

PLAN PARTNERS

CORE COMMUNITY-BASED ORGANIZATIONS



“ The East Oakland Collective (EOC) is a member-based community organizing group invested in serving the communities of deep East Oakland by working towards racial and economic equity. ”

www.eastoaklandcollective.com



Marquita Price
Danielle Dynes

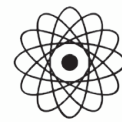


“ TransForm promotes walkable communities with excellent transportation choices to connect people of all incomes to opportunity, make California affordable, and help solve our climate crisis. ”

www.transformca.org



Adria Stauber
Jamario Jackson
Clarissa Cabansagan



JUST CITIES
Restorative Justice in Planning & Policy

“ Activists, Artists, Collaborators, Conveners, Entrepreneurs, Former Government Officials, Lawyers, Organizers, Policy Wonks, Planners, Researchers, Strategists, Teachers. ”

www.justcities.work



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The 73 arriving at Eastmont



Rowaid Market off of 90th



EOMAP Bancroft Activation



EOMAP focus group 2



EOMAP Bancroft Activation



Food King off of E 14th



fruits for sale @ coliseum swap meet

INTRODUCTION

WHAT IS THE EAST OAKLAND MOBILITY ACTION PLAN?

The East Oakland Mobility Action Plan (MAP) provides the policy foundation for achieving a transportation system that recognizes and balances the needs of all road users. East Oaklanders face historical inequity, environmental constraints, public health issues, and safety concerns. The MAP identifies an action plan that serves as a guide for making sound transportation decisions in East Oakland to make our mission statement a reality.

The East Oakland MAP is intended to guide the City and other partner agencies in allocating resources for future mobility improvements in East Oakland and identifying ways in which transportation projects can be done differently to not replicate a long history of planning injustice and harm.

MISSION STATEMENT

“All East Oaklanders have access to, and choices within, a local and regional transportation system that is safe, efficient, and affordable, and connects them to the places they need to thrive. The City will partner with local residents, community groups, and small businesses to prevent displacement and gentrification and acknowledge historical injustices.”

RACIAL EQUITY FRAMEWORK

To ensure the East Oakland Mobility Action Plan responds to the needs of the most underserved in East Oakland, the project team established and used a Racial Equity Framework to navigate the development and recommendations of the Plan. The core questions of the Framework are:

- 1. What proactive approach to transportation equity can we use to ensure East Oakland projects align with community values and needs?**
- 2. How can the Plan process and implementation meet East Oakland residents, particularly Black residents, where they are at and improve mobility regardless of how they travel?**

These questions guided OakDOT, the consultant team, and the core “community-based organizations” throughout the planning process. We sought to better understand how people, particularly Black people and people of color, get around and why, and how we could break down barriers within and between City departments and regional agencies to holistically respond to mobility needs of East Oaklanders. This process led to a much broader definition of “mobility” and resulted in a set of strategies that address barriers beyond transportation infrastructure, such as displacement concerns and cultural repression.

Advancing racial equity requires listening to and investing in communities who have the least, meaning OakDOT cannot and will not make plans for those communities without those communities. The Framework is a tool for community partners to keep OakDOT accountable during plan development and implementation.

OakDOT also recognizes that this work is intersectional, and that the experiences of residents of color and the most vulnerable must be elevated. While we centered the needs of East Oaklanders of color, particularly Black East Oaklanders, we also evaluated the mobility challenges of groups that often face great disparities in investment and access. These groups include:



People of Color



Women



People of Low-income



People with Disabilities



Children and Seniors



People who Don't Own Cars or Do Not Drive

As an early outcome of this Racial Equity Framework, the following set of principles were developed in partnership with our core community based organizations to ensure that a racial equity lens was applied to both the process and actions in this Plan.

CONTEXT

EAST OAKLAND MOBILITY PRINCIPLES

The East Oakland Mobility Principles were formed with community partners and represent the key goals of the Action Plan. OakDOT pledges to operate through these principles to enable full mobility in East Oakland.



JUST PLANNING

City planners and engineers will center racial justice in the planning process and uplift historically underserved East Oaklanders, especially Black residents.

OAKDOT COMMITMENT

Revise existing procedures and structures within OakDOT to rectify historical inequities that have limited the mobility of East Oaklanders. Partner with other City departments to holistically improve the safety and mobility of Black residents.



SELF-DETERMINATION AND TRANSFORMATIVE PARTNERSHIPS

Community members will be partners in the planning process and will be co-designers in shaping their neighborhoods.

OAKDOT COMMITMENT

Build strong relationships with and generate project and program ideas through community stakeholders. Work with community members throughout the lifecycle of a project to ensure input and guidance at every stage.



FREEDOM OF MOVEMENT

East Oaklanders will travel whenever and wherever they want comfortably, efficiently, safely, and affordably.

OAKDOT COMMITMENT

Provide safe infrastructure and facilitate accessible and affordable transportation options. Consider needs of all types of road users, including drivers, pedestrians, bicyclists, and transit riders.



POWER IN PLACE

As changes occur in the right-of-way, East Oakland community members will feel secure in the preservation of their housing, businesses, and culture and be able to benefit from those changes and thrive.

OAKDOT COMMITMENT

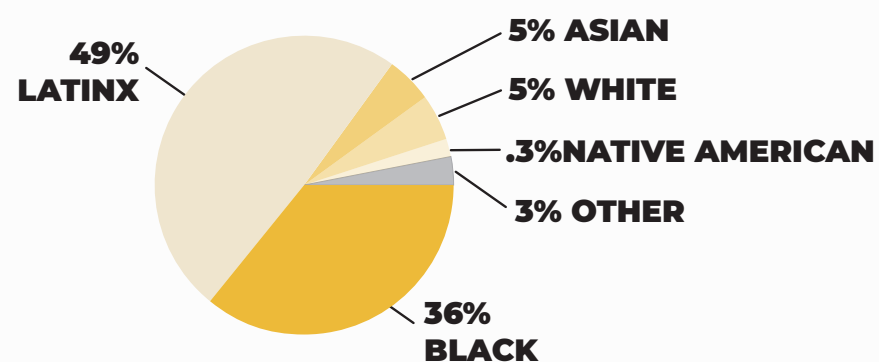
Develop projects that respond to community needs and concerns, while changing projects that are perceived as gentrification and contribute to displacement. As projects are constructed and poised to improve the neighborhood, provide resources on anti-displacement and ensure residents are aware of their housing rights.

CONTEXT

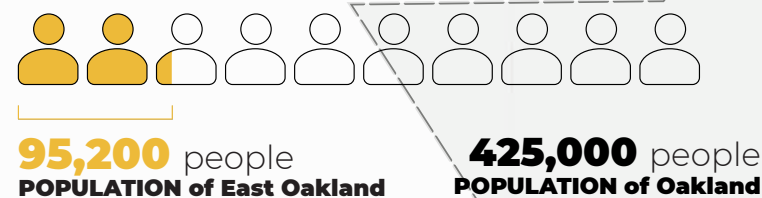
ABOUT EAST OAKLAND

Deep East Oakland, or East Oakland for the purposes of this Plan, is a community of diverse, creative, and resilient residents living east of Seminary Avenue. While the diversity of East Oakland is to be celebrated, the history behind the predominantly Black and Brown demographics of East Oakland should not. In the early 1900s, East Oakland was a largely white community due to racial housing covenants barring people of color from homeownership in the area, even as people of color began to move to Oakland during WWII. With fears of a growing population of color following the 1968 Civil Rights Act prohibition of racist housing segregation, **White Flight in the 1960s and 70s led to a predominantly Black and then more increasingly Latinx community. Federal policy known as redlining also resulted in East Oakland neighborhoods receiving poor ratings for federal housing loans.** Today, East Oakland residents continue to struggle against systemic racism, specifically anti-Black racism, that limits their physical and economic mobility. This Plan, as well as the several plans preceding it, seek to recognize this history and address the needs of Black community members and other residents of color.

