

**CITY COUNCIL**

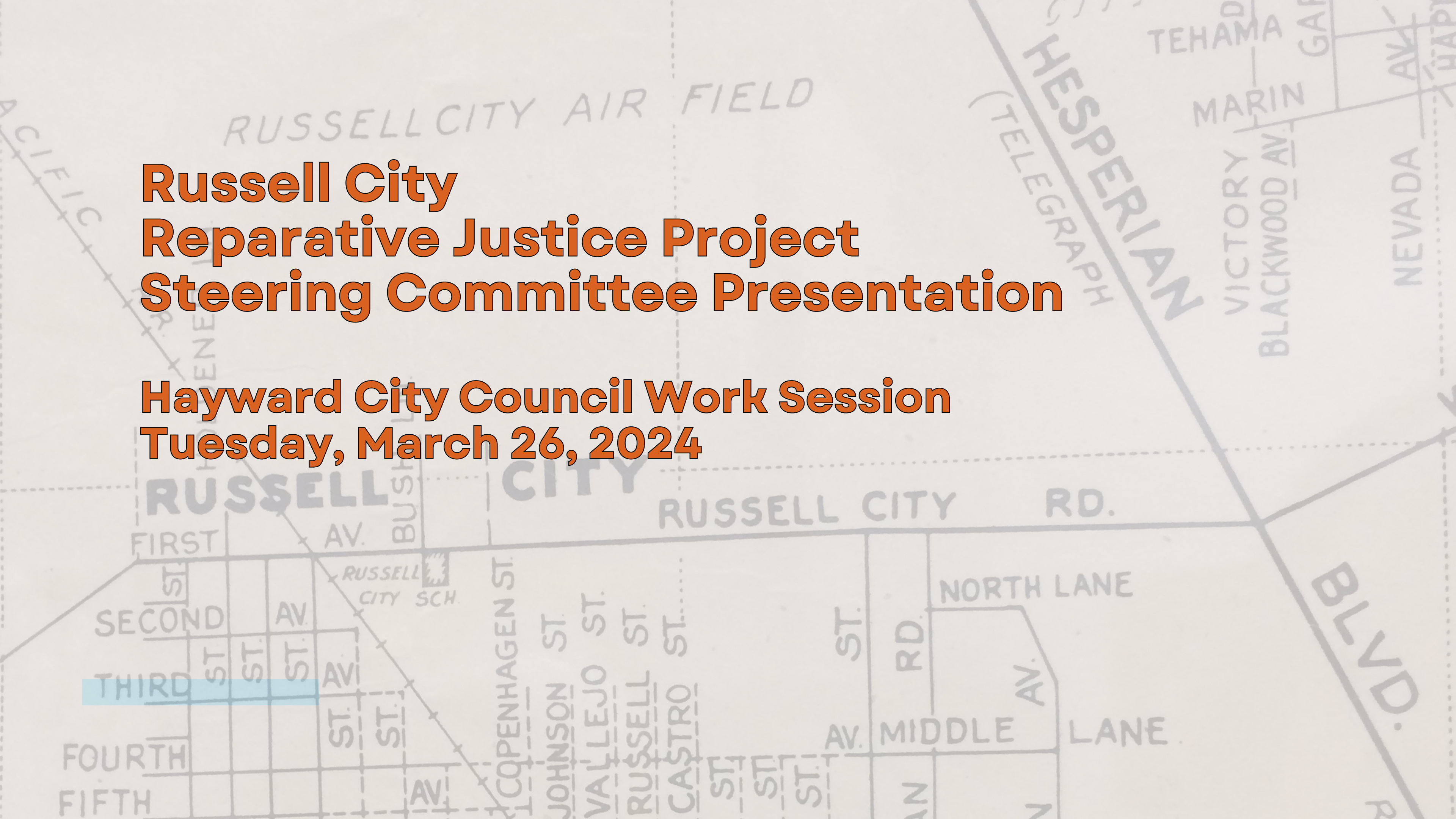
**MARCH 26, 2024**

**PRESENTATIONS**

**ITEM #10**

**WS 24-005**

**Russell City Reparative Justice  
Project**



**Russell City  
Reparative Justice Project  
Steering Committee Presentation**

**Hayward City Council Work Session  
Tuesday, March 26, 2024**

**The Russell City Reparative Justice Project Steering Committee Members agree that Reparative Justice for the former residents and descendants of the Russell City community includes:**

