

DOWNTOWN OAKLAND DISPARITY ANALYSIS



The
Downtown
Oakland
Specific Plan

EQT
DTO



Oakland Planning & Building Department
April 2018

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Report Outline

The following racial disparity analysis has been completed to inform the Downtown Oakland Specific Plan process. This analysis begins with an account of the history of inequity in Oakland and documents racial disparities related to the four major Specific Plan topic areas, including:

- (1) Housing, jobs and economic opportunity;
- (2) Built environment, health and sustainability;
- (3) Streets, connectivity and mobility; and
- (4) Arts & culture

For each of these topic areas, the analysis in this report presents a desired future outcome, as well as equity indicators that establish the baseline conditions that the Specific Plan's policies, programs and projects must address. These equity indicators will be used in future analysis to help imbed equity in the Specific Plan's recommended policies, programs, and projects.

Introduction

The Downtown Oakland Specific Plan began in 2015 with a series of community meetings where the majority of comments centered on issues of affordability, gentrification and displacement. Moreover, the Specific Plan presentations left many with the perception that the Plan outcomes could negatively affect historically marginalized communities of color. In response to these concerns, the City of Oakland Department of Planning and Building hired an equity consultant, and, with the city's Department of Race and Equity, designed a process to incorporate racial equity into the Specific Plan as an essential component of the plan's development policies, programs, and projects. The intention of this effort is to ensure that the plan addresses racial and economic disparity throughout its recommendations to enhance the economic, cultural and environmental quality of Downtown Oakland and of its contribution to the residents of the entire city.

The documentation of racial disparities and identification of indicators that will measure the Plan's progress toward equity is the first step in an approach to centering racial equity in the Specific Plan. Working towards equity requires acknowledgement of the complex ways in which discrimination manifests. Thus, it is critical to recognize the intersectionality of factors including race, ethnicity, gender, sexual orientation, disability, religion, income level, and citizenship status that can cause overlapping discrimination or disadvantage.

The disparity analysis in this report is part of a larger effort to assess the equity impact of the recommended policies, programs, and projects that will come out of the Specific Plan. The equity impact assessment process will involve many different components, including: identifying and engaging a broad and representative segment of stakeholders; documenting racial inequities; examining equity impacts of potential Specific Plan policies, programs, and projects; and identifying complementary strategies to enhance positive impacts or reduce negative impacts of Specific Plan recommendations.

This equity impact assessment will help ensure that the Specific Plan policies related to transportation, economics, housing, urban design and arts and culture address equity. Thus, each topic within the Specific Plan will include an equity component as an essential aspect of its recommendations.

Oakland's Commitment to Equity

Like cities across the U.S., Oakland has been shaped by institutional and structural racism. Past government policies and practices have contributed to the creation of significant racial disparities. In 2015, Oakland established the Department of Race and Equity to “systematically address these pervasive and persistent issues in our government, greater community and City” (*City Council proposal to establish the DRE, 1/27/15*). The Department is tasked with integrating, on a city-wide basis, the principle of ensuring that Oakland is a “fair and just” city, by eliminating systemic inequities caused by past and current decisions, systems of power and privilege, and policies. The initiating ordinance directs staff to implement practices that will allow the City to make progress in the elimination of inequities and mitigate unavoidable negative community impacts to fairness and opportunity.

The utilization of a racial equity impact assessment for the Downtown Plan is one of the City's first application of an equity tool in a community planning process. . This work will be done side by side with the community, residents, businesses, artists, and other stakeholders; and require the alignment of other city departments and government institutions as participants in the planning process towards the goal of undoing the legacy of racism, and creating an Oakland where equity is realized.

Purpose of Report

This report serves as a synthesis of: data indicating disparities across demographic affinities in Oakland; analysis to establish guidance for correlating and aligning Downtown Plan recommendations to ameliorate these disparities; and testing these recommendations to determine how they best work collectively for both synergistic and practical implementation. The report:

- Augments existing-conditions data to deepen understanding of Oakland's community composition, racial disparities and needs so that the Specific Plan strategies are grounded in a clear understanding of existing inequities;
- Provides information about access-to-opportunity and quality-of-life outcomes, including the provision and utilization of health, educational and other social services; fit between the education and training attainment of Oakland residents and growing sectors of the economy, wage gaps; transit dependency; housing cost burden; under- and unemployment, and rates of youth disconnectedness, among others;
- Uses equity data to inform the policy decisions in the Downtown Oakland Specific Plan (DOSP); and
- Elucidates current conditions in downtown Oakland to develop draft-technical policies and draft plans to consider for inclusion in the DOSP.

Historical Perspective on Downtown's Racial Inequities

Historical Context

This section provides an overview of Oakland's history of racial discrimination in jobs, housing and transportation and infrastructure. Like many other cities across the country, the spatial segregation and isolation from opportunities for wealth accrual and social mobility that have resulted from this history have had ongoing racial effects in current development processes.¹ The following historical overview is presented according to key moments in Oakland history that speak to how these disparities manifested specifically in this city.

Prior to being incorporated as a city, Oakland and the Bay Area were the ancestral land of the Shuumi/Ohlone, whose descendants still inhabit the Bay Area. In 1869, the Pacific Transcontinental Railroad established its West Coast terminal in Oakland attracting many Black men who found work with the Pullman Palace Car Company, which had a policy of only hiring Black men as porters. While this policy was restrictive and racist, the steady-employment opportunities encouraged hundreds of Black families to relocate to Oakland from the South.² Black railroad company workers often resided in company-owned rooming houses,³ but also in the inexpensive housing that the area now known as 'West Oakland' offered.⁴

First recruited to work in California gold mines, Chinese workers relocated to cities including Oakland⁵ and remained mostly segregated during the first half of the 20th Century.⁶ In the 1880s, Oakland Chinatown covered a dozen blocks when Chinese immigration was restricted by the U.S. Chinese Exclusion laws, and re-enforced forty years later by the Walter-McCarran Act. The concentration of the Chinese population in a small area of Oakland's downtown was enforced by a segregated school system (until 1947), California's Alien Land Law (that prohibited Asian immigrants from owning land or property until 1949) and enforceable covenants against many ethnic groups, including the Chinese, that prevented them from living in many Oakland neighborhoods.⁷

While the history of Mexico-US migration is complex due to the forceful annexation of northern Mexico to the United States in 1848, Latinos have had a strong presence in Oakland for generations, dating back to the original Spanish land grants. Others are more recent immigrants. Before the Mexican-American War, Mexicans in present-day California were shepherds, cowboys, servants, laborers, and artisans. After the US annexation of northern Mexico, which was approximately one-third of Mexican territory,

¹ "Race, Space and Struggles for Mobility: Transportation Impacts on African Americans in Oakland and the East Bay," A. Golub, Marcantonio & Sanchez., 2013, p 704.

² "Black in School: Afrocentric Reform, Urban Youth & the Promise of Hip-hop Culture@, Shawn A. Ginwright, 2004, p. 96.

³ "The Black Professional Middle Class: Race, Class, and Community in the Post-Civil Rights Era", Eric. S. Brown, 2013, p. 28.

⁴ "Freedom North: Black Freedom Struggles Outside the South, 1940-1980", J. Theoharis, K. Woodard, 2016, p. 95.

⁵ "Lake Merritt BART Station Area Community Engagement Report," Asian Health Services., 2009, p 2.

⁶ Web: <http://oakland-chinatown.info/chinatown-history/>

⁷ "Lake Merritt BART Station Area Community Engagement Report," Asian Health Services., 2009, p 2.

Mexican workers became the backbone of the railroad construction, mining, and agriculture industries. Labor shortages in the United States during World War I helped establish the first Braceros Program between the United States and Mexico to bring Mexican laborers to supplement the limited American labor. World War II similarly produced labor shortages and Latino workers migrated to California to work through the second Braceros Program. In September 1942, fifteen hundred braceros arrived to labor in agriculture. The following year, fifty-two thousand came to the work on the Southern Pacific Railroad. Others worked in Hayward's fruit canneries or in the Bay Area's shipyards. Even after the wartime, the Bracero program recruited millions of workers. Today, millions of Latinos continue to labor in California's agriculture and service industries. In Oakland, Latinos also form a large percentage of the working class residing in largely segregated neighborhoods in the area southeast of Lake Merritt and the Fruitvale district.⁸

The growth of the rail and shipping industries in Oakland, as well as the growth of manufacturing industries that supported the nation's efforts in World War II, led to more job opportunities for Black communities. Motivated by better economic conditions, and escaping oppressive social conditions enforced by a legacy of racism and inequality, as well as Jim Crow policies in the South, many Black families migrated to places like Oakland,⁹ and particularly to West Oakland, where the Black community had created a strong cultural and economic enclave.¹⁰ This financial stability led to a growing Black presence in Oakland, which spawned a political and economic backlash in the form of restrictive covenants¹¹. In the 1910s and 1920s, ordinances requiring segregated housing and mortgage red-lining began a period of lawful segregation in Oakland. Federal housing programs of the 1930s and 1940s funded housing projects with restrictive covenants and occupancy criteria that maintained segregation in publicly funded housing. Until 1963, the Oakland Tribune ran "white only" real estate listings.¹²

Struggles over segregation in jobs and unions continued throughout the 1950s. The construction of Bay Area Rapid Transit (BART) and the freeways were set to provide the largest number of jobs in the area since the New Deal in the 1930s. In order to participate in these economic opportunities, many civil and worker rights advocates fought for quotas for minority workers, job training, union integration and funding for relocated households. BART eventually instituted an affirmative action hiring program in 1967.¹³

The creation of the nation's interstate, mass transit, and commuter road systems set the stage for "white flight," a term used to describe white society fleeing to suburbs, where they excluded Blacks from employment, housing, and educational opportunities. Another impact common to post-war, urban

⁸ Web: <http://digitalcommons.macalester.edu/cgi/viewcontent.cgi?article=1009&context=studentawards>

⁹ "The Great Migration (1915-1960)", BlackPast.org.

¹⁰ "Black in School: Afrocentric Reform, Urban Youth & the Promise of Hip-hop Culture@", Shawn A. Ginwright, 2004, p. 37.

¹¹ Ibid, 37.

¹² "Race, Space and Struggles for Mobility: Transportation Impacts on African Americans in Oakland and the East Bay," A. Golub, Marcantonio & Sanchez., 2013, p 706-707.

¹³ "Race, Space and Struggles for Mobility: Transportation Impacts on African Americans in Oakland and the East Bay," A. Golub, Marcantonio & Sanchez., 2013, p. 708.

renewal transportation infrastructure such as highways and mass transit systems, was neighborhood displacement and blight that, in the case of Oakland, impacted many Black and Chinese neighborhoods.

The civil rights and environmental movements of the 1950s and 1960s altered the approach and application of urban development policy and planning as outright institutional support for segregation ended.¹⁴ Oakland saw the growth of Black youth activism beginning in 1965-1970, resulting in the establishment of anti-poverty centers supporting the federal War on Poverty, where local youth could seek job placement, legal assistance and other services. These centers also contributed to a strong political infrastructure of small grassroots organizations. It was within this context that Bobby Seal and Huey Newton formed the Black Panther Party for Self Defense as one of the groups that emerged nationally to advance the Civil Rights Movement during the 1960's and 1970's.¹⁵

Coinciding with the enactment of the Civil Rights Act was the movement for independent living. The underpinning philosophy of the independent living movement is that people with disabilities have the same rights, options and choices as anybody else. In 1972, the first Center for Independent Living was established in Berkeley, California by Ed Roberts and the "Rolling Quads."¹⁶ Downtown Oakland remains a significant destination for the disability community due to the concentration of critical support services.

In 1971, the War on Drugs was established under the Nixon administration, which targeted Black communities that had been ravaged by a lack of employment opportunities and other community destabilization.¹⁷ By the 1980s, unemployment, poor investments in education, the concentration of poverty, and the crack cocaine epidemic afflicted Oakland, as it did many parts of urban America. The streets got progressively more dangerous as crime rose in correlation with the influx of drugs; and this presence of violence in Oakland fostered a culture of isolation among Black youth, families and communities. The threat of violence also slowly eroded the networks, communities and institutions that Black youth relied on traditionally.

The housing market crash and foreclosure crisis of 2007-2011 marked another moment in Oakland's history, forcing population shifts. The subprime mortgage market collapse in 2007 hit Oakland particularly hard with over 35,000 homes lost between 2007 and 2012. These foreclosures were concentrated in Oakland's lower-income flatlands neighborhoods that had been targeted by predatory lenders. Many of these families (predominantly people of color) moved to far-off suburbs requiring them to commute long distances to their jobs in the inner Bay Area.¹⁸ Investors (mostly from outside of

¹⁴ Ibid., 713.

¹⁶ Web: <http://mtstcil.org/skills/il-2-intro.html>

¹⁷ Web: <http://uproxx.com/hiphop/snowfall-1980s-crack-epidemic/>

¹⁸ According to the Metropolitan Transportation Commission, commute times increased 9% from 2016 to 2015 and per-commuter congested delay increased by 64% since 2000 (web: <http://www.vitalsigns.mtc.ca.gov/time-spent-congestion>). Additionally, real state resource webpage, Trulia, places Oakland as the 7th metro area with the longest commute times (web: <https://www.trulia.com/blog/trends/renter-owner-commute>).

Oakland) acquired almost half of foreclosed properties, turning huge profits following the housing market recovery.¹⁹

It is against this historical backdrop that we turn to evaluate contemporary racial disparities through the lens of how the Downtown Oakland Specific Plan can—at the local level of adoption and implementation—improve outcomes in disparities that in many cases resulted from the layering of national, state, and local policies. Analysis that draws on the “Strengths, Weaknesses, Opportunities, Threats (SWOT)” report prepared by the equity team for the Downtown Oakland Specific Plan shows that significant disparities exist today in the areas of income, education, and health, among others. The SWOT report included data points to deepen the understanding of the Oakland community composition, racial disparities and needs, many of which have been used for this analysis. This analysis also draws on Policy Link’s Equity Atlas²⁰ that provides a comprehensive data resource to track, measure and make the case for inclusive growth. Additional data sources are also cited throughout the analysis below, which begins with an assessment of the demographic trends in downtown Oakland.

Study Area

The “Greater Downtown” area described in this report refers to census tracts 4013 (29.5% of the census tract), 4026 (57.4% of the census tract), 4027 (41.7% of the census tract), 4028, 4029, 4030, 4031, 4033, 4034 and 9832 in the City of Oakland. In some instances, wherever data was only available at the zip code level this report uses zip codes 94607 and 94612 to describe the Greater Downtown area.

Wherever appropriate, this report shows data for the Greater Downtown area compared to the City of Oakland; otherwise, data may only be shown at the City level. Titles of the respective tables, graphs or citations describe the geographic catchment of the data.

¹⁹ Web: <https://www.kcet.org/shows/city-rising/understanding-rising-inequality-and-displacement-in-oakland>

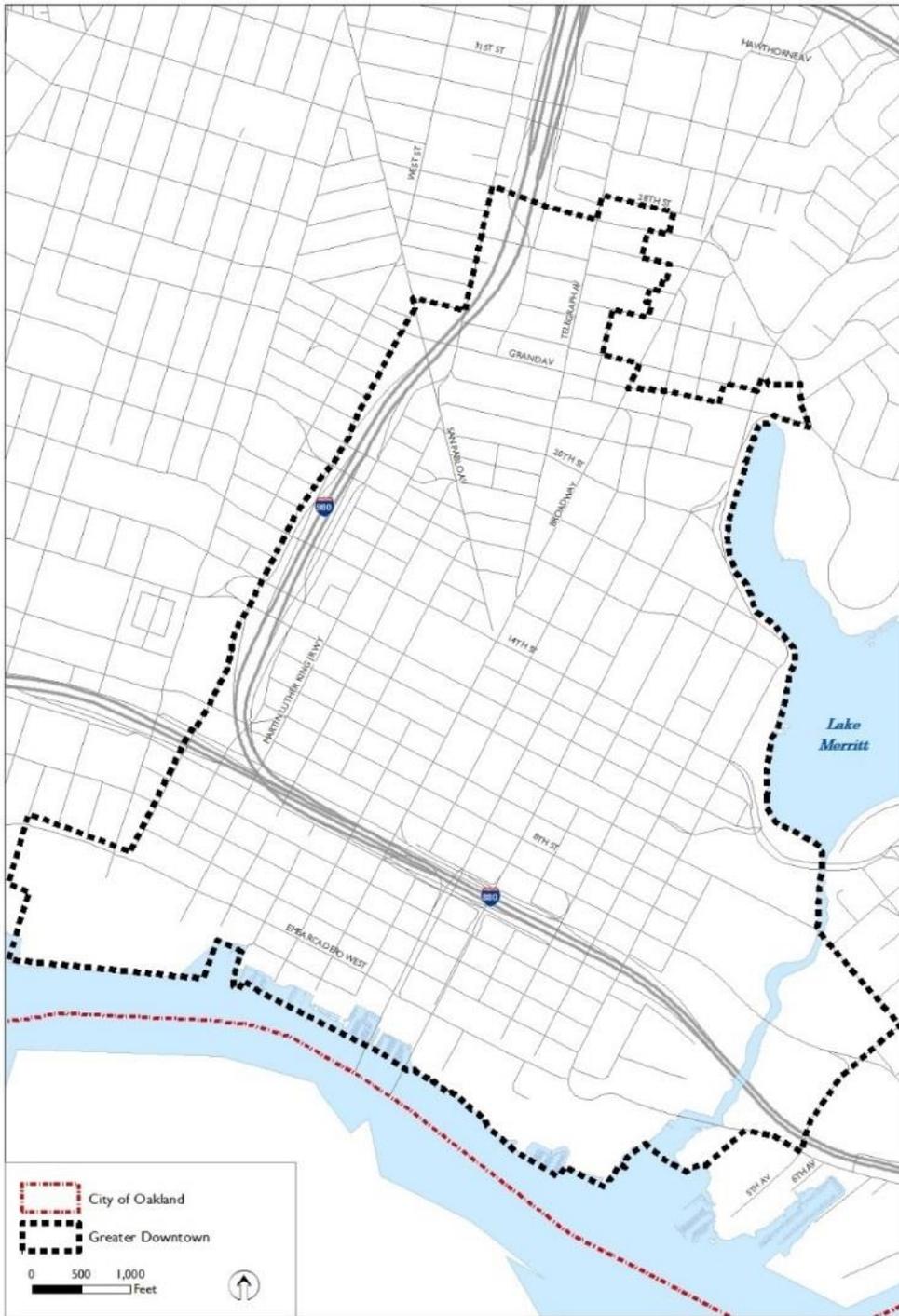
²⁰ Web: <http://nationalequityatlas.org/>

Figure 1. Plan Area and Citywide Context



Source: Oakland Planning Bureau

Figure 2 Greater Downtown Map



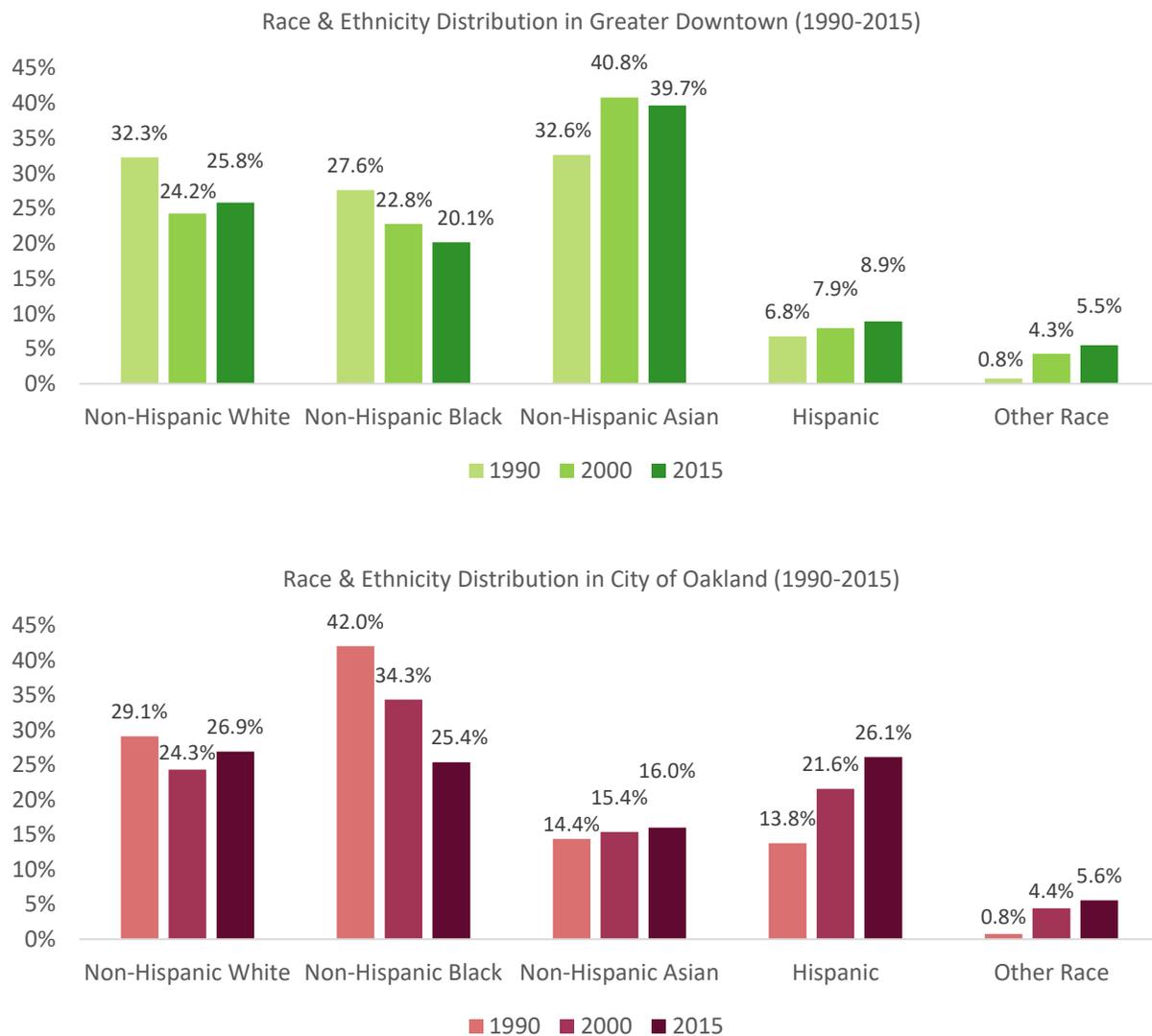
**Downtown Plan:
Greater Downtown Area**

Planning & Building Department
January 2018

Current Demographic Trends

The racial and ethnic composition of greater downtown Oakland is diverse; however, dramatic demographic shifts continue to take place across that composition. Between 1990 and 2015, the African-American population in the greater downtown fell from 27.6% to 20.1%, mirroring a more pronounced decline of African Americans citywide. The greater downtown also saw a decrease in the white population from 32.3% to 25.8%, and a slight increase in the share of the Hispanic/Latino of 2.1%, and an 8% increase in the share of the Asian population, which also reflects citywide trends.

