents that range in age from 13 – 80 and include Asian, Black, Latinos, and White; speakers of English, Lao, Mien and Spanish; students of Richmond and other West Contra Costa Unified School District schools; workers, both inside and outside of Richmond; and retirees. For many of these residents, land use planning and advocacy issues are brand new, while for others, these issues and their consequences are far too familiar.

Community Participation and Engagement

To increase effective public participation in the General Plan update process, REDI conducted a Leadership Institute for members of its community-based partner organizations. The Leadership Institute supports REDI's long-term goal of building the capacity of community groups to play a leadership role in the city's planning and development processes for years to come. Participants from APEN, ACORN, CBE, and Ma'at Youth Academy attended seven workshops where they examined a range of issues related to land use, zoning, health, transportation, housing, and economic development. Later workshops focused on formulating and refining specific General Plan policy recommendations that offer solutions to the community's priority concerns. It



was through these workshops that community members were able to explore and fully understand how General Plan policies can influence the types of jobs in their communities, the types of housing in which they live, and how they travel within and outside of the city.

The Leadership Institute was also structured to help community members prepare for the City's General Plan community meetings and workshops. REDI's level of participation not only reflected the diversity of its community partner membership, but also ensured their input, which may not have otherwise occurred. For example, APEN provided the Laotian and Mien translation during these community meetings to enable the Lao community to fully participate. Additionally, the Ma'at Youth Academy brought the only youth participants to the City's Land Use Alternatives community workshops. REDI's outreach and capacity-building efforts served to greatly enhance the input the City received during its outreach efforts.

Policy Recommendation Framework

The following framework of equitable development principles provides the basis for REDI's policy recommendations:

1. A commitment to reducing poverty and social inequities;
2. Revitalization of core neighborhoods;
3. Adequately providing basic needs and services for all people regardless of socioeconomic status;
4. Understanding the interdependence of land use, economic development, transportation, housing, and health;
5. Development that results in a healthy local environment and a better quality of life for all; and
6. The involvement of those most directly impacted (i.e. low-income people, people of color, immigrants, churches, and unions) at every development stage

Policy Recommendation and Implementation Measure Process

The policy recommendation and implementation measure format that is presented in this document is meant to mirror that of a standard General Plan. Included for each element are a brief background section, equitable development principles and goals, and policy recommendations and implementation measures. REDI's policies were developed with technical assistance from the East Bay Alliance for a Sustainable Economy (EBASE), Human Impact Partners, Partnership for Working Families, Public Advocates and Urban Habitat. All policies were carefully reviewed and prioritized by our community members and edited by the technical assistance partners. Furthermore, some of these policies are supported in existing City documents related to the General Plan Update - the City's Vision Framework, Issues and Opportunities papers, and other documents – that have already been vetted by the community.

While the City of Richmond is in the process of creating and providing updates for fourteen General Plan elements, REDI concentrated on five elements – land use, housing, transportation, economic development, and health. We approached the health element by looking at the ways in which land use, housing, transportation and economic development are all interconnected to health. The City's health element framework



addresses health disparities by examining access to public transit and safe, active transportation options, access to quality affordable housing, and access to economic opportunities. REDI's recommendations for the land use, economic development, housing, and transportation elements support the Health Element's framework and reflect how to achieve a healthy environment through equitable development. By incorporating the policy recommendations outlined in the following document into the General Plan, we believe there will be a significant and positive impact on the health of Richmond residents.

These five elements were chosen because they address the issues that the REDI partners regularly engage in during the course of their research, policy and advocacy efforts. However, we understand the importance of other elements, such as public safety and education, to the broader Richmond community and we hope that the updated General Plan provides for linkages and consistency between each of its elements.

As the City of Richmond, its residents, local businesses, labor, and other vital stakeholders work together to update the General Plan, it is REDI's hope that these policy recommendations are used to chart a course for the next 50 years of development.



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Land Use Element

Ownership, jobs, community health and integrated neighborhood planning

Introduction

Land Use that fosters a healthy community through community ownership, quality jobs, and integrated neighborhood planning can help Richmond's future planning and development become both sustainable and equitable. Like other cities in the region and in the country, land use policy decisions have resulted in economic and social conditions in Richmond where wealthier communities emerge along the waterfront and hills, while impoverished communities lay adjacent to polluting heavy industry and refineries in the urban core with a lack of basic amenities such as grocery stores to serve most residents in the city.

Land use decisions can impact communities for multiple generations. At one time, Richmond had a thriving downtown which was home to a Fox Theatre, major department stores and small businesses, but experienced a dramatic decline especially after the construction of Hilltop Mall in the 1970s. The southern waterfront was an area that, during the 1940s war time period, was dominated by ship-building and other heavy industrial uses and related jobs. It experienced major land use changes after this period, which resulted in a mix of heavy and light industrial companies and new business parks. Later in the 1980s, it was transformed from the former Richmond Shipyards to a multi-unit residential area now known as Marina Bay.

Richmond is now poised with great opportunity and important land use decisions as it continues major projects such as the revitalization of downtown along Macdonald Avenue, a new Transit Village, and decisions about shoreline development. As the City looks to maximize its great assets, which include a culturally and ethnically diverse population, 32-acres of shoreline, central location in the Bay Area region and a transportation hub with ample freeway access, BART and Amtrak, it must also evaluate how to insure that land use decisions provide a healthy environment that includes quality jobs for local residents, housing that is affordable for a mix of incomes, including very low incomes, and access to quality recreation and open space throughout the city.

Background

Land Use is the connective tissue that binds together the General Plan. It is usually the first section of the plan, and the Land Use map generated by the plan is legally binding in that it must conform to the zoning code of the city, which regulates what can be built where, and for what purpose.

The goals of the land use section are often general goals that connect with other more specific elements in the plan, like housing, economic development and open space. A good land use element emphasizes those connections and articulates much of the overall vision of the plan.

Land Use: Existing approach and Current Conditions



Richmond residents offered a powerful vision of Richmond's future in the City's General Plan Vision Framework "draft general plan goals, issues, opportunities, and potential policy directions" section, -- a vision that REDI believes is fundamentally in line with its core principles and goals for equitable land use.

The updated vision that is included in the current General Plan Vision Framework differs from that of the land use language adopted in the City's 1994 General Plan. For example, the Land Use section of the 1994 General Plan, LU-A, states that the city shall, "improve the aesthetic and economic value of individual sites, the adjacent properties, the neighborhoods and the entire City." By making economic value the first goal of the land use plan, the City sent a clear message about its land use priorities. None of the goals in the City's adopted General Plan specifically mentioned improving equity, confronting environmental injustice, or reducing poverty through land use actions.

Some key highlights of the draft vision framework for the new General Plan, which the REDI collaborative supports, include an emphasis on increased density in transit corridors, such as San Pablo Ave corridor, Macdonald Avenue corridor, Ohio Avenue, Cutting Boulevard, Carlson Avenue, Harbour Way (LU-5, LU-A, LU-B).¹ An increase in density can be a major force for social equity provided that this plan also adopts the recommendations in REDI's Housing, Transportation, and Economic Development Elements.

REDI also supports language in the Vision Framework that includes infill development, recognition of the importance of a balanced mix of jobs and housing, critical attention to neighborhoods as key centers of community life, support for transit and transit-oriented development, acknowledgement of the importance of equitable distribution of impacts and the need for clean and efficient industrial uses. *Although industrial land represents 19% of Richmond's total land, and 25% of Richmond's land not devoted to open space, there is no coherent policy with regards to Richmond's industrial future.*

In order to ensure equitable development, the new Land Use element articulates a new vision based on sound principles and goals; a vision that prioritizes people and does not shy away from the challenges facing the city and its communities.

REDI's Principles and Goals for Equitable Land Use

REDI urges the City of Richmond to advance the following principles and goals through the Land Use element of its General Plan, in order to ensure that Richmond's land use efforts are equitable and sustainable.

- A healthier local environment, especially in communities currently impacted by heavy industry.

¹ Note: The "LU" coding throughout this document refers to coding used in the City of Richmond's *General Plan Vision Framework* Draft 2.1, February 7, 2007



- An increase in living wage jobs for Richmond residents and/or an increase in entrepreneurial opportunities for Richmond residents on land currently zoned industrial and commercial.
- An increase in community ownership of land through a land trust or local community-based organizations, especially on land undergoing significant changes in land use.
- Equitable distribution of opportunity throughout Richmond's neighborhoods, including access to quality transportation, education, food, open space, housing and jobs, and the ability to fully participate in the democratic process and public domain.
- Infill development in already developed areas.
- Mixed-use density along major transit corridors.
- Recognition of and compensation for Richmond's major role in the regional economy (Richmond's industrial and transportation infrastructure benefits the entire region).

REDI's Policy Recommendations and Implementation Measures for the Land Use Element

The following policies and implementation measures are designed to give life to the core principles and goals outlined above and to provide much needed clarity and specificity to our shared goal of a stronger, healthier and more equitable Richmond.

A. Strategic Industrial Planning. Prioritize industrial development and retention equally with other forms of development, such as housing, retail, and commercial office development. (Note: See related REDI Economic Development Policy Recommendations and Implementation Measures).

A1. Create a long-term strategic plan for Richmond's industrial land that provides a framework for future industrial land use and economic development decisions. This strategic plan should consider a wide range of issues pertinent to Richmond's future, including the need for high quality jobs and a healthy local environment, and should be conducted with a wide range of stakeholders, including labor, industry, environmental justice organizations, open space advocates, and neighborhood residents. The following policies and implementation measures can and should be incorporated into this plan.