- **Addressing the harm inflicted**
- **Holding everyone who caused the harm accountable**
- **Placing all options for reparations and restitution on the table for consideration**
- **Correcting the historical record**

**In the final analysis, for the former residents and descendants of Russell City, Reparative Justice means:**

***Repairing the Harm. Restoring the Land. Repaying the Debt.***

Work Sessions, Public Meetings, an RCRJP Retreat



Circle Up, SF State Research, Ceres Policy Research Group

Community Survey, 26 Draft Recommendations, RCRJP Priority Rankings & Input, and Community Outreach & Feedback

# The Path to Justice for the Russell City Community:

- Multidisciplinary and involves multiple stakeholders
- Requires additional timely research, dedicated staff and resources
- Serves as a blueprint for an inclusive future that prevents injustices from happening again

Repair the Harm

Restore the Land

Repay the Debt

# Looking Ahead...

Achieving Reparative Justice for the Russell City community  
involves recognizing historical injustices  
and using their impact  
for substantial and meaningful transformation



Please rank from 1 – 26 (1 being the highest, and 26 being the lowest) each of the recommendations that the Ceres Research Group put forward in their report “Reclaiming Russell City: A Comprehensive Approach to Reparative Justice and Community Renewal”. Using the framework of the Five (5) Pillars of Restorative Justice, the Ceres Research Group presented a total of twenty-six (26) distinct and identifiable recommendations which are highlighted below.

There were four (4) recommendations presented in the Restitution Pillar, three (3) recommendations presented in the Compensation Pillar, six (6) recommendations presented in the Rehabilitation Pillar, seven (7) recommendations in the Satisfaction Pillar and six (6) recommendations in the Guarantee of Non-Repetition.

The results of the ranking of these “recommendations” will be used to qualify the effective priority of the recommendations that have been presented to the Steering Committee for our consideration.

<b>CERES RESEARCH GROUP TWENTY-SIX (26) PROPOSED RECOMMENDATIONS</b>										
#	RANK	Restitution	RANK	Compensation	RANK	Rehabilitation	RANK	Satisfaction	RANK	Guarantee of Non-Repetition
1		Property Restoration and Fair Compensation in Russell City		Establishment of a Community Fund:		Infrastructure Development:		Official Apologies and Acknowledgment:		Policy Changes:
2		Restitution for Denial of Infrastructure and Community Base:		Compensation and Support for Russell City's Former Residents:		Environmental Justice and Health Initiatives:		Memorials and Commemoration:		Education and Awareness Programs:
3		Human Rights and Restoration of Property:		Free Education for Descendants:		Employment and Economic Opportunities:		Transparency and Accountability:		Community Engagement and Accountability:
4		Russell City Comprehensive Housing Initiative:				Educational Scholarships and Support:		Education and Documentation:		Publication and Storytelling:
5						Preventing Recurrence and Legal Changes:		Recognition of Russell City Luminaries and Documentation of Contribution:		Community Land Trusts and Housing Policies:
6						Russell City Community Center:		Revitalization of Russell City's Heritage and Community Spaces:		Revised Eminent Domain Law and Community Governance:
7								Russell City Cultural Heritage Preservation Commission:		

## Restitution

### 1. Property Restoration and Fair Compensation in Russell City:

Addressing the historical injustices faced by property owners in Russell City requires a multifaceted approach. For owners unable to reclaim their lands due to existing infrastructure or businesses, it is imperative that compensation be provided at the full 2023 market value. Additionally, for lands



currently under lease to companies, redirecting leaseback payments to the original owners or their descendants is a just course of action. Beyond the land itself, the county must recognize the inherent value of the homes and structural investments made by residents. In instances where direct property restoration is not feasible, compensation should reflect both current market values and the historical significance of these properties. All reparative actions should be undertaken with transparency, and it's crucial to actively involve the affected descendants in decision-making to ensure a truly equitable and just resolution.