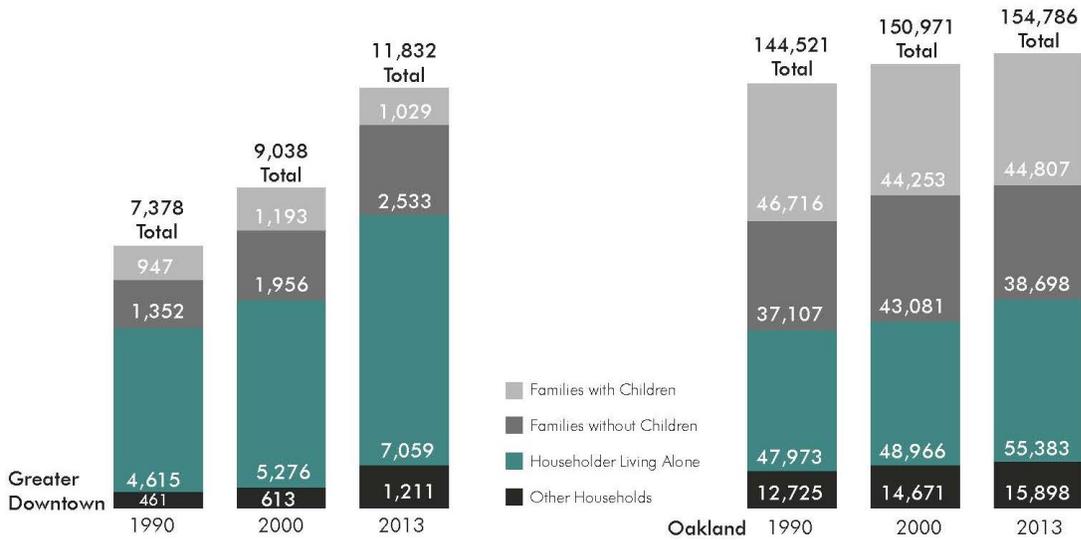
Figure 3. Race and Ethnicity Distribution in Greater Downtown vs City of Oakland (1990-2015)



Source: US Census, 1990, 2000; US American Community Survey 5-year Estimates, 2011-2015.

Greater downtown’s distribution of family and household types are significantly different than those citywide. At 60% single person households, greater downtown has a much larger share of these households than Oakland does as a whole. The distribution of household types in the downtown has remained relatively steady since 1990 with a slight decline in families with children from 13% to 9%.

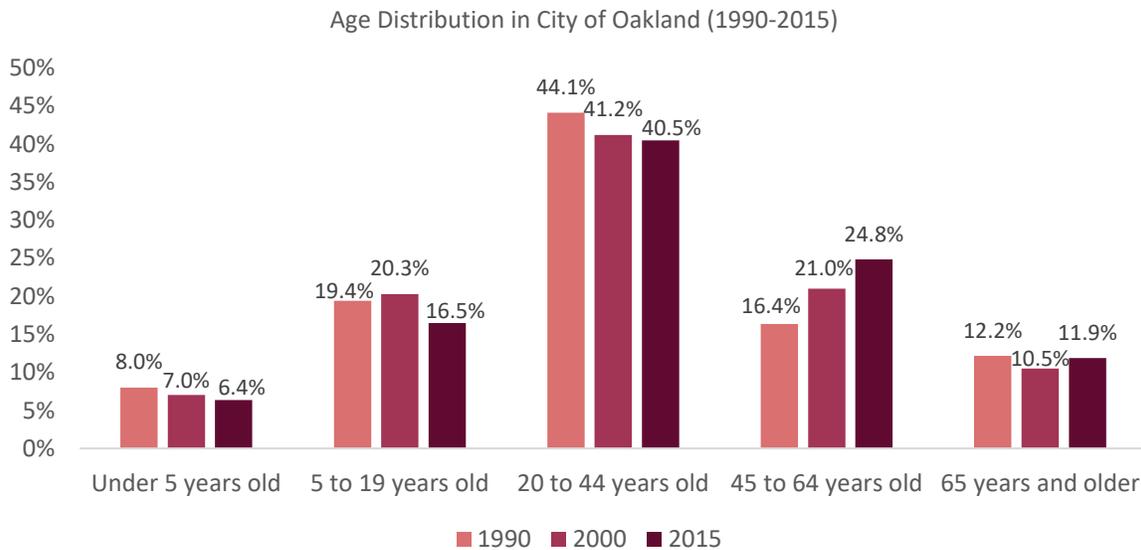
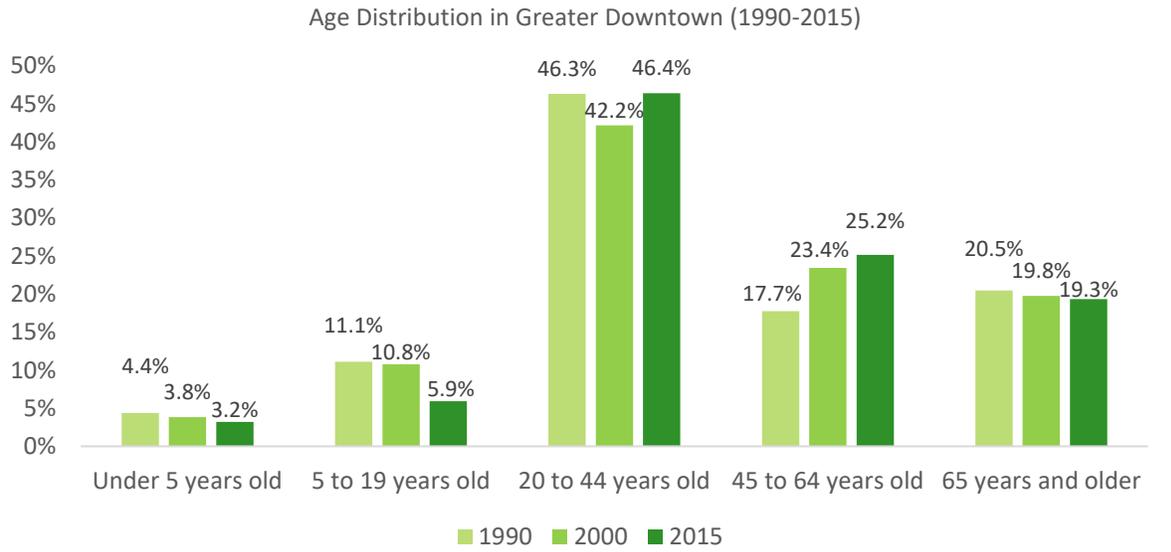
Figure 4. Distribution of Household Type (1990-2013)



Source: US Census, 1990, 2000; US American Community Survey 5-year Estimates, 2009-2013; Social Explorer, 2015; Strategic Economics, 2015.

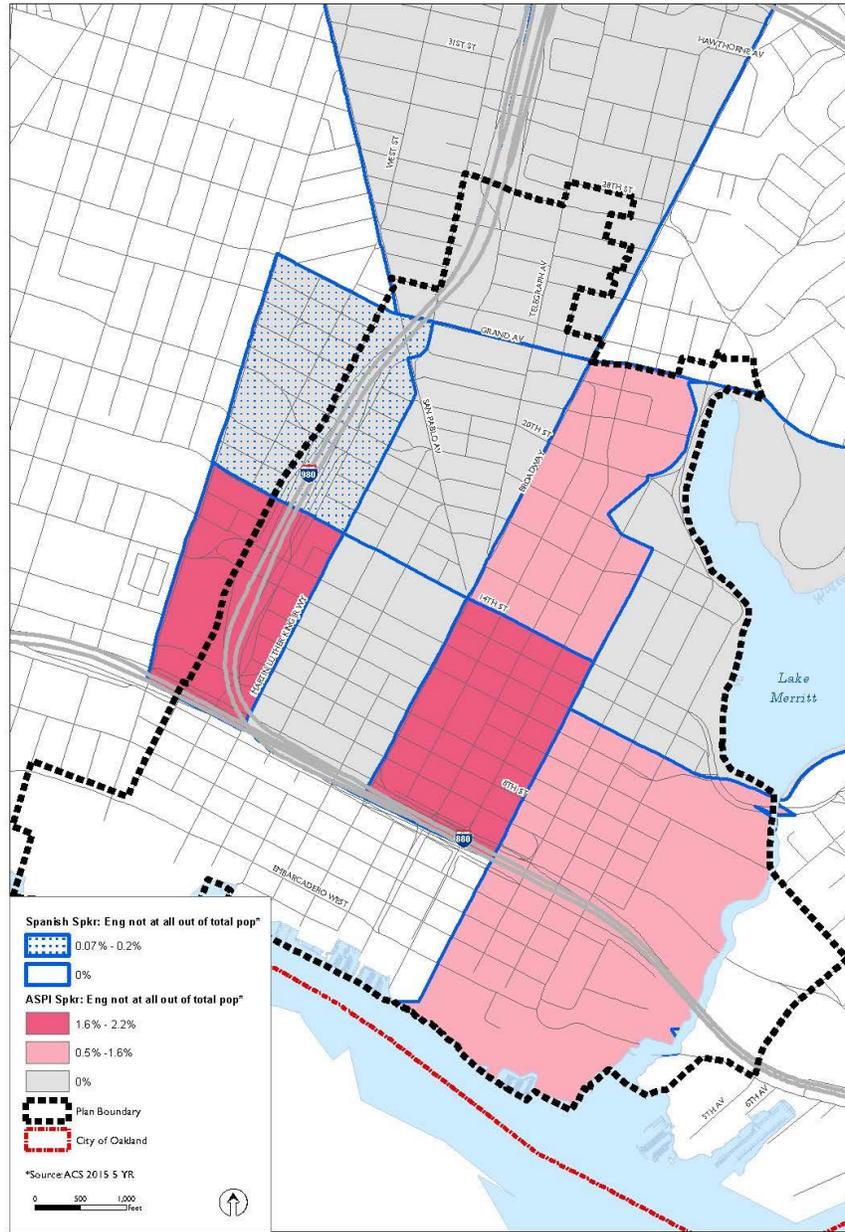
The greater downtown has higher proportions of younger adults and seniors compared to Oakland as a whole. Approximately 46% of residents are between 20 and 44 years old, compared to 40.5% in Oakland. 19.3% of residents in greater downtown are seniors age 65 years and older, compared with 11.9% citywide. This number will increase as more people 64 years and younger age in the coming years.

Figure 5. Age Distribution in Greater Downtown vs City of Oakland (1990-2015)



Source: US American Community Survey 5-year Estimates 2015, City of Oakland.

Figure 6. Areas of Spanish & Asian/Pacific Island Language Speakers Who Speak No English (2015)



**Downtown Plan:
Spanish & Asian/PI Speakers Who Speak No English**

Planning & Building Department
January 2018

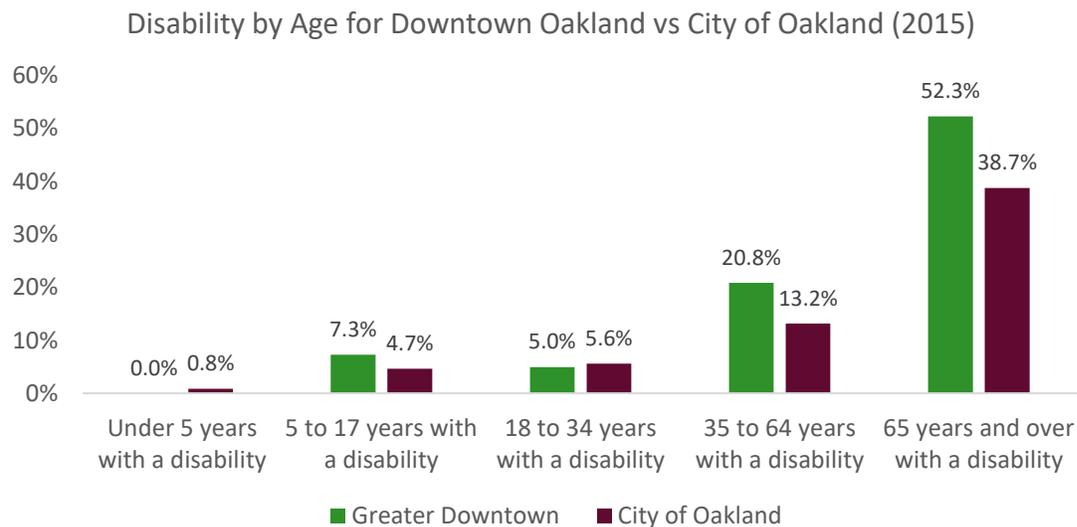
Source: US American Community Survey 5-year Estimates 2015, City of Oakland.
Note: High margin of error.

Disability Status

The percentage of the population in greater downtown with a disability increases significantly with older populations. The US Census American Community Survey (ACS) reports that 7.3% of greater downtown residents who are 5 to 17 years old, 5% of residents who are 18 to 34 years old, and 20.8% of residents who are 35 to 64 years old have a disability, and more than half of people living in greater downtown over the age of 65 have a disability. For most age ranges, particularly older adults, the incidence of disability is higher downtown. Common types of disabilities for those over the age of 65 include ambulatory disability (37%); independent living difficulty (30%); hearing difficulty (21%); and self-care difficulty (21%).

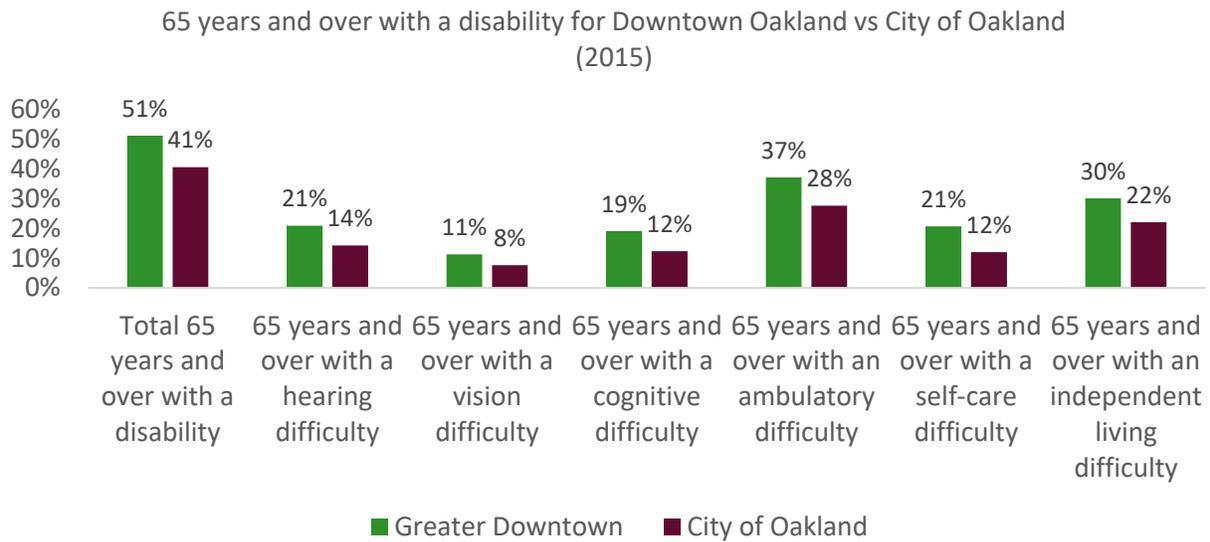
The City of Oakland Americans with Disabilities Act (ADA) Programs Division reports on figures from the Center on Disability that the total Oakland population with disabilities is 11.6%. Of Oaklanders ages 18-64, 9.7% have disabilities, and of Oaklanders ages 65 and above, 37.9% have disabilities. By race, 29.2% of white, 41.9% of African American, 29% of another race and 14.9% of Hispanic Oaklanders have one or more disabilities.

Figure 7. Disability by Age for Greater Downtown vs City of Oakland (2015)



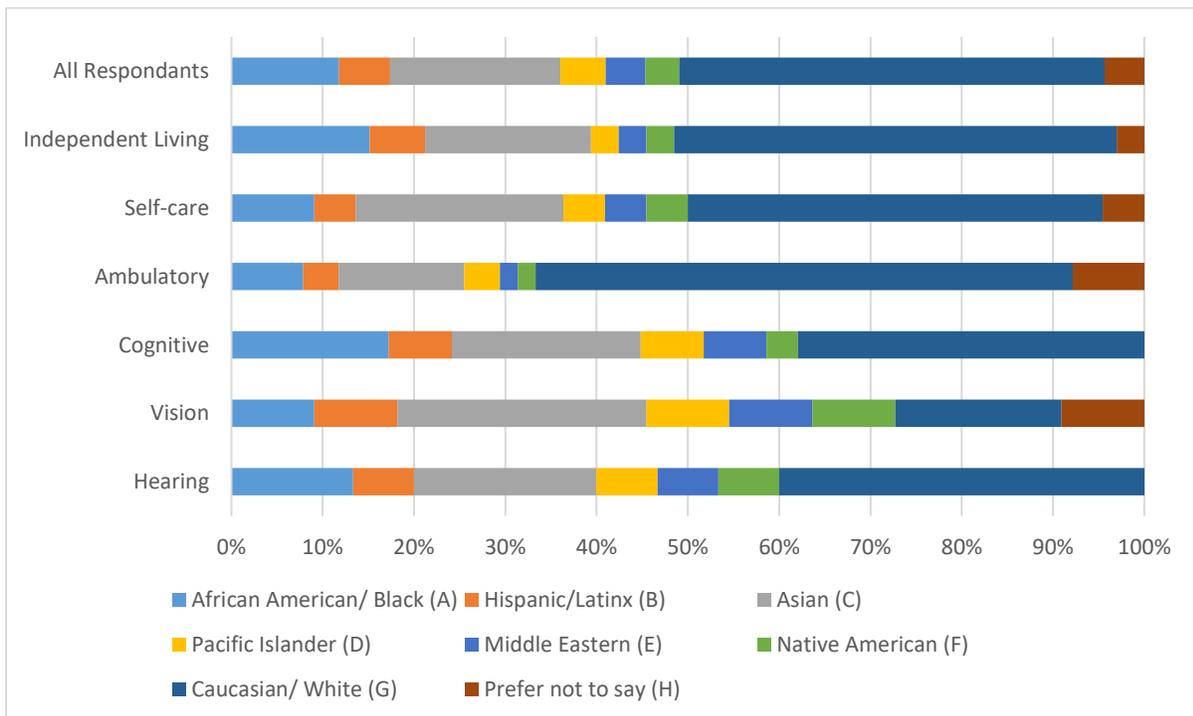
Source: US American Community Survey 5-year Estimates 2015, City of Oakland.