A1.1 Implementation Measure: Conduct a comprehensive survey and analysis of Richmond's industrial land, including, but not limited to, current uses, new net job growth, job density, job quality (including wages and benefits), vacancy rates, land values, emissions and environmental impact, access to transportation infrastructure (rail, highway, bus and transit centers), proximity to residential neighborhoods, regional concentration and contribution to regional economy.



A1.2 Implementation Measure: Collect model industrial land strategies and retention policies from across the country, including creation of employment zones and other specific planning areas that strategically retain industrial land and mitigate unsystematic conversions (i.e. spot zoning). Assess the applicability of these model policies to the City of Richmond.

A1.3 Implementation Measure: Approve and begin a participatory planning process to turn the initial research into useful policy tools, private initiatives and public/private partnerships. This process should incorporate research conducted in REDI's Implementation Measures A1.1 and A1.2, and should utilize a participatory and inclusive planning framework with voices from a wide range of stakeholders, including:

- Organized labor
- Industry associations, including small businesses
- Neighborhood groups, including those in the central neighborhoods adjacent to the industrial belt
- Environmental justice advocates
- Property Owners
- Open space, wetlands, and other environmental groups
- Affordable housing developers

This process should also include input and expertise from critical regional and national sources, including:

- Regional planning agencies Association of Bay Area Governments (ABAG), Metropolitan Transit Commission (MTC), Water Transit Authority (WTA), Bay Conservation and Development Commission (BCDC)
- Researchers and planners with knowledge of real estate and labor economics, land use, transportation, jobs/housing balance, environmental health, urban design, workforce development, and participatory planning
- Advocates, policymakers, and officials from similar jurisdictions with experience in industrial land strategy, retention, and conversion.

A1.4 Implementation Measure: Following the development of industrial conversion criteria, the City will analyze the information gathered in steps 1.1 and 1.2 and work to identify lands that fall within the following scenarios



1. land that will not convert at any point in the near future;
2. land that is likely to convert in the near future;
3. land that may or may not convert.

This analysis will enable planning around realistic scenarios that recognize current uses, market forces, ownership, regional infrastructure, environmental constraints and political realities, and will allow for more detailed, directed and effective planning.

The following policies and implementation steps should be incorporated into the larger industrial land strategic plan, but will be laid out separately for clarity purposes. They are designed to maximize community benefits from industrial land, and are generally related to the first two scenarios listed above (A1.4, Scenarios 1 and 2).

A2. Adopt clear criteria for conversion of industrial land to other uses. Criteria should include assessment of economic contribution of the sub-area (in terms of jobs), proximity to neighborhood services, and net fiscal impact on the City. Richmond should look at adopting a similar set of criteria and targeted areas. (Note: The Cities of San José and San Diego are amongst the cities that have adopted a set of criteria to evaluate the conversion of industrial land to other uses.)

A2.1 Implementation Measure: When land is converted to other uses, require community benefit outcomes, including high cleanup standards, provision of affordable housing or funding for affordable housing, local hire for on-site jobs and construction, targeted workforce training investment, and hiring trainees for new or expanded projects. (See Housing Element policies relating to provision of affordable housing and housing accessible to low- and moderate-income households.)

A2.2 Implementation Measure: Investigate industrial land conversion fees that help fund development of replacement industrial space in other parts of the city. These conversion fees can also be used to upgrade the operations of businesses that must operate in a residential environment, and can help relocate displaced businesses. (Note: Such policies have been considered in New York City to help preserve jobs in the city.)

A3. Include environmental justice principles when transforming industrial land for public spaces to ensure that these residences, commercial areas, public spaces and parks are designed and built to maximize affordability, social and cultural integration and open access for all.



A4. Retain some industrial land to balance jobs-producing uses with other land uses in Richmond. Ensure that any and all retained land is developed to produce the maximum benefits and minimum negative impacts on local communities.

A4.1 Implementation Measure: Develop a strategy to attract green industrial businesses that will train and hire low-income residents in “green sector” jobs as a way of stabilizing industrial lands in Richmond. Set goals and timetables for the creation of green jobs in partnership with industry, community-based organizations and the City’s workforce development agencies.

A5. Ensure local hire and local workforce training for new workers in manufacturing, warehousing, distribution, or other industrial occupations. Expand existing manufacturing training programs from eastern Contra Costa County to West Contra Costa County and Richmond.

A6. Utilize environmental justice principles when transforming industrial land for public spaces to ensure that these residences, commercial areas, public spaces and parks are designed and built to maximize affordability, social and cultural integration and open access for all.

A7. Ensure high standards for transition to less toxic and more energy-efficient operations for all industrial land that is retained.

A7.1 Implementation Measure: Examine the possibility of buffer zones, which can protect both residential neighborhoods from industrial pollutants and industrial areas from encroachment by residential uses, for all areas where heavy industrial and residential uses are located within 1 mile of each other.

A7.2 Implementation Measure: Before approving specific projects or expansions, assess the cumulative adverse human health impacts of increased industrial use such as toxic buildup. For existing businesses and projects in industrial land use areas, evaluate the cumulative human health implications and disparities including toxic buildup, exposure, and cleanup impacts of current industries that are currently concentrated in Richmond.

The City should utilize the California Environmental Protection Agency (EPA) Advisory Committee on Environmental Justice’s definition and recommendations to assess the cumulative impacts as well as utilize the New Mexico Environmental Health Act as a template for cumulative impact studies.



A7.3 Implementation Measure: Encourage the Port and other industry to reduce health and nuisance impacts from rail and truck traffic. Work with Port tenants to reduce emissions from Port ships through “shore-side power supply” and retrofitting or replacing older equipment.

A8. Investigate the feasibility of a community land trust for industrial land in order to reduce the impact of land speculation on industrial uses and conversion.

A9. Require specific plans for any and all significant industrial land conversions that emerge from the industrial land strategic planning process delineated in the above sections A.1 and A.2 for any and all significant areas being converted in this plan, including, but not limited to, the Southern Waterfront (See A4.3). This is designed to ensure maximum community benefits from all significant conversion, and to facilitate community involvement in the conversion decision-making process.

A9.1 Implementation Measure: Facilitate the participation of Richmond residents living and local organizations operating within the immediate plan area in Specific Plans for industrial land areas. Richmond residents and local organizations from outside the immediate specific plan area should also be included. Furthermore, industrial land being considered for conversion has significant environmental, historic, and symbolic value to the entire city, and critical economic importance to all residents. Richmond’s Downtown Area Plan is one example of a specific plan that involved the participation of a wide variety of Richmond residents throughout the city. (See REDI’s Policy B – “Engage Local Residents in Land Use Planning”).

A9.2 Implementation Measure: Develop a Southern Waterfront Specific Plan that builds on the Ferry Plan produced for the Water Transit Authority (WTA) by DC&E, but expanded to include all areas south of Interstate 580 and east of Harbour Way. This plan should include, but not be limited to:

- Real estate economic modeling to determine the maximum production of affordable units possible, given different density scenarios.
- Transportation finance modeling to consider the impacts of varying densities around the proposed ferry terminal. Additionally, consideration should be given to innovative measures to integrate the ferry, including school trips, discount passes for low-income residents, and reduced-price weekend trips for all Richmond residents.



- An examination of the feasibility of developing senior housing near the ferry terminal.

B. Engage Local Residents in Land Use Planning. Assure neighborhood-based planning that engages local residents in comprehensive planning that integrates land use, school planning, housing and other neighborhood services and improves health. A variety of strategies should be considered to encourage more community engagement in land use planning. This will not only improve the quality of planning but will help produce the level of buy-in needed for implementation and follow through.

B1. Facilitate the participation of Richmond residents and organizations within the immediate plan area in Specific Plans that impact the entire City. This should include Richmond residents and local organizations outside the immediate specific plan area, such as Hilltop Mall, the waterfront areas, and industrial land.

B1.1 Implementation Measure: Require specific plans for all major redevelopment areas and significant land use conversions. Specific plans are an excellent way of engaging residents in local land use decisions and can also improve planning engagement, quality and effectiveness. Specific plans should include areas under consideration for conversion in the General Plan update, including, but not limited to, the Southern Waterfront between Harbour Way and I-580 and the Hilltop Mall Area. (See REDI's Land Use Policy A).

B1.2 Implementation Measure: The Planning Department and Redevelopment Agency should study the Nystrom United Revitalization Effort (NURVE) plan, now known as the Nystrom Community Partnership, and the Building Blocks for Kids (BBK) initiative to identify positive and negative components, and use as a model for other neighborhood areas, including those impacted by poverty and crime. This study specifically looks at ways to extend outreach to community-based organization, faith-based institutions and non-English speaking groups.

B1.3 Implementation Measure: Develop a Specific Plan for the Hilltop Mall Area, which represents a major redevelopment opportunity for the City. The Plan should be done with a careful eye towards equity and sustainability and capture the lessons learned through a review of the Southern Waterfront and Nystrom area planning efforts.

The plan should include, but not be limited to, a strong transportation framework as the core of the plan.

Comprehensive transportation planning should consider the maximum feasible transit and alternative transportation



possible at the site and generate commercial and residential redevelopment from that density planning. Experts from regional transit agencies and West Contra Costa Transportation Advisory Committee (WCCTAC) should be included in the initial planning.