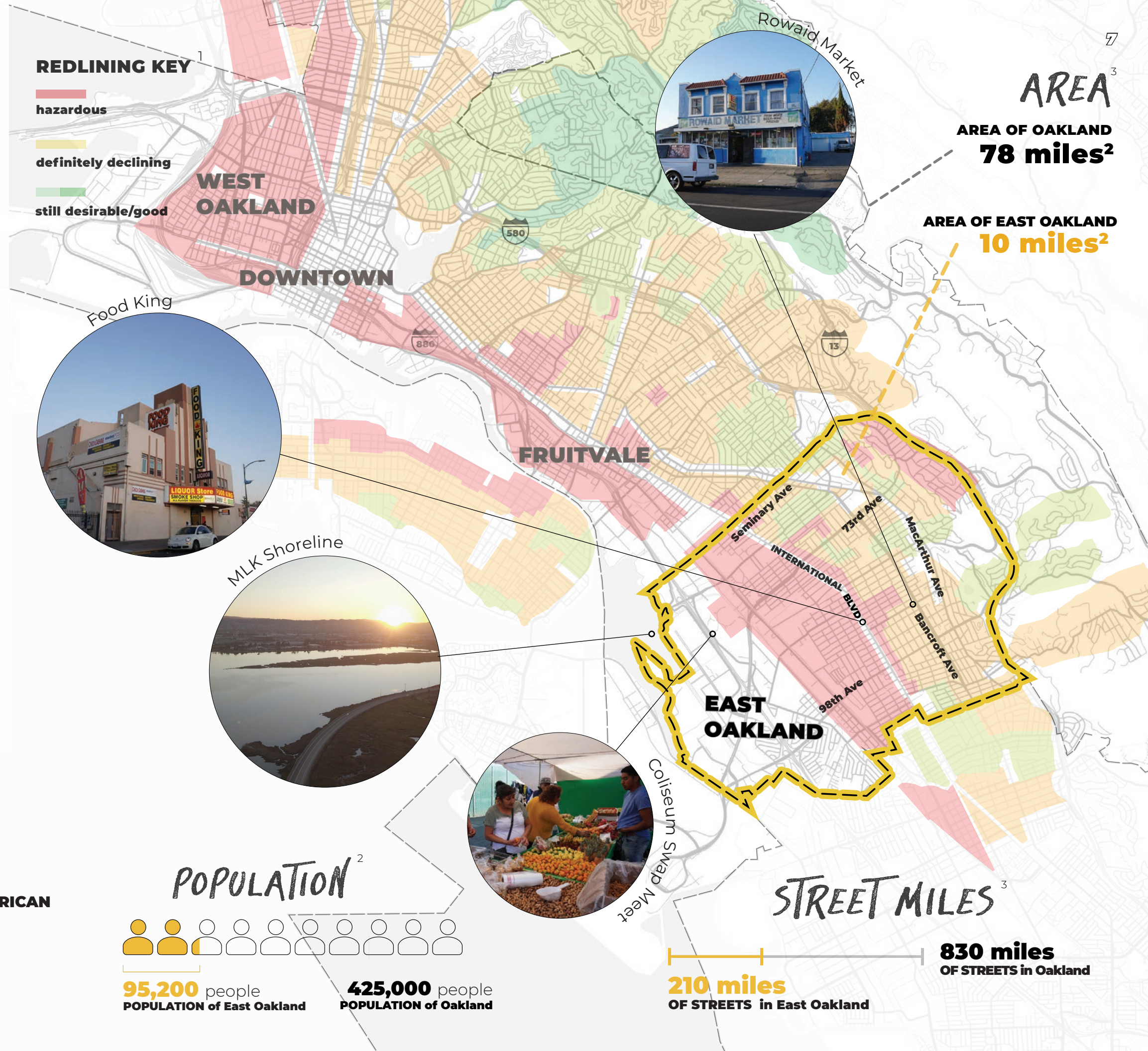
DEMOGRAPHICS²



POPULATION²



STREET MILES³



PREVIOUS PLANS

Previous plans impacting East Oakland have focused on racial equity and meaningful engagement with community members. This Action Plan incorporates the concerns heard from community members through these plans, as well as the proposed projects.

- » **Let's Bike Oakland (2019)**
- » **East Oakland Neighborhoods Initiative (2019)**
- » **East Oakland Planning for Paving (2018)**
- » **Coliseum Area Specific Plan (2015)**
- » **Oakland Sustainable Neighborhoods Initiative (2012-2015)**
- » **International Boulevard Corridor Transit Oriented Development Plan (2011)**
- » **East Oakland Building Healthy Communities Initiative (2010-2020)**
- » **Central and East Oakland Community-Based Transportation Plan (2007)**

THIS PLAN

This Plan proposes actions to address both persistent and rising trends afflicting East Oaklanders. In addition to the ongoing concerns about traffic safety, street quality, displacement, and transportation affordability, East Oaklanders are now also dealing with the burdens of a global pandemic. The disproportionate impacts of COVID-19 on Black and Brown residents in East Oakland reveal the already existing health disparities and demonstrate the need to develop mobility options that protect essential workers. Further, recent national protests calling for the end of police brutality against Black Americans underscore what Black East Oaklanders have experienced for decades. This Plan recognizes that achieving safety for all on East Oakland streets means ending the disproportionate policing of Black East Oaklanders.



MOBILITY TIMELINE

Pre-colonization,

The area we now know as Oakland was called Huichin, and is home to the Chochenyo, one of over 200 Indigenous tribes in the territory that would become California



1856

Central Pacific constructs the Oakland Long Wharf at Oakland Point, which would serve as the western terminus of the First transcontinental railroad

1869

The Oakland Railroad Company begins service of horsecar railroad

1882

The Chinese Exclusion Act prohibits all immigration of Chinese laborers

1906

Oakland's population doubles due to displacement from the 1906 San Francisco earthquake and fire



1916-1940

The First Great Migration occurs where thousands of Black Southerners move to northern, midwestern and western industrial cities looking for economic opportunity

1920

Oakland is home to numerous manufacturing industries, including metals, canneries, bakeries, internal combustion engines, automobiles, and shipbuilding

1927

Oakland Municipal Airport (now Oakland International Airport) opens with the longest airport runway in the world at the time

1896

The State's Bureau of Highways issues its first plan, laying the foundation for the California highway system as it exists today

1903

Various streetcar companies operating in Oakland consolidate into what eventually became known as the Key System

1891

The first electric streetcar sets out from Oakland to Berkeley



1852

The Town of Oakland is incorporated as the City of Oakland

1850's

Chinese immigrants working on the transcontinental railroad industry arrive and settle in Oakland

1909

The City of Oakland annexes neighboring communities that are now a part of East Oakland: Fruitvale, Fitchburg, Stonehurst, Melrose, and Elmhurst

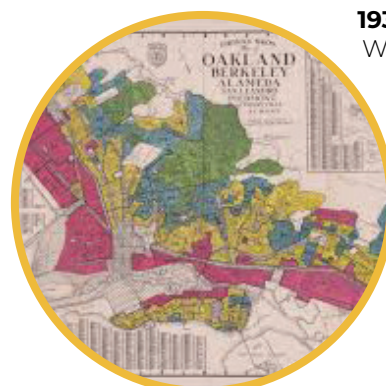
1910

The start of the Mexican Revolution, a decade long struggle that caused many to flee the country and settle in places such as Oakland. Many worked for the Southern Pacific Railroad



1934

With the passage of the National Housing Act of 1934, "redlining" begins effectively barring people of color from living in neighborhoods reserved for White residents



1956

President Eisenhower signs the Federal-Aid Highway Act, establishing the Highway Trust Fund and spurring a national wave of highway building

1946

Oakland department store workers at Kahn's and Hastings organize the Oakland General Strike to push for labor rights

1947

The freeway route now called I-580 is constructed

1955

Oakland's electric streetcar fleet is converted to diesel buses, the state Legislature creates the Alameda and Contra Costa Transit District (now operates today as AC Transit)

1958

The I-880 freeway route is constructed

1959

California Fair Employment and Housing Act passed to fight unlawful discrimination in employment and housing



1966

Black Panthers formed at height of the Civil Rights Movement to advocate for right of Black Americans

1984

Ronald Reagan signs the Comprehensive Crime Control Act, expanding drug possession penalties and establishing a federal system of mandatory minimum sentences for drug-related convictions

1978

CA Prop 13 is enacted, significantly limiting property tax rates

1977

Lionel Wilson became Oakland's first Black mayor

1972

the state legislature establishes the California Department of Transportation (Caltrans)

1972

BART service begins



1950

1986

In response to the crack "epidemic," U.S. Congress passes laws to create a 100 to 1 sentencing disparity for the possession of crack as compared to the trafficking of cocaine, disproportionately criminalizing African-Americans

1989

the State establishes the Congestion Management Program (CMP), requiring regions to examine the impact of land use and growth on the regional transportation system

The Loma Prieta earthquake strikes the Central Coast. The Cypress Street Viaduct collapses, causing 42 deaths



1967

In response to members of the Black Panther Party conducting armed patrols of Oakland neighborhoods, the Mulford Act was signed into law, prohibiting the carrying of loaded firearms in public

1968

Passage of the Fair Housing Act, Title VIII of the Civil Rights Act, making it illegal to discriminate in the sale or rental of housing

The killing of Charles (Pinky) Debaca by OPD in East Oakland sparks outrage and radical response, including the formation Latino United for Justice and the Chicano Revolutionary Party



1970-1980

Southeast Asian refugees from countries destabilized by the Vietnam and Secret Wars immigrate and settle in parts of East Oakland

1970

Congress enacts an expanded Clean Air Act and creates the Environmental Protection Agency to administer it

1970

The National Environmental Policy Act (NEPA) and the California Environmental Quality Act (CEQA) are enacted