Figure 8. Population 65 and Over with a Disability for Downtown Oakland vs City of Oakland (2015)



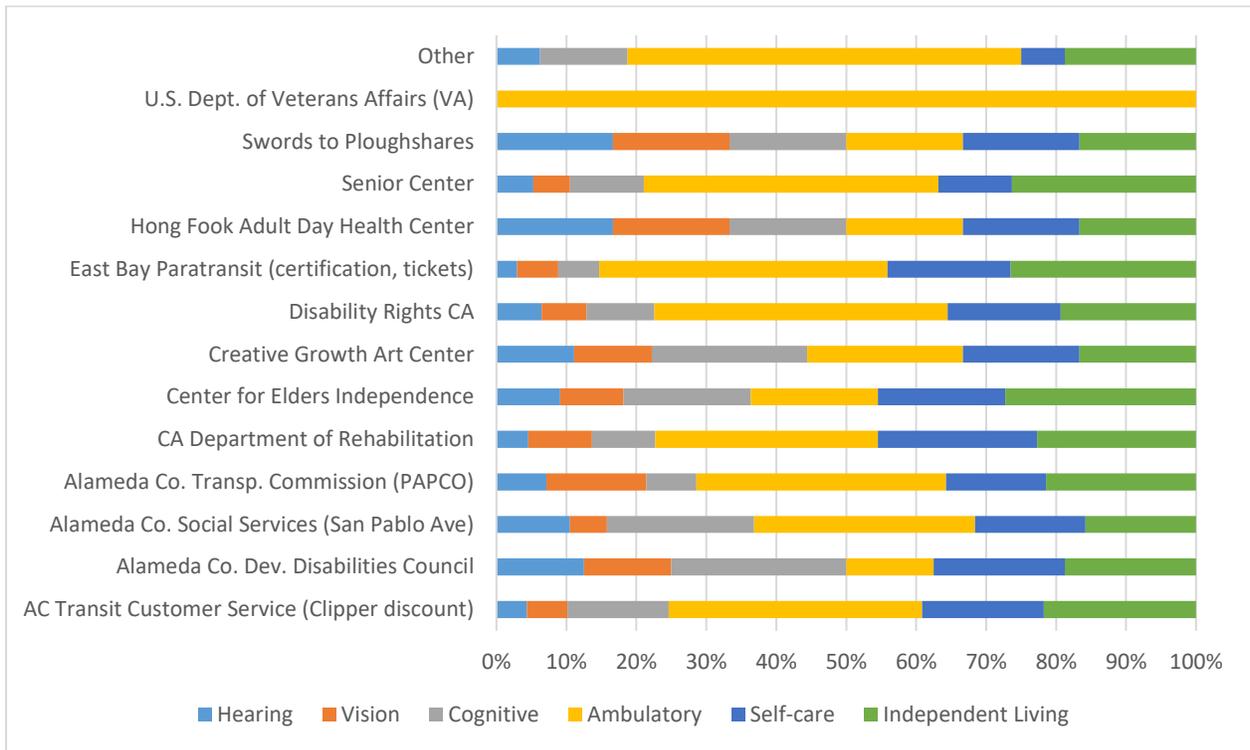
Source: US American Community Survey 5-year Estimates 2015, City of Oakland.

Figure 9. Types of Disability (By Race)



Source: Downtown Oakland Specific Plan Accessibility Survey, City of Oakland, 2018

Figure 10. Disability or Senior Services Used Downtown (By Disability Type)



Source: Downtown Oakland Specific Plan Accessibility Survey, City of Oakland, 2018

Framework for Identifying and Documenting Racial Inequities

The city has utilized a Results Based Accountability (RBA) framework to analyze the contemporary racial disparities in Downtown Oakland. RBA is a tool designed to reveal a relationship among results, indicators and activities. This tool includes a series of questions that will help move the Downtown Specific Plan forward in a disciplined way that is structured to achieve equitable results. The initial questions included in an RBA analysis are:

- 1) What is the proposal? (description of the policy, program or action)
- 2) What is the desired future condition? (racially equitable future condition)
- 3) What do the data tell us? (racial disparity indicators)

The Downtown Plan disparity analysis will combine data about demographics, economic conditions and the built environment, beginning with a brief description of what the Plan could accomplish for topics that the Downtown Specific Plan process has identified to date, including:

- Housing, Jobs and Economic Opportunity
- Built Environment, Health & Sustainability
- Arts & Culture
- Streets, Connectivity & Mobility

It then presents a desired future condition for these topics. Racial disparity indicators are introduced for each topic along with a brief explanation of why the indicator matters. These indicators will be vetted by the community at upcoming public engagement activities to ensure the city has identified the most relevant metrics of equity and has a comprehensive understanding of the indicator's significance.



HOUSING, JOBS AND ECONOMIC OPPORTUNITY

Housing and Affordability

Range of Specific Plan Policies, Programs or Actions

The Downtown Oakland Specific Plan will use as a starting point the recently completed strategy, [Oakland at Home](#),²¹ to develop an affordable housing toolkit. The Plan could recommend a zoning framework and policy context that addresses the removal or mitigation of potential existing barriers to housing and could help to facilitate the development of new housing types through a variety of unit sizes to accommodate families, as well as through other non-traditional configurations.

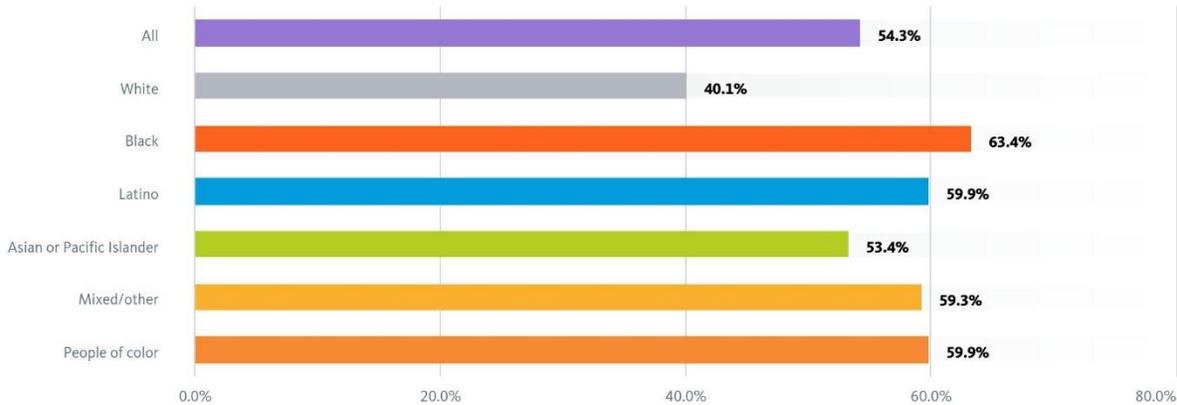
Table 1. Desired Future Condition and Disparity Indicators Related to Housing and Affordability in the Downtown Oakland Specific Plan

Desired Future Condition	Disparity Indicators (Data)
Housing and Affordability	
<p>Downtown is home to a vibrant blend of cultures, household types and income groups. Longstanding residents and families have abundant housing options with ample disposable income leftover after paying housing and transportation costs. Formerly homeless individuals have safe, secure housing and support services. Innovative housing types exist to meet the demand for housing offering a high quality of life.</p>	<p>Affordability</p> <ul style="list-style-type: none"> • Housing cost burden by race/ethnicity (owners) Citywide • Housing cost burden by race/ethnicity (renters) Citywide • Owners vs renters by race (citywide vs downtown) <p>Displacement</p> <ul style="list-style-type: none"> • Homeless count • Displacement index <p>Housing Supply</p> <ul style="list-style-type: none"> • SRO inventory • Accessible housing

²¹ "Oakland at Home Update: A Progress Report on Implementing A Roadmap Toward Equity." Oakland Housing Cabinet. 2017

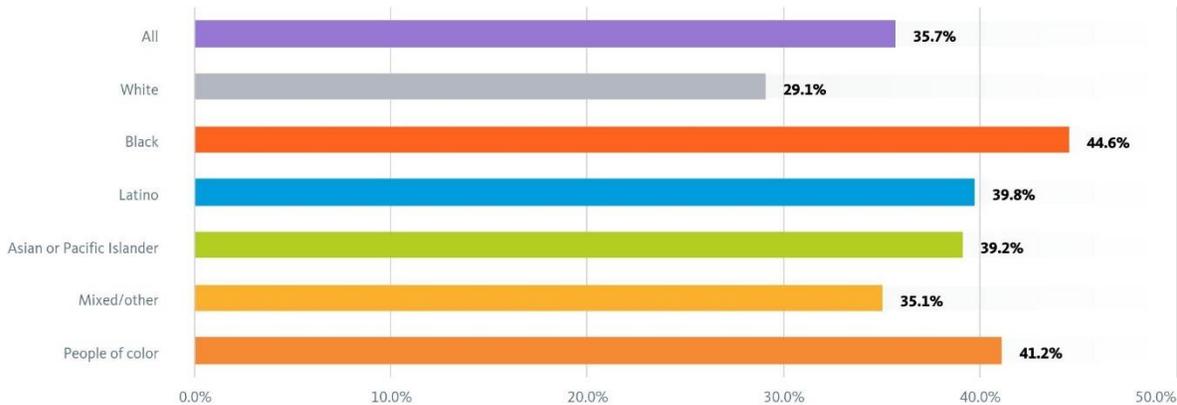
Figure 11. Housing Cost Burden by Owners vs Renters and Race and Ethnicity in City of Oakland (2015)

Housing burden by tenure and race/ethnicity: Oakland City, CA, Renters, 2015



IPUMS
PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

Housing burden by tenure and race/ethnicity: Oakland City, CA, Owners, 2015



IPUMS
PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

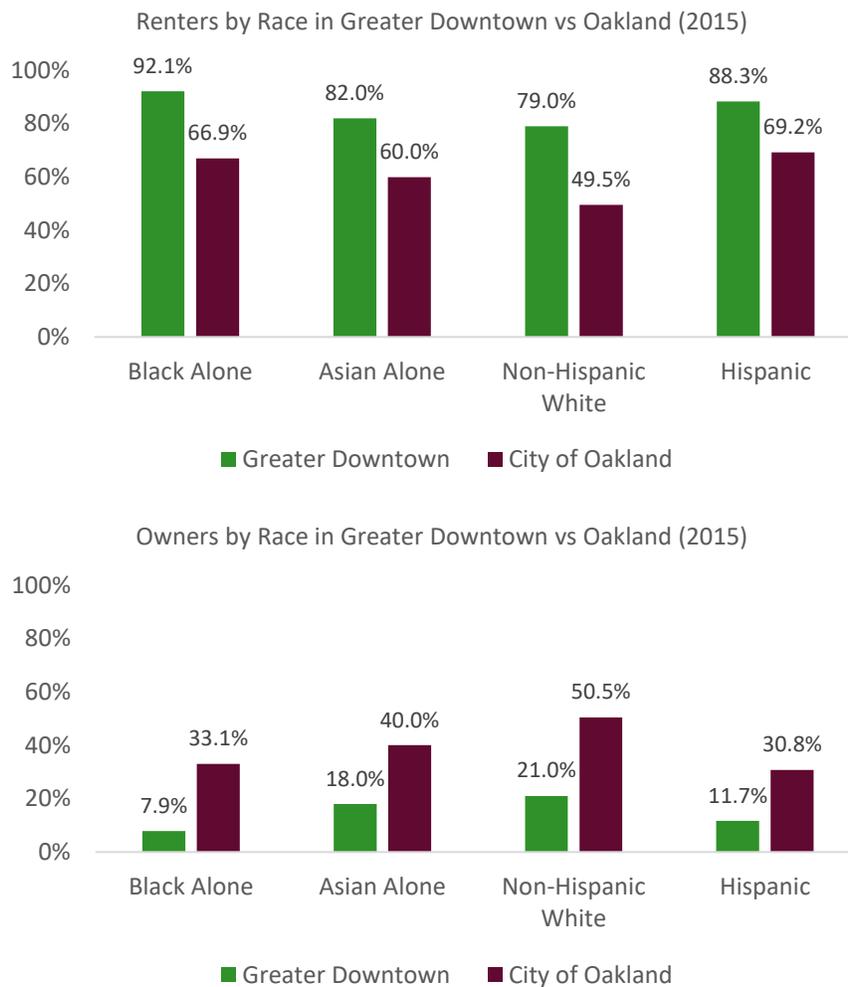
Details: Is housing affordable for all? Housing cost burden is defined as spending more than 30% of household income on housing. In 2015, white owner households had the lowest housing cost burden at 29.1% and Black households had the highest housing burden at 44.6%. A larger disparity exists between white and Black renter households, for whom the burden is 40.1% and 63.4%, respectively.

Why it matters: According to the PEW Research Center, “A decade after the housing bust upended the lives of millions of Americans, more U.S. households are headed by renters than at any point since at least 1965. In Oakland, certain demographic groups – such as young adults, nonwhites and the lesser educated – have historically been more likely to rent than others, and rental rates have increased

among these groups over the past decade. However, rental rates have also increased among some groups that have traditionally been less likely to rent, including whites and middle-aged adults.”²²

Housing is usually the single largest expense for households, and far too many pay too much for housing, particularly low-income families and households of color. High housing costs squeeze household budgets, leaving few resources to pay for other expenses, to save for emergencies, or to make long-term investments.

Figure 12. Renters and Owners by Race in Greater Downtown vs City of Oakland (2015)



Source: US American Community Survey 5-year Estimates, 2011-2015.

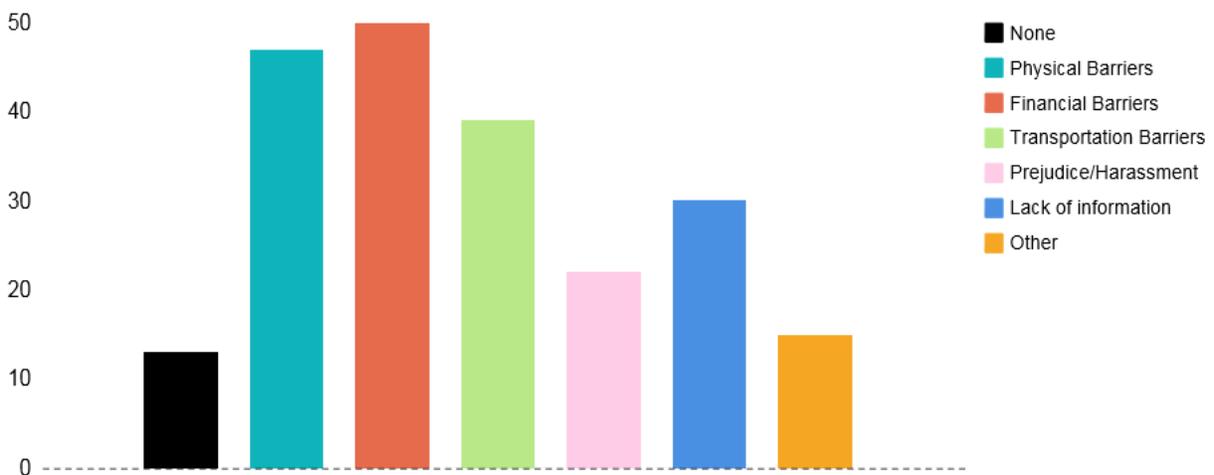
Notes: “Black Alone” and “Asian Alone” may contain some Hispanic population. For certain tables like the ones used for these graphs, ACS only reports non-Hispanic whites and Hispanics by ethnicity; a large percentage of Hispanics tend to self-report as white, some other race or two or more races.

²² Web: <http://www.pewresearch.org/fact-tank/2017/07/19/more-u-s-households-are-renting-than-at-any-point-in-50-years/>

Details: Black have the highest rate of renters in downtown at 92.1%, although all other races also rent at relatively high levels in downtown. The white population maintains the highest level of homeownership citywide at 50.5% followed by the Asian, Black and Latino populations at 40.0%, 33.1% and 30.8%, respectively.

Why it matters: Homeownership can be a critical pathway to economic security and mobility, helping lower-income people build an asset that can be used to pay for education or other productive investments. But people of color have faced major barriers to accessing sustainable homeownership. In addition to more historic discrimination, communities of color were disproportionately targeted by predatory lenders and negatively impacted by the recent foreclosure crisis, contributing to the rising racial wealth gap. The data clearly indicates that the City of Oakland reflects this condition.

Figure 13. Housing Barriers for People with Disabilities

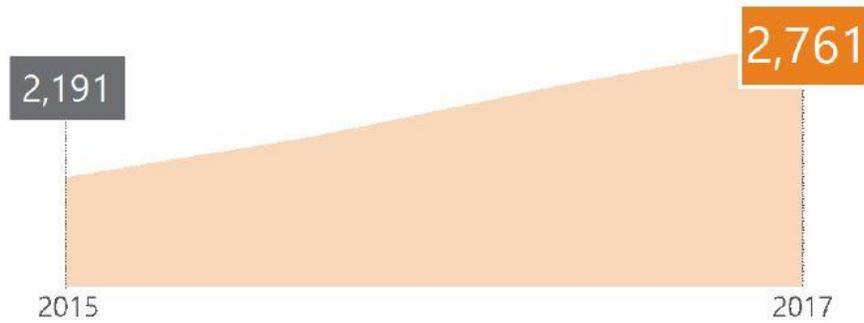


Source: Downtown Oakland Specific Plan Accessibility Survey, City of Oakland, 2018

Details: Financial, physical and transportation barriers are the top three challenges that people with disabilities face in accessing housing in Oakland, with nearly half of all respondents facing financial and/or physical barriers.

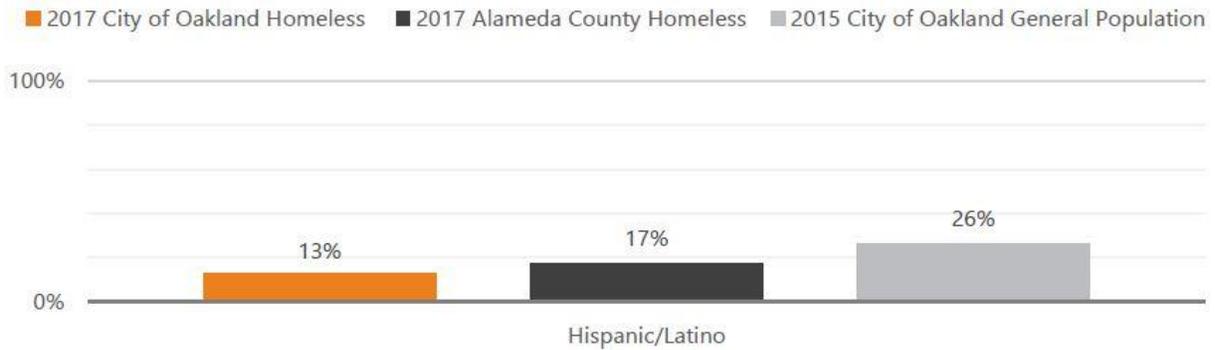
Why it matters: People with disabilities face a range of barriers to accessing housing: very few older units are accessible to people with wheelchairs, and very few new units are universally accessible. The intersection of these limited mobility options with high rental prices – and often low incomes – mean that people with disabilities have a hard time finding housing in the downtown, which is a hub of services, public life and transportation access for people with disabilities. Additionally, older adults, a significant part of the downtown population, are more likely to have disabilities that limit their ability to find housing.

Figure 14. Total Number of Homeless Persons Enumerated During the Point-in-Time Count in City of Oakland (2015-2017)



Source: Applied Survey Research. (2015-2017). Alameda Homeless Count.

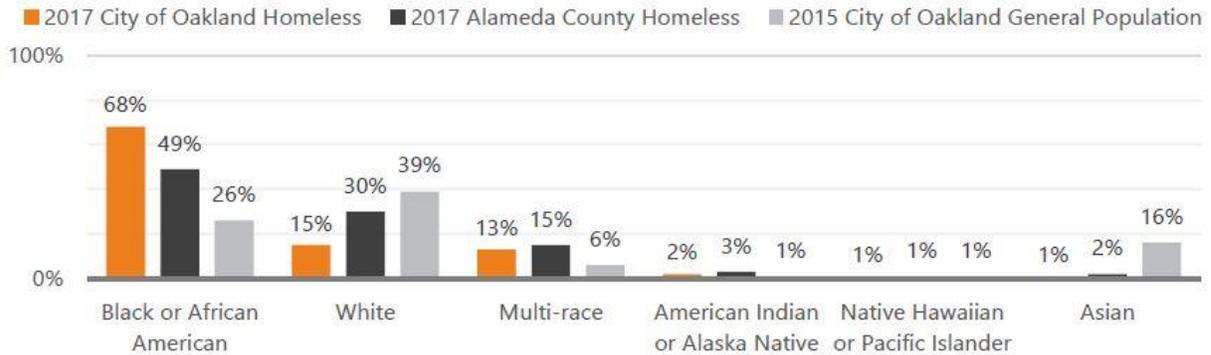
Figure 15. Percent of Homeless Persons with Hispanic/Latino Ethnicity in City of Oakland compared to Alameda County and the 2015 Point-in -Time Count (2017)



City of Oakland n= 2,761; Alameda County n=5,629

Source: Applied Survey Research. (2017). Alameda Homeless Count.

Figure 16. Homeless Persons Distribution by Race in City of Oakland compared to Alameda County and the 2015 Point-in -Time Count (2017)



City of Oakland Homeless n= 2,761; Alameda County Homeless n=5,629

Source: Applied Survey Research. (2017). Alameda Homeless Count.