## **2. Restitution for Denial of Infrastructure and Community Base:**

The term 'infrastructure' encompasses more than tangible assets like sewers or roads. It includes the backbone of a thriving community: schools, healthcare facilities, parks, and other social amenities. Historically, Russell City faced not just a physical but also a socio-cultural infrastructural deficit, impacting generations. Lack of essential services like sewers magnified the social and economic divide, making it an issue of generational wealth. Hence, proper restitution for these systemic denials is not just desirable but necessary.

## **3. Recommendations Based on Human Rights and Restoration of Property:**

Tying restitution to universally acknowledged human rights as defined by the UN assures that the recommendations transcend local politics and biases. The focus is to achieve a universally fair and just outcome that values human dignity and liberty.

## **4. Russell City Comprehensive Housing Initiative:**

In light of the historical adversities faced by Russell City residents, the City of Hayward should explore a dual-faceted housing approach. Central to this consideration is the Housing Preference Policy, which emphasizes affordable housing for descendants affected by the Russell City Redevelopment Project (1963-1968) and those currently experiencing homelessness. This policy suggests collaboration with developers to allocate specific units for eligible parties, supported by thorough documentation processes and continuous community consultation, all under the guidance of a specialized oversight committee. Alongside this, the introduction of semi-permanent and permanent housing options should be evaluated to meet the essential housing stability needs of both former Russell City residents and their descendants. Collectively, these proposals aim at addressing historical injustices, enhancing community relations, and ensuring a sustainable future for the legacy of Russell City.

# **Compensation**

## **1. Establishment of a Community Fund:**

For consistent community support, a stable financial foundation is essential. The City of Hayward could consider creating a Community Fund, which would be financed by a portion of local taxes and proceeds from the sale of community lands. This fund could provide a continuous financial basis for community programs and infrastructure projects. By directing revenues from these sources into the Community Fund, it may allow for dependable funding for the community's needs. The projected annual revenue from these sources could be instrumental in maintaining and enhancing the initiative's effectiveness.

## **2. Compensation and Support for Russell City's Former Residents:**

The forced evictions in Russell City left lasting impacts, both tangible and intangible. Beyond the physical property loss, these evictions represented a significant infringement on the residents' civil rights, dignity, security, and overall well-being. It is vital that any compensation provided accounts for both these tangible losses and the broader civil rights violations with long-term societal implications. An effective approach to address this can be the introduction of a Guaranteed Basic Income (GBI) for living former residents of Russell City. Drawing inspiration from successful models like the Stockton, California's basic income pilot, a GBI could have profound benefits on recipients' overall quality of life. However, the challenge lies in securing adequate funding. A multifaceted funding approach, leveraging governmental resources, philanthropic contributions, and private sector collaborations, is advocated. Initially targeting Russell City's living former residents ensures immediate redress to those directly impacted, with a potential to expand coverage later. This GBI initiative, beyond financial assistance, stands as a symbol of acknowledgment and reparation, aiming to benefit all individuals affected, regardless of their current financial standing.

**3. Free Education for Descendants:** Generational wealth is not just property; it's education. To rectify past educational discrimination, descendants of Russell City should receive free education and scholarships. This education fund would be a cornerstone in leveling the playing field and opening doors that were unjustly closed to previous generations.

## Rehabilitation

### 1. Infrastructure Development:

Restoration requires more than just returning lands; it calls for equipping those lands with modern amenities and services to ensure residents and their descendants can build a prosperous future.

### 2. Environmental Justice and Health Initiatives:

Addressing Russell City's health and environmental challenges necessitates acknowledging the link between environmental factors and community well-being. This suggests a need for clinics specializing in environmental hazard testing, in light of the community's ongoing and past environmental concerns. Utilizing tools like the Total Quality of Life Index can provide a broader understanding of community challenges. Given the substantial youth demographic, the integration of the Adverse Childhood Experiences (ACEs) framework is essential, emphasizing the lasting impacts of environmental and psychological strains. Mental health resources tailored to address historical and current challenges are vital. This recommendation, deeply informed by various insights, strives to promote environmental justice and overall community health.

### 3. Employment and Economic Opportunities:

Grants for entrepreneurship should be extended to descendants irrespective of their location. Concurrently, businesses operating in the Industrial Park area of Hayward should be encouraged to create job opportunities specifically for these descendants.