- C. Increase Density in Transit Corridors.** Create more density in areas such as San Pablo Avenue, Macdonald Avenue, Ohio Avenue, Cutting Boulevard, Carlson Avenue, Harbour Way and other areas such as the southern waterfront and areas adjacent to Hilltop Mall provided that this plan also adopts the recommendations in REDI's housing, transportation, and economic development elements.
- D. Strive for Greater Community Ownership. Establish a community land trust to ensure long-term affordability of Richmond's housing, commercial, and industrial stock and** to maximize the benefits (i.e. control and ownership) accrued to local residents through Richmond's revitalization.
 - D1.1 Implementation Measure:** Convene a meeting with local community-based organizations, including housing and economic development institutions, to discuss the long-term affordability of Richmond's land. Bring in experts on land trusts to help participants understand the feasibility of a land trust in Richmond.
 - D1.2 Implementation Measure:** Develop an inventory of all city- and nonprofit-owned property (including religious institutions), particularly, vacant or underutilized parcels.
- E. Minimize Health and Nuisance Impacts. Develop and implement land use criteria, especially in industrial areas, that minimize the health and nuisance impacts** on residential neighborhoods, schools, recreation and open space, job centers and other adjacent uses.
- F. Improve access to basic needs and services.** Ensure that there is access to quality transportation, food, and open space for all neighborhoods.

Connection to Health Element

The draft Health Element in the General Plan² has a series of goals that seek to make clear the relationship between land use and health. Good public policy based on these goals and actualized through implementation measures can help Richmond achieve a healthier community for all residents.

² Richmond General Plan Update, Community Health and Wellness, Working Draft Version 1.0, prepared in October 2007 by MIG.



Inequitable land use has direct negative health impacts on a community such as when heavy industry operates adjacent to residential areas without proper buffers or when there is a lack of parks, recreation programming and open space access for community members.

During REDI's Leadership Institute, community members expressed community health concerns including high rates of cancer, obesity and gun violence that impacts their daily lives. Community members also indicated that they and others they know are suffering from major health issues due to what they believe is the exposure to toxic sources and pollution in both the workplace and home. Community members were distressed by the lack of opportunity for low-income residents to own their homes and live in affordable housing near amenities, neighborhood centers, jobs and other services. Finally, predominant among most of the community members was neighborhood safety and inquiring about how land use and design can influence these issues.

Many of these health concerns have connections to land use and planning, such as the zoning of businesses and industry, the types of jobs they provide and their environmental impacts on the surrounding communities. Other issues connected to land use include the amount, access and type of parks, green space and recreation opportunities for the community. Transit accessibility and walkability along key transit corridors are also impacted by land use planning.

Establishing and implementing REDI's land use policies which include developing a strategic plan for industrial land, promoting "green" industry on industrial sites, increasing mixed-use density along key transit corridors and developing health assessment tools for development, all can work to create a healthier Richmond.

Conclusion

REDI's recommendations and implementation measures for the Land Use Element provide the City of Richmond with ideas and policy prescriptions that can guide the City towards a healthier environment. These ideas include accommodating the City's growth through increased density in specific areas and inclusive mixed-income development in all of its neighborhoods. In addition, strategic planning is needed for the city's industrial areas to accommodate a myriad of interests, including business, quality jobs and open space. Finally, the City, in developing community plans, should strive for neighborhood-based planning that fosters meaningful engagement and embraces a range of ideas and vision from youth to the elderly and all those in between, including non-English speakers.



Housing Element

Safe, integrated, affordable housing options by maximizing city resources

Introduction

The need for safe, integrated, affordable housing is a pressing issue across the region, but in Richmond the need is even greater. Nearly half of Richmond households qualify as extremely low, very-low or low-income. Although Richmond is considered a city with lower housing costs than other cities in the Bay Area, the City's supply of affordable housing falls far short of meeting the needs of Richmond's lower-income residents.

Housing costs burden both renters and homeowners. A third of homeowners pay more than 30 percent of their household income on housing and two-thirds of these households spend 35 percent or more. Many renters are also overpaying for their housing. Households earning less than \$35,000 are hardest hit, with nearly a third of these households overpaying for their housing. This can be dire for lower-income households that are struggling to make ends meet.

An inadequate supply of affordable housing combined with high rates of unemployment and a lack of other economic opportunities lead to a high level of crime and violence. Many of the City's housing policies and materials have noted that reducing the level of violence in the City is a key goal of its housing and community development policies. However, to ensure that such policies reduce crime and violence, the City must promote quality affordable housing in close proximity to jobs and services.

As Richmond plans for its future and works to meet the needs of existing residents as well as newcomers, the City's challenge will be to ensure that equitable development is a *practice* and not just a *theory*.

Background

Each city in California is required to adopt a Housing Element as part of its General Plan and revise the Element every five years (Cal. Gov. Code §§ 65581, 65588). This Element must set forth a detailed plan to facilitate the creation of the City's fair share of the Regional Housing Needs Allocation (RHNA) at each income level — very-low, low-, moderate-, and above-moderate income (Cal. Gov. Code § 65583).

The Housing Element must identify and analyze existing and projected housing needs for residents of all income levels and incorporate scheduled programs for the preservation, improvement, and development of housing, including a program that will identify and make available adequate sites for housing (Cal. Gov. Code § 65583(a),(c)). In doing so, the city must analyze constraints to meeting its housing requirements and include a plan for removing such constraints (Cal. Gov. Code § 65583(a),(c)).

Richmond's current Housing Element, which was adopted in 2005, does not comply with several Housing Element Law requirements. For example, it does not contain the required land inventory (See Cal. Gov. Code § 65583(a)). The Housing Element also fails to clearly document the City's progress toward meeting its share of the RHNA at



each income level, and may have overstated the number of very-low, low- and moderate-income units that have been built. Moreover, as the City has acknowledged, the housing needs of the City's own low- and very-low income communities are greater than the needs represented in its allocated share of the region's need (See 2003-2008 Consolidated Plan at section 60).

Significant housing needs in Richmond must be addressed, including the following:

- **Impoverished Conditions:** Richmond's residents live under more impoverished conditions on average than residents in the County as a whole. Nearly half of Richmond's households (16,681 or 48%) have incomes in the extremely-low, very-low, and low-income ranges,³ which underscores the need for affordable and quality housing in the city.
- **Low-Income Renter Population:** Nearly half of Richmond residents (47%) are renters. In 2000, 62% of all renter households had low-incomes, compared to only one-third of owner-occupied households,⁴ again emphasizing the need for more affordable housing.
- **Housing Costs:** As a result of rising housing costs, in 2000, 19% of renter households and 15.6% of homeowners paid more than an affordable share (30%) of their income on housing (Housing Element at HE-20).
- **Housing Affordability:** Only 15% of the new homeownership units built in the 1990's were affordable to first-time homebuyers who earned 100% of Richmond's median income at the time.⁵ Worse yet, sale prices doubled between 1997 and 2002 resulting in even fewer people being able to own a home.⁶
- **Housing Overcrowding:** Over 15% of households in Richmond were overcrowded in 2000 (more than one person per room) due to the lack of affordable housing in the City.⁷
- **Rental Housing Unit Size:** Only 20 percent of the rental housing stock consists of units with 3 or more bedrooms, falling far short of meeting the needs of large households.⁸ For example, only 492 rental units with four or more bedrooms are available to meet the needs of 1,501 households with 6 or more persons.⁹
- **Housing Conversions:** Richmond is losing low-income subsidized housing units as demolished or converted public housing is not replaced. The city estimates that 1,141 federally-subsidized rental units are at risk of being converted to market rentals.¹⁰
- **Housing Safety:** Richmond's housing stock is old and potentially unsafe. 77 percent of Richmond's housing stock is over 30 years old and oftentimes

³ Housing Element at HE-14, Richmond Housing Element, City of Richmond 2001-2006, November 2005.

⁴ Housing Element at HE-12, Richmond Housing Element, City of Richmond 2001-2006, November 2005.

⁵ Consolidated Plan at 60, The City of Richmond Consolidated Plan 2003-2008.

⁶ Consolidated Plan at 52, The City of Richmond Consolidated Plan 2003-2008.

⁷ Housing Element at HE-16, Richmond Housing Element, City of Richmond 2001-2006, November 2005.

⁸ Consolidated Plan at 51, The City of Richmond Consolidated Plan 2003-2008.

⁹ Housing Element at HE-25, Richmond Housing Element, City of Richmond 2001-2006, November 2005.

¹⁰ Consolidated Plan at 55, 57, The City of Richmond Consolidated Plan 2003-2008.



contains unhealthy and unsafe housing conditions, including a high risk of lead-paint poisoning (Consolidated Plan at 46, 51).

Housing: Existing approach and Current Conditions

Richmond's current Housing Element includes many equitable development goals. For instance, it commits the City to "[c]reate decent, safe, and affordable housing in a wide range of types and densities and make it available to all existing and future Richmond residents, regardless of age, income level, or household size."¹¹ Similarly, the Housing Element policies and programs reflect a general commitment to accommodate the City's share of the regional housing needs at each income level as well as meet the housing needs of Richmond residents.

The draft Vision Statement for the updated General Plan also includes many goals shared by the REDI collaborative. The draft statement reflects a vision for an "[a]dequate supply of . . . safe, affordable, healthy, and quality housing . . . available to people, including very-low income residents, seniors, and people with disabilities" and "new development [that] benefits the surrounding community." It also recognizes the need for "[p]reservation and enhancement of existing housing" and "strong connections among transit, community amenities, and neighborhood centers."¹²

The challenge is to ensure that equitable development is a *practice* in Richmond and not just a *theory*. For instance, the current Housing Element includes a policy of "[g]iv[ing] priority, in the use of city programs and resources, to conserving and upgrading the City's existing housing stock rather than constructing new units, except for the construction of affordable units."¹³ In practice, however, City funds are regularly used to accommodate and promote the construction of high-income housing in the City.

The policies and implementation steps necessary to carry out the stated goals depend, in large part, on the City's willingness to amend its existing policies, propose new models to meet existing housing needs, and/or amend the City's redevelopment practices and policies that impact the City's affordable housing production. The draft Vision Statement has identified the need for some policy revisions, such as "[s]trengthening inclusionary policies" and "[e]nsuring appropriate in-lieu fees"¹⁴ and new policies, such as creating a "housing trust"¹⁵ and "building high-density housing"¹⁶. Putting these goals into practice will require detailed measures and commitment as well as regular follow-up to ensure effective implementation.