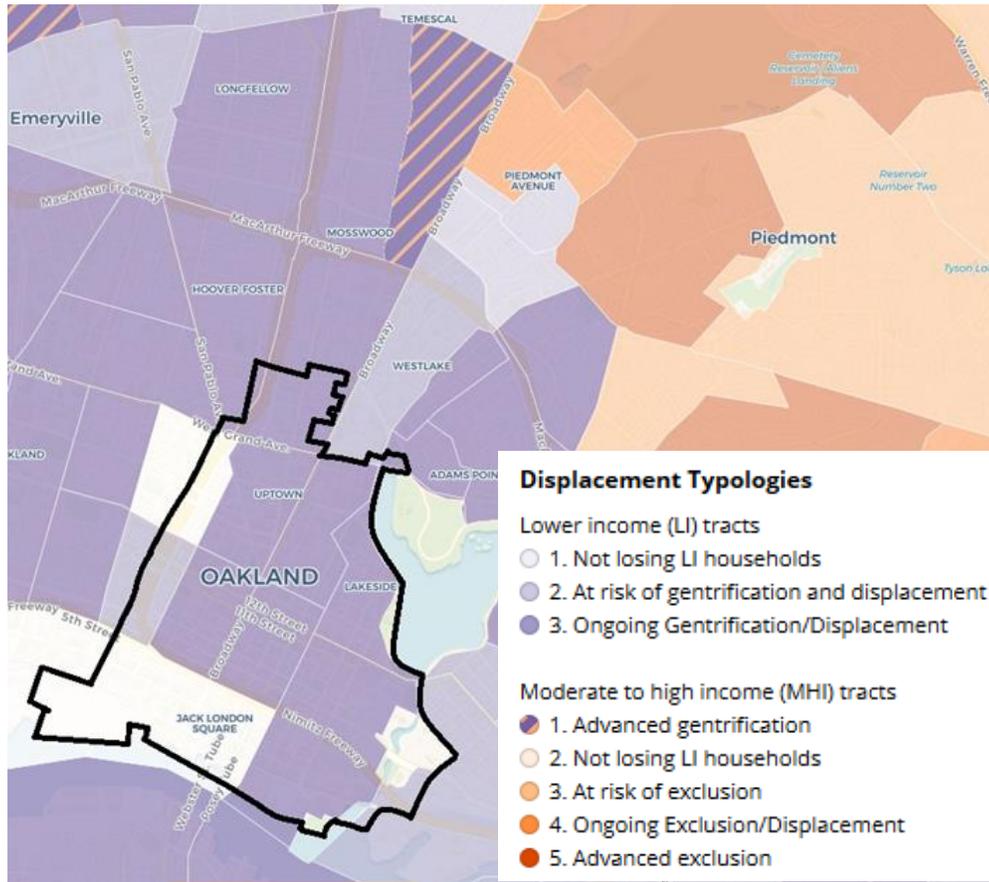
U.S. Census Bureau. (May 2016). American Community Survey 2015 1-Year Estimates, Table DP05: ACS Demographic and Housing Estimates. Retrieved from <http://factfinder2.census.gov>

Note: Percentages may not add up to 100 due to rounding.

Details: During a 2017 point-in-time survey in Oakland, a total of 2,761 individuals were experiencing homelessness, which represented a 26% increase from 2015. Oakland’s homeless population represented nearly half (49%) of the total number of persons enumerated in Alameda County during the 2017 Point in Time count. Of individuals experiencing homelessness, more than two-thirds (68%) identified as Black or African American, despite Black or African-American residents constituting only 26% of Oakland’s population.

Why it matters: Homelessness is up by 26% since 2015. Thousands of people experience homelessness in Oakland, most of whom identify as Black or African American. 71% of homeless individuals surveyed in Oakland became homeless after the age of 25, and of respondents age 51 or older, 40% reported they had first experienced homelessness after age 50. The primary cause of homelessness, although difficult to pinpoint, is largely due to “money issues” – over half of survey respondents cited this as the reason they are homeless. The number of individuals experiencing homelessness exceeds the capacity of the current system of care. With growing levels of displacement, and more and more people being unable to afford housing, we are seeing high levels of homelessness, tent encampments and associated deterioration of health, mental health and social outcomes.

Figure 17. City of Oakland Displacement and Gentrification by Census Tract (2017)



Source: Urban Displacement Project, 2017.

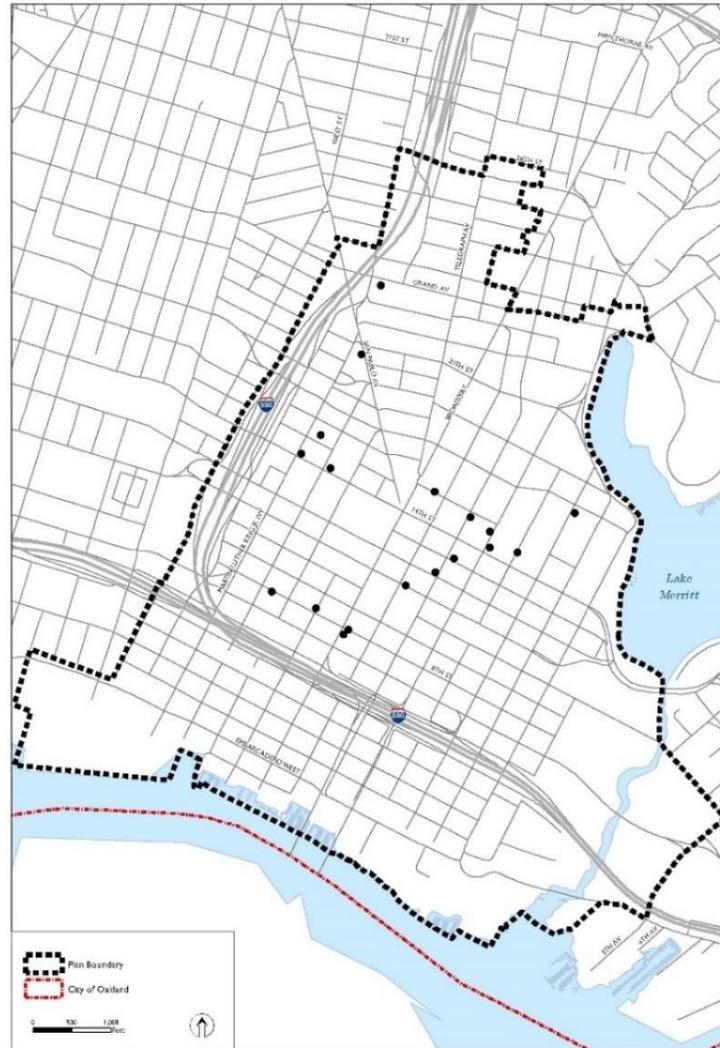
Details: The UC Berkeley Center for Community Innovation (CCI) developed the above gentrification index adapting the methodologies of various researchers (e.g., Freeman 2005; Bates 2013; Maciag 2015) to characterize places that historically housed vulnerable populations, but that have since experienced significant demographic shifts, as well as real estate investment.²³ The methodology for evaluating gentrification and displacement risk involved analyzing over 50 variables for the years 1990, 2000, and 2013 from various datasets including data on demographics, transportation, housing, land use, and policies. The above research shows that most of greater downtown Oakland is experiencing ongoing gentrification and displacement.

Why it matters: Oakland’s booming real estate market necessitates a careful look at the causes and consequences of neighborhood change to protect residents that are most vulnerable to potentially being displaced. Wages of low-income residents have not kept pace with the sky-rocketing housing prices, resulting in massive demographic shifts, including displacement of individual households as well

²³ “Regional Early Warning System for Displacement: Typologies Final Project Report”, M. Zuk. http://www.urbandisplacement.org/sites/default/files/images/cci_-_final_report_-_090115.pdf

as the changing character and loss of cultural resources that many residents have raised concerns about during the Downtown Oakland Specific Plan (DOSP) process.

Figure 18. Greater Downtown SRO Inventory



Source: “Downtown Oakland’s Residential Hotels” Report, 2015, City of Oakland.

Notes: While the process for gathering data for the “Downtown Oakland’s Residential Hotels” was rigorous, the SRO landscape is constantly changing due to property owners converting SROs into other uses. Currently (2018), there is a moratorium on all SRO conversions. The City hopes this moratorium will allow it to find a solution for the preservation of SROs.

Details: According to the 2015 report, “Downtown Oakland’s Residential Hotels,” there are currently 18 Single-Room Occupancy facilities (SROs) commonly referred to as residential hotels in downtown Oakland, containing a total of 1,311 units. Most of Oakland’s SROs are clustered in the downtown.

Why it matters: Residential hotels do not typically require a security deposit, credit references, proof of income, or long-term lease agreement. For these reasons, residential hotels can provide housing for

vulnerable populations with unstable finances and little access to credit. They are often the housing of last resort that provides a stopgap from homelessness. The 2015 report on Downtown’s Residential Hotels (SROs) detailed demographic data for 240 units, or 22% of all SRO residents. The residents of these units were 71% male and 28% female. Residents of these units identified as 66% black, 27% white, and 4.5% Asian. Most residents reported social security and/or disability benefits as their sole source of income, with a smaller group receiving pension payments or general assistance.

SROs face risks both from disinvestment and from investment. Two of Oakland’s SROs have recently been placed in receivership due to mismanagement leading to crime and health violations. At the same time, rising real estate prices provide an incentive to property owners to sell SROs, displace their current residents, and either convert the units to a more profitable activity or facility type or rehabilitate them to reach a higher-end market. This is occurring at the same time as more Oakland residents, particularly low-income and residents of color, are priced out of their homes and are looking for affordable housing in increasingly limited supply.

Table 2. Accessible Units within Federally-Assisted Housing Units Issued a Building Permit in 2017

	Mobility Impaired Units	Vision/Hearing Impaired Units	Mobility & Vision/Hearing Impaired Units	Accessible Units TOTAL
Fruitvale Transit Village	12			12
Estrella Vista	1	1		2
Redwood Hill Homes	2	1	1	4
Coliseum Connections	6	3		9

Source: 2017 Annual Housing Element Progress Report

Details: Of the 210 Federally-Assisted Housing units issued a building permit in 2017, a total of 27 units were ADA Accessible: 12 units (for mobility impaired) at Fruitvale Transit Village; 2 units (1 for mobility-impaired, 1 for vision/hearing impaired) at Estrella Vista; 4 units (2 for mobility impaired, 1 for vision/hearing impaired, and 1 for mobility & vision/hearing impaired) at Redwood Hill Homes; and 9 units (6 for mobility impaired, 3 for vision/hearing impaired) at Coliseum Connections.

Why it Matters: Stakeholder outreach has suggested that most units downtown are not accessible to people using wheelchairs. This creates an additional challenge for people with disabilities to finding affordable housing, particularly downtown, where many services are located.

Jobs and Economic Opportunity

Range of Specific Plan Policies, Programs or Actions

The Downtown Specific Plan will align with the recently completed *City of Oakland Economic Development Strategy 2018-2020*²⁴ and its goal of making Oakland: “...an easy, efficient, and prosperous place to do business, and reducing racial disparities and helping all Oaklanders achieve economic security so that everyone has an opportunity to thrive.” To this end, the Specific Plan could include a range of policies around local business retention and expansion, support for development of industrial, office and retail space, and encouragement for affordable commercial space to nurture a diverse set of local businesses that employ residents with all levels of education and training. The Plan could also include recommendations for expanding youth development-serving programs.

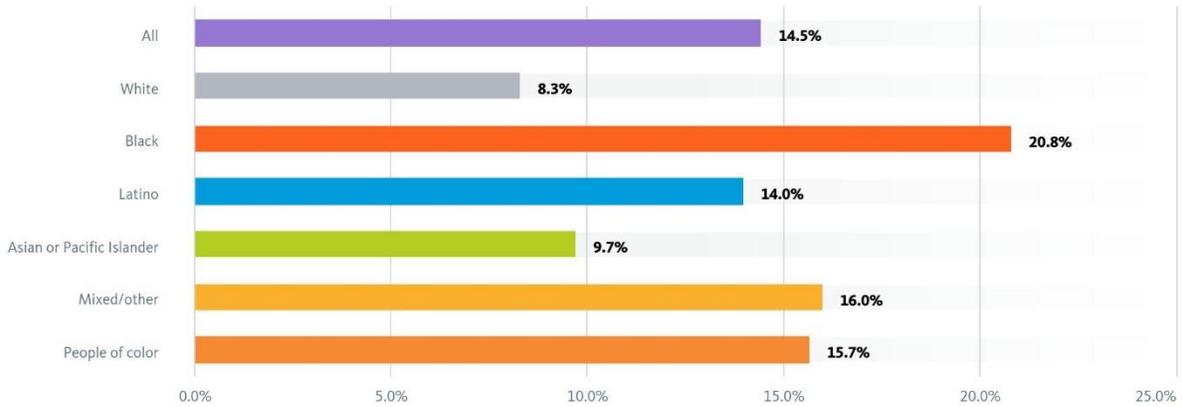
Table 3. Desired Future Condition and Disparity Indicators Related to Jobs, Training and Economic Opportunity in the Downtown Oakland Specific Plan

Desired Future Condition	Disparity Indicators (Data)
Jobs and Economic Opportunity	
<p>Oakland’s downtown has a vibrant economy that is inclusive and racially equitable. Prosperity is shared and the economic gains that are experienced downtown reverberate throughout all of Oakland with longstanding residents and their children securing quality jobs downtown, accumulating wealth and easily accessing services offered downtown.</p>	<p>Employment</p> <ul style="list-style-type: none"> • Disconnected youth (percent of 16 to 24 year-olds not working or in school by race/ethnicity 2015) • Unemployment rate by race <p>Job Fit</p> <ul style="list-style-type: none"> • Educational attainment requirements for jobs in greater downtown Oakland • Percent of workers with an associate’s degree or higher by race, ethnicity and immigrant status, 2015 • Median hourly wage by race/ethnicity, 1980-2015 <p>Financial Health</p> <ul style="list-style-type: none"> • Percent working poor by race/ethnicity, 2015 • Median household income, 2015 • Percent of households without access to a vehicle, 2015

²⁴ Web: <https://www.oaklandca.gov/projects/economic-development-strategy>

Figure 19. Disconnected Youth in City of Oakland (2015)

Percent of 16 to 24 year olds not working or in school by race/ethnicity: Oakland City, CA, 2015

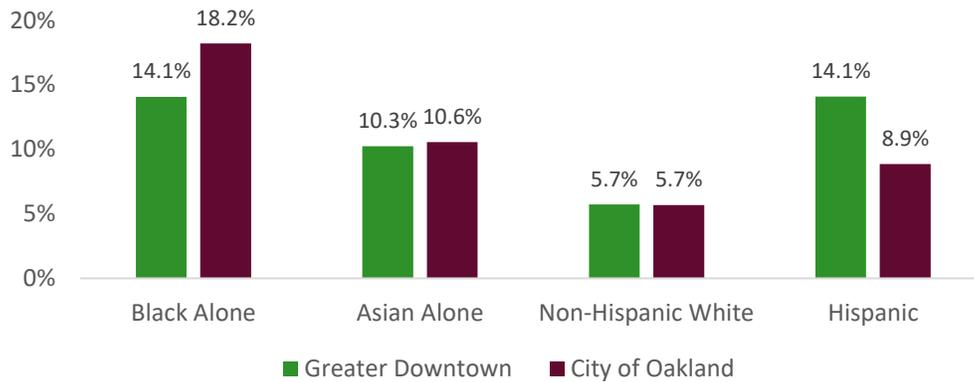


IPUMS
PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

Details: Are youth ready and able to enter the workforce? Citywide in 2015, the white population had the lowest share not working or in school among 16-24 year-olds at 8.3% and the Black population had the highest share at 20.8%.

Why it matters: Ensuring that youth are educated, healthy, and ready to thrive in the workforce is essential for economic prosperity, but too many youth— particularly youth of color—are disconnected from educational or employment opportunities. Not accessing education and job experience early in life can have long-lasting impacts including lower earnings, higher public expenditures, lower tax revenues, and lost human potential.

Figure 20. Unemployment Rate by Race in Greater Downtown vs City of Oakland (2015)



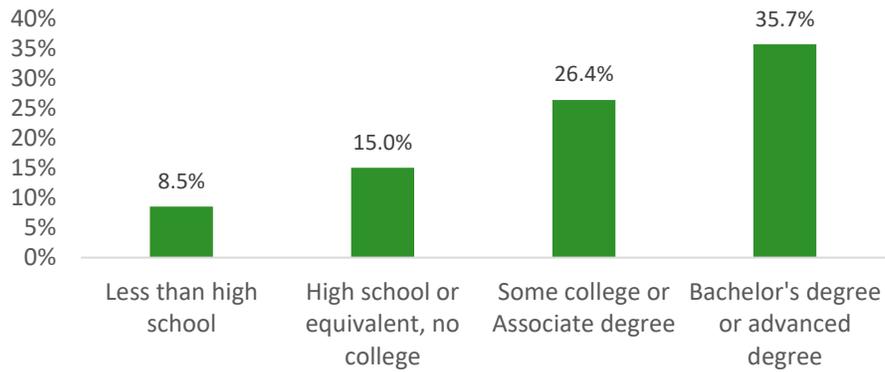
Source: US American Community Survey 5-year Estimates, 2011-2015.

Notes: “Black Alone” and “Asian Alone” may contain some Hispanic population. For certain tables like the ones used for these graphs, ACS only reports non-Hispanic whites and Hispanics by ethnicity; a large percentage of Hispanics tend to self-report as white, some other race or two or more races.

Details: In 2015, the average unemployment rate in downtown for the black population was 14.1%, 14.1% for Hispanic and 10.3% for Asian, while the average unemployment rate for the white population was much lower at 5.7%. These figures do not take into account underemployed residents, who are working part time and would rather be employed full time.

Why it matters: In an equitable city, all workers would have similar success in finding work, regardless of race, gender or other protected status. Racial differences in employment result from differences in education, training, and experience, as well as barriers to employment for workers of color such as English language ability, immigration status, criminal records, lack of transportation access, and racial discrimination and bias among employers and institutions. Policy and systems changes that remove these barriers and increase education and job training opportunities will lead to greater labor force participation and a stronger Oakland economy.

Figure 21. Educational Attainment Requirements for Jobs in Greater Downtown (2015)



Source: US Census Bureau, Longitudinal Employer-Household Dynamics, 2011-2015.

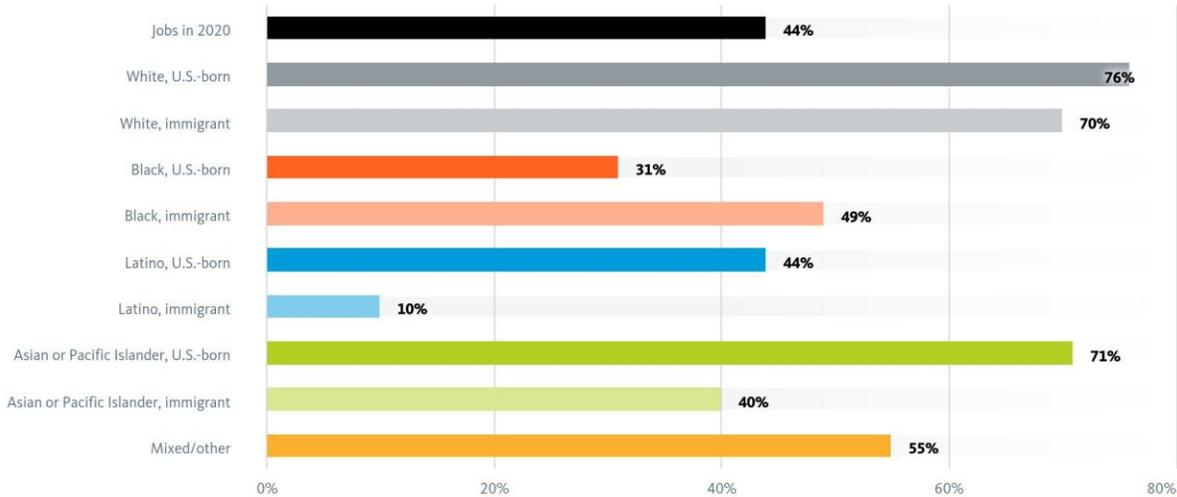
Note: based on educational attainment of downtown workers.

Details: At least 26.4% of the jobs in the greater downtown require some college or an associate’s degree and 35.7% require a bachelor’s degree or advanced degree. Overall, more than 62.1% of downtown jobs require an associate’s degree or higher level of education.

Why it matters: This reflects the education requirements of many jobs in professional services, finance and insurance, information, management, and other knowledge-based industries that are concentrated downtown. This information is important to compare with the educational attainment rates of Oakland’s various residents to determine whether the jobs downtown is attracting are attainable for Oakland’s residents.