### 4. Educational Scholarships and Support:

Scholarships and living stipends for academic pursuits can act as catalysts for community upliftment, breaking cycles of poverty and discrimination.

### 5. Preventing Recurrence and Legal Changes:

Advocacy for changing laws and policies aims at preventing the recurrence of the injustices that Russell City faced.

6. **Russell City Community Center:** Community centers serve as nodes of social interaction, education, and recreation. Establishing one within the old Russell City boundaries would serve as a beacon of community development and well-being.

## Satisfaction

### 1. **Official Apologies and Acknowledgment:**

No reparative justice is complete without acknowledgment of the wrongs committed. The government must issue formal apologies and symbolic gestures like restoring Russell City's original name and borders.

### 2. **Memorials and Commemoration:**

Memorabilia and monuments serve to honor the memory and contributions of Russell City's residents, providing not just acknowledgment but also a form of community pride.

### 3. **Transparency and Accountability:**

A dedicated platform that isn't controlled by the City of Hayward will ensure transparency and accountability plus safety to have trauma-informed conversations, providing information about the ongoing efforts in real-time to former residents and their descendants.

### 4. **Education and Documentation:**

Accurate documentation of Russell City's history is vital. A dedicated documentary and textbooks can ensure that the true story is told, preserving the community's legacy.

### 5. **Recognition of Russell City Luminaries and Documentation of Contribution:**

Celebrate the diverse contributions of Russell City's veterans and servicemen, athletes, entertainers, activists, and other distinguished figures from both past and present through a comprehensive, permanent historical archive. Supplement this with a dedicated website displaying audiovisual testimonials from surviving community members, ensuring that the Russell City narrative is authentically chronicled, preserved, and disseminated by its very people for forthcoming generations.

### 6. **Revitalization of Russell City's Heritage and Community Spaces:**

Prioritize the reinstatement of Russell City's original street names to reflect its rich history and foster community pride. Complementing this, develop green spaces or parks that not only serve as recreational hubs but also as cultural and educational centers. Such initiatives, paired with educational scholarships and business grants, will promote both community cohesion and socio-economic advancement for the descendants.

### 7. **Russell City Cultural Heritage Preservation Commission:**

To address the potential loss of Russell City's significant cultural heritage, the City of Hayward should establish the Russell City Cultural Heritage Commission (RCCHC). This independent commission would oversee preservation efforts, ensuring representation from Russell City descendants and cultural specialists. Key initiatives would encompass cultural mapping, designating a Russell City Cultural Heritage Month, founding a dedicated cultural center, and incorporating Russell City's heritage into Hayward's educational curriculum. With the advent of technology, digitizing the heritage is crucial for broader access. Funding in the form of grants can support grassroots projects, while partnerships with cultural institutions can enhance the narrative's reach. Through these efforts, the commission aims not just to preserve, but to connect future generations with their rich history, fostering community identity and respect for its past.

## **Guarantee of Non-Repetition:**

### **1. Policy Changes:**

Champion legal reforms and policies that prevent recurrences of past injustices. Tools like Community Benefits Agreements and Inclusionary Zoning should be meticulously defined, ensuring that they serve as effective safeguards against potential inequities. This includes the implementation of Affirmatively Furthering Fair Housing (AFFH), Transit-Oriented Development (TOD), and Community Land Trusts (CLTs) as mechanisms for reparative justice in the City of Hayward.

### **2. Education and Awareness Programs:**

In collaboration with statewide partners and educational agencies, develop school curricula that integrate the history of Russell City, forced displacement, and racial injustice. Concurrently, implement public awareness programs to promote a broader understanding of Russell City's history and the implications of forced displacement.

### **3. Community Engagement and Accountability:**

Create community advisory groups consisting of Russell City descendants, residents, community leaders, and stakeholders for participatory decision-making. Advocate for specialized training for county and city officials on the history and needs of Russell City, and demand public apologies and accountability from communities complicit in historical injustices.

### **4. Publication and Storytelling:**

Disseminate the history of Russell City through various media, including publications and documentaries. Advocate for mandatory inclusion of Russell City's history in educational curricula from grade school to college.