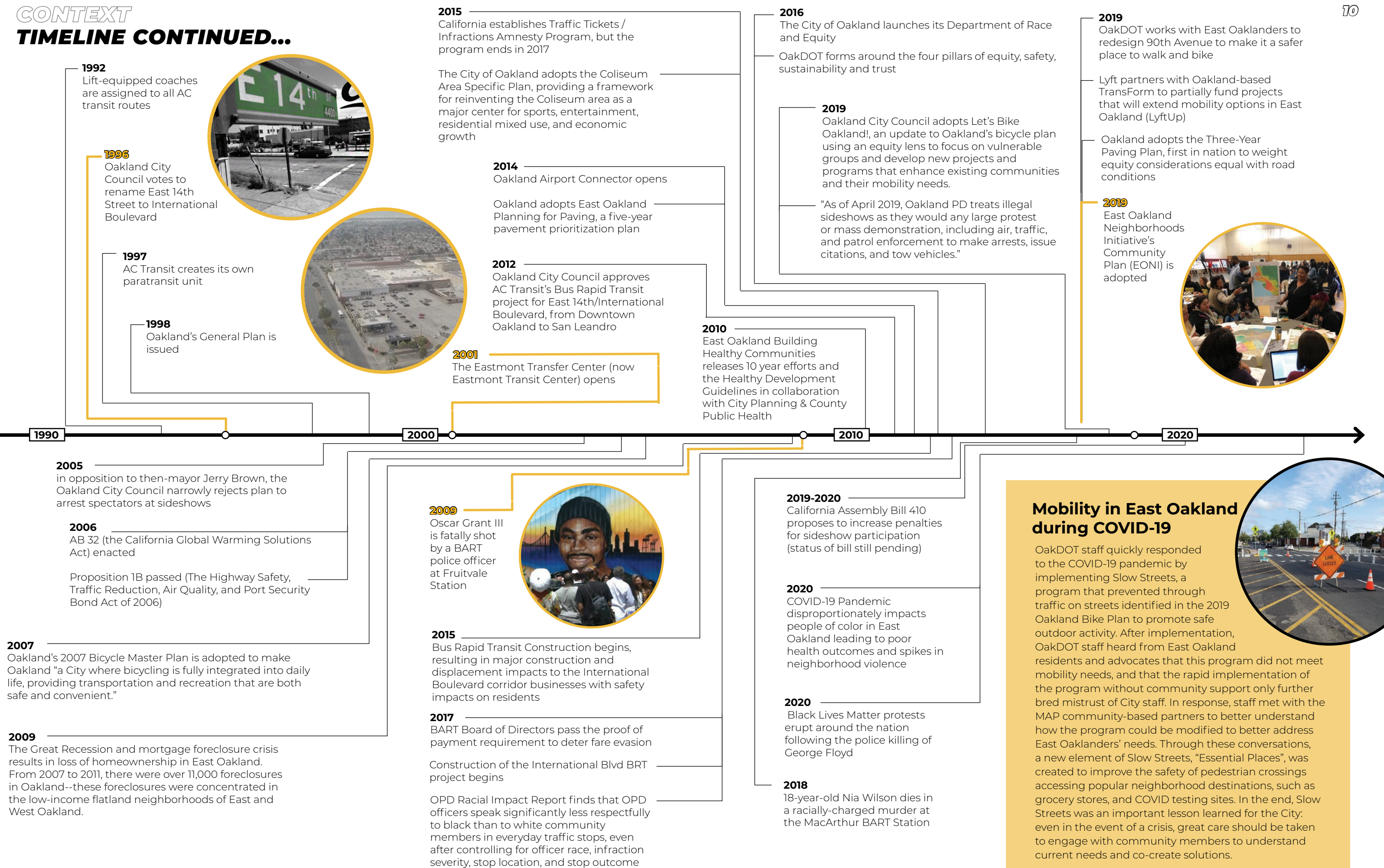
1940-1970

The Second Great Migration of Black Southerners begins with the defense buildup for World War II

CONTEXT

TIMELINE CONTINUED...

10



EAST OAKLAND MOBILITY BY THE NUMBERS

note: citations are included at the end of document in the citations/footnotes section.

ECONOMICS

INCOME⁴

22% of East Oakland Households make **less than \$20,000**

52% of East Oakland Households make **less than \$50,000**

Median Income for **County of Alameda** Households:
\$86,000

Median Income for **City of Oakland** Households:
\$63,000

Median Income for **East Oakland** Households:
\$47,000

TRANSPORTATION COSTS⁵

\$300 - \$2,000 / month in vehicle cost
on insurance, car payment, and maintenance fees

SAFETY

COLLISIONS⁹

In East Oakland, from 2013-2017
7% of 2,272

TRAFFIC COLLISIONS resulted in a **fatality** or **severe injury**

18 people were killed in traffic violence
151 people suffered life-altering injuries

5 CORRIDORS account for
54% OF ALL FATAL AND SEVERE INJURY COLLISIONS
in East Oakland

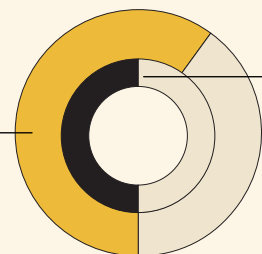
1. E 14th St/International Blvd
2. 98th Avenue
3. Hegenberger Rd/73rd Ave
4. MacArthur Boulevard
5. Bancroft Avenue

POLICE STOPS⁵

In East Oakland, Police stops comprised of

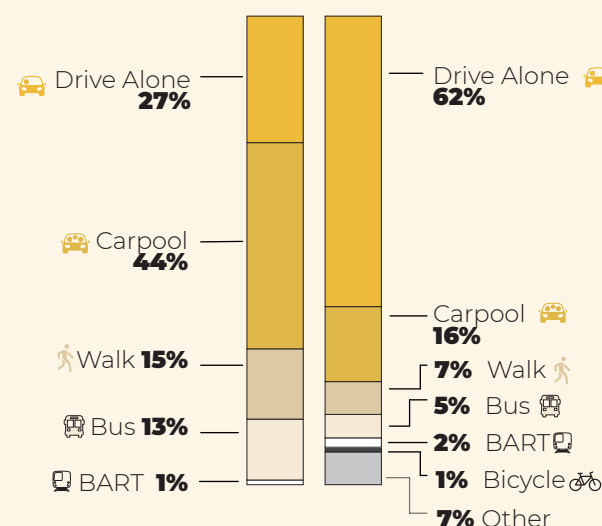
66% BLACK INDIVIDUALS

76% OF THOSE STOPS
were traffic violations

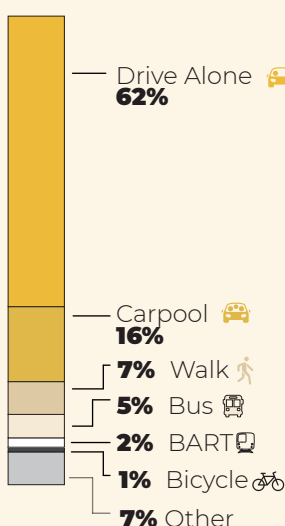


TRANSPORTATION

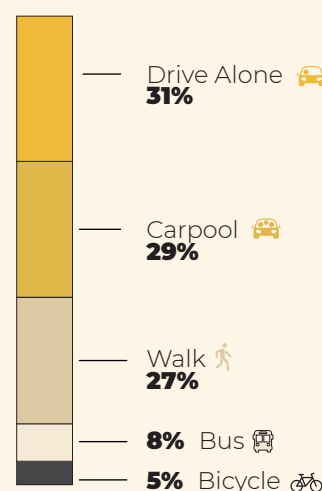
HOW PEOPLE GET AROUND⁴



HOW PEOPLE GET TO WORK⁷



HOW PEOPLE GET TO COLISEUM BART⁹



MOBILITY4ALL

*see page 22 for more information about Mobility4All.

500+
trips taken via ride codes or direct ride payments in total

180+
rides booked for individuals without smartphone access

TRANSIT¹⁰



20%

of AC Transit routes serving East Oaklanders are high-frequency routes with a 15 min wait time during commute hours

PEOPLE : CARS¹¹

For every **3 drivers**, there are **2 cars**

AUTO TRIPS¹²

Of the auto trips started in East Oakland:

91% stay in Alameda County

40% stay in East Oakland

+25 % of trips are to nearby neighborhoods

14% - San Leandro
6% - San Antonio/Fruitvale
5% - Hayward

MICROMOBILITY



80 electric scooters deployed through SPIN, VeoRide, and LINK

50% of Revel moped and GIG car share service area in MTC's Communities of Concern, including East Oakland

INFRASTRUCTURE

BUS SHELTERS¹⁰



Only **32%** of bus stops along high-frequency transit routes have shelters and/or benches

STREET CONDITIONS¹³

72% of pavement miles in East Oakland are **FAILED / POOR / AT RISK**



80% of those are **RESIDENTIAL STREETS**

SIDEWALK CONDITIONS¹⁴

26% of sidewalks are damaged
50% of crosswalks have no curbramps

GOODS MOVEMENT¹⁵



22 miles of designated **TRUCK ROUTES** in East Oakland

59% of truck route are next to residential uses

210 miles OF STREETS in EastOakland

ENGAGEMENT WITH EAST OAKLANDERS

Like many other Black and Latinx low-income neighborhoods across the U.S., deep East Oakland has undergone decades of systematic racism and oppression. Displaying decades of resiliency, this community has continued to weather the storm of systemic racism in local and federal government processes and projects. The community's mistrust is grounded in these events and more explicit racial backlash. Conducting community engagement with these residents requires an equitable approach that acknowledges and addresses these historical injustices.



Focus Group 1



73rd Ave Activation



Akoma Market Outreach



Focus Group 2



Focus Group 2



Focus Group



Akoma Market Outreach



Focus Group 1



Focus Group 2

The engagement approach for this Plan was guided by our East Oakland Mobility principles:



Rooted in our principles, our engagement goals were to:

1. Identify where and how residents move and their affordability to do so;
2. Identify any culture clashes that exist at the intersection of transportation and Black Culture;
3. Identify transportation related concerns and challenges prioritizing four corridors: International Blvd, 90th Ave, Bancroft Ave, and 73rd Ave; and
4. Identify policies, projects and programs that support mobility justice for East Oakland residents.

The East Oakland Collective (EOC) delivered equitable and inclusive community engagement for this Plan. Widely recognized for their authenticity and realness, EOC staff are natives committed to administering culturally responsive community engagement and to restoring community and culture. Their approach is simple yet effective:

- **Build Relationships:** We ground ourselves in healthy relationships with residents by meeting them where they are at both mentally and physically.
- **Be Creative and Culturally Relevant:** By strategically integrating outreach efforts with existing local cultural services, events and programming.
- **Uplift Participatory Planning:** We value residents as key stakeholders of the neighborhoods and advocate for their involvement at every part of strategic and management processes of urban planning.

Due to the shelter-in-place impacts of COVID-19, EOC had to reevaluate their initial engagement strategy. EOC was able to adapt and conduct outreach and engagement using the following strategies: Focus Groups, Pop Ups, Virtual Engagement (Social Media/Virtual Workshop) and Concurrent Studies.



Consistent engagement materials were used across all four strategies to capture feedback. They utilized interactive poster boards designed for each corridor and general boards to identify social and economic intersections of transportation. They also used surveys and group dialogue to further discuss the Plan principles and Plan outcomes. Throughout engagement, they provided locally catered meals/snacks, helmets, \$15 value Lyft rides, clipper cards and custom Personal Protective Equipment (PPE) by local vendors.