Figure 22. Percent of Workers with an Associate’s Degree or Higher by Race/Ethnicity and Immigrant Status in City of Oakland (2015)

Current educational attainment and projected state/national-level job education requirements by race/ethnicity and nativity: Oakland City, CA, AA degree or higher, 2015

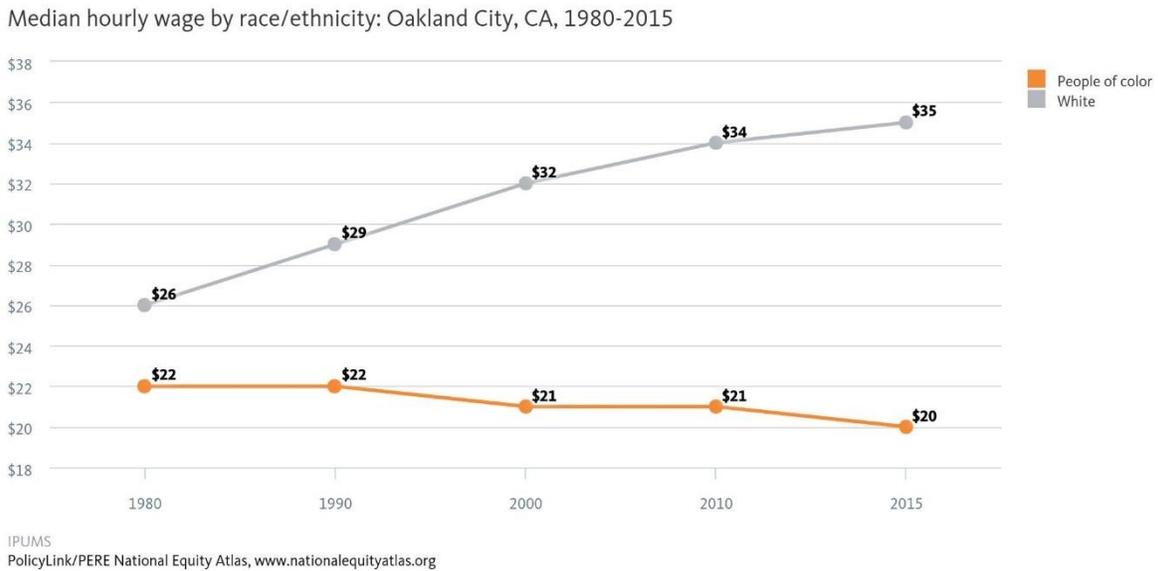


IPUMS; Georgetown University Center on Education and the Workforce
 PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

Details: Do Oakland workers have the education needed to meet the requirements for the jobs in the greater downtown? There are significant racial and ethnic disparities in educational attainment among Oakland residents. More than 70% of U.S. born, white and Asian residents have completed an associate’s degree or higher, a much higher rate than for Oakland’s Black, Latino, or immigrant communities.

Why it matters: Given the educational attainment of Oakland residents, the requirements of many Downtown jobs – particularly jobs more likely to pay a living wage – place those jobs out of reach of many Oakland residents, especially Black, Latino and immigrant Oaklanders.

Figure 23. Median Hourly Wage by Race/Ethnicity in City of Oakland (1980-2015)

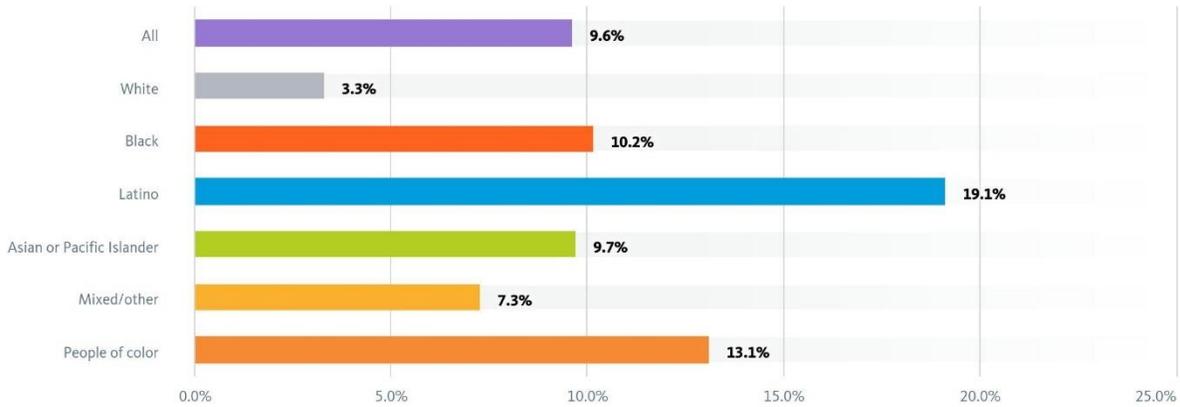


Details: The median hourly wage of the white population has out-paced people of color for over 30 years. Since 1990, hourly wages for people of color have declined, even as wages for what people have increased.

Why it matters: In an equitable job market, wages would reflect differences in education, training, experience, and pay scales by occupation and industry, but would not vary systematically by race or gender, and all races and genders would have equal access to education and training. Racial gaps in wages between those with similar levels of education suggests discrimination and bias among employers, and gaps across all workers suggest – as supported by the disparities in educational attainment – that residents do not all have access to the education and training needed to obtain higher wages. Policy and systems changes that ensure fair hiring and rising wages for low-wage workers will boost incomes, resulting in more of the consumer spending that drives economic growth and job creation.

Figure 24. Percent of Working Poor by Race/Ethnicity in City of Oakland (2015)

Percent working poor by race/ethnicity: Oakland City, CA, 200%, 2015



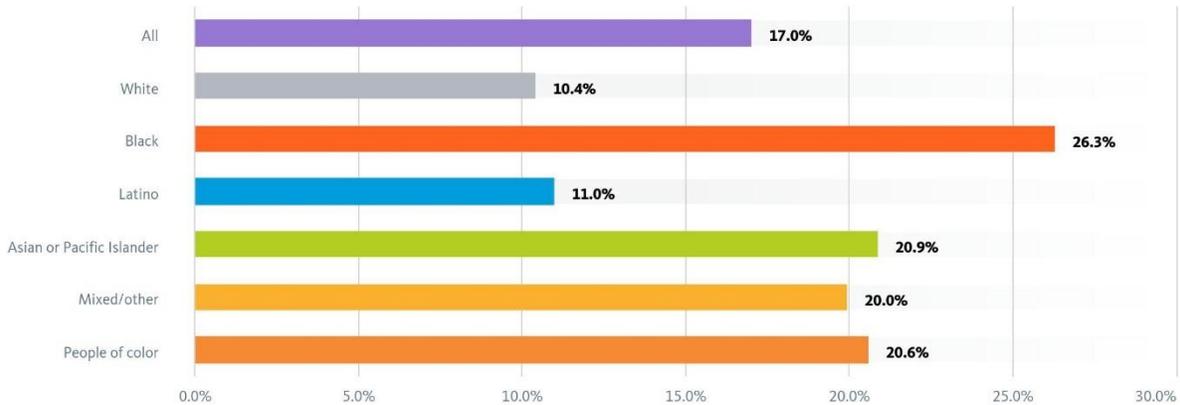
IPUMS
PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

Details: In 2015, 19.1% of Latino adults were working full-time, and yet earning below 200% of the poverty level, while 10.2% of Black and 9.7% of Asian adults were doing the same. This is contrasted to only 3.3% of white adults.

Why it matters: As the low-wage sector has grown, the share of adults who are working full-time jobs but still cannot make ends meet has increased, particularly among Latinos and other workers of color and disabled people with disabilities. The failure of even full-time work to pay family-supporting wages dampens the potential of many of Oakland’s workers. This suggests that the opportunity provided by the growing job market downtown is not being broadly shared.

Figure 25. Percent of Households Without a Vehicle by Race/Ethnicity in City of Oakland (2015)

Percent of households without a vehicle by race/ethnicity: Oakland City, CA, 2015

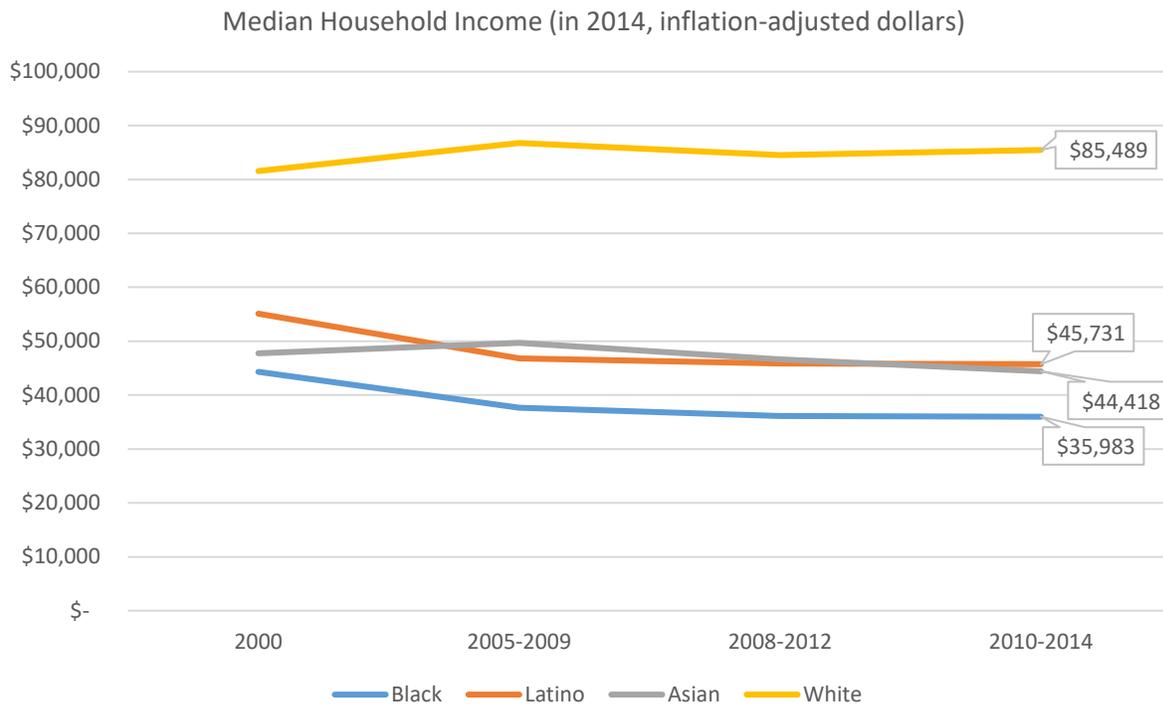


IPUMS
PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

Details: In 2015, only 10.4% of white households did not have access to a car, while 26.3% of Black households did not have access to a car.

Why it matters: As illustrated in Figure 32 (below), 40% of commute trips and 55% of non-commute trips to downtown were made by car, indicating the importance of the personal automobile as a means of transportation today. Reliable and affordable transportation is critical for meeting daily needs and accessing educational and employment opportunities located throughout the region, and people of color are more likely to be carless in downtown Oakland.

Figure 26. Median Household Income by Race, City of Oakland (2000-2015)



Source: US Census, 2000; US American Community Survey 5-year Estimates, 2005-2009, 2008-2012, 2010-2014; “Advancing Equity in Transportation in Oakland, California” from Fern Uennatornwarangoon.

Details: Median household income in 2014 for the white population in downtown was nearly twice that of Latino and Asian households. The household income for the white population was more than twice the income of the Black population – nearly \$50,000 higher.

Why it matters: Wage and employment gaps by race or gender not only harm people of color—they hold back the entire Oakland economy. Closing these gaps by eliminating discrimination in pay and hiring, boosting educational attainment, and ensuring strong and rising wages for low-wage workers is good for families, good for communities, and good for the economy. Rising wages and incomes, particularly for low-income households, leads to more consumer spending, which is a key driver of economic growth and job creation. Note that wage data does not address the wealth gap, which takes into account a household’s savings and assets, and is more significant even than the wage gap.



BUILT ENVIRONMENT, HEALTH AND SUSTAINABILITY

Sustainability, Health and Safety

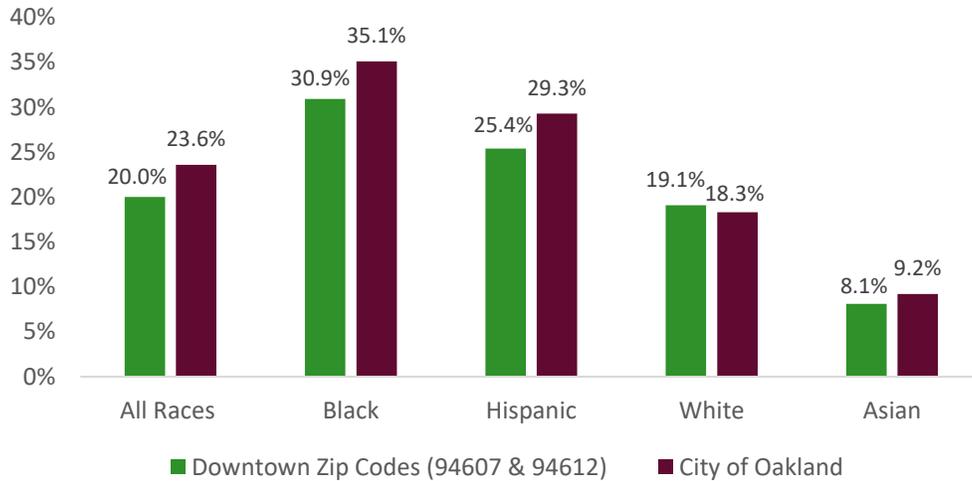
Range of Specific Plan Policies, Programs or Actions

The Downtown Specific Plan’s policies addressing climate change will align with the City’s Energy and Climate Action Plan. The Plan recommendations will help to protect residents from adverse environmental impacts, and improve walking conditions and other options to improve physical and community health conditions. Also, principles of Crime Prevention Through Environmental Design (CPTED) can be used to address safety within the downtown, among other strategies to enhance safety.

Table 4. Desired Future Condition and Disparity Indicators Related to Sustainability, Health and Safety in the Downtown Oakland Specific Plan

Desired Future Condition	Disparity Indicators (Data)
Sustainability, Health and Safety	
<p>Oakland’s residents enjoy clean air, protection from climate change risks and access to a livable, supportive and nurturing community that fulfills the daily needs for a healthy lifestyle for all ages and ability levels. Residents can access services and activities at all times of day, secure in their surroundings with a sense of safety.</p>	<p>Public Health</p> <ul style="list-style-type: none"> • Obesity by race • Age adjusted asthma hospitalization rate <p>Environmental Factors</p> <ul style="list-style-type: none"> • Black carbon air pollution and communities of concern <p>Safety</p> <ul style="list-style-type: none"> • Crime by victim and arrestee race • Crime reports by type • Crime density/heat map

Figure 27. Obesity Rate by Race in Greater Downtown vs City of Oakland (18+ years) (2014)



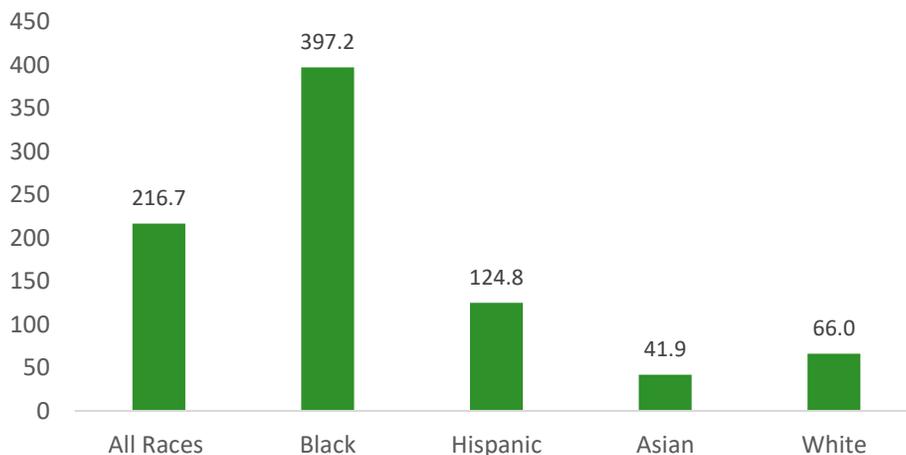
Source: AskCHIS Neighborhood Edition, 2014; Alameda Co. Public Health Dept.; City of Oakland.

Note: Percentage of adult respondents ages 18+ who had a body mass index (BMI) of 30.0 or above based on self-reported height & weight.

Details: The obesity rate for adults in downtown mirrors that for the city as a whole, with the Black and Latino populations exhibiting the highest levels of obesity.

Why it matters: Healthy neighborhoods provide residents with access to parks, healthy food, clean air, safe streets and health care and social services. In communities where these basic needs are not met, people are more likely to suffer from chronic diseases such as obesity.

Figure 28. Age Adjusted Asthma Hospitalization Rate by Race in Greater Downtown (2013-3Q2015)

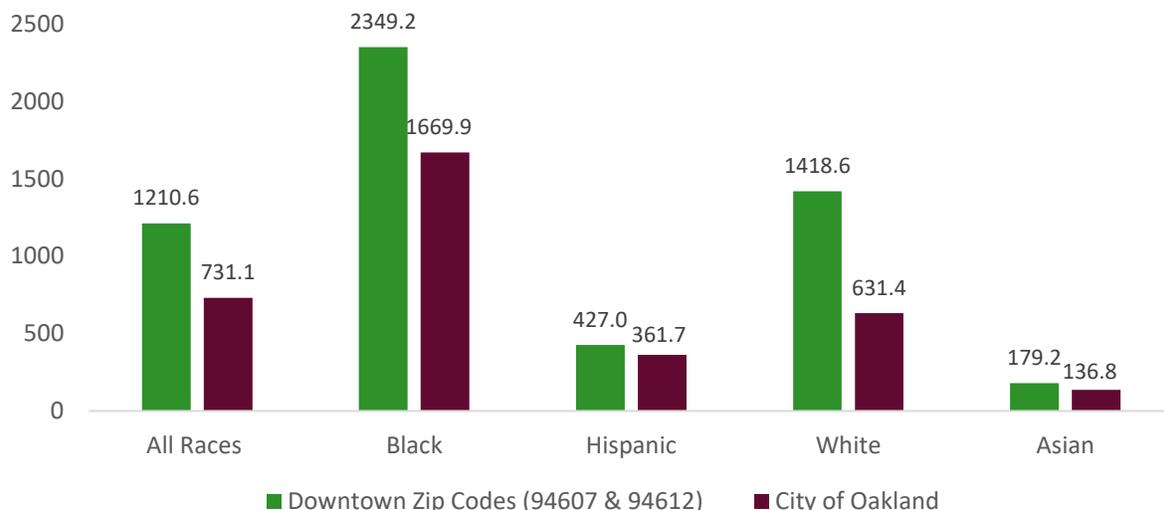


Source: Office Statewide Health Planning and Development, 2013-3Q2015; Alameda Co. Public Health Dept.; City of Oakland
 Notes: Due to small numbers, the asthma hospitalization rate for white people is unstable. Hospitalization data combines Asian and Pacific Islander, so the asthma hospitalization rate is for Asians/Pacific Islanders. Greater Downtown is described as zip codes 94607 and 94612.

Details: The Black population had the highest asthma hospitalization rate, at almost twice the rate of all other races in zip codes downtown.

Why it matters: Neighborhoods with people of color and low-income communities are more likely to be exposed to environmental hazards, putting them at higher risk for chronic diseases and premature death.

Figure 29. Severe Mental Illness Emergency Department Visit Rate by Race in Greater Downtown vs City of Oakland (2013-3Q2015)

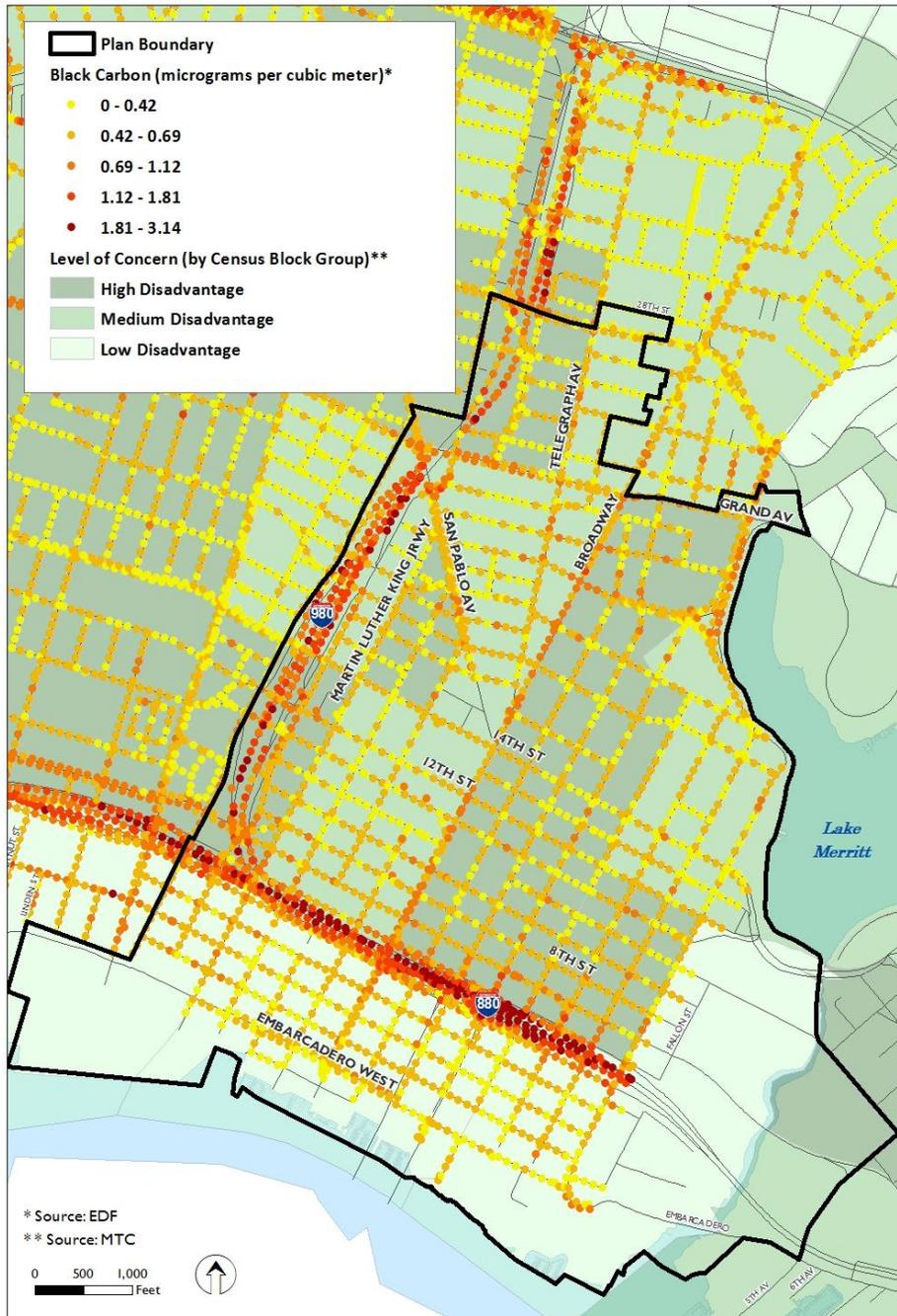


Source: Office Statewide Health Planning and Development, 2013-3Q2015; Alameda Co. Public Health Dept.; City of Oakland
 Notes: Data combines Asian and Pacific Islander, so the severe mental illness emergency department visit rate is for Asians/Pacific Islanders.