### **5. Community Land Trusts and Housing Policies:**

Support and fund community land trusts for affordable housing and community ownership. Encourage the adoption of inclusionary housing policies and renter's protection ordinances.

### **6. Revised Eminent Domain Law and Community Governance:**

Reform eminent domain laws to ensure community protection. Establish a governance body, representative of Russell City's diverse demographic, to oversee and ensure that land acquisition aligns with community welfare and interest. Advocate for legal and policy changes aimed at preventing the recurrence of historical injustices and protecting communities like Russell City. The quest for reparative justice in Russell City is fueled by a relentless commitment to redressing historical wrongs while crafting a future that embodies dignity, fairness, and community well-being. The initiative is designed to incorporate principles that resonate on a national and international level through the Five Pillars of Reparative Justice

Rank	Pillar	CERES Research Group Proposed Recommendations	Average Score			Range <sup>4</sup>
			Mean <sup>1</sup>	Median <sup>2</sup>	Mode <sup>3</sup>	
1	RESTITUTION	Property Restoration and Fair Compensation in Russell City	2.58	1	1	1 - 17
2	RESTITUTION	Human Rights and Restoration of Property	4.33	2	2	1 - 18
3	RESTITUTION	Restitution for Denial of Infrastructure and Community Base	4.75	3	3	3 - 10
4	COMPENSATION	Compensation and Support for Russell City's Former Residents	8.00	6	2, 6	2 - 16
5	RESTITUTION	Russell City Comprehensive Housing Initiative	9.92	5	4	2 - 25
6	REHABILITATION	Educational Scholarships and Support	10.00	9	5, 11	5 - 18
7	COMPENSATION	Free Education for Descendants	10.83	7	6	5 - 21
8	COMPENSATION	Establishment of a Community Fund	11.33	8	4	4 - 26
9	REHABILITATION	Employment and Economic Opportunities	11.67	10	10	5 - 19
10	REHABILITATION	Environmental Justice and Health Initiatives	13.42	13	18	3 - 22
11	REHABILITATION	Preventing Recurrence and Legal Changes	13.75	12	13	5 - 26
12	SATISFACTION	Transparency and Accountability	14.92	14	14	5 - 18
13	SATISFACTION	Education and Documentation	16.17	17	7	7 - 25
14	GUARANTEE OF NON-REPETITION	Education and Awareness Programs	16.50	17	8	6 - 25
15	GUARANTEE OF NON-REPETITION	Community Land Trusts and Housing Policies	16.58	16	8, 16	8 - 24
16	GUARANTEE OF NON-REPETITION	Community Engagement and Accountability	16.75	15	15	6 - 25
17	SATISFACTION	Recognition of Russell City Luminaries and Documentation of Contribution	17.67	16	10, 15, 22	8 - 23
18	GUARANTEE OF NON-REPETITION	Policy Changes	17.75	16	16, 22	3 - 23
19	GUARANTEE OF NON-REPETITION	Publication and Storytelling	18.00	19	9	1 - 26
20	SATISFACTION	Revitalization of Russell City's Heritage and Community Spaces	18.33	19	19	11 - 21
21	SATISFACTION	Russell City Cultural Heritage Preservation Commission	19.08	17	22	11 - 22
22	REHABILITATION	Russell City Community Center	19.58	20	20	6 - 25
23	GUARANTEE OF NON-REPETITION	Revised Eminent Domain Law and Community Governance	21.08	22	23	8 - 26
24	REHABILITATION	Infrastructure Development	21.25	24	26	9 - 26
25	SATISFACTION	Memorials and Commemoration	21.33	21	21, 24	7 - 25
26	SATISFACTION	Official Apologies and Acknowledgment	22.83	24	26	2 - 26

1 **MEAN** - The most common expression for the mean of a statistical distribution with a discrete random variable is the mathematical average of all the terms. To calculate it, add up the values of all the terms and then divide by the number of terms.