¹¹ Housing Element Goal A, Richmond Housing Element, City of Richmond 2001-2006, November 2005.

¹² HS-B, HS-18, HS-D, HS-F, City of Richmond General Plan Vision Framework, Draft 2.1, February 7, 2007.

¹³ Housing Element, at 27, Richmond Housing Element, City of Richmond 2001-2006, November 2005.

¹⁴ (HS-2), City of Richmond General Plan Vision Framework, Draft 2.1, February 7, 2007.

¹⁵ (HS-4), City of Richmond General Plan Vision Framework, Draft 2.1, February 7, 2007.

¹⁶ (HS-13), City of Richmond General Plan Vision Framework, Draft 2.1, February 7, 2007.



REDI's Principles and Goals for Equitable Housing

REDI urges the City of Richmond to advance the following principles and goals through the Housing Element of its General Plan, in order to ensure that Richmond's housing efforts are equitable and sustainable.

- Low-, very-low, and extremely-low income families have access to decent, affordable housing in mixed-income neighborhoods.
- A safe and healthy housing stock, free from environmental hazards and in compliance with health and safety standards.
- Development of housing affordable to lower-income families near amenities, health and social services, public transportation, and quality job opportunities.
- A jobs/housing balance in the City that will meet the housing and employment needs of lower-income families and individuals and reduce commute times.
- Any city incentives provided to real estate developers, such as density bonuses, redevelopment funds, or tax breaks, result in community benefits for local residents.
- The particular housing needs of special needs groups, including large families, single-parent households, seniors, persons with disabilities and homeless individuals and families, will be met.

The following measures are REDI's proposals for the implementation of its policy recommendations through the City's planning and other decision-making processes. REDI believes that these implementation measures can help make Richmond an affordable, safe and healthy city for all of its residents.

REDI's Policy Recommendations and Implementation Measures for the Housing Element

The following policies and implementation measures are designed to give life to the core principles and goals outlined above and to provide much needed clarity and specificity to our shared goal of a stronger, healthier and more equitable Richmond.

- A. Inclusionary Housing.** Amend the city's Inclusionary Housing Ordinance to ensure the production of affordable housing for low- and very-low income households in mixed-income projects and/or neighborhoods.
- A1. By _____, 20__ , the City Council will amend the Inclusionary Housing Ordinance, as follows:**
- A1.1 Implementation Measure:** Amend the Inclusionary Housing Ordinance to require a percentage of low- or very-low income inclusionary units.
- A1.2 Implementation Measure:** Only permit developers to pay in-lieu fees, instead of constructing the inclusionary units, under a narrow set of circumstances.



- A1.3 Implementation Measure:** Revise the in-lieu fee amount to reflect the cost of constructing an affordable unit.
- A1.4 Implementation Measure:** Devote 100% of in-lieu fees to the production or rehabilitation of low-, very-low income, and extremely low-income housing.
- A1.5 Implementation Measure:** Ensure transparent and public reporting of the in-lieu fee formula, the in-lieu fee amounts, the annual collection of in-lieu fees, and the in-lieu fee fund balance and expenditures.
- A1.6 Implementation Measure:** Prohibit the use of public funds to subsidize the production of inclusionary units.
- A1.7 Implementation Measure:** Impose more stringent inclusionary requirements in developments built on upzoned land.
- A1.8 Implementation Measure:** Include as one of the in-lieu options for partial satisfaction of the inclusionary requirement, the donation of land to the community land trust.

B. Transparent Activities. Ensure that the activities of Richmond’s Community Redevelopment Agency are transparent, in compliance with state law, and benefit low-income communities.

- B1.1 Implementation Measure:** By _____, 20___, the City Council will conduct an outside "limited scope" audit of the Community Redevelopment Agency’s funding practices and activities to determine whether, and ensure that, (a) the Redevelopment Agency is meeting its legal obligations to produce the statutorily required percentage of low and moderate-income and replacement housing; (b) the Redevelopment Agency is using the housing set-aside funds in compliance with state law; and (c) the Redevelopment Agency’s funding expenditures equitably benefit low-income and minority communities and subject them to no more than a fair share of the burdens.
- B1.2 Implementation Measure:** The City Council will require at least 10 percent of the units that the City counts towards its redevelopment production obligation to include three or more bedrooms for large families.
- B1.3 Implementation Measure:** The City Council will require that a percentage of units be appropriately designed to meet senior housing needs.

C. Tenant Rights. Ensure adequate protection against unjust tenant evictions and unjust increases in rents.



C1. The City Council will amend the Municipal Code by June 2009, as follows:

C1.1 Implementation Measure: Establish a residential rent adjustment program, prohibiting increases in the rent of continuously occupied rental units [above an established formula based on the Consumer Price Index.]

C1.2 Implementation Measure: Prohibit the termination of a rental tenancy, or the recovery of possession of a rental unit, unless a landlord is able to establish good cause. The City Council shall establish a set of allowable causes for termination, using models from other Bay Area jurisdictions with Just Cause ordinances.

D. Infrastructure Improvements. Ensure that infrastructure improvements benefit low-income communities.

D1.1 Implementation Measure: The City and the Community Redevelopment Agency will direct public funds earmarked for infrastructure improvements to low-income residential communities in order to benefit local residents and promote affordable housing.

E. Rehabilitation of Substandard Housing. Ensure the rehabilitation of substandard rental housing without displacing existing residents or raising their rent.

E1.1 Implementation Measure: By _____, 20__, the City Council will prioritize neighborhoods, based on their need for rehabilitation of substandard housing, and will direct the Redevelopment Agency to prioritize housing rehabilitation funds in those neighborhoods.

E1.2 Implementation Measure: By _____, 20__, the Office of Code Enforcement and the Community Economic Development Agency will create or fund community outreach and education programs to educate Richmond tenants on their legal rights and protections related to building regulations, health and safety code standards, complaints and enforcement.

E1.3 Implementation Measure: By _____, 20__, the City Council will amend Article VI of the Municipal Code, Building Regulations, as follows:

- Establish a systematic code enforcement procedure requiring Code Enforcement inspections of all residential dwelling units once every three years. The periodic inspection program codified in the Los Angeles Housing Code can be used as a model.



- Prohibit landlords from increasing rents after repairs have been made: a) to comply with building regulations and health and safety standards; b) following an inspection conducted by the Office of Code Enforcement or a formal request for such an inspection; or c) the issuance of a code citation.
- Strengthen eviction protections for tenants who have complained of code violations to, or requested code inspection by, the Office of Code Enforcement.
- Establish standardized relocation payments that landlords are required to pay to tenants displaced as a result of Code Enforcement repairs, with different payment amounts for permanently and temporarily displaced tenants.

E1.4 Implementation Measure: The City Council, after consultation with the Office of Code Enforcement and the Community and Economic Development Agency, will develop and implement, by _____, 20__, a city-administered rehabilitation assistance program to ensure that rental units are maintained and rehabilitated to comply with the Building Regulations, Health Code, and health and safety standards of the Richmond Municipal Code, even when landlords cannot or do not make necessary repairs. The Rent Escrow Account Program (REAP) of the City of Los Angeles can be used as a model.

F. Safe and Healthy Environmental Cleanup. Ensure that environmental cleanup assistance will be effective and safe and will be provided in areas that benefit nearby low-income residents.

F1.1 Implementation Measure: Ensure that contaminated lands in proximity to residential areas or areas planned for residential use are fully remediated to residential use levels.

F1.2 Implementation Measure: Ensure that environmental cleanup and improvement assistance funded with city resources benefit low-income communities.

F1.3 Implementation Measure: Require the installation of double-paned windows to effectively implement shelter-in-place safety alerts. Grants or other financing should be provided for low- and moderate-income homeowners.

F1.4 Implementation Measure: Work with government agencies and utilities to finance the retrofit of existing housing through “green” energy-efficient lighting, heating and cooling, cool non-toxic paints and sustainable building materials.



- G. Community Land Trust.** Establish a community land trust to ensure long-term affordability of Richmond’s housing, commercial, and industrial land stock, and to maximize the benefits provided to local residents through Richmond’s revitalization. (See also REDI Land Use Element Policy D)
- G1.1 Implementation Measure:** Convene a meeting with local community-based organizations including housing and economic development institutions to discuss the long term affordability of Richmond’s land. Bring in experts on land trusts to help participants understand the feasibility of a land trust in Richmond.
 - G1.2 Implementation Measure:** Develop an inventory of all city- and non-profit-owned property (including religious institutions), especially vacant or underutilized parcels.
- H. Health Impacts.** Assess the impact of housing development on health.
- H1.1 Implementation Measure:** By _____, 20___, the City Council will use health impact assessment or other methods to understand the likely impacts of future development on health, before approving projects.
 - H1.2 Implementation Measure:** Establish buffer zones where housing and industry exist in close proximity in order to better define residential neighborhoods and areas reserved for industrial activity, and minimize health and nuisance conflicts.

Connection to Health Element

The draft Health Element has a goal of “Access to Quality Affordable Housing.” This goal is critical to a healthier community because low-quality housing and a lack of affordable housing can lead to physical, mental and emotional strain.

During the REDI Leadership Institute workshops, community members voiced their concerns that housing prices and rents were extremely high to the point of being unaffordable for low-income families, young adults and people with disabilities. Community members also pointed to a shortage of shelters in the County to accommodate the homeless population as well as the health risks associated with living and working in close proximity to heavy industry and refineries.