Details: Black and white residents downtown have the highest rates of emergency department visits for severe mental health illness, mirroring trends citywide.

Why it matters: According to the police officers assigned to downtown, people with mental health illnesses present one of the biggest challenges to public stability. Officers report that in limited circumstances arrests are made, otherwise the policy is to leave the mentally ill alone. Officers cited the need for qualified mental health professional outreach teams to address the mentally ill, rather than using law enforcement.

Figure 30. Black Carbon and Communities of Concern



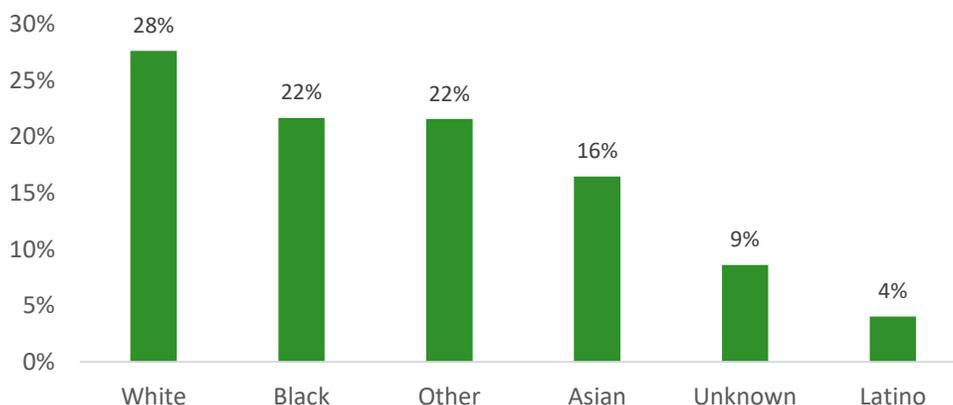
**Downtown Plan:
Communities of Concern & Black Carbon Air Pollution**

Source: MTC's Communities of Concern; Air quality data from Google/Aclima; analysis by [Apte et al](#) / EDF. Colors on the map do not correlate to colors on the Air Quality Index.

Details: Downtown Oakland, along with most of Oakland’s flatland neighborhoods, is considered one of the “Communities of Concern” by the Metropolitan Transportation Commission (MTC), which created the Communities of Concern index to identify Bay Area neighborhoods with concentrations of residents who face potential disadvantages and barriers to mobility. The above figure shows that the majority of downtown Oakland is in the medium- to high-disadvantage category, indicating that the populations in these areas are most vulnerable.²⁵ Many of these Communities of Concern are adjacent to high-pollution corridors. The concentration of black carbon is highest near the freeways and heavily used motorist corridors throughout downtown.

Why it matters: Earthjustice.org reports that black carbon – microscopic airborne particles commonly known as “soot” – comes from diesel engines, is the leading cause of respiratory illness and death, and is a big factor in global warming. The portions of downtown near higher concentrations of black carbon could contribute to higher rates of respiratory illness for the vulnerable communities that live in these areas.

Figure 31. Crime by Victim Race in Downtown Oakland (9/1/2016-9/30/2017)



Source: Oakland Police Dept., as compiled by Oakland Planning Bureau
 Notes: Beats 01X, 03X and 04X. 7,311 Total Crimes.

Details: White, Black, and Asian residents had the highest rates of victimization out of the police beats analyzed, with white people having a slightly higher rate of victimization.

Why it matters: Personal safety is essential to livability. Chronic stress caused by criminal activity affects all aspects of personal and community wellness.

²⁵ The Metropolitan Transportation Commission (MTC) created the “Communities of Concern” index to identify areas with concentrations of residents who face potential disadvantages and barriers to mobility. The darker green the area, the more disadvantaged the area (for example a person who is low income and over 75 years of age).

Table 5. Arrest Rate by Arrestee Race (9/1/2016-9/30/2017) and Other Disparity Data

Racial Group	Population (Downtown, 2015)	Unemployment Rate (Downtown, 2015)	Poverty Rate (Oakland, 2015)	Arrest Rate Downtown 9/1/16 to 9/30/17 (322 total arrests)
White	25.8%	5.7%	3.0%	9%
Black/African American	20.1%	14.1%	8.3%	72%
Hispanic/Latino	8.9%	14.1%	17.3%	14%
Asian	39.7%	10.3%	8.7%	3%

Source: Source: US American Community Survey 5-year Estimates, 2011-2015. IPUMS. Oakland Police Dept.

Details: African Americans are significantly over-represented in arrest rates.

Why it matters: As in other cities, there are disparities in how Oakland police stop and treat African-American residents compared with how they treat other (particularly white) residents.²⁶ Possessing a criminal record can keep someone unemployable, as demonstrated in the Black/African American unemployment rate, which is double that for the white population rate downtown. This condition undermines the building of economic security and contributes to lives lived in poverty in communities of color at rates much higher than those for white residents. It blocks access to federally-funded housing, increases housing instability and the likelihood of homelessness.

²⁶ *Data for Change: A Statistical Analysis of Police Stops, Searches, Handcuffings, and Arrests in Oakland, Calif., 2013-2014*, Stanford Social Psychological Answers to Real-world Questions (SPARQ), 2016.

Figure 32. Crime Reports by Type of Crime and Crime Density Heat Map

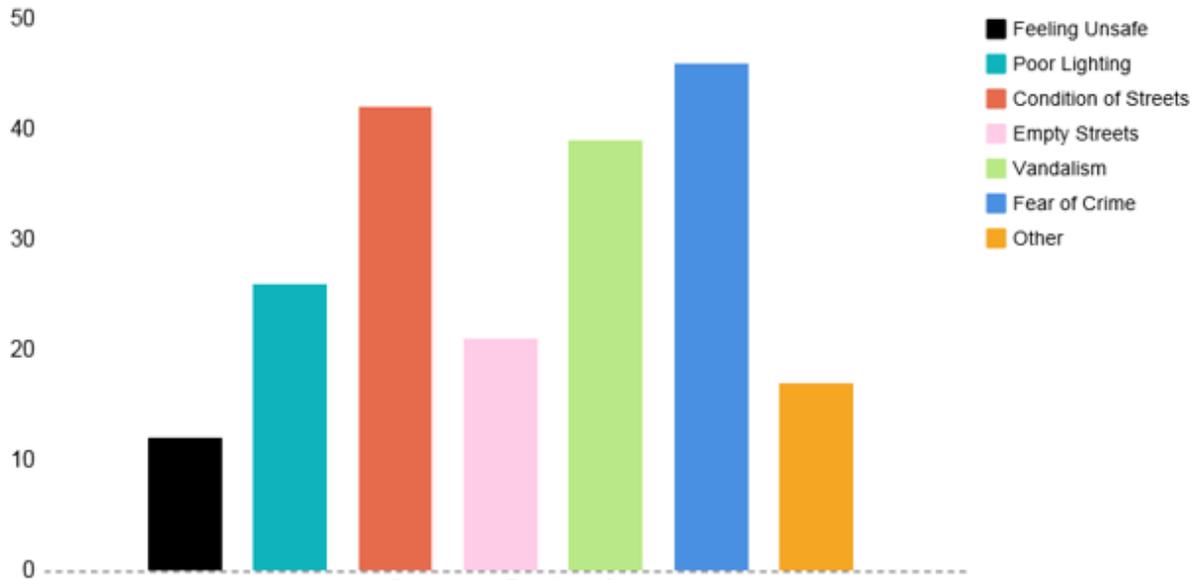


Source: Oakland Planning Bureau using Oakland Police Dept. Data.

Details: Larceny (personal property) theft and motor vehicle theft accounted for the majority of crime reports. Crime “hot spots” occurred near 7th Street between Broadway and Washington St., Franklin St. and Webster St. between 12th St. and 8th Street, near Broadway and 14th Street, near San Pablo and 17th Street, and Broadway between Grand Ave. and 25th Street.

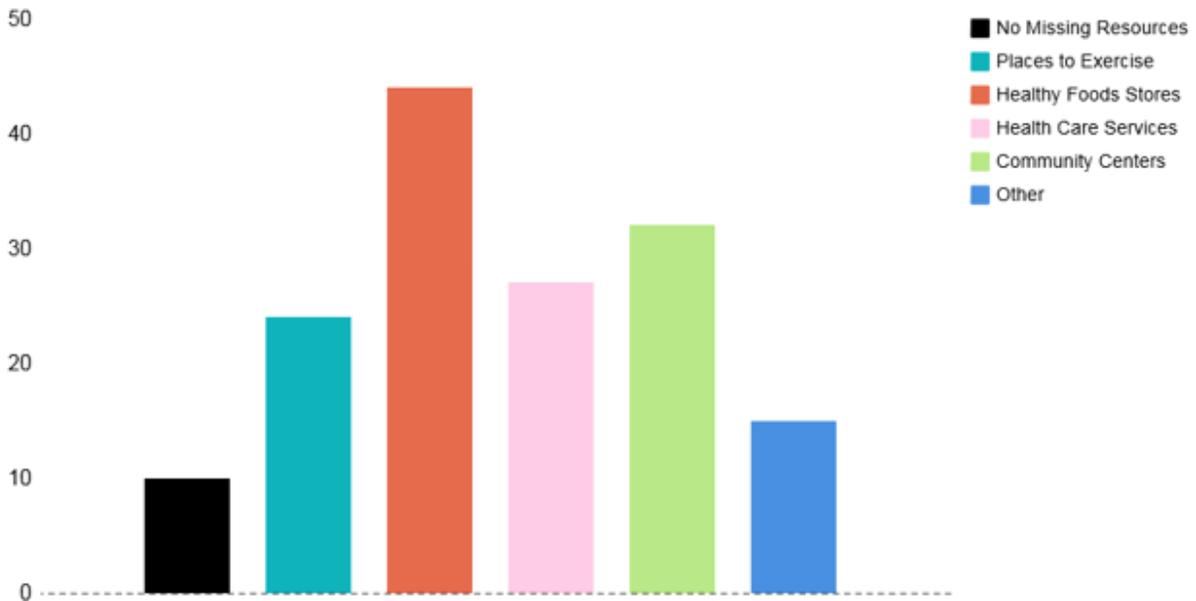
According to the 2017 Department of Transportation Bicycle Survey (administered as part of the Bicycle Master Plan Update), 35% of people with disabilities strongly agree “there is a high crime rate in my neighborhood,” compared with 24% of people with no reported disability.

Figure 33. Reported Reasons for Feeling Unsafe in Downtown



Source: Downtown Oakland Specific Plan Accessibility Survey, City of Oakland, 2018

Figure 34. Reported Facilities Missing Downtown



Source: Downtown Oakland Specific Plan Accessibility Survey, City of Oakland, 2018

Details: Older adults and people with disabilities who responded to the City’s Accessibility Survey shared their concerns about crime and missing facilities in the downtown. The top three reasons that survey participants felt unsafe downtown were the condition of streets, vandalism and fear of crime. Participants also felt that there were multiple facilities missing downtown, with healthy foods stores the most cited of these missing facilities. Additional missing facilities (identified under “Other”) include more low-income senior housing, rent-controlled accessible housing, places for social and physical activities, libraries, and more lights, shuttles, and handicap parking on the streets.

Why it matters: The physical environment greatly influences crime, fear of crime, and quality of life. For a crime prevention strategy to be effective, it must be comprehensive. “Crime Prevention Through Environmental Design” (CPTED) is a crime prevention approach based on the theory that the proper design and effective use of the built environment can lead to reduction in crime as well as improvement in the quality of life. CPTED works by decreasing a criminal’s ability to commit crime and increasing the chances that the crime will be seen and prevented by the presence of bystanders. Multi-faceted crime reduction strategies are needed to protect all Oaklanders, particularly those most vulnerable. Additionally, many people with disabilities have limited mobility. In addition to making sure that Oakland’s neighborhoods have a complete range of safe and accessible amenities, residents with disabilities would benefit from a map of accessible facilities and public buildings.

Outdoor Space and Recreation

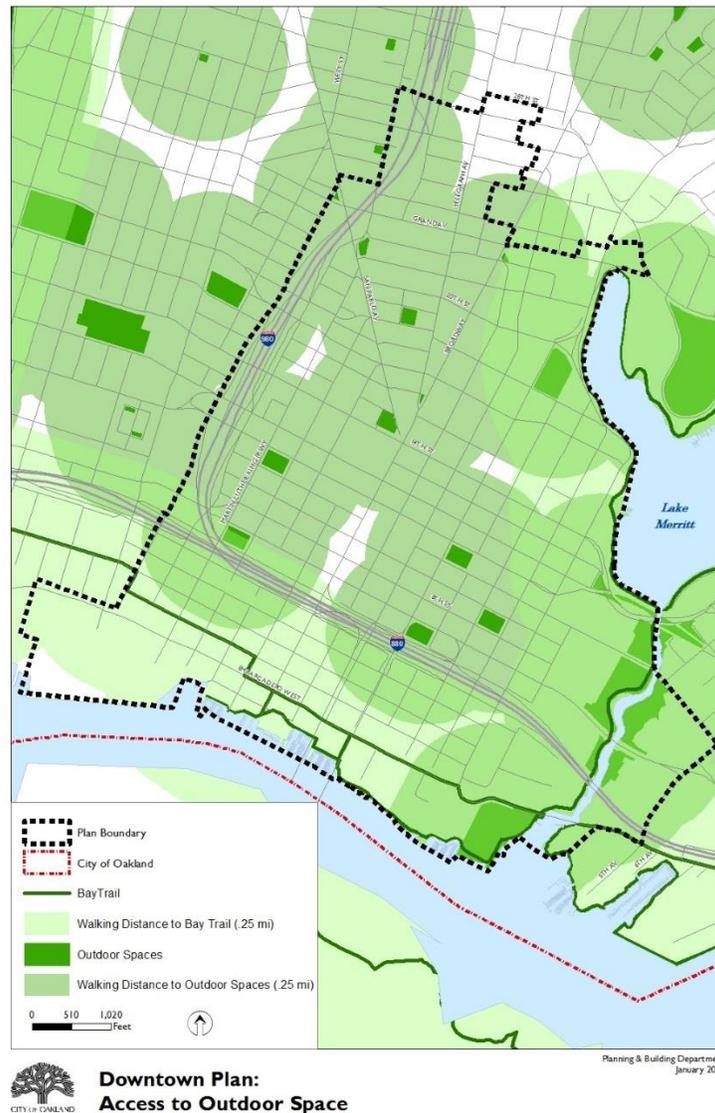
Range of Specific Plan Policies, Programs or Actions

In conjunction with the City’s Parks and Recreation and Public Works Departments, the Downtown Specific Plan will contain policies related to protecting and enhancing natural resources (including Lake Merritt and the estuary), linking green spaces (including streets, paths and linear parks), and highlight a network of civic spaces welcoming to all residents. The Specific Plan could address both outdoor space programming and landscape design.

Table 6. Desired Future Condition and Disparity Indicators Related to Outdoor Space and Recreation in the Downtown Oakland Specific Plan

Desired Future Condition	Disparity Indicators (Data)
Outdoor Space and Recreation	
Opportunities abound in the downtown to play, relax, exercise, attend events and connect with nature. Outdoor spaces are unique, welcoming and safe.	<ul style="list-style-type: none"> • Access to outdoor space • Outdoor space conditions • Street trees • Public restrooms

Figure 35. Access to Outdoor Space



Source: Oakland Planning Bureau

Details: Most of the Downtown Specific Plan study is within walking distance (0.25 mi) of a park or other outdoor space. The greater downtown area has around 3.6 acres of open space per 1,000 residents. The City of Oakland Open Space Conservation and Recreation element of the Oakland General Plan sets the desired standard for local-serving park acreage at 4 acres per 1,000 residents.

Why it matters: The American Society of Landscape Architects cites the health benefits of time spent in nature including parks and gardens.²⁷ Studies document positive impacts from living in close proximity to green space, including positive impact on children’s health and educational outcomes and reduced

²⁷ Web: <https://www.asla.org/healthbenefitsofnature.aspx>

symptoms of depression in adults. Studies also have shown a significant relationship between walkability and obesity, which is correlated with higher risk for health conditions such as heart disease and diabetes. The obesity rate for Black and Latino downtown residents is 30.9% and 25.4%, respectively. Walkable neighborhoods and parks encourage residents to be more active, reducing health risks – walking to a park or for other reasons can help residents get exercise and improve their health.

Figure 36. Outdoor Space Conditions



Lincoln Square



Lafayette Square

Inviting outdoor spaces: variety of recreation facilities; street trees; illumination; cleanliness; active recreation.

Neglected outdoor spaces: play area next to a homeless encampment; lack of trash removal.



Jack London Square



Chinese Garden Park

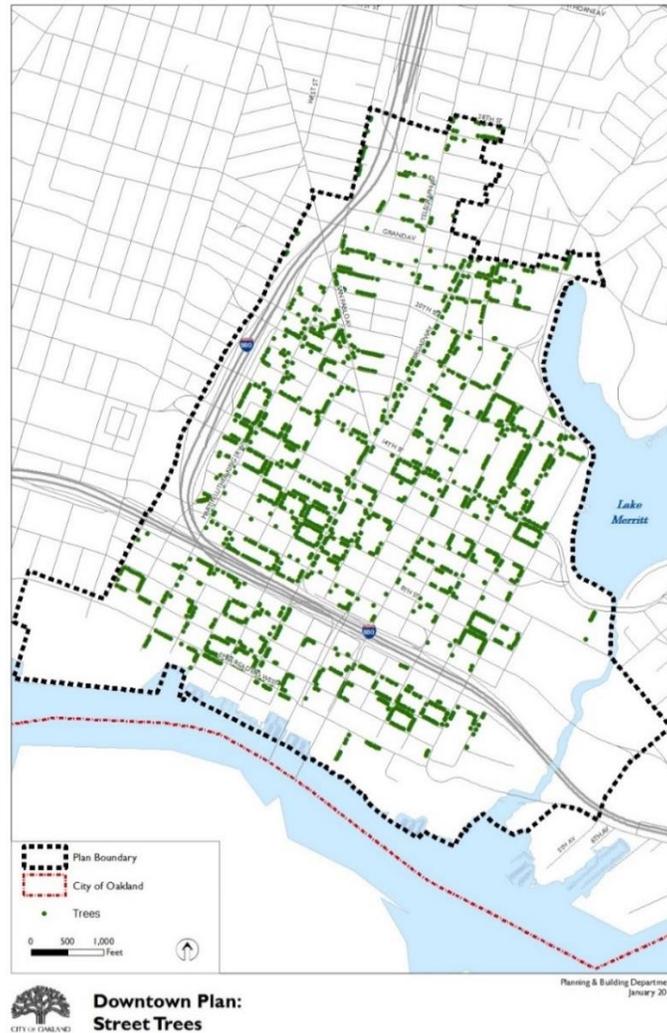
Upgraded outdoor spaces: ample seating; street trees; upgraded sidewalk materials; decorative lamp posts.

Disinvested outdoor spaces: lack of seating, street trees, and illumination; no active recreation; lack of trash

Details: The photos above are a few examples of the noticeable lack of investment in the open spaces in different neighborhoods throughout downtown, particularly on the edges traveling to West Oakland and in historic Chinatown.

Why it matters: In the photo examples above, with the exception of Lincoln Park, a stark contrast can be seen in the areas that have received investment (i.e., seating, lamp posts, cleaning service) and those without similar investment in less affluent areas historically inhabited by Black and Chinese residents.