2 **MEDIAN** - The median of a distribution with a discrete random variable depends on whether the number of terms in the distribution is even or odd. **If the number of terms is odd, then the median is the value of the term in the middle.**

3 **MODE** - The mode of a distribution with a discrete random variable is the value of the term that occurs the most often. **It is not uncommon for a distribution with a discrete random variable to have more than one mode, especially if there are not many terms**

4 **RANGE** - The range of a distribution with a discrete random variable is the difference between the maximum value and the minimum value. For a distribution with a continuous random variable, **the range is the difference between the two extreme points on the distribution curve.**

Rank	Pillar	Average Score			Range <sup>4</sup>
		Mean <sup>1</sup>	Median <sup>2</sup>	Mode <sup>3</sup>	
1	RESTITUTION	5.40	3	2.5	2.5 - 12
2	COMPENSATION	10.06	10	4.67, 6	4.67 - 17.33
3	REHABILITATION	14.94	13.67	11.5, 15.17	10.17 - 17.5
4	GUARANTEE OF NON-REPETITION	17.78	14.67	18.83, 21.33	10.5 - 21.33
5	SATISFACTION	18.62	18	18.57	11.86 - 19.71

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- 2 **MEDIAN** - The median of a distribution with a discrete random variable depends on whether the number of terms in the distribution is even or odd. **If the number of terms is odd, then the median is the value of the term in the middle.**
- 3 **MODE** - The mode of a distribution with a discrete random variable is the value of the term that occurs the most often. **It is not uncommon for a distribution with a discrete random variable to have more than one mode, especially if there are not many terms**
- 4 **RANGE** - The range of a distribution with a discrete random variable is the difference between the maximum value and the minimum value. For a distribution with a continuous random variable, **the range is the difference between the two extreme points on the distribution curve.**

MEMBER #	RESTITUTION					COMPENSATION				REHABILITATION							SATISFACTION								GUARANTEE OF NON-REPETITION						
	1	2	3	4	AVG	1	2	3	AVG	1	2	3	4	5	6	AVG	1	2	3	4	5	6	7	AVG	1	2	3	4	5	6	AVG
1	1	6	5	17	7.25	4	2	8	4.67	23	3	7	9	26	12	13.33	24	18	15	25	10	11	13	16.57	19	20	21	22	16	15	18.83
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6	1	3	2	4	2.50	13	11	6	10.00	26	18	12	5	10	20	15.17	25	24	14	7	21	19	22	18.86	16	8	15	9	17	23	14.67
7	1	3	2	4	2.50	14	15	6	11.67	26	18	10	5	17	20	16.00	25	24	12	7	22	19	21	18.57	16	8	11	9	13	23	13.33
8	1	4	2	5	3.00	10	8	21	13.00	26	18	11	12	13	25	17.50	24	20	14	19	22	16	15	18.57	3	6	7	17	9	21	10.50
9	1	3	2	4	2.50	8	7	5	6.67	9	10	12	6	13	11	10.17	26	16	14	17	20	19	22	19.14	23	18	15	21	24	25	21.00
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Sub-Total	31	57	52	119	64.75	136	96	130	120.67	255	161	140	120	165	235	179.33	274	256	179	194	212	220	229	223.43	213	198	201	216	199	253	213.33
Average	2.58	4.75	4.33	9.92	5.40	11.33	8.00	10.83	10.06	21.25	13.42	11.67	10.00	13.75	19.58	14.94	22.83	21.33	14.92	16.17	17.67	18.33	19.08	18.62	17.75	16.50	16.75	18.00	16.58	21.08	17.78



**ITEM #11**

**PH 24-014**

**Streamlined Affordable Housing  
Overlay District**

# Establishment of an Affordable Housing Overlay District

Leigha Schmidt, Principal Planner  
City Council

March 26, 2024



# Affordable Housing Overlay Ordinance

- **Eligibility Criteria**

- ✓ Subject to specific properties
- ✓ Minimum 20% of housing on-site shall be deed restricted for low-income households
- ✓ Meet minimum environmental clearance criteria outlined in State Law
- ✓ Shall not include demolition of existing housing
- ✓ May include application for Density Bonus and Tentative Map