» Focus Groups

- Disguised as a house party and a meet up, two in-person focus groups of 10 residents and one virtual group were conducted. To ensure COVID-19 regulations were followed, the 'House Party 4 Mobility' group was hosted in an East Oakland backyard with no more than 15 people total. Mirroring a casual backyard boogie, residents engaged with EOC and OakDOT as their authentic selves by breaking bread and speaking candidly. This setting made participants feel relaxed and comfortable to share their truths.
- The 'All Wheels 4 Mobility' event was held at Arroyo Viejo Park. Welcoming all types of wheels to roll up to the event, residents pulled up on bikes, skates, skateboards, and scooters to discuss how their built environment can better support their preferred mode(s) of mobility and what culture changes may need to happen to support this desired environment.
- One virtual focus group of 6-10 residents was held by EOC, OakDOT and ACTC specifically to bring awareness to this Plan.

» Pop Ups

- EOC had planned to pop up at a key destination or high traffic areas along the four priority corridors. Just before COVID-19 shut down the country, they were able to pop up twice. First at 90th Ave and second at Bancroft and 78th Ave where they engaged several residents walking by, waiting for the bus stop, riding by or just hanging out. They spoke with millennial Black men about their perspective of East Oakland's future and kids about their preferred walking route to school and elders about speeding and public safety.

- During the onset of COVID-19 the remaining pop ups were limited to outdoor COVID-19 regulated such as farmer's markets, food distribution sites and testing sites.

» Virtual Engagement

- Social media platforms were made for the East Oakland Mobility Action Plan brand while also leveraging EOC's 25K + following on Instagram. Social media posts created dialogue in the comments due to residents lack of knowledge and information. Residents were unhappy with the lack of community engagement done at the block level to approve the closure of their streets for the City's Slow Streets initiative.

» Surveys

- Our project team worked in alignment with other OakDOT project staff where it was appropriate to minimize duplication of engagement. EOMAP partners collaborated with the 73rd/Hegenberger Greenway project team to co-create a survey to serve both of our projects. The survey included several elements such as anti-displacement, public safety, infrastructure conditions, etc.

The project team analyzed comments and survey results through the community engagement strategies listed above. The challenges and concerns that are high priorities for the community are presented in the following section.





90th ave Scraper bikeway in construction

EXISTING STATE OF MOBILITY

Mobility for East Oaklanders not only means access to safe and affordable transportation options, it also means housing security and spaces for cultural expression. Existing conditions analysis reveals unmet needs in:

- 

1.
**RESIDENTIAL AND
BUSINESS DISPLACEMENT**
- 

2.
CULTURE
- 

3.
**HOW PEOPLE
TRAVEL**
- 

4.
**TRANSPORTATION
AFFORDABILITY**
- 

5.
**STREET
QUALITY**
- 

6.
**SAFETY +
WELL-BEING**



1 RESIDENTIAL & BUSINESS DISPLACEMENT



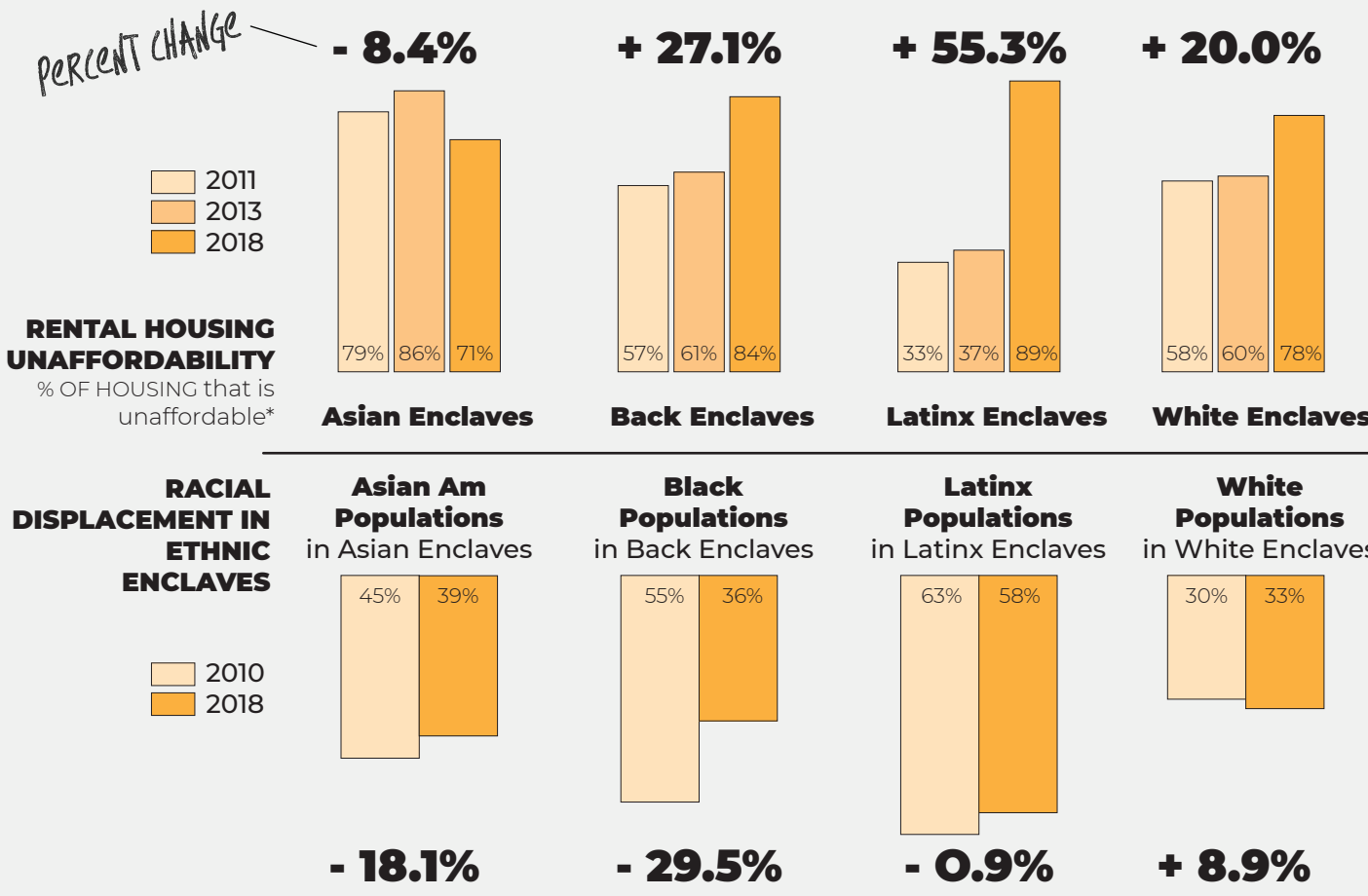
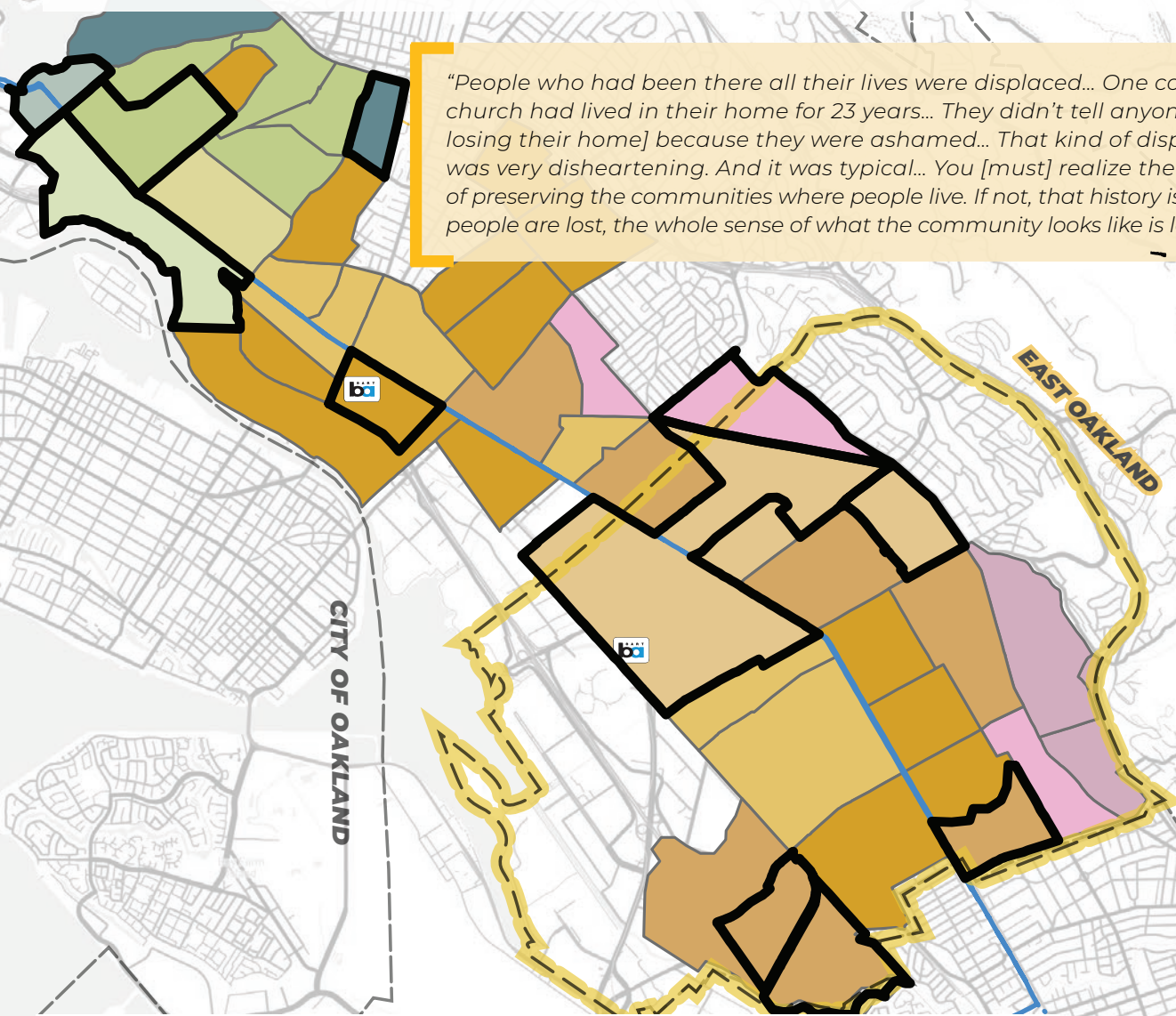
Just Cities, a leading racial equity in planning and policy organization, conducted anti-displacement residential and business framework and analysis through a racial equity lens (See Appendix A). Just Cities analyzed 11 ethnic enclaves in East Oakland, including 6 neighborhoods in the EOMAP study area, comparing conditions across the 11 neighborhoods, as well as citywide. Just Cities also convened a Resident Advisory Council of ethnically diverse long-time East Oakland community leaders to guide its analysis and policy recommendations.