According to a study in the American Journal of Preventive Medicine,¹⁷ inadequate housing supply is amongst the most prevalent community health concerns and can result in homelessness, overcrowding, displacement, economic stress and acceptance of lower quality housing - all of which have significant health impacts. Furthermore, homelessness has been shown to contribute to morbidity and mortality and

¹⁷ Anderson LM, et al. *Providing Affordable Family Housing and Reducing Residential Segregation by Income. A Systematic Review.* American Journal of Preventive Medicine. 2003;24 (3S):47-67.



overcrowding can facilitate the spread of infectious disease and lead to mental stress. Lower quality housing may lack proper ventilation, have problems with mold and contain lead, which has known health consequences. Finally, the cumulative impacts of mobile and stationary pollution sources can combine to put the community at greater risk of various health diseases, including asthma.

REDI's housing recommendations to amend the city's inclusionary housing ordinance, develop a model for rehabilitation of substandard rental housing and to ensure that infrastructure improvements benefit low-income communities are among recommendations that aim to increase the amount of affordable housing available for both rent and purchase. First, these policies can help reduce homelessness, contribute to less overcrowding, free homes from toxins such as mold and lead and free up more family funds for other vital needs, such as food and healthcare. Finally, REDI advocates the use of health assessment tools that provides greater understanding of how development impacts health.

Conclusion

REDI's recommendations and implementation measures for the Housing Element provide an opportunity for the City of Richmond to be a leader in equitable development by offering healthy, affordable, safe, and quality housing that meets the needs of low- and moderate-income homeowners and renters, and of existing and future residents.



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Transportation Element

Improving service and access in the urban core

Introduction

The need for improved transportation service and access is fundamental for Richmond, especially for those who are transit-dependent. According to the 2004 Community Based Transportation Plan (CBTP) sponsored by the Metropolitan Transit Commission (MTC) for the City of Richmond,¹⁸ the majority of non-automobile owners live in the City's poorest neighborhoods. Findings showed that households in the most transit-dependent neighborhoods of the Iron Triangle, North Richmond and Santa Fe all have median incomes below \$30,000. Subgroups of the community that are most impacted by a lack of quality transportation are seniors and youth.

The lack of automobile access especially impacts seniors. The CBTP showed that over 30 percent of elderly households lack automobile access, with the highest rates in the Iron Triangle. In partnership with REDI, youth from the Ma'at Youth Academy also noted their challenges with accessing public transit, especially after 7 pm when they need to get to various locations in and outside of the City. They also indicated a need for improved transportation accessibility in the form of extended routes and hours for public transit.

Many of REDI's transportation priorities are in line with those of the residents interviewed in the 2004 CBTP. These residents indicated their need for buses with more frequent weekend, late-night, and early morning schedules; safe routes to school and bikeways; effective and efficient access to healthcare, parks and recreation, supermarkets, school, and daycare. In addition, residents in the Parchester Village and Iron Triangle neighborhoods expressed, in the CBTP, the need for bus shelters, free/discounted youth bus passes, and safety provisions around walking and biking. These priorities are also supported by REDI.

Background

The Transportation and Circulation Element outlines the main issues related to transit, connectivity, and movement of both people and goods. It provides direction to the regional transit authorities, including the Contra Costa Transportation Authority, the West Contra Costa Transportation Advisory Committee (WCCTAC), the Metropolitan Transportation Commission, and AC Transit.

Transportation: Existing approach and Current Conditions

Traditional Transportation and Circulation elements focus on relieving automobile congestion through roads and highways, rather than developing a progressive strategy to relieve congestion through alternative modes of transit.

¹⁸ Metropolitan Transportation Commission, Richmond Area Community Based Transportation Plan, Final Report, February 2004.



The City of Richmond's General Plan Vision Framework acknowledges the need for "improved connectivity, transit-oriented development and alternative modes of transportation...especially for low-income and minority groups; and for seniors and along major arterials."¹⁹

The General Plan Issues and Opportunities report²⁰ on transportation and circulation - developed by Fehr and Peers, Transportation Consultants for MIG - focused primarily on pedestrian, bike and road/street improvements without a significant discussion on designing roads for optimal transit usage. REDI highly recommends that the City also incorporate into its overall analysis of priorities for the City of Richmond, the findings and priority projects identified in the Richmond Community Based Transportation Plan.

Residents in the poorest neighborhoods of Richmond, comprising 37,928 residents in the Iron Triangle, Parchester Village, North Richmond and Coronado neighborhoods, face extreme transportation challenges:

- **Younger Population in Poorest Neighborhoods:** Overall, the population in these neighborhoods is "young", with 32% of the population under the age of 18, and just 7% at or above the age of 65. This emphasizes the need for affordable public transportation for students as well as for parents to transport their children to day-care.
- **Heavier Reliance on Transit:** There is less of a reliance on driving and more on public transportation in Richmond's low-income neighborhoods compared to the Bay Area. Seventy nine percent (79%) of workers commute by automobile compared to 87% in the Bay Area. Twelve (12%) of those living in Richmond's poorest neighborhoods use public transportation and in the Iron Triangle neighborhood 20% use public transit compared to 10% in the Bay Area.
- **Longer Commute Times:** Sixty-eight percent (68%) of the study area's workers have a commute that exceeds 30 minutes, and 25% have a commute that exceeds one hour. Long commute times can especially impact those who work out of the area and, according to the population profiled in the CBTP, 56% of those employed in the study area travel outside of Contra Costa County for work.
- **Higher Percentage Lack Auto Access:** In the study area, 18% of households have no access to an automobile, with the highest rates in the Iron Triangle (26%) and North Richmond/Santa Fe (24%). In contrast, only 6.5% of households in the County as a whole lack access to a vehicle. Thirty percent (30%) of seniors 65 years and older in Richmond's low-income neighborhoods lack access to a vehicle.²¹

¹⁹ TR-C, TR-J, TR-1, TR-15, City of Richmond General Plan Vision Framework, Draft 2.1, February 7, 2007.

²⁰ Richmond General Plan Update, "DRAFT Issues and Opportunities Paper #8, Transportation & Circulation," May 2006.

²¹ Metropolitan Transportation Commission, Richmond Area Community-Based Transportation Plan, Final Report, February 2004.



REDI's Principles and Goals for Equitable Transportation

REDI urges the City of Richmond to advance the following principles and goals through the Transportation Element of its General Plan, in order to ensure that Richmond's transportation efforts are equitable and sustainable. The City should:

- Commit to maintaining and improving public transportation services throughout the city.
- Ensure that transit remains affordable to the most vulnerable populations of the community.
- Maintain and strive to improve air quality.
- Ensure that new transportation investments in amenities and services benefit low-income, transit-dependent communities in Richmond.
- Reduce automobile usage and vehicle miles traveled in Richmond.
- Promote alternative transportation modes by providing safe, attractive, and convenient routes for bicyclists and pedestrians.
- Improve residential streets with calmed and slowed traffic.
- Create a model bicycle- and pedestrian-friendly city where bicycling and walking are safe, attractive, easy, and convenient forms of transportation and recreation for people of all ages and abilities.
- Pursue regional, statewide, and national programs and policies that promote transportation alternatives to single-occupancy vehicles.
- Encourage seamless transfers and connectivity of residents to jobs, housing, services, and other transit-oriented development.

REDI's Policy Recommendations and Implementation Measures for the Transportation Element

The following policies and implementation measures are designed to give life to the core principles and goals outlined above and to provide much needed clarity and specificity to our shared goal of a stronger, healthier and more equitable Richmond.

A. Mitigate Transportation Impacts. Assess and mitigate transportation impacts of new construction by establishing a Transportation Services Fee.

A1.1 Implementation Measure: Ensure that new development does not impact existing transportation services and facilities. Analyze project and plan impacts on all modes of transportation, including transit riders, bicyclists, pedestrians, and motorists to determine the transportation impacts on air quality, noise, visual quality, or safety in residential areas. The City of Richmond should prepare a nexus study to enable the imposition and collection of a Transportation Impact Fee for new development projects.



B. Transportation Investments for Low-Income. Invest in transportation amenities, infrastructure, and networks that benefit low-income communities.

- B1.1 Implementation Measure:** Seek funding from local, regional, and county sources to improve transportation infrastructure.
- B1.2 Implementation Measure:** In an effort to reduce single-occupancy automobile usage and vehicle miles traveled, the City should prioritize transportation funds for non-vehicle transit such as public transit, pedestrian, and bicycle expenditures.
- B1.3 Implementation Measure:** Designate a network of transit-priority streets, such as San Pablo Avenue, Macdonald Avenue, 23rd Street, Cutting Boulevard, Richmond Parkway, and San Pablo Dam Road so that transit issues are prioritized during specific plan design and planning. Specifically, the City should assure that transit streets have appropriate characteristics for bus operations, by utilizing AC Transit's guide for integrating transit with communities. For example, red curbs or bus bulbs should be of appropriate size so that buses can quickly maneuver in-and-out of stops, and sidewalks should be wide enough for bus shelters and benches.

C. Transit Access. Provide equitable, safe and affordable transit access and services for low-income communities in the urban core.

- C1.1 Implementation Measure:** Work with AC Transit to develop solutions to improve bus headways and intervals.
- C1.2 Implementation Measure:** Participate in the administration of low-income discount youth passes funded through Measure J.
- C1.3 Implementation Measure:** Encourage and support AC Transit's efforts to extend hours of bus service, especially on weekdays and evenings.
- C1.4 Implementation Measure:** Pursue subsidies for low-income transit riders by working with regional transit authorities.
- C1.5 Implementation Measure:** Provide user-friendly, multi-lingual, real-time information, and well-lit bus bulb-outs on heavily-used bus stops.
- C1.6 Implementation Measure:** Implement improvements to make transit more convenient, dependable, and attractive, such as benches at bus stops, transit shelters, transit centers, and multi-lingual information kiosks and signs.