Figure 37. Street Trees



Source: Oakland Planning Bureau

Details: Most of downtown Oakland consists of impervious surfaces due to the presence of large parking lots, wide streets and dense development. These tracts, along with dense, commercial areas like Chinatown lack street trees. Areas close to I-980 and I-880 also lack sufficient street trees.

Why it matters: Urban forests help capture particulate matter, moderate temperature, retain rainwater, reduce street speed (canopies visually reduce street width prompting drivers to slow down) and provide shade for pedestrians. Downtown Oakland residents are flanked by two highways, which produce pollutants. A higher concentration of street trees could provide better air quality for downtown Oakland residents.

Built Environment

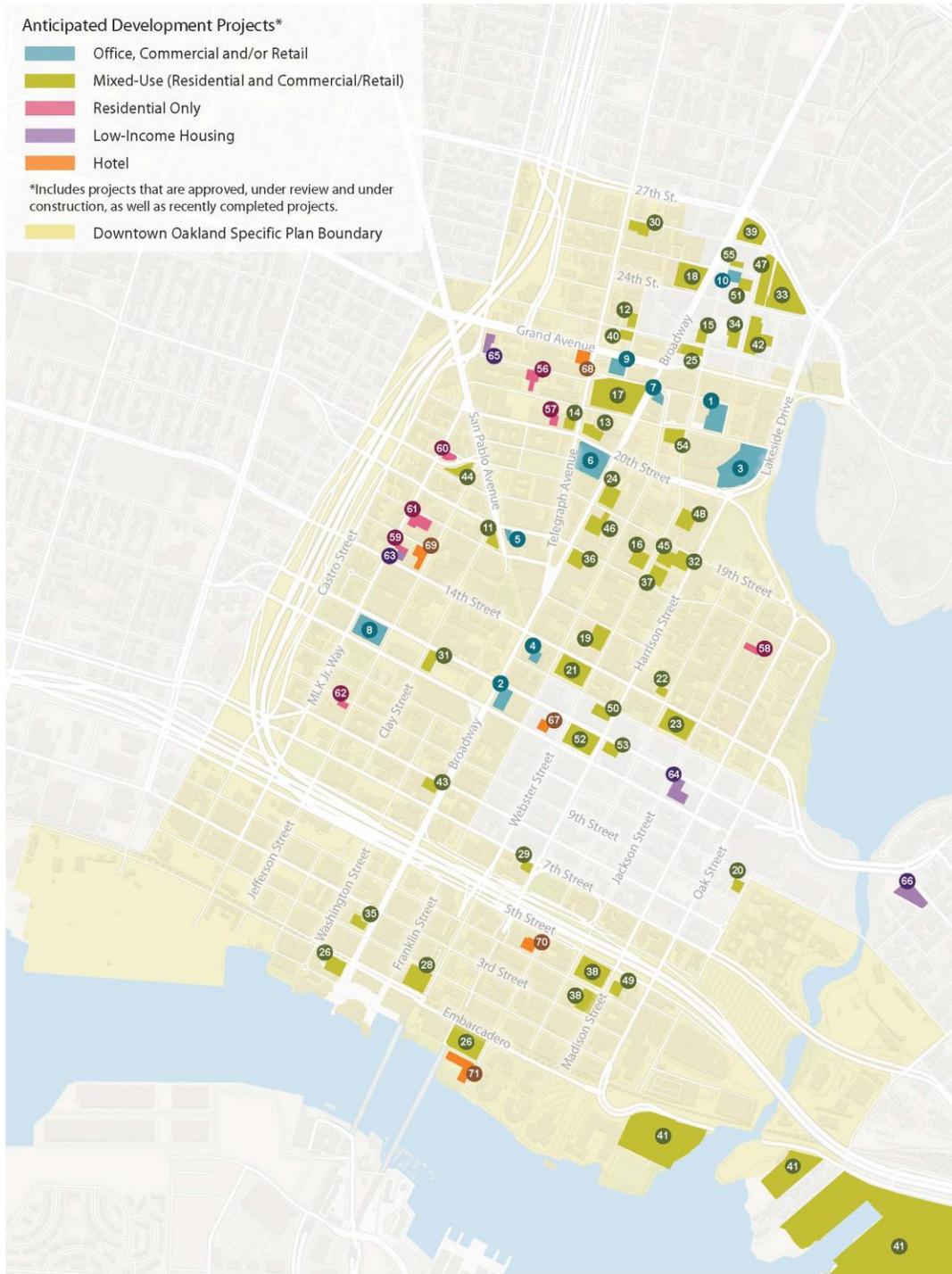
Range of Specific Plan Policies, Programs or Actions

The Downtown Oakland Specific Plan will establish the framework for how downtown Oakland will grow and change over the next 20 to 25 years. The Plan will introduce new zoning regulations, design guidelines and other development-related policies to shape growth that is focused, promotes transit ridership, builds demand to support businesses, and creates a downtown that is active at all times of the day. The Plan will include clear plans for connecting downtown Oakland's distinct neighborhoods and waterfront areas, and help guide the city's future public investment decisions. The Specific Plan is projected to improve downtown's role as the economic engine of the City, and thereby support the delivery of services to residents throughout the whole city. Policies and initiatives will be included that address social equity.

Table 7. Desired Future Condition and Disparity Indicators Related to the Built Environment in the Downtown Oakland Specific Plan

Desired Future Condition	Disparity Indicators (Data)
Built Environment	
<p>Quality architecture provides the backdrop for people from diverse cultural backgrounds, incomes, ages and ability levels to fulfill their daily activities. Oakland's history and diverse cultures are easily identified outdoors through inclusive cultural markers, gateway features, signs, murals and coordinated motifs. Street infrastructure and furniture supports a variety of accessibility types from wheelchair accessible sidewalks to closely spaced benches for seniors. Public art abounds and reflects the diversity of people who have called Oakland home for generations.</p>	<ul style="list-style-type: none"> • New Development • Public Realm Conditions

Figure 39. New Development Projects Downtown (2017)



Note: Developments listed in the next page.

Office, Commercial and/or Retail						
1	2 Kaiser Plaza, 325 22nd Street <i>Application Approved</i>	26	Site D, 466 Water Street <i>Application Approved</i>	52	W12: Phase 1, 301 12th Street <i>Under Construction</i>	
2	Key System Building, 1100 Broadway <i>Under Construction</i>	27	Site F2, 40 Harrison Street <i>Under Construction</i>	53	W12: Phase 2, 285 12th Street <i>Permit Issued</i>	
3	Kaiser Center, 300 Lakeside Drive <i>Approved</i>	28	377 2nd Street <i>Under Construction</i>	54	2044 Franklin Street <i>TBD</i>	
4	420 13th Street <i>Application Approved</i>	29	Balco, 325 7th Street <i>Application Approved</i>	55	2500 Webster Street <i>Application Approved</i>	
5	1630 San Pablo Avenue <i>Project Completed 2017</i>	30	Telegraph Arts, 2538 Telegraph Ave. <i>Under Construction</i>	Residential Only		
6	Uptown Station, 1955 Broadway <i>Under Construction</i>	31	T5/6, 1100 Clay Street <i>Permit Issued</i>	56	The Moran, 585 22nd Street <i>Under Construction</i>	
7	Kapor Center, 2134-2148 Broadway <i>Project Completed 2016</i>	32	301 19th Street <i>Under Construction</i>	57	522 20th Street <i>Project Completed</i>	
8	T12 601 City Center (12th Street) <i>Under Construction</i>	33	24th and Harrison Street <i>Building Permit Filed</i>	58	1550 Jackson Street <i>Application Approved</i>	
9	2201 Valley Street <i>Pre-Application Request</i>	34	The Webster, 2315 Valdez Street <i>Under Construction</i>	59	1414 MLK Way <i>Application Approved</i>	
10	2424 Webster Street <i>Application Under Review</i>	35	201 Broadway <i>Permit Filed</i>	60	0 (633) 19th Street <i>Application Under Review</i>	
Mixed-Use			36	44Seven, 1640 Broadway <i>Under Construction</i>	61	1518 ML King Way <i>Under Construction</i>
11	1601 San Pablo Avenue <i>Application Under Review</i>	37	1700 Webster Street <i>Under Construction</i>	62	605 9th Street <i>Application Approved</i>	
12	Hanzel Apts, 456-466 23rd St. <i>Application Under Review</i>	38	4th and Madison, 150-155 4th St. <i>Under Construction</i>	Low-Income Housing		
13	2016 Telegraph Avenue <i>Application Approved</i>	39	Hanover Uptown, 325 27th St. <i>Under Construction</i>	63	Civic Center 14 TOD, 632 14th Street <i>Project Completed 2018</i>	
14	2015 Telegraph Avenue <i>Application Approved</i>	40	459 23rd Street <i>Under Construction</i>	64	Prosperity Place, 1110 Jackson St. <i>Project Completed 2017</i>	
15	2305 Webster Street <i>Application Approved</i>	41	Brooklyn Basin, 250 9th Avenue <i>Building Permit Filed</i>	65	Embark Apts, 2126 MLK Jr. Way <i>Under Construction</i>	
16	1721 Webster Street <i>Permit Filed</i>	42	Alta Waverly, 2302 Valdez Street <i>Under Construction</i>	66	101 East 12th Street <i>Application Approved</i>	
17	Eastline, 2100 Telegraph Avenue * <i>Application Under Review</i>	43	459 8th Street <i>Under Construction</i>	Low-Income Housing		
18	West Elm Hotel, 2401 Broadway <i>Application Approved</i>	44	The Jefferson, 1801 Jefferson Street <i>Project Completed</i>	67	Hotel, 401 Alice Street <i>Pre-Application Request</i>	
19	1433 Webster Street <i>Application Under Review</i>	45	1750 Webster Street <i>Pre-Application</i>	68	Moxy Hotel, 2225 Telegraph Ave. <i>Application Under Review</i>	
20	925 Fallon Street <i>Application Approved</i>	46	1750 Broadway <i>Application Under Review</i>	69	Marriott Hotel, 1640 Jefferson St. <i>Application Approved</i>	
21	1314 Franklin Street <i>Under Construction</i>	47	Hanover Waverly, 2400 Valdez St. <i>Under Construction</i>	70	Hampton Inn, 378 11th Street <i>Under Construction</i>	
22	250 14th Street <i>Application Approved</i>	48	1940 Webster Street <i>Application Approved</i>	71	Site F3, 55 Harrison Street <i>Application Under Review</i>	
23	226 13th Street <i>Under Construction</i>	49	412 Madison Street <i>Application Under Review</i>	<i>Note: West Elm Hotel (no. 18) is a hotel project that also includes residences and retail and has therefore been listed as a mixed-use project.</i>		
24	1900 Broadway <i>Application Approved</i>	50	1261 Harrison Street <i>Application Under Review</i>			
25	2270 Broadway <i>Permit Filed</i>	51	The Nook, 2425 Valdez Street <i>Project Completed</i>			

Source: City of Oakland, August 2017.

Details: The majority of new development is mixed-use, primarily residential but containing commercial.

Why it matters: Oakland needs to determine whether sufficient land is dedicated to job- and revenue-generating land uses, and whether new housing, along with investment in infrastructure and transportation, is appropriately distributed throughout downtown Oakland.

Figure 40. Public Realm Conditions



9th Street between Broadway and Washington Street

Inviting street area: street trees; upgraded sidewalk materials; decorative lamp posts (in historic Old Oakland).



9th Street between Harrison and Webster Streets

Lack of inviting street area: narrow sidewalks; no street trees; minimal infrastructure (area within historic Chinatown)



San Palo Avenue and Castro Street

Upgraded street: exiting downtown towards West Oakland at Castro Street reveals the end of a painted bike lane and the last pedestrian



27th Street and Northgate Avenue

Un-upgraded street: exiting downtown toward West Oakland near 27th Street reveals diminished bicycle facilities and no pedestrian amenities

Details: The photos above are a few examples of the noticeable lack of investment in the public realm in different neighborhoods throughout downtown, particularly on the edges traveling to West Oakland and in parts of historic Chinatown.

Why it matters: Race and place are interconnected. In the photo examples above, a stark contrast can be seen in the areas that have received investment (i.e., bike lanes and pedestrian amenities) and those without similar levels of investment leading to historically less affluent areas inhabited (historically) by Black and Chinese residents. Racialized place creates demarcations providing advantage, privilege and better opportunity for white people, while generally offering less opportunities for non-white racial groups.²⁸

²⁸ "The Black Metropolis in the Twenty-first Century: Race, Power and the Politics of Place", Bullard, Robert. 2007, p. 4.



STREETS, CONNECTIVITY AND MOBILITY

Streets, Connectivity and Mobility

Range of Specific Plan Policies, Programs or Actions

The design guidelines and street design concepts included in the Downtown Plan will help enrich the public realm, and improve the pedestrian, bicycle and transit networks downtown (building off of the recently completed Pedestrian Master Plan and the Bicycle Master Plan update that is underway). Policies will be put in place that make each street comfortable, safe and visually unique and interesting. Emphasis will be placed on Broadway as the commercial and transit spine of the city. Recommendations will be made for improving connections to adjacent and outlying neighborhoods, such as West Oakland and East Oakland, so that residents throughout the city have efficient transportation access to downtown’s jobs, services and opportunity.

Table 8. Public Realm Conditions

Desired Future Condition and Disparity Indicators Related to Streets, Connectivity and Mobility in the Downtown Oakland Specific Plan

Desired Future Condition	Disparity Indicators (Data)
Streets & Connectivity	
<p>Downtown Oakland will be a place where vibrant, safe and attractive streets give everyone the opportunity to walk, bike and take transit to their destinations. Access throughout Oakland to jobs, education, training and needed services downtown will be seamless and efficient.</p>	<ul style="list-style-type: none"> • Transportation mode to and from downtown • Sidewalk gaps • Race/ethnicity of AC Transit bus riders and BART riders • Vehicle-Pedestrian Motor Vehicle Accidents Emergency Department Visits • Curb ramps

Figure 41. Transportation Mode To and From Downtown, (2012)

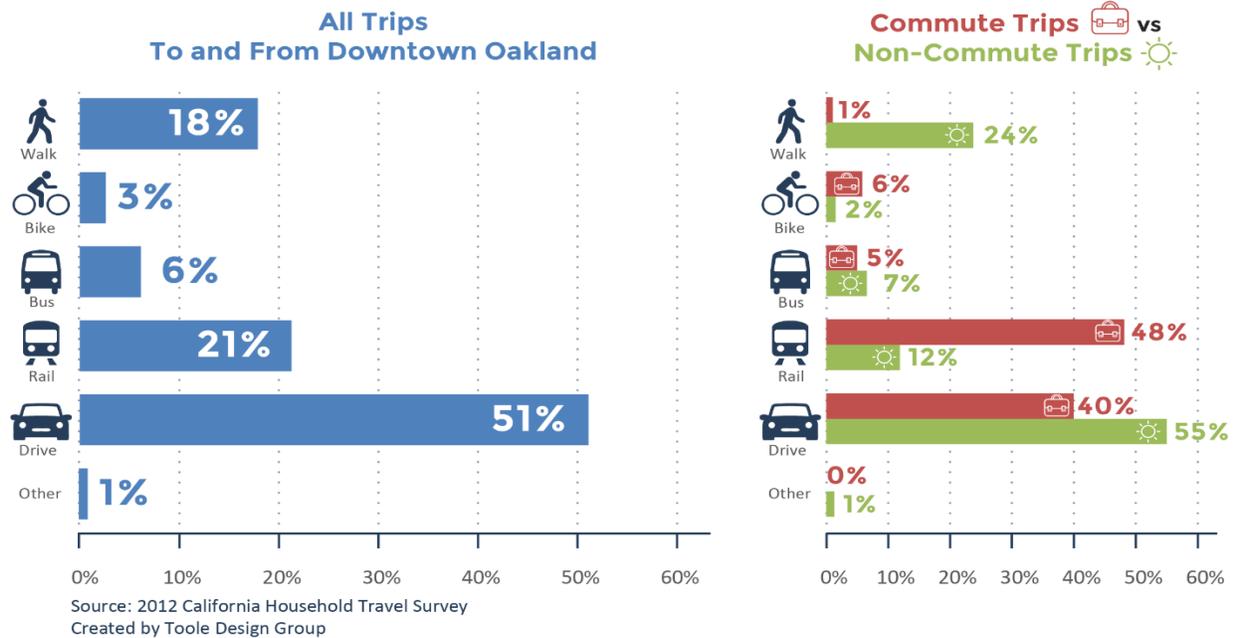
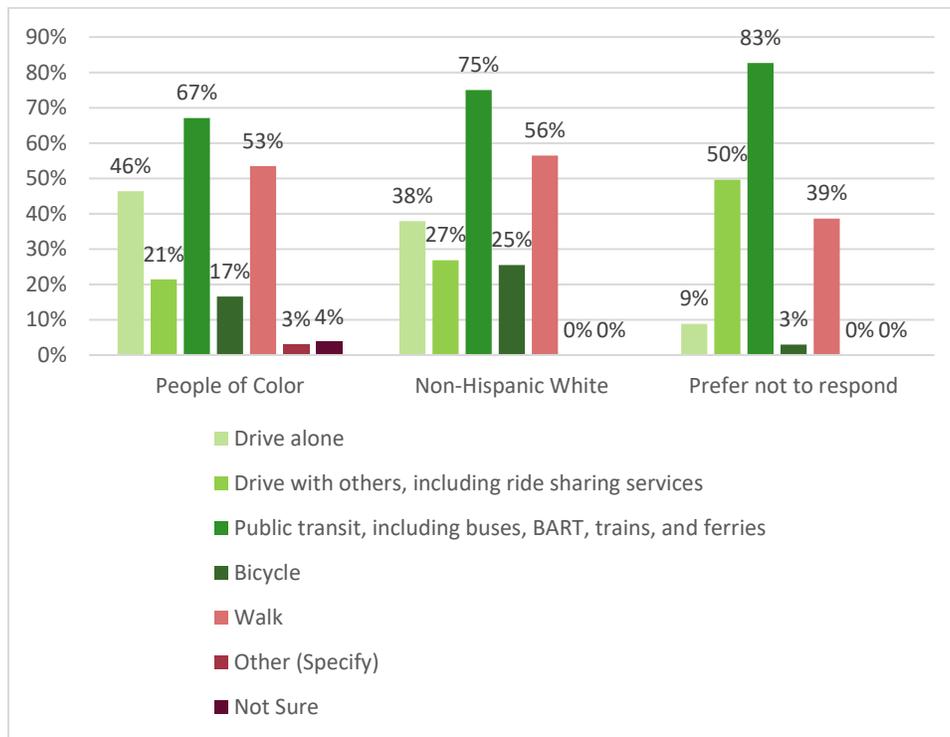


Figure 42. Transportation to Work, School or Other Places by Self-Reported Race (Greater Downtown), 2017



Source: EMC Group; City of Oakland Bicycle Master Plan Update, December, 2017.

Note: racial groups were aggregated into a singular "People of Color" category for statistical significance.

Details: For non-commute trips, a little over 50% of trips to and from Downtown are by car, and a quarter of trips are made on foot and 12% by rail; bus and bike are less commonly used. For commute trips, half are made by rail (48%) to Downtown Oakland. Driving is the second most common mode of travel (40%). Only 1% of commute trips are currently made on foot and 6% by bike. Data from the Bike Master Plan Update survey indicate that public transit is the most common transportation mode for people of color and non-Hispanic white people in the greater downtown at 67% and 75%, respectively. The next most common mode was walking at 53% for people of color and 56% for white people, followed by driving alone at 46% for people of color and 38% for white people.

The City of Oakland Bicycle Master Plan survey also contained information related to people with disabilities. Of the 800 surveyed, 11% had a disability keeping them from bicycling. Of people with disabilities, 8% were white, 16% were Black/African-American, 12% Asian, and 13% self-identified as other. Additionally, 54% drive alone, 49% take public transit, 21% drive with others, 15% walk, and 4% bicycle. The biggest challenges to getting around Oakland for people with disabilities were: traffic congestion (33%), bad/narrow roads/poor design (32%), poor bus service (15%) lack of convenient public transport (13%), lack of/difficulty parking (10%), personal safety/weak law (9%).

Why it matters: As reported in *Advancing Equity in Transportation in Oakland, CA*, (a UC Berkeley Masters report), Oakland is served by two main transit systems: the urban rail services operated by the Bay Area Rapid Transit System (BART), and surface bus services, including a new Bus Rapid Transit system operated by AC Transit. While Oakland has a relatively dense transit network compared to many other cities in the Bay Area, connectivity is low due to poor service levels in some areas. There are also significant transportation gaps in low-income communities and communities of color. Academic literature documents transit policy's bias toward the expansion of suburban bus, express bus and fixed rail systems which are primarily used by higher income "choice riders," while putting fewer resources toward transit service in low-income communities and communities of color, where residents are more likely to be "transit dependent." The Specific Plan policy objectives and transportation investment decisions could address the deeply racialized and segregated framework that shaped many of these decisions in the past.