RESIDENTIAL DISPLACEMENT

» The main housing finding shows significant racial displacement of Black and Asian American populations from 2000 to 2018 in the once ethnic enclaves. Black residents faced the largest decline and are no longer the majority population in the Black ethnic enclaves. For example, from 2000 to 2018, the Black population in Eastmont experienced a 53% decrease. During the same period these same neighborhoods experienced significant increases in higher income White population.

"People who had been there all their lives were displaced... One couple from my church had lived in their home for 23 years... They didn't tell anyone [they were losing their home] because they were ashamed... That kind of displacement was very disheartening. And it was typical... You [must] realize the importance of preserving the communities where people live. If not, that history is lost, the people are lost, the whole sense of what the community looks like is lost."

- Mrs. Sherry



*Unaffordable = More than 30% of HH income. Data sources = Zillow Median Rent Index and ACS for median household income.

» The racialized displacement is in part due to **unprecedented rise in rent while median renter household income for Black, Latinx, and some Asian American households declined.** While East Oakland renters had actually maintained relative housing affordability, big spikes in housing unaffordability occurred from 2013 to 2018. By 2018, East Oakland renters making the median renter household income would have to pay 81% of their income to afford median rents in their neighborhoods, compared to 65% citywide.

Current racialized displacement and housing unaffordability are directly linked to predatory sub-prime lending and foreclosures that removed the safety net of homeownership stability and equity. Many of the Black ethnic enclaves had Black homeownership rates higher than citywide rates until the foreclosure crisis which was concentrated in East and West Oakland flatland areas. Today, many of the East Oakland neighborhoods, especially the once Black ethnic enclaves, have higher homelessness risks than citywide, reflecting the lasting impact of the foreclosure crisis and ongoing displacement across East Oakland.

BUSINESS DISPLACEMENT: EAST OAKLAND BUS RAPID TRANSIT CASE STUDY

» Residents who spoke to the project team during community engagement felt many City-initiated improvements do not ensure that existing residents can stick around to enjoy them, and few initiatives embrace unhoused residents as dignified participants in building community. Transportation projects are no exception. **Integral to East Oakland’s ethnic enclaves are the small businesses located along the East Bay Bus Rapid Transit (BRT) corridor International Boulevard, which have struggled to remain open.** These businesses are 84% people of color owned with racial equity impacts from their departure. Many are legacy businesses and foster a sense of belonging by offering services tailored to long-time residents and where residents feel safe and seen.

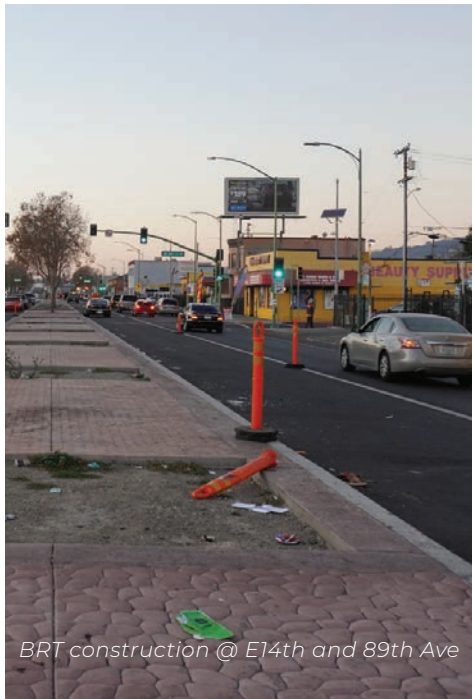
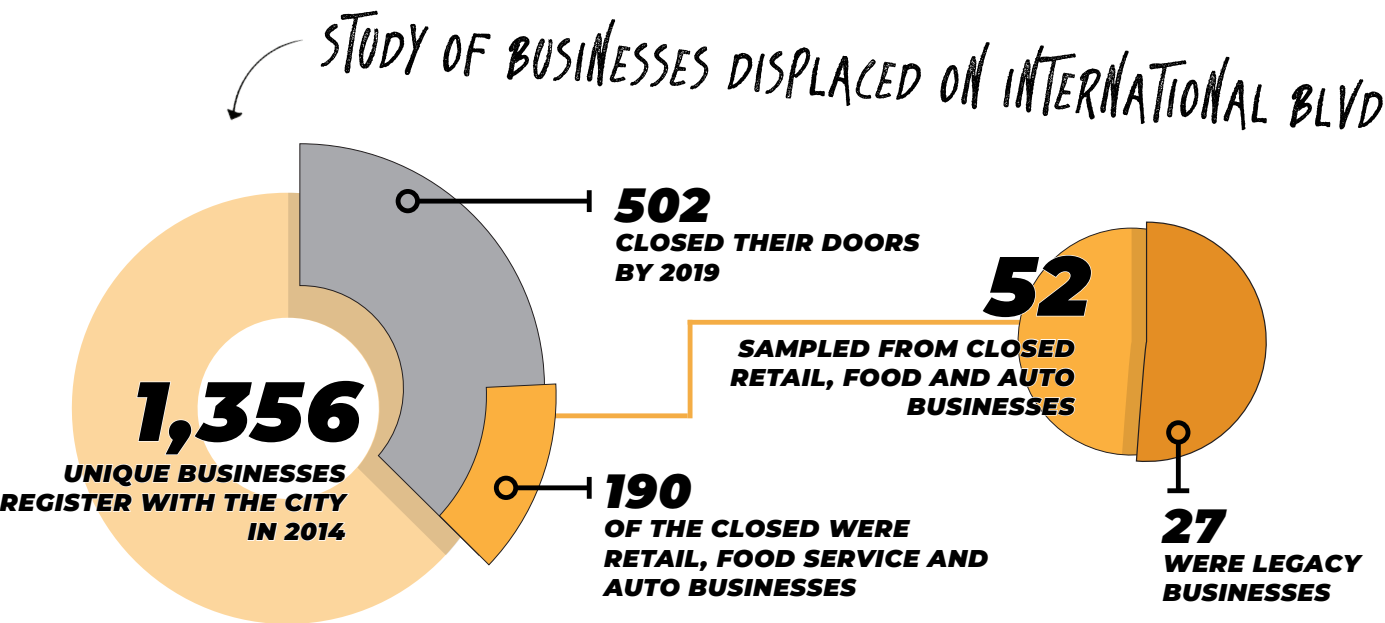


“As an East Oakland resident, the thing that concerned me the most [about the BRT project] is the impact on safety. The construction removed 300 parking spaces from International and created an inability to park.... So now you’ve got to park further away from your home [on unlit, unsafe streets]... And, If I’m required to go somewhere else because a business went out of business or because it’s hard to access... due to construction or a lack of parking spaces, now I have to go to an unfamiliar territory... I feel tense, guarded.”

- JOHN JONES III

The BRT construction impacts, however, have jeopardized these businesses’ sustainability and, in the process, reinforced low income communities of color mistrust of government, planners, and transportation projects. Many East Oakland community leaders had voiced concerns about business displacement impacts of the BRT construction, the removal of parking spaces in front of businesses, churches and other locations, and mobility impacts on elderly and disabled residents from the loss of 30 bus stops, a 40% decline in overall bus stops. In response, the City led efforts to create a BRT Business Assistance Fund to provide forgivable loans for impacted businesses. However, significant problems with City administration of the Fund, including cumbersome applications and lack of responsiveness to business questions and concerns, resulted in the inability of struggling businesses to access the funds.

Analysis of City business license data showed a 37% decrease in businesses along the BRT Corridor pre-COVID from 2014-2019 (502 of 1,356 businesses). Of the closed businesses, 190 were food service, auto and retail businesses. Just Cities conducted a sampling study of 52 closed food service, auto and retail businesses and found that 10 had been legacy businesses in business for at least five years or more before 2014. Some of these businesses had been around for decades. The preliminary sampling legacy business displacement rate is 52%. This analysis grouped neighborhoods to larger sub-areas similar to the International Blvd Transit Oriented Development Plan.





scraper bike at Deep East Oakland Rising Celebration



2 CULTURE



East Oakland culture manifests through the lived experience and needs of its residents. Although locations like Akoma Market or objects like a scraper bike provide a window into East Oakland culture, ultimately, culture is the way East Oaklanders think, speak, and interact with the world. It exists as a network of community-held knowledge and practices and a shared past of resilience in times of struggle. Much of Oakland's unique culture can be traced to East Oakland's history and permeates every part of resident mobility, from how people build and personalize their rides, where and how they express themselves, and how they inhabit public space. At its best, culture cultivates a sense of belonging and placemaking, uplifting a community's unique way of life. But when these essential needs are neglected, a community's cultural fabric can begin to unravel, ultimately leaving individuals feeling isolated and abandoned.