C1.7 Implementation Measure: The City, in coordination with the County's Paratransit Coordinating Council, will pursue Measure J and other fund sources to provide longer service hours, extended routes, and better weekend service that connect riders, particularly elderly and disabled residents, to Alameda County and other destinations in Contra Costa County.

C1.8 Implementation Measure: In collaboration with the County, continue to maintain and improve access and mobility for the disabled, seniors, and youth with programs such as paratransit, the taxi voucher program, and senior vans. Specifically, the City should work with paratransit service providers to better meet the needs of the disabled community, including: accommodating scooters and all types of wheelchairs, improving response time, expanding hours of service, and requiring drivers to take sensitivity training to better assist disabled riders.

D. Regional Transportation Access. Improve coordination with regional transportation and planning agencies.

D1.1 Implementation Measure: The City, including city planning and police representatives, shall coordinate and pursue funding with BART, AC Transit, WestCat and other regional agencies to address gaps in transportation services identified in the 2004 CBTP and to improve transit service to, from, and within Richmond.

D1.2 Implementation Measure: Jointly pursue funding from regional, state, and county agencies for transit, emission reduction programs and bike/pedestrian improvements.

D1.3 Implementation Measure: Work with the Police Department and Public Works Department to improve safety in transit zones.

E. Alternative Modes of Transportation. Promote alternative modes of transportation in new housing development and employment areas.

E1.1 Implementation Measure: Eliminate free or low-cost parking provisions from City employees' individual and union contracts.

E1.2 Implementation Measure: Establish automobile-use reduction goals for City employees.

E1.3 Implementation Measure: Promote commuter check, eco-pass and Guaranteed Ride Home Programs, Rideshare, vanpools and carpools to new and established employers in Richmond.



- E1.4 Implementation Measure:** Locate City worksites near major public transportation facilities to the extent feasible.
- E1.5 Implementation Measure:** Pursue private or public fund sources to support express shuttle service during peak hours between transit hubs and outlying worksites.
- E1.6 Implementation Measure:** Purchase only energy-efficient, gasoline-powered, "hybrid," bio-diesel and other alternative-fuel City vehicles.

F. Transportation Oriented Development. Intensify new density and development within one half mile of transit stations or one quarter mile of major bus routes.

F1. Encourage high-density and transit-oriented development along major transit corridors, such as San Pablo Avenue and Macdonald Avenue near the BART, in order to curb sprawl.

F1.1 Implementation Measure: Wherever possible, locate public and private institutional uses and community service centers that serve city residents or have a regional-service orientation on transit corridors near public transportation so as not to disrupt adjacent residential areas.

F1.2 Implementation Measure: Implement traffic-calming methods on bus routes that are compatible with bus operations, for example, properly timed traffic signals, enhanced crosswalks, and bus or pedestrian bulbs.

F2. Encourage shared parking in dense corridors. Minimize the total amount of parking needed by pursuing the development of shared (public and/or private) parking facilities in dense areas.

G. Limit Low Density near Major Transit and Rail Stations. Limit low-density development (e.g. one or two story office buildings), low density residential and auto-related uses (e.g. surface parking lots, automobile sales lots, stand alone big box retail etc) particularly within 2,000 feet of an existing or planned rapid transit or light rail station.

H. Municipal Transportation Point Person. Provide a municipal point of contact for citizens and businesses to receive and disseminate information on transportation services and policy.

I. Minimize Unhealthy Goods Movement Impacts. Establish goods movement (truck, rail, and ship) routes and schedules that will minimize health, safety, and noise impacts on the community and promote adoptions of cleaner technology and fuels.

J. Improve Air Quality. Maintain and strive to improve air quality through transportation planning that incorporates environmental justice principles.



- J1.1 Implementation Measure:** Take appropriate measures to meet Bay Area Air Quality Management District's (BAAQMD) goal for improved air quality by continuing to participate in regional planning activities.
- J1.2 Implementation Measure:** Work in coordination with the Contra Costa Redevelopment Agency to develop alternative routes for trucks to travel that minimizes the use of neighborhood streets and which are supported by the community, local businesses and local jurisdictions.
- J1.3 Implementation Measure:** Pursue future funding opportunities to implement the construction of alternative truck routes.
- J1.4 Implementation Measure:** Identify potential emission sources of airborne toxins from mobile and stationary sources, following the adoption of the General Plan and make these results public. This may be in coordination with the California Air Resources Board and BAAQMD, as appropriate.
- J1.5 Implementation Measure:** Explore options, such as the distribution of educational materials, to encourage Richmond residents and business to use transit alternatives in order to reduce air pollution and minimize costs.

Connection to Health Element

The draft Health Element has a goal of "Access to Public Transit and Safe Active Transportation." This goal is critical to a healthier community as the lack of good public transit and walkability has been found to lead to more anxiety, stress and unhealthier living conditions because residents are left without access to jobs, health care services, financial institutions, grocery stores and parks.

Community members working with REDI expressed their concern that public transportation in Richmond is infrequent and provides inadequate access to much-needed services, such as day-care, housing and jobs. They indicated that public transportation is challenging, especially at nights (due to safety issues), because of the limited number of off-hour buses for senior citizens and those with limited English skills. In addition, residents stated that pedestrian and bicycle accommodation is deficient in many areas throughout Richmond, including major thoroughfares like Macdonald Avenue.

The lack of good public transit and walkability options can lead to more anxiety, stress and unhealthier living conditions as residents do not have easy access to parks, health care services, and other services. The lack of pedestrian-friendly sidewalks and access to parks and safe open space hinder physical activities, which, in turn, increases heart disease, diabetes, obesity, blood pressure, and other illnesses. Similarly, living in close proximity to diesel truck routes and rail lines impacts physical health because of the



emissions of numerous pollutants, including diesel particulate matter (PM) and nitrogen oxides (NOx) pollution.

Establishing and implementing REDI's recommended transportation policies can lead to improved health conditions. These policies would improve public transit by ensuring easier access to services, health providers, grocery stores, and social networks that can curb physical ailments and enhance emotional well-being. Furthermore, policies that promote higher housing and retail density in major transportation corridors can promote walking, biking and use of public transportation, which, in turn, promote more physical activity that leads to a reduction of ailments, including obesity and high blood pressure. REDI's transportation recommendations and implementation measures seek to minimize the health impacts connected to transportation and walkability.

Conclusion

REDI's policy recommendations and implementation measures for the Transportation Element support policies and practices that provide opportunities for greater accessibility, affordability, a healthier environment, greater public participation, accountability and fairness. Our policies ensure that transit investment prioritizes the needs of transit-dependent communities, provides greater protection from toxic sources, and reduces transportation pollution on specific neighborhoods. In addition, REDI's policies seek greater accountability from local and regional governments so that projects, funding, and activities reflect community priorities.



Economic Development Element

Strategic planning for quality jobs and local entrepreneurship opportunities

Introduction

As the City of Richmond plans its development for the next 20 years and beyond, it is essential that it engages in long-term strategic planning that addresses poverty by providing a range of quality jobs and local entrepreneurship opportunities for local residents and the community-at-large.

Richmond is facing near unprecedented levels of real estate development and industrial restructuring, all of which offer opportunities for Richmond to expand its economic development, especially when these opportunities are combined with its many assets, such as a diverse workforce, a transportation hub that includes BART and Amtrak, easy access to major freeways, and a beautiful shoreline. The City has the opportunity to ensure that all residents benefit from Richmond's economic opportunities.

As the City goes about planning for these opportunities, it must also contend with persistent challenges, such as high poverty when compared to the region, higher unemployment, especially among young African-American men, and low-wage work. These challenges can all contribute to higher rates of violent crime, homelessness, and a vast array of other issues.

REDI's community-based organizations and their members have continually expressed the need for better employment opportunities, especially for youth and parolees. As Lori Chinn, Richmond resident and president of the Richmond ACORN Chapter stated at REDI's Leadership Institute, "With all the development coming in, once everything is built, then what?" "We need jobs that will sustain Richmond residents, especially those that are the hardest to employ like parolees."

Local High-School youth of the Ma'at Youth Academy, also working with REDI, expressed their vision for economic development. They want the City to encourage the growth of businesses that hire local youth and which addresses the youth market, such as youth-oriented retailers and active lifestyle businesses like roller rinks. It is evident that those in Richmond want economic development that expresses their needs as, workers, consumers and employers.

Background

Economic Development is the use of public resources to increase economic activity or the attraction, retention, and expansion of businesses and jobs in a geographic area. With cities facing dwindling resources and shrinking budgets, local governments often prioritize tax and revenue generation over poverty alleviation or local hiring when considering their plans for economic development.

The Economic Development element is not a mandatory element of the General Plan. It largely overlaps with the Land Use element with lesser overlaps to the Housing and Transportation elements. Many cities in California use the Economic Development or



Economic Prosperity element to address not only business attraction and retention, but also job quality, workforce development, local hire, and crime reduction as well as an analysis of the city's economic conditions and markets.

Economic Development: Existing approach and Current Conditions

The City of Richmond's General Plan Vision Framework and its current draft Economic Development element envision several commendable steps toward equitable economic development, including references to "quality jobs and employment" as well as policy directions regarding Richmond's diverse workforce, job training, green businesses, local hire, and development benefiting surrounding communities. However, the issue of poverty alleviation is absent, along with living wage jobs and a definition of "quality jobs" that includes wages, benefits, and opportunities for advancement.