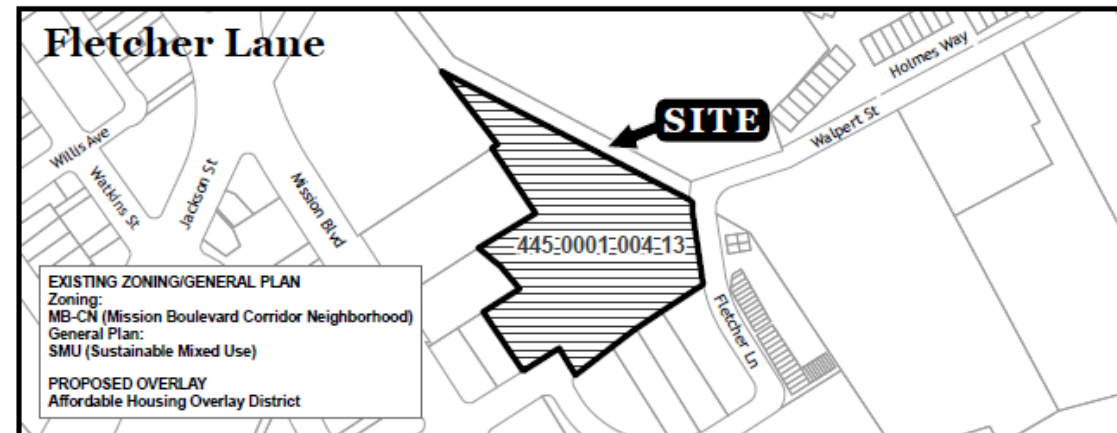
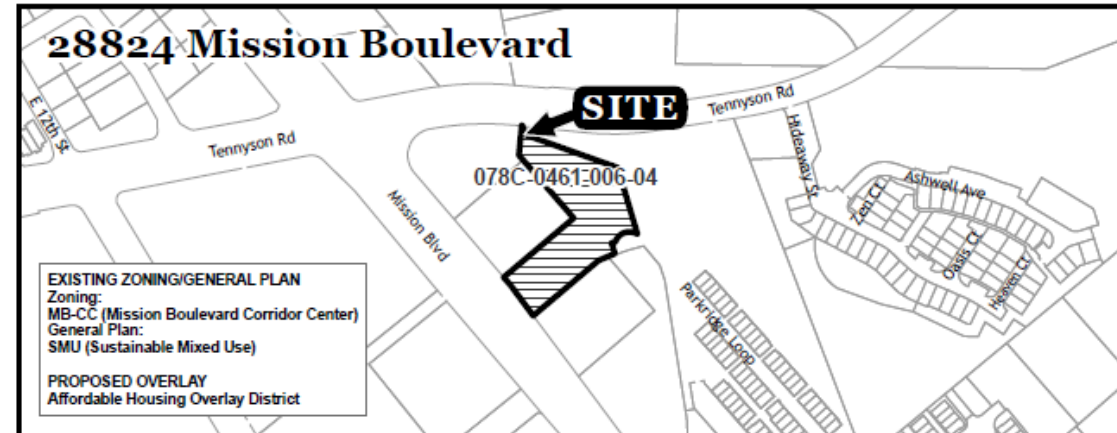
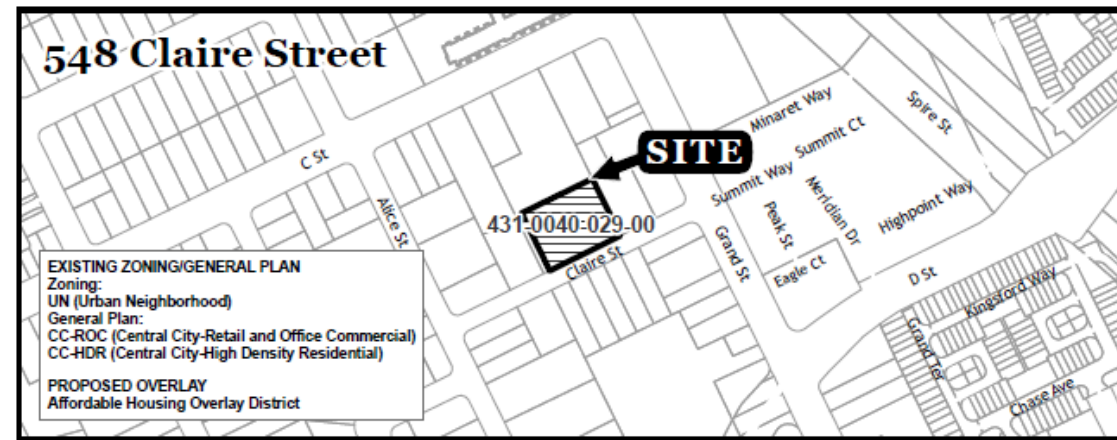
- **Ministerial Site Plan Review**

- ✓ Screened for consistency with objective zoning, subdivision, design and performance standards set forth in General Plan, Zoning Ordinance & other sections of the Municipal Code.