» Time and time again, East Oakland culture has been overlooked, politicized, and criminalized. **In 1996, the City changed the name of East 14th Street to International Boulevard, a decision that many residents felt they were not adequately involved in.** Restoring its original name and reclaiming the history of this major street in East Oakland is a high priority for residents. Residents also seek more government support for street vending, a vital source of income for some East Oakland residents. Street vending is currently illegal without complicated and temporary special permits. This often leads local law enforcement to push vendors out or threaten them with expensive fines. In preventing East Oaklanders from selling their wares, they are unable to express culture through physical objects, foods, smells, sounds.

Since the 90s, the Oakland Police Department (OPD) has cracked down on sideshows, ad-hoc car shows first introduced on the streets of Oakland as a way for car owners to show off their customized cars. Sideshows quickly became a popular spot for those too young to frequent 21 and over nightclubs. In an effort to prevent these events from spreading throughout the City, OPD set up “No Cruising Zones” along International Boulevard. Residents are frustrated by these policies and look to the City to provide a safe space for these events. Over the years, these exclusionary practices have forced residents to incorporate resilience into their daily lives to thrive against a system intent on pushing them out.

In a city that often overlooks their struggles, East Oaklanders have shouldered the responsibility of fighting for a system that understands their needs and prioritizes the necessary solutions. Community-based organizations like the Black Cultural Zone Collaborative are leading the charge to put power back in the hands of East Oakland residents. Their efforts revitalized Liberation Park along 73rd Avenue and Foothill Boulevard into a hub for community service activities. In addition, the Black Cultural Zone led Akoma Market helps local vendors navigate the complicated process of obtaining a permit instead of penalizing them. This culture of looking out for and uplifting one’s neighbors is an unmistakable quality of East Oakland residents.



E 14th Sign @ E14th and 73rd Ave



shop at Akoma Market



Akoma Market



Tacos de Birria Outside Coliseum Swap Meet



sideshow



3 HOW PEOPLE TRAVEL



East Oaklanders make complex trade-offs when choosing how to travel, considering travel time, personal responsibilities (e.g. childcare, errands), and personal comfort. In most cases, this means that people who can choose to travel by car, do, as it is the most efficient and comfortable way of traveling.



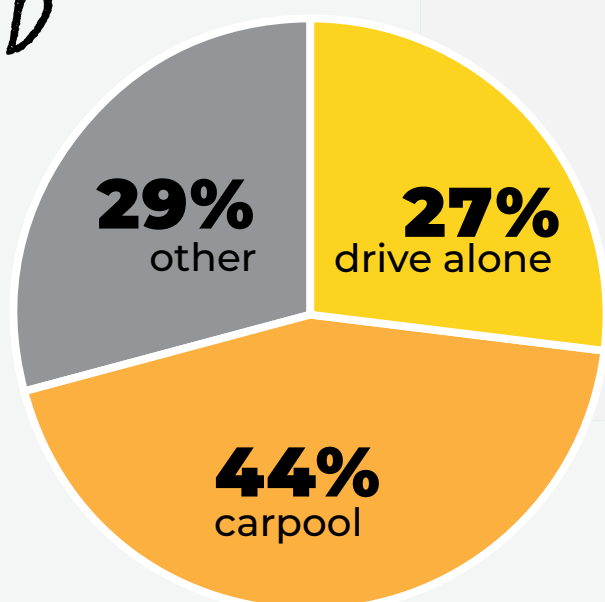
skating at YU skate park



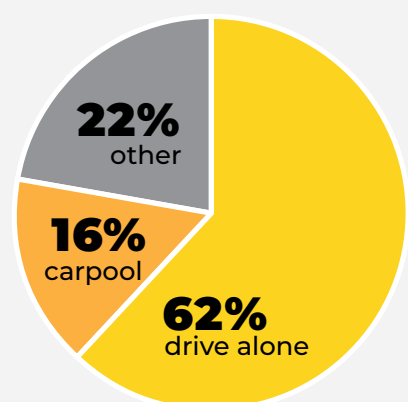
CARS 62% of East Oaklanders drive alone to work

» Most East Oaklanders travel by car for most trips. Over half of East Oaklanders drive alone to work, and nearly three-quarters of residents carpool or drive alone for all trips. Even though most East Oaklanders are driving, they prefer to travel close to home. Over 90% of East Oakland auto trips stay within Alameda County and 40% of trips stay within East Oakland.

HOW EAST OAKLANDERS GET AROUND

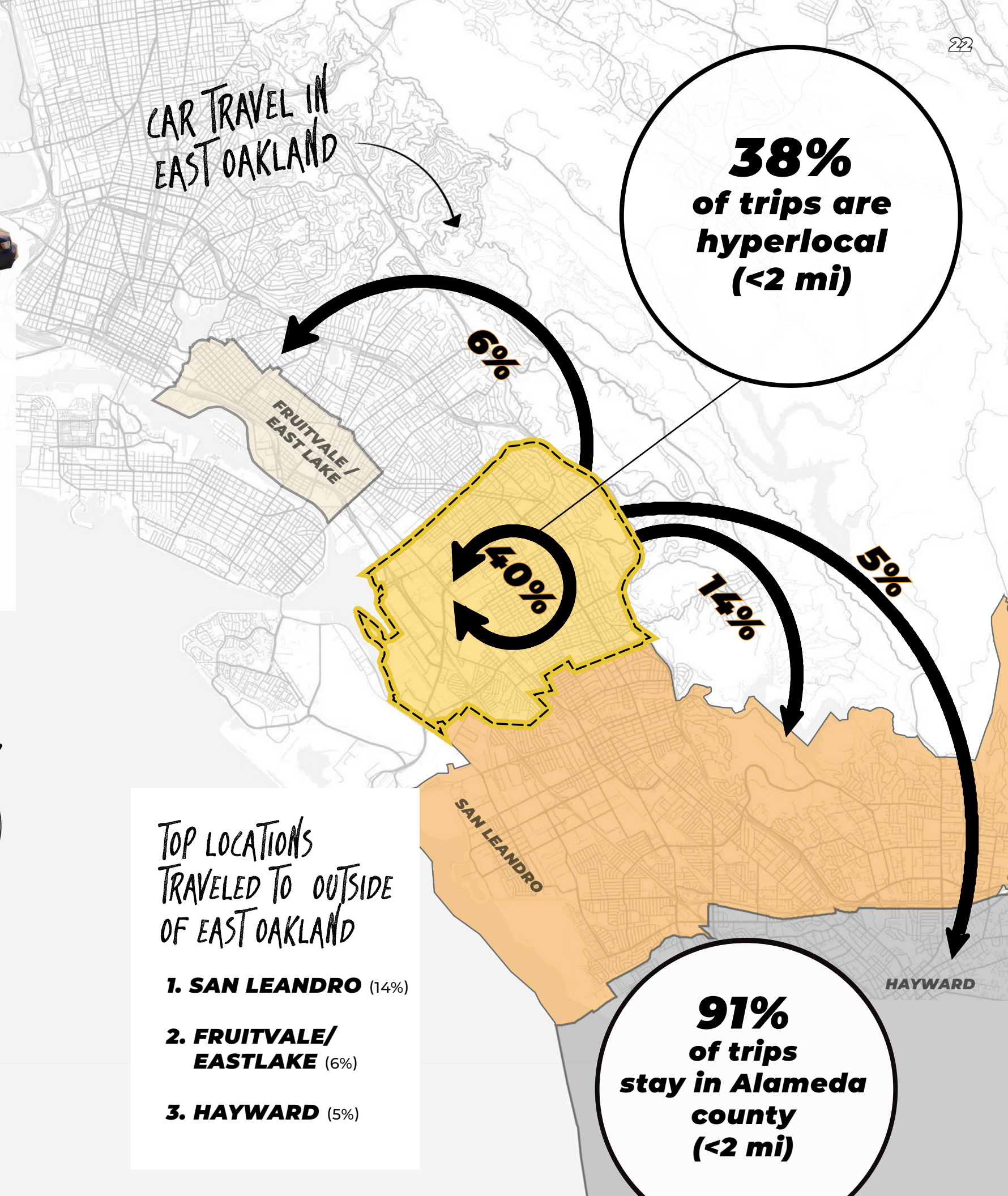


HOW EAST OAKLANDERS GET TO WORK



TOP LOCATIONS TRAVELED TO OUTSIDE OF EAST OAKLAND

- 1. **SAN LEANDRO** (14%)
- 2. **FRUITVALE/ EASTLAKE** (6%)
- 3. **HAYWARD** (5%)



TRANSIT

7% of East Oaklanders bus to work compared to 8% of Oaklanders


» AC Transit and BART are the two primary transit agencies serving East Oakland. Six AC Transit bus routes in East Oakland are high-frequency, meaning that buses arrive within 15 minutes of each other during peak commute periods. While 71% of East Oaklanders are within a 5-minute walk to a bus stop with high-frequency bus service, **only one high-frequency route (Route 73) provides direct access to BART**, making regional connectivity difficult. Most of these bus stops lack amenities that would make waiting bus riders feel more comfortable or safe. Currently, only 32% of bus stops along high-frequency transit routes have shelters or benches. Given these existing barriers, transit is not as direct, accommodating, and reliable as driving.

East Bay BRT recently began operating along International Boulevard/E 14th Street to provide reliable, accessible, and safe transit to Downtown Oakland. AC Transit Tempo currently runs down the same corridor and attracts almost 12,000 weekday riders on average, the highest weekday ridership among all AC Transit Lines¹⁶. Now built, BRT improves access for people riding the bus, but its development impacts local businesses and accessibility for those who drive on E 14th Street. Limited support for local businesses resulted in vacant storefronts and loss of community anchors. Because 40% of driving trips stay within East Oakland, dedicating a lane to transit-only on one of the area’s central arterials limits local mobility and may increase vehicle travel times.