Richmond faces deep challenges when it comes to helping its residents overcome employment obstacles through economic development. Consider the statistics:

- **Poverty Rates:** Poverty rates in Richmond (27%) are significantly higher than in the East Bay (20%). Likewise, unemployment rates are persistently higher (7.7% versus 5.2% throughout the East Bay).
- **Richmond Job Wages:** Over 4 in 10 jobs in Richmond (44%) do not pay enough for a family of four to make ends meet (Basic Family Wage of \$16.88 per hour).
- **Growth in Low-Paying Jobs:** Richmond is seeing an increase in low-paying jobs, while at the same time; it is losing high-paying jobs. The average wage of jobs gained in Richmond (\$16.61 per hour) is lower than that of the jobs lost (\$17.81 per hour).
 - Specifically, service-sector jobs, which tend to be low-paying led employment growth between 1980-2005, which amounts to 62% or two out of the three new jobs. This means that two out of three of the new jobs in Richmond or 62%, which is significantly higher than the growth in the surrounding East Bay region, saw a 49 percent increase in service-sector jobs.
 - Mirroring national trends from 2001-2004, Richmond's Manufacturing, Wholesale, and Transportation (MWT) sector lost about 1 in every 5 jobs (a 20% decrease or over 2,000 jobs), while health, educational, and recreation services grew by 17%, or over 900 jobs, showing a loss in sectors that traditionally have provided higher wages for workers.
- **Richmond Residents and Low-Paying Jobs:** Almost 1 in 5 Richmond residents (18%) work in lower-wage, service occupations, versus 1 in 7 residents in the East Bay (13%). Likewise, fewer residents (33%) work in higher paid professional occupations than residents in the East Bay (42%).
- **Few Richmond Residents in Richmond Jobs:** Among Richmond residents who are currently employed, only 21% actually work in Richmond—a much smaller percentage than in other East Bay cities. This suggests that residents are not benefiting from good jobs close to home and are traveling farther distances to work.



REDI's Principles and Goals for Equitable Economic Development

REDI urges the City to advance the following principles and goals through the Economic Development element of its General Plan, in order to ensure that Richmond's economic development efforts are equitable and sustainable.

- Conduct strategic planning that establishes long-term priorities and criteria for economic development to guide future development and growth.
- Promote economic development that alleviates poverty, reduces crime, and develops a strong workforce.
- Use new development capital and investment to enable existing low-income residents to access job-training and support to overcome economic and employment challenges.
- Prioritize high job-quality standards, including sustainable wages, childcare, healthy working conditions, and other employment support, in new economic development projects.
- Integrate land use policy with economic development, workforce development, and environmental sustainability.
- Collaborate with unions, nonprofit organizations, and major employers to strengthen job-quality and job-training pipelines.
- Promote and nurture local community entrepreneurship opportunities.

The following policies and implementation measures are designed to give life to the core principles and goals outlined above and to provide much needed clarity and specificity to our shared goal of a stronger, healthier and more equitable Richmond. These policies are consistent with the Vision Framework. The specific sections of the framework that are relevant to the policies and implementation plan in question are highlighted below.

REDI's Policy Recommendations and Implementation Measures for the Economic Development Element

The following policies and implementation measures are designed to give life to the core principles and goals outlined above and to provide much needed clarity and specificity to our shared goal of a stronger, healthier and more equitable Richmond.

- A. Impact Studies and Conditional Use Permits.** Require early study of the impacts of proposed economic development projects, including evaluation of positive and negative financial impacts, and job-quality assessments. Require conditional use permits for all large-scale developments in order to ensure ongoing accountability to the city.
- A1. Require Community Impact Studies for new large-scale developments that require changes in zoning or land use, and for subsidized projects.** A Community Impact Study (CIS) is a tool



for decision makers and the public to assess both positive and negative social and economic impacts of large development projects, prior to project approval. A CIS not only provides an estimate of the number and quality of jobs, financial impacts, and other important factors, but also provides a comparison of existing and predicted community conditions. The data gathered through the CIS can introduce predictability to the approvals process and applies the same standard of information to all developers. The CIS objectively measures the impacts, both positive and negative, of development on low-income communities of color, including specific impacts on workforce and jobs, environmental justice, and affordable housing.

Each CIS shall include the most specific and current information known at the time regarding:

- The project's financial cost, including subsidies, infrastructure improvements, and changes to city services;
- The amount of anticipated tax revenues and any restrictions on or dedications of that tax revenue;
- The cumulative impacts of new developments, toxic exposure and buildup, cleanup procedures, and industry concentration on human and public health conditions, including any racial or economic disparities in impacts;
- The net number and type of construction, state-certified apprenticeship, and permanent jobs generated;
- The wages and benefits likely to be provided for such jobs;
- The impact of the development or zoning change on existing wages, benefits, and income levels;
- The accessibility of new jobs for local hire of Richmond residents, including those with less than a college education, parolees, and youth;
- The extent to which the proposed development will capture a share of retail sales in the City and the anticipated positive or negative impacts on existing businesses, including the potential for blight resulting from retail or other business closures;
- The number and size of housing units to be created, the affordability levels thereof, and the proportion of rental and ownership units;
- The impact on the current public transit system, pedestrian pathways, and bike lanes; and
- The demand for and availability of childcare and other support for working families.



A1.1 Implementation Measure: By _____, 20___, the City Council shall enact and make effective an ordinance requiring the City to release a CIS for any development project that will either:

- include over 80,000 square feet of built space, 250 residential units, or \$500,000 estimated construction costs and requires a discretionary approval or legislative action by the City, or
- include over 50,000 square feet and for which the developer requests a subsidy from the City or the Redevelopment Agency.

This ordinance shall describe the specific information to be included in a CIS, including the information described above. The ordinance shall also describe the procedure for public release and consideration of the CIS by the Planning Director, Redevelopment Director, Planning Commission, City Council, Redevelopment Agency Board, and at public hearings.

The ordinance shall require that the study be released to the public at least 90 days prior to project approval in order to allow for changes to the project in response to the information contained in the CIS. After the above date, if the City Council has not adopted and made effective an ordinance consistent with this General Plan Element (Economic Development, A.1), then the City Council may not approve any development project falling into any of the above categories. Any such project approval after the above date and prior to or without the enactment of an ordinance consistent with this Element shall be inconsistent with this General Plan.

A1.2 Implementation Measure: The Planning Department should contract with a consultant to develop a CIS analysis template for all projects.

A2. Expand the City's conditional use permit system to require conditional use permits for large-scale development projects. Developments meeting square footage and unit thresholds below should trigger conditional use permitting as projects of this size always have a major impact on surrounding neighborhoods. Additionally, such projects should require a CIS, as described in A.1, above. Finally, the conditional use permitting system should include applications for new developments as well as expansions of existing developments.



A2.1 Implementation Measure: By _____, 20___, the City shall revise its ordinances requiring conditional use permits, as follows:

Require a conditional use permit for all development projects that meet the following definition of “Major Development Projects”: A Major Development Project is any project that includes the construction of, the addition to, or the alteration of, any buildings or other structures that create or add 250,000 square feet or more of warehouse floor area, 250 housing units, 350 or more hotel/motel guest rooms, \$500,000 construction value, or 80,000 square feet or more of floor area in retail, commercial, industrial, or other non-residential or non-warehouse uses; with the total sum including all parts of a larger project, such as piecemeal additions to a building, or multiple buildings on a lot, as determined by the Planning Director. This definition would also apply to additions and expansions of current development projects that reach the square footage, unit, and room thresholds outlined above.

Require the following procedures when considering a conditional use permit application for a Major Development Project:

Release of a Community Impact Study (CIS), as described above;

- Release of a Community Impact Study (CIS), as described above;
- Review by the Planning Director and the Planning Commission;
- Public hearings and appeal procedures.

A3. Regularly study and publish reports on the city’s and region’s economic trends. Update Richmond’s economic development strategies to respond to changing market conditions and economic trends. This information will inform the issues studied in the CIS and guide the specific uses that require a conditional use permit.

B. Targeted Hiring and Job Training. Expand targeted hiring goals and job-training opportunities for all Richmond residents, particularly low-income residents.

B1. Regularly assess and report enforcement and outcomes from the city’s recently expanded Local Employment Program, which currently covers city-assisted businesses, contracts and construction as well as permanent operational jobs.



B1.1 Implementation Measure: Ensure that quarterly reports are produced and available for public review and comment.

B1.2 Implementation Measure: The City should convene and facilitate a social justice committee, or a subcommittee of the Workforce Investment Board, comprised of community organizations, labor organizations, employers, and agency staff to ensure full compliance as well as evaluation of the City's Local Employment and Living Wage ordinances, and small business incentives.

B2. Re-evaluate and establish new criteria for selecting the top three industries or business sectors in Richmond for targeted workforce development investment. In making decisions that influence private sector investment and job growth, the City currently prioritizes high-tech, biotech, health sciences, retail and restaurant, food production, importation, and distribution (City of Richmond May 2007 Community and Economic Development Strategic Plan Update). However, the quality of job opportunities and availability of job training for local residents are not clearly defined or outlined within these sectors.

The City should re-evaluate its business and workforce investment priorities, and choose three (3) business sectors for targeted workforce development investment. The following criteria should help prioritize industry and business sectors that provide the most opportunities for quality jobs and training, given Richmond's workforce needs:

- Provision of living wages and benefits;
- Job accessibility for those with less than a college degree;
- Availability of career ladders to move up;
- Focus on hard skills training;
- Existence of strategies and support programs specifically targeted at those hardest to employ such as parolees, youth, single mothers, and those with Limited English Proficiency;
- Industry or company compliance with workplace laws and respect for workers' rights.

B2.1 Implementation Measure: Through city ordinance, adopt the criteria above for determining targeted workforce investment priorities.

B2.2 Implementation Measure: Identify the City's top three (3) business sectors that match all or a majority of the criteria listed above. Promising industries and business sectors include the green energy efficiency sector, healthcare sector, and construction sector (including apprenticeships, where



the potential exists to build off Richmond's construction job training programs). Model training programs to consider are the Solar Richmond training program (green jobs), the Shirley Ware Education Center in Oakland (certified nursing assistants), and the San Diego Imperial Counties Labor Council Training in construction.