Figure 43. Sidewalk Gaps

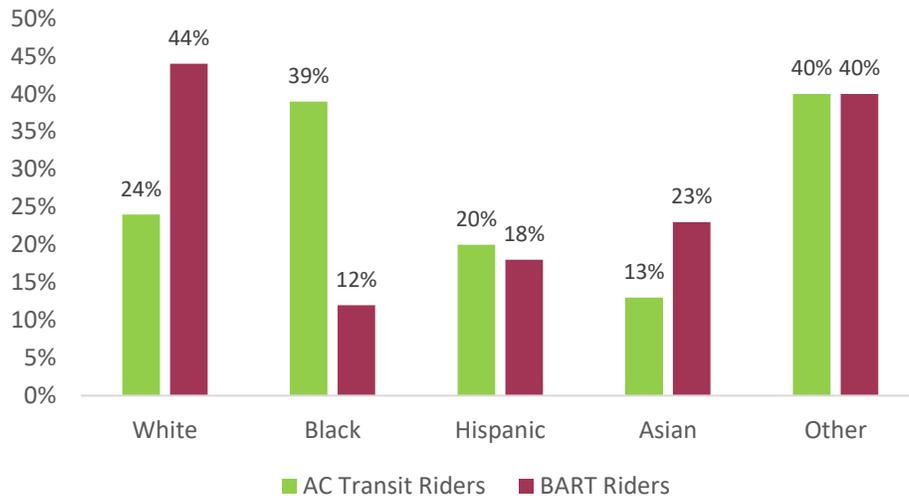


Source: City of Oakland, August 2017

Details: In 2006, the City surveyed all sidewalks in Oakland and documented sidewalk gaps and damage. A sidewalk gap is a place where a sidewalk doesn't exist. Downtown is only missing about 1% of its potential sidewalks.

Why it matters: Walking facilities such as sidewalks, crosswalks and curb ramps make conditions safer for walking. Having a well-designed, comprehensive and safe sidewalk and curb ramp network is critical to offering mobility choices, particularly for seniors, people with disabilities and for kids and teens who are less likely to drive.

Figure 44. Race and Ethnicity of AC Transit Riders vs BART Riders (Systemwide)

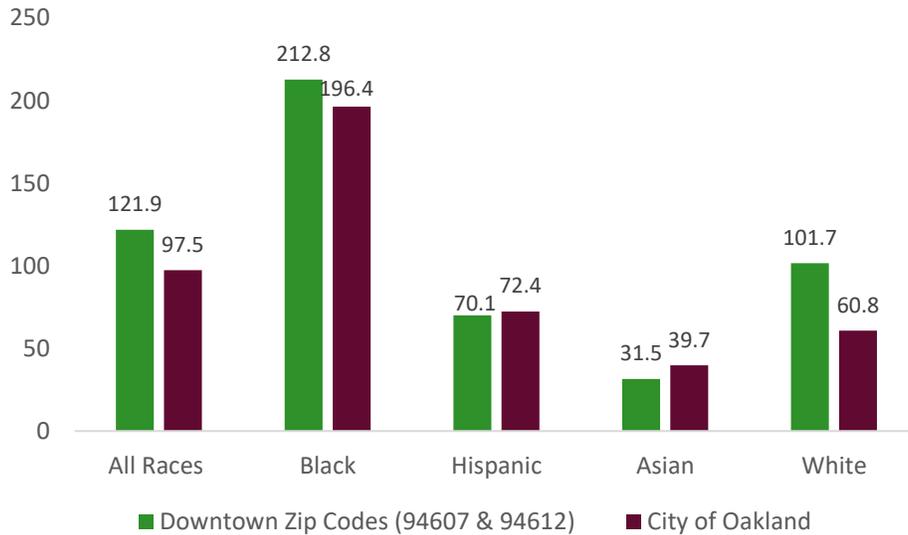


Source: AC Transit 2012 On Board Survey; BART 2015 Station Profile Survey, Home Based Station Entries. Downtown Oakland Specific Plan Transportation Analysis Existing Conditions Report, 2017.

Details: Systemwide, a greater percentage of AC Transit riders are Black, while BART has higher percentages of both white and Asian riders.

Why it matters: Transportation planning and investment decisions can bring fundamental improvements in communities that support their development and growth, or they can exclude them from access, isolating them from opportunities. Indeed, many communities in Oakland have borne the brunt of infrastructure disinvestments in the past and are still underserved today. In studying the 2005 case of *Darensburg et al. v. Metropolitan Transportation Commission*, a case of Title VI complaint, Golub (2013) found that regional transportation planning processes in the Bay Area disproportionately benefit a higher income, mostly white population, while overlooking bus riders, who are more likely to be low income people of color.

Figure 45. Vehicle-Pedestrian Motor Vehicle Accidents Emergency Department Visit Rate (2013-3Q2015)



Source: Office Statewide Health Planning and Development, 2013-3Q2015 Alameda Co. Public Health Dept.; City of Oakland.

Notes: Motor vehicle accident as primary diagnosis for emergency department visit. Due to small numbers, the vehicle-pedestrian motor vehicle accident emergency department visit rate for Hispanics/Latinos may be unstable.

Details: The Black population had the highest rate of emergency department visits due to vehicle-pedestrian accidents in downtown zip codes, followed by the white population.

Why it matters: As noted in the 2017 Pedestrian Master Plan update, collisions that impact pedestrians tend to overlap with transit- and walking-dependent populations, and populations that are especially vulnerable to poor walking conditions, such as senior citizens, children and people with disabilities. These collisions can lead to injury or death.

Figure 46. Curb Ramp Inventory



Source: Oakland Curb Ramp Inventory Dashboard, 2017,
http://s3.amazonaws.com/oakbec/Dev/CurbrampInventoryDashboard_testCopy.html

Details: Curb ramps connect the sidewalk to the streets. Ramps allow persons using a wheelchair or other mobility devices to mount and dismount sidewalk curbs. The Oakland Curb Ramp Inventory shows that although many of greater downtown's street intersections are accessible to people with wheelchairs (shown with green dots), others either do not have curb ramps at all corners, or have curb ramps that are missing key safety elements. According to the 2017 Pedestrian Master Plan, 59% of the downtown's curb ramps are ADA compliant, while 32% were non-ADA compliant and 9% of the area had no curb ramps.

Why it matters: Curb ramps are critical mobility infrastructure for people who use strollers and wheelchairs or have limited mobility. Without modern, unobstructed and safe curb ramps, people with ambulatory disabilities are unable to safely use streets and sidewalks to access their destinations.



ARTS & CULTURE

Arts and Culture

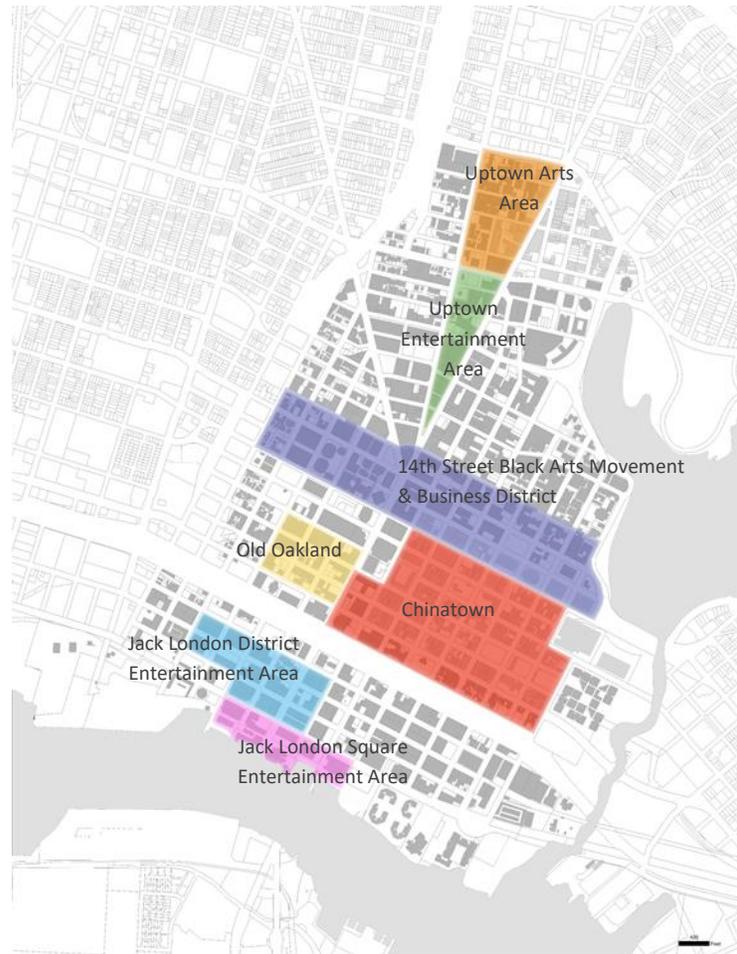
Brief Description of the Range of Specific Plan Policy, Program or Action

The Downtown Oakland Specific Plan could include policies, actions and programs that bolster the work of the Oakland Cultural Plan. The Specific Plan may include a regulatory system and/or program for incentives to encourage development related to arts and culture (including arts and cultural districts), such as provisions related to maker space, custom manufacturing, performance spaces, art studios and galleries (including enhancements to existing facilities/organizations). The Plan could also include a plan for gathering spaces, wayfinding, gateways, etc. to tie existing arts districts together.

Table 9. Desired Future Condition and Disparity Indicators Related to Arts and Culture in the Downtown Oakland Specific Plan

Desired Future Condition	Community Indicators (Data)
Oakland’s downtown will be a vibrant center for intellectual and artistic innovation. Racially diverse artists, many with generational ties to Oakland, will craft, design and showcase their work in affordable spaces. A strong network of grassroots organizations will have affordable space to carry out their mission. Downtown’s art and culture districts will incubate both established and traditional cultures, as well as new and emerging cultural forms.	<ul style="list-style-type: none"> • Map of arts, culture, & entertainment districts • Cultural asset map • Artist displacement • Barriers to accessing arts and culture for people with disabilities

Figure 47. Arts, Culture and Entertainment Districts Downtown

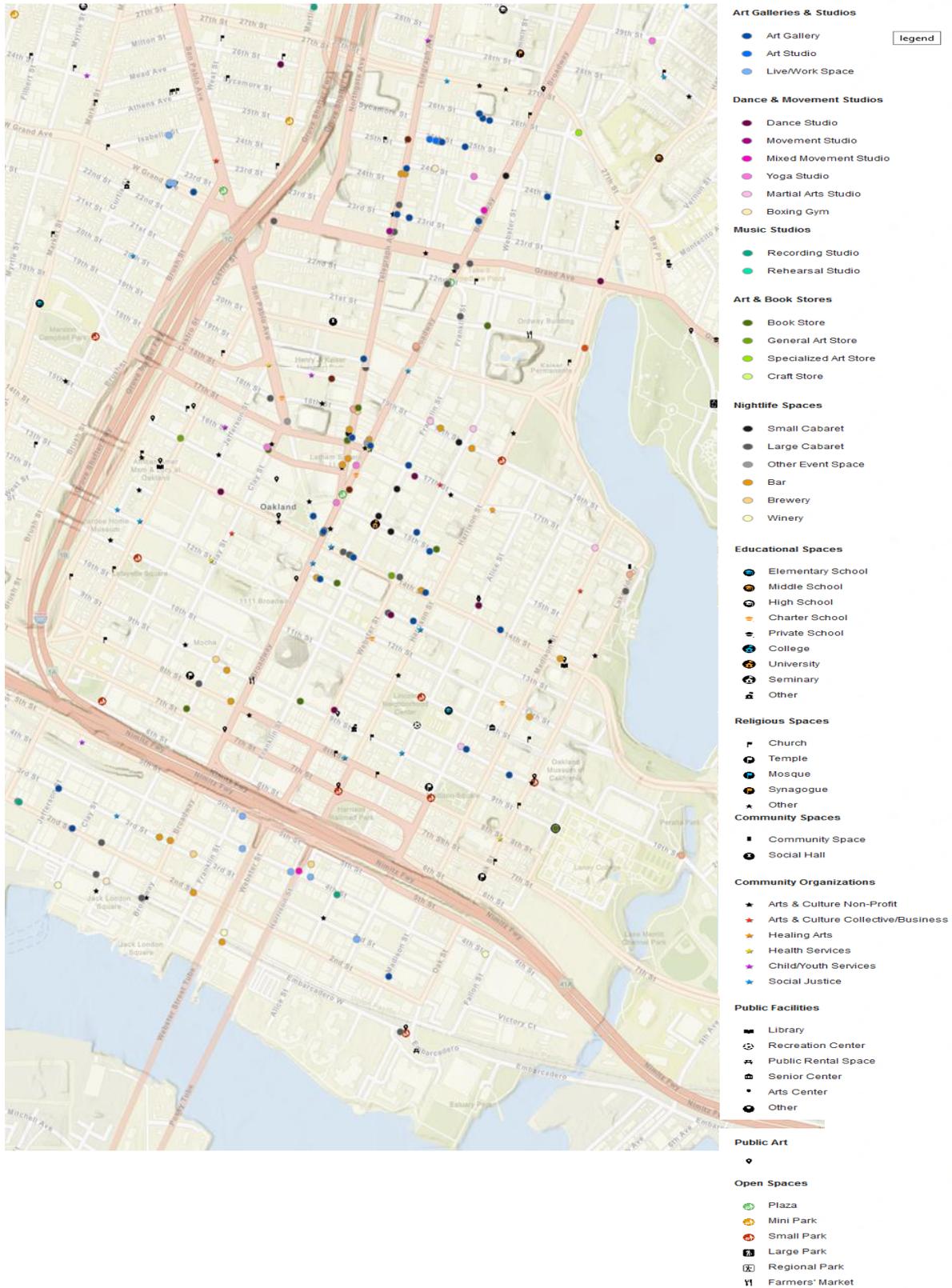


Source: Dover and Kohl & City of Oakland

Details: Downtown has one formally designated cultural district in Oakland, the “Black Arts Movement and Business District” in and around 14th Street, and another proposed district, the “Art + Garage District” in the Uptown area.

Why it matters: Downtown’s concentration of cultural and entertainment resources is a community asset and brings both direct and indirect economic returns and provides diverse cultures with entertainment options.

Figure 48. Cultural Asset Map (Downtown)

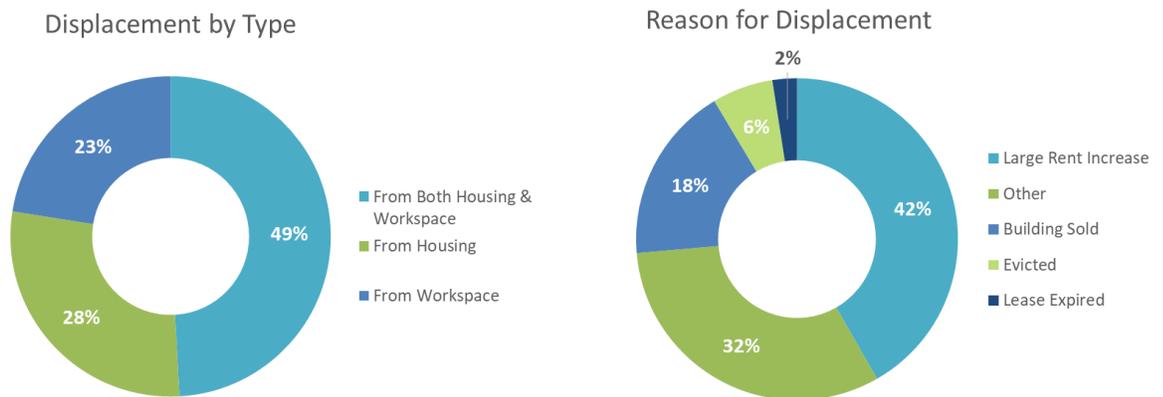


Source: Oakland Cultural Plan Cultural Assets Map (see interactive map [online](#))

Details: Art galleries and studios are abundant downtown near the Broadway/14th Street core, branching out along Telegraph Ave. to 17th Street and Uptown, and along 14th Street toward the Oakland Museum of California. Galleries are found in Jack London and Chinatown as well. Dance and movement studios are located along the 14th Street corridor, in and around the 17th Street corridor and into Uptown. These spaces are also in Chinatown. Music studios are found in Jack London. Arts and book stores are near the core of Broadway and 14th Street and at Laney College. A variety of theaters are located along Broadway into the Uptown area and at Laney College and Jack London. Nightlife spaces are concentrated in and around the Broadway spine, along 14th Street corridor and in Jack London. Educational spaces are primarily in Chinatown and Laney College. Religious institutions are primarily in Chinatown and Old Oakland. Community organizations are found throughout downtown. Public art is around the 14th Street corridor and Chinatown (however murals are found near the Uptown area, Franklin St./Webster St. corridors, in Chinatown, Old Oakland and Jack London).

Why it Matters: A cultural asset map can help identify and make visible downtown’s wide variety of tangible community strengths. Cultural assets were catalogued within 13 categories and the map can reveal concentrations of assets. While this initial dataset can be deepened through a crowd-sourced mechanism, it is important to have a baseline assessment of assets to develop appropriate strategies to protect and enhance existing and potential new assets.

Figure 49. Artist Displacement (2015)

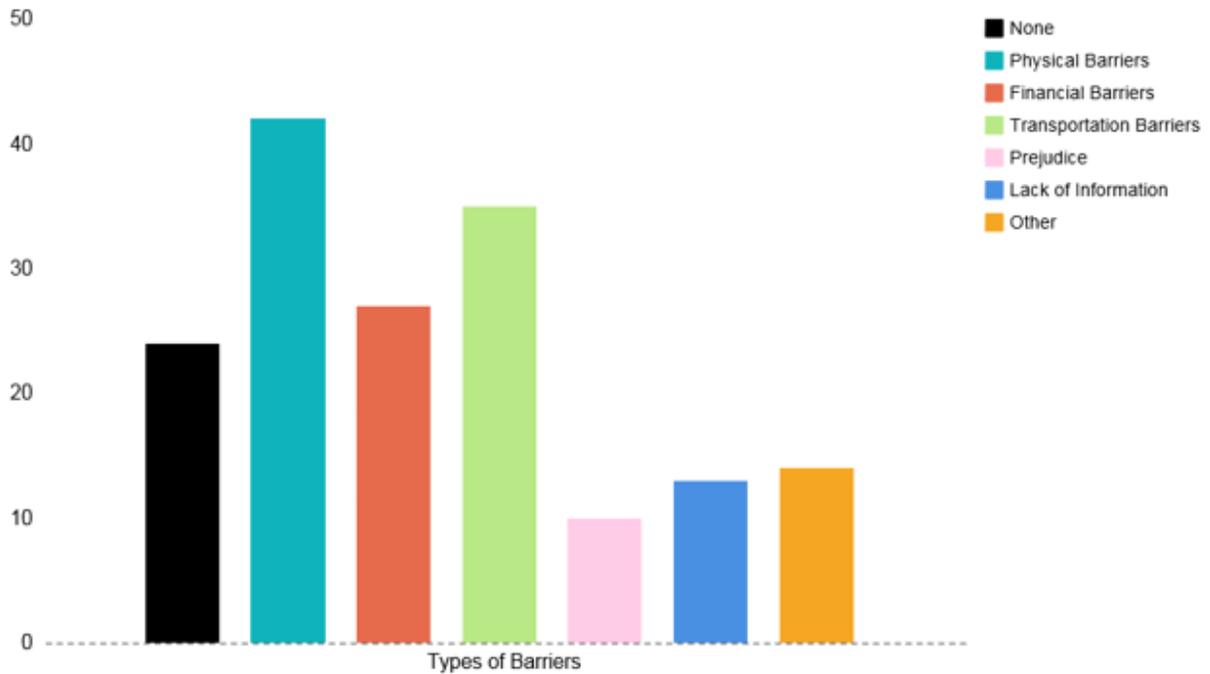


Source: 2015 Artist Housing and Workspace Task Force Survey

Details: Half of artists surveyed (49%) reported being displaced from both their workspace as well as their living space, with large rent increases being cited as the main reason for displacement.

Why it matters: Affordable art workspaces are essential to keeping artistic innovation in downtown. Art and culture enriches the city in numerous ways, including uplifting youth, and has helped attract new investment in downtown.

Figure 50. Barriers to Accessing Arts and Culture for People with Disability (Disability Survey)



Source: Downtown Oakland Specific Plan Accessibility Survey, City of Oakland, 2018

Details: Of older adults and people with disabilities who responded to the City’s Accessibility Survey, the top three challenges to both creating and accessing art and culture were physical, transportation and financial barriers. Specific barriers range from lack of accessible parking and buses that don’t run at night to the high cost of starting an art business or attending art events – particularly an issue for those people with disabilities who have low incomes, including social security disability income.

Why it matters: People with disabilities are a significant part of Oakland’s community and artistic culture, including groundbreaking organizations such as Creative Growth Art Center and Axis Dance Company, but face additional barriers to participating in cultural activities and artistic expression downtown.

Conclusion

The analysis in this report has identified a range of racial disparities within downtown Oakland among indicators related to each of the major Specific Plan topic areas, including (1) housing, jobs and economic opportunity, (2) built environment, health and sustainability, (3) streets, connectivity and mobility and (4) arts & culture. Future components of the equity impact assessment for the Specific Plan will help to identify supportive Specific Plan policies for closing these disparity gaps.