WALKING 2% of East Oaklanders walk to work compared to 4% of Oaklanders


» Infrastructure for pedestrians is currently lacking and discourages walking trips and any trip that requires walking to a vehicle.. About half of crosswalks do not have an accessible curb ramp and more than a quarter of sidewalks are damaged with weeds often rising out of the cracked pavement. Debris and trash commonly litter the sidewalk, making for an unpleasant walking experience. It comes as no surprise that, while 40% of trips are within East Oakland, residents only walk for 15% of trips.



SIDEWALK CONDITIONS¹⁴

26%
of sidewalks are damaged

50%
of crosswalks have no curb ramps





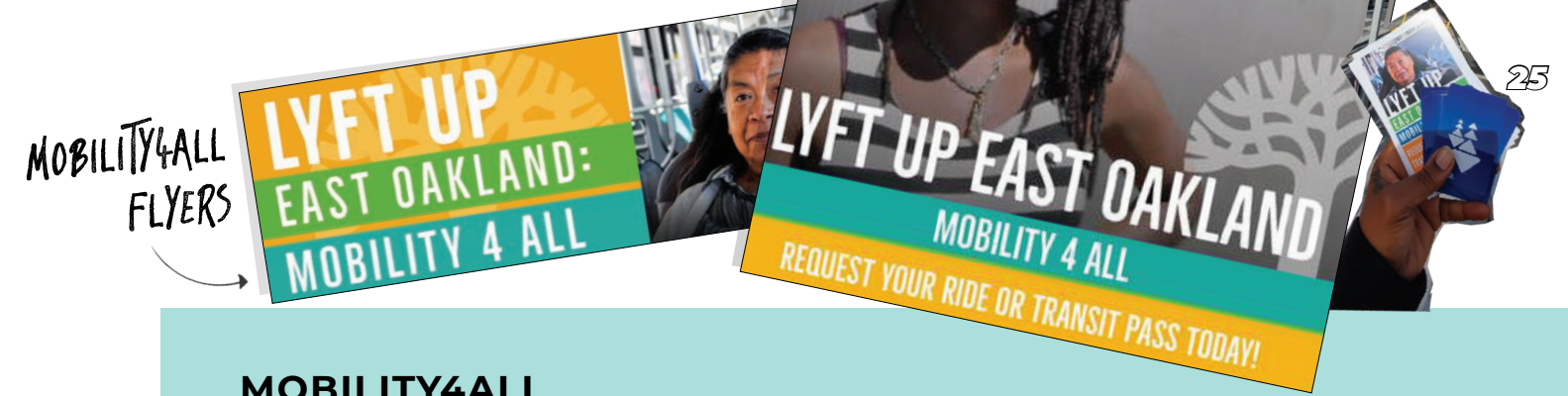
BIKING 1% of East Oaklanders bike to work compared to 3% of Oaklanders

» Although biking is not how most East Oaklanders get around, there is a strong biking culture among youth in the community, particularly through the Scraper Bike Team. Traditional bike planning and design has not resonated with community members in the past, signaling “green gentrification” or infrastructure designed for new, wealthier, and whiter residents. However, recent engagement efforts have resulted in new bicycle infrastructure that responds to how East Oaklanders want to bike. For example, the 90th Avenue median responds to youth who often do group rides and prefer to ride in the middle of the street to feel most visible.

MICROMOBILITY AND CAR SHARING

» Services offering shared fleets of vehicles have become popular throughout Oakland in the past several years, including micromobility and car sharing. Micromobility is a collective name for fleets of small, low-speed vehicles for personal transportation, which can be either human powered or electric.¹⁷ Car sharing and micromobility services, offered by companies like Gig Car Share, Lyft, Lime, and Spin, coordinate the majority of service through their mobile applications and charge a fee to help users start or complete a trip.

In East Oakland, micromobility and car share are not as prominent as in areas like Lake Merritt and Downtown. Given the imbalanced geographic distribution throughout the city, these services are not as accessible to East Oaklanders. In recent years, however, East Oakland-based advocates have built a rapport with shared mobility providers to use their platform to directly meet folks' needs locally.



MOBILITY4ALL

» TransForm is a non-profit organization that leads community-driven mobility programs through capacity building, strategic planning, and implementation with community partners rooted in East Oakland and Deep East Oakland. Mobility4All is a program developed in partnership between TransForm and East Oakland Collective that helps people use shared mobility in ways that are meaningful to them. The program allows participants to choose a discounted or free trip using shared mobility or public transit.¹⁸ The program prioritizes trips to the grocery store, health appointments, and social service appointments. Participants have also used the program to commute to work and other essential places for their well-being.

The overall partnership of programs that TransForm oversees is unique because it builds on a history of relationship instituting Mobility4All as more than a pilot. A large part of the relationship-building is that TransForm works with East Oakland community-based organizations in their own neighborhood to ensure their leadership and ownership are centralized. [Learn more about Mobitlity4all.](#)



LYFT electric bike



Bikeshare station with electric scooter share



Electric Vehicle in East Oakland



Electric Scooter Share in Oakland



Coliseum BART signage



4 TRANSPORTATION AFFORDABILITY



The cost of living in the Bay Area has reached an all-time high. Transportation costs introduce another burden that East Oaklanders must consider when taking a trip. Driving often feels like the only option for residents, but the price to drive is high. While transit may be the less expensive option overall, transit presents its own challenges.

Although the City of Oakland has a Parking Ticket Payment Plan that very low-income drivers (monthly disposable income of less than \$250) can apply for once, failure to make payment as agreed will result in the same consequences with or without the Payment Plan.



» **Cars are expensive, especially in East Oakland.** Compared to other wealthier neighborhoods in Oakland and cities in the Bay Area, auto insurance rates tend to be much higher. Excessive parking restrictions and ticketing in residential areas can also become an economic hardship, with typical parking fines ranging from \$58 to \$83. If an East Oaklander earns minimum wage, paying off a parking ticket means an extra 5-hour shift and less time with family. Failure to make payment will result in a registration hold, towing of the vehicle, action in Small Claims Court and/or reporting to a credit bureau.



Average cost of car insurance⁴
for **Montclair Resident**

\$2,200-\$2,400

Average cost of car insurance⁴
for **Walnut Creek Resident**

\$1,791 to \$2,000



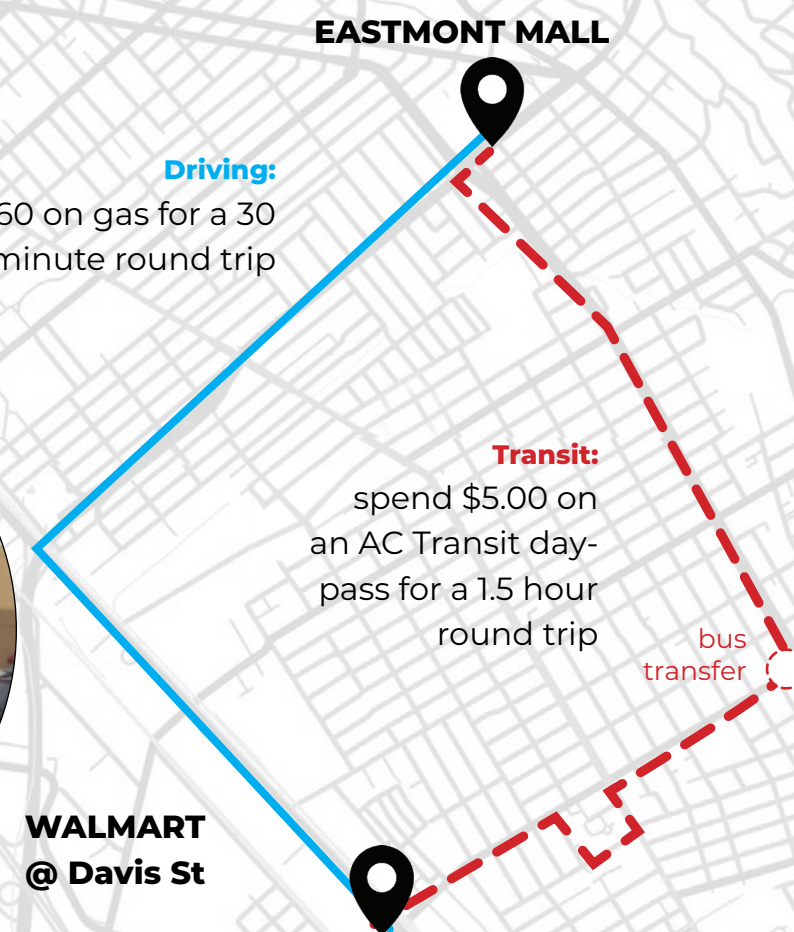
Average cost of car insurance⁴
for **East Oaklanders** is

\$2,600-\$2,818

Because owning a car is so expensive, not everyone can afford it. There are only two cars for every three adults, so East Oaklanders have to get creative sharing cars with friends or family. While ride-sharing is appealing for point-to-point trips, it has a high price tag. Transit may seem like a more affordable option, but fares present more up-front expense than driving and taking transit is more costly in time. **AC Transit passes also cost about \$85 per month.**



UPFRONT TRANSIT COST ARE
OFTEN MORE EXPENSIVE
THAN DRIVING



While shared bike and scooter services could help East Oaklanders reach essential places in the neighborhood, financial barriers prevent residents from taking advantage. Most companies require a smartphone and credit or debit card to sign up and use the service, and the cost to use these modes can add up quickly. These barriers highlight the importance of programs like Mobility4All that provide discounted access to these services without a smartphone or ATM card.



street mural on Plymouth and 90th



5 STREET QUALITY



East Oakland has seen historic disinvestment over many decades. Current street conditions are a major reflection of this reality. Potholes and cracks plague most roads, leading to higher maintenance costs and dangerous environments to travel in.