Every three years, conduct labor market and economic development research to ensure that the top three (3) business sectors are the strategic industries for a workforce intervention.

B2.3 Implementation Measure: City Employment and Training staff, along with RichmondWorks, should anchor a five-year targeted job training program in the top three (3) business sectors that meet the criteria above. RichmondWorks would play a key role in coordinating the program and screening training applicants.

Structure the targeted workforce investment program to include both job preparation and job readiness training, as well as on-the-job training and skills-based training in key sectors.

B2.4 Implementation Measure: Analyze the skill, education levels, and job readiness of Richmond residents in key sectors, and identify opportunities to move local residents into jobs as well as up the jobs ladder.

B2.5 Implementation Measure: Convene the Workforce Investment Board (WIB) to set goals and benchmarks for the targeted workforce investment training program. If they are not represented on the WIB, ensure active participation by local labor unions, resident-based community groups, business associations, employers, and educational institutions such as community colleges, school districts, and adult school programs. These listed stakeholders should advise City Employment and Training staff on the development and progress of the targeted business sector workforce investment training program. Ensure stakeholder participation on a local monitoring committee for the training program, whether as a subcommittee of the WIB or through a committee convened and facilitated by City Employment and Training staff.

B2.6 Implementation Measure: Identify funding sources for targeted workforce development investment, including developer contributions and seed money from Development Agreements. Require a contribution from businesses receiving City subsidies.



B2.7 Implementation Measure: Implement policies or amend the City's Local Employment Program to incentivize trainees to be hired on city-supported projects, such as businesses leasing City land or developments that require discretionary approval over local land use changes. Engage developers and businesses in shaping the targeted workforce training and providing trainers, so that the program meets the needs of employers and maximizes the chances that trainees will be hired at the end of the training.

B2.8 Implementation Measure: Increase staff capacity at RichmondWorks to assist training participants in job placement and retention in key sectors.

B2.9 Implementation Measure: Encourage RichmondWorks to hold at least four job fairs a year that are focused on moving those who face significant employment barriers into sustainable and quality jobs, including jobs for youth, parolees, single parents, and those with Limited English Proficiency.

B3. Enact an ordinance to establish a First Source Fund. This Fund would generate dollars based on an allocation of 2% of the project budget for each city-based eligible capital project and would be used to support and administer the First Source Employment Program. *(Note: The City of Berkeley has established such a Fund, using a similar funding source for its local hire and job-training program.)*

B4. Explore a Workforce Training Impact Fee to help fund the targeted job training measures described herein. Conduct a nexus study of a Workforce Training Impact Fee for developments and businesses in Richmond.

C. Quality Jobs. Prioritize, retain, and create jobs that pay family-supporting wages with good benefits and healthy working conditions for unskilled and semi-skilled workers and low-income residents.

C1. Use job quality criteria, such as wages, benefits, and opportunities for advancement, to make decisions about city priorities on development decisions, business attraction, and subsidies.

C2. Expand the application of living wage policies to traditional low-wage industries like janitorial, housekeeping, security guards, and cashiers.

C3. Support state and federal legislation, through City Council resolution, in order to increase employee health benefits and address rising healthcare costs.



D. Industrial Development and Retention. Evaluate and plan for industrial development and retention alongside other forms of development such as housing, retail, and commercial office development. Create a long-term strategic plan for Richmond’s industrial land and create clear criteria for the conversion of industrial land to other uses. This section reflects workforce measures related to industrial land. See also REDI’s Land Use Element Policy A, which explains in greater detail REDI’s policies and implementation steps related to industrial land development and retention.

D1. Create a long-term strategic plan for Richmond’s industrial land that provides a framework for future industrial land use and economic development decisions.

D1.1 Implementation Measure: Conduct a comprehensive survey and analysis of Richmond’s industrial land, including, but not limited to, current uses, new net-job growth, job density, job quality wages and benefits), vacancy rates, land values, emissions and environmental impact, access to transportation infrastructure (rail, highway, and bus and transit centers), proximity to residential neighborhoods, regional concentration, and contribution to regional economy. (This is similar to REDI’s Land Use Policy Element A1.1).

D1.2 Implementation Measure: Adopt clear criteria for conversion of industrial land to other uses. These criteria include assessment of the economic contribution of the subarea (in terms of jobs), proximity to neighborhood services, and net fiscal impact on the city. The Cities of San Jose and San Diego have adopted a set of criteria to be used when evaluating conversion of industrial land to other uses. Richmond should adopt a similar set of criteria for targeted areas.

D1.3 Implementation Measure: When land is converted to other uses, require community benefit outcomes, including high cleanup standards, provision of affordable housing or funding for affordable housing, local hire for on-site jobs and construction, targeted workforce training investment, and hiring trainees for new or expanded projects (See REDI’s Housing Element policies relating to provision of affordable housing and housing accessible to low- and moderate-income households).

D1.4 Implementation Measure: Investigate industrial land conversion fees that help fund development of replacement industrial space in other parts of the city. These conversion fees can also be used to upgrade the operations of businesses that must operate in a more residential environment and can help relocate displaced businesses.



(Note: Such policies have been considered in New York City to help preserve jobs in the city.)

D2. Retain some industrial land to balance jobs-producing and uses with other land uses in Richmond, and ensure that any and all retained land produces a maximum of benefits and a minimum of negative impacts for local communities.

D2.1 Implementation Measure: Ensure high standards for transition to less toxic and more energy-efficient operations for all industrial land that is retained.

D2.2 Implementation Measure: Ensure local hire and local workforce training for new workers in manufacturing, warehousing, distribution, or other industrial occupations. Expand existing manufacturing training programs from eastern Contra Costa County to West Contra Costa County and Richmond.

D2.3 Implementation Measure: Develop and implement a strategy to attract green industrial businesses to Richmond that will train and hire local residents, especially low-income residents in “green sector” jobs. Set goals and timetables for creation of green jobs.

D2.4 Implementation Measure: Work with Port tenants to reduce emissions from Port ships through “shore-side power supply” and retrofit or replace older equipment. Encourage the Port and other industry to reduce health and nuisance impacts from rail and truck traffic.

D2.5 Implementation Measure: Before approving specific projects or expansions, assess the cumulative adverse human health impacts of increased industrial use such as toxic buildup. For existing businesses and projects in industrial land use areas, evaluate the cumulative human health implications and disparities including toxic buildup, exposure, and cleanup impacts of current industries that are currently concentrated in Richmond.

Additionally, the city should utilize the California Environmental Protection Agency (EPA) Advisory Committee on Environmental Justice’s definition and recommendations regarding assessment of cumulative impacts, and further utilize the New Mexico Environmental Health Act as a template for cumulative impact studies.

E. Impact Fees and City Services. Impose impact fees to mitigate foreseeable, identified impacts of large developments and to raise standards and expectations for community benefits that large projects should deliver. Establish city and public service employment levels that keep pace with new development.



- E1. Conduct nexus studies on impact fees for job training, affordable housing, and other neighborhood services,** including parks access and nutrition and health services.
 - E2. Establish community impact fee requirements when supported by nexus studies under E1.**
 - E3. Establish city and public service employment levels that keep pace with new development.** Retain and retrain laid off public sector workers in promising and growing business sectors in Richmond.
- F. Local Disadvantaged Businesses.** Promote and preserve local disadvantaged businesses as part of the City’s neighborhood revitalization efforts.
- F1. Explore the right of first refusal when new commercial space opens up,** so that local/small businesses have the first opportunity to establish a business or expand. Encourage new developments to set-aside affordable commercial and retail space for local disadvantaged entrepreneurs.
 - F2. Support increased loan and façade improvement programs for small/local/ethnic merchants.** Support local incubator programs that promote local entrepreneurship.

Connection to Health Element

The draft Health Element has a goal of “Access to Economic Opportunity.” This goal is important for a healthy community because employment, income and benefits are closely tied to health outcomes. Income levels are strongly associated with life expectancy, premature death and risk of early child birth.

During REDI’s Leadership Institute, community members voiced concern over the lack of employment opportunities for Richmond residents and the fact that many jobs do not match the skill sets of residents. Additionally, the jobs that are available and for which residents have the necessary skills are located in unsafe and unhealthy environments. Finally, community members expressed a concern that there is a dearth of jobs for senior citizens, youth, ex-felons and homeless people in the city.

Economic strain due to unemployment or low-wage jobs can result in one making a choice between housing, food, and healthcare. Studies have also shown that economic stress can cause depression in mothers and that low wages, unemployment and poor working conditions are linked to mental health issues. Unemployment is associated with cardiovascular disease, higher mortality, hypertension, and depression. Additionally, lack of employment is associated with violent crimes, including assault and murder, both of which can cause further stress, fear and grief in a community.



Establishing and implementing REDI's policies, which include creating workforce and targeted training opportunities for residents and tools to measure social impacts of development on communities, will help increase local employment opportunities and the number of quality jobs. Higher income levels are strongly associated with higher life expectancy, the prevention of premature death, and lower risk of early childbirth. Jobs with living wages and health benefits allow low-income families to be able to afford adequate housing, nutritious food and better health care. Accessing preventative health care can prevent serious illnesses, allow for early diagnosis and ensures healthier childhood development. All of REDI's economic development recommendations and implementation measures seek to ease the negative health impacts caused by a lack of access to economic opportunities.

Conclusion

REDI's policy recommendations and implementation measures for the Economic Development Element provide an opportunity for the City to create a long-range plan that continues to build on the City's existing activities to help foster and provide greater economic opportunities. These opportunities will connect residents to quality jobs and workforce training, help local businesses prosper, help the City prepare for growth sectors, and promote land use policy that encourages balance and long-term sustainability.