# Zoning Map Amendment

- Applicable to **three** properties included in 6<sup>th</sup> Cycle Housing Resources & in previous Housing Elements.
- The proposed Overlay will not change the General Plan and Zoning currently applicable to the properties.
- Development is subject to objective design & development standards & other sections of the Municipal Code.



# CEQA

- Addendum to the General Plan EIR analyzing proposed General Plan Amendments including the Housing Element Update & related Programs.
- The Addendum for the Housing Element found no new impacts, no increase in the severity of impacts and that the General Plan Amendments analyzed would not require revisions to the General Plan EIR.
- Ministerial Design Review does not constitute a “project” under CEQA.



Housing Element Update, Hazards Element Update and New Environmental Justice Element

Addendum to the City of Hayward General Plan 2040 Environmental Impact Report  
SCH # 2013082015

*prepared by*

City of Hayward  
Development Services Department, Planning Division  
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Contact: Leigha Schmidt, Principal Planner

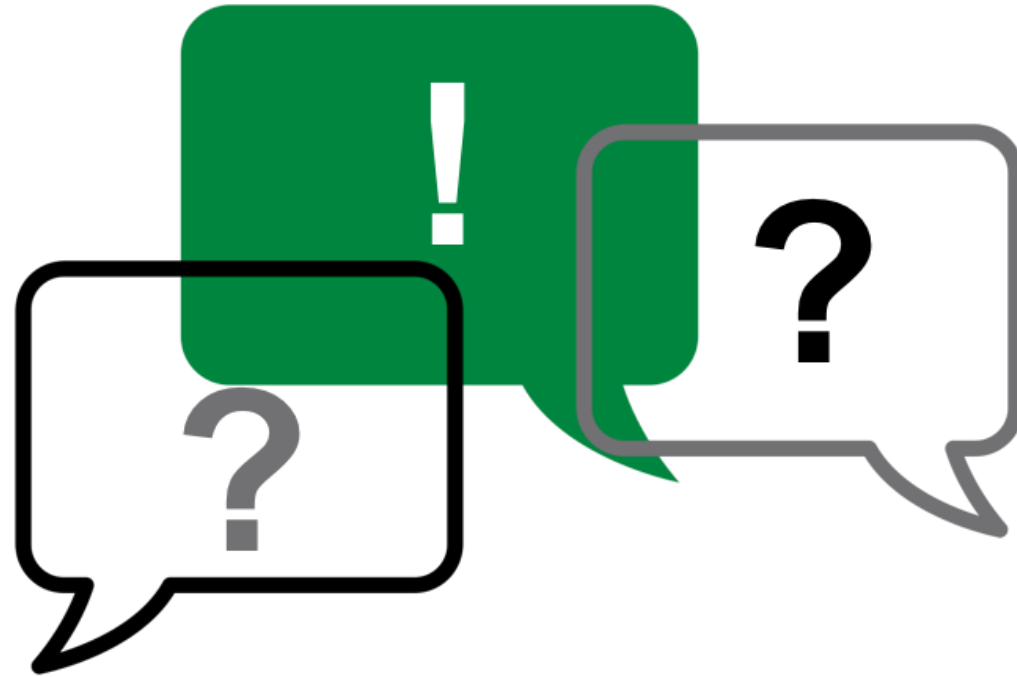
*prepared with the assistance of*

Rincon Consultants, Inc.  
449 15th Street, Suite 303  
Oakland, California 94612

January 2023

# Recommendation

That the City Council Introduce an Ordinance and Adopt a Resolution Approving City-Initiated Zoning Text & Map Amendments Related to Establishment of a Streamlined Affordable Housing Overlay District to be Applicable to Three Properties Subject to the Related Environmental Analysis Prepared for the Housing Element.



# Questions & Discussion