"The trees along 73rd Ave do not look healthy. They need maintenance. Natural beauty can really bring out the best in people."

- (73RD AVE
SURVEY RESPONSE)

» **Almost three quarters of Oakland streets are in bad shape**, most of which are residential streets, resulting in unpleasant driving experiences and high vehicle maintenance costs for residents. The City's repaving policies over the last many years have focused on major streets instead of residential streets. It is now a major City effort to flip that policy directive and to fill potholes with new funds such as Measure KK. The City's 2019 Three-Year Paving Plan recently prioritized repaving local streets in East Oakland to improve neighborhood quality of life. In the first year of the Three-Year Paving Plan, the largest number of repaved miles (10.9 miles; or 32% of all repaving) were located in East Oakland.

While Oakland has recently changed its paving policies to prioritize paving residential streets and sidewalks, landscaping and drainage infrastructure in East Oakland is hard to come by and often in poor repair. This can make getting around East Oakland uncomfortable for many and extremely difficult for those with accessibility needs. Some parts of East Oakland do not have combined sewer overflow systems and are prone to sewage, flooding, drainage issues, which is a big problem for sanitation and accessibility.



Poor roadway conditions cost Oakland residents almost
+\$33.00 more per month in maintenance compared to the average U.S. driver.^{18,7}



BRT construction on E14th



elder struggling to walk around trash



bikers going down Holly St



pothole on 107th Ave



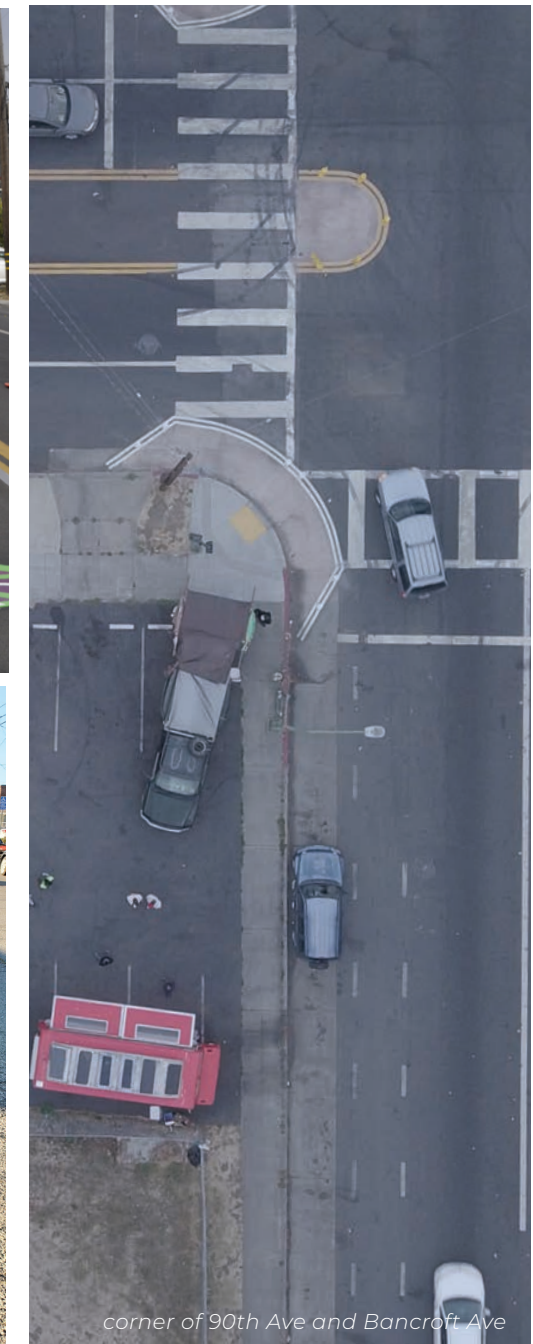
conditions on Bancroft Ave



Potholes on 107th Ave



painting of 90th ave scraper bike way



corner of 90th Ave and Bancroft Ave



unmaintained median on Bancroft Ave



Potholes on 100th Ave



waiting for the BART @ coliseum BART



6 SAFETY & WELL-BEING



Everyone needs to feel safe and secure to thrive. East Oaklanders often are not and do not feel safe, which negatively impacts their mental health and their ability to thrive. Many of these issues are structural and play out on Oakland's streets.

STREET SAFETY

» There is a need to provide community-driven safe transportation planning. Safety was one of the primary concerns residents shared through the engagement process. Between 2013 and 2017, 18 people were killed due to traffic violence and 151 people were severely injured. Residents cited a range of improvements that would make them feel safer on the streets, including protected bike lanes, ADA compliant sidewalks, traffic calming, more shade and seating at transit stops, and safe spaces for youth to skate or bicycle. Because perceptions of safety vary by community, the City is beginning to respond to community-specific safety concerns rather than following traditional street repaving and redesign practices.



BRT construction along E14th



"We need to reimagine public safety. We need community-led safety coalitions that focus on mental health and housing"

- Ms. BURTON (73RD AVE SURVEY RESPONSE)



IN EAST OAKLAND, FROM 2013-2017

7% OF 2,272

TRAFFIC COLLISIONS RESULTED IN A FATALITY OR SEVERE INJURY

18 PEOPLE WERE KILLED IN TRAFFIC VIOLENCE

151 PEOPLE SUFFERED LIFE-ALTERING INJURIES

POLICING

» Policing of Black men, women, and children in East Oakland is a barrier to safety, personal well being, and transportation. Residents of color often do not feel safe going about their daily lives and socializing or traveling in groups. Specific concerns heard include:

- Policing on transit and at transit stops
- Policing when walking and using City streets
- Implication of gang injunctions on how people travel--residents cannot congregate in groups of three, which induces threat on community youth and culture
- Criminalization of sideshows

In a 2017 Stanford University study¹⁹, researchers found that OPD officers speak with consistently less respect toward Black versus white community members. Such disparities in daily interactions between police and Black East Oaklanders have negative impacts on procedural justice and the building of trust. Between 2016 and 2018, 66% of Oakland PD stops in East Oakland were made for Black individuals, and traffic violations were the reason behind 76% of Black stops.

Creating environments that make East Oaklanders feel safe and secure means exploring alternative forms of enforcement and designing neighborhoods around safety. This vision includes utilizing community-driven forms of enforcement (e.g. community watch programs) with trusted community leaders and familiar faces, improving street lighting, and investing in night life to facilitate "eyes on the street".



"We need more community services and interventions that do not involve police for non-emergency situations."

- (73RD AVE SURVEY RESPONSE)

"The police need anti-racism training and need to be a part of and accountable to the community"

- ANONYMOUS



police station at Eastmont

"We need to reimagine public safety. We need community-led safety coalitions that focus on mental health and housing"

- MS. BURTON
(73RD AVE SURVEY RESPONSE)

MENTAL HEALTH/HEALING

» People of color in East Oakland have long dealt with historical inequities that continue to touch their daily lives. Many of these issues bleed into mobility concerns, including housing anxiety, stress over transit reliability, and fear of police. East Oaklanders want to see solutions to their immediate challenges and needs, but also seek spaces to heal their deep-rooted trauma. Because the City has rarely enabled East Oaklanders to take the helm before making a change in the neighborhood, new "improvements" tend to further entrench distrust for government initiatives. A large part of the healing process required to build trust with the community is to not only listen, but believe residents before taking action.

I have empathy for the elder community and those with disabilities. Those that don't drive, have to walk, be in a wheelchair, bike. It's (International Blvd.) especially not of access to those people.

- SILVIA GUZMAN
(EAST OAKLAND RESIDENT)

"We need a community advisory committee to hold the City planning departments accountable to the community they are planning for."

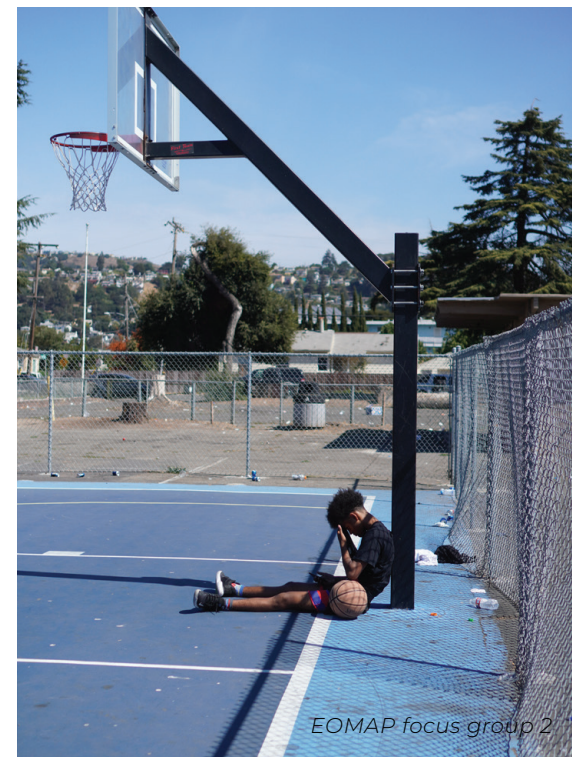
- (73RD AVE SURVEY RESPONSE)



Shamash of East Oakland Rising celebration



EOMAP focus group 2



EOMAP focus group 2



Akoma Market



Coliseum Swap Meet



East Oakland Rising



90th Ave Cleanup



Akoma Market



Coliseum BART



EOMAP focus group 1

5 YEAR ACTION PLAN

HOW WE DEVELOPED THE ACTIONS AND PROJECTS

The project team worked with our core community-based organizations to develop a list of actions and projects that directly reflect the East Oakland Mobility Principles and respond to existing mobility challenges and desires heard from the community. While many of the actions and projects would be led by OakDOT over the next five years, the mobility needs of East Oaklanders must be met through a collaboration across regional agencies and City departments.



ACTIONS



PROJECTS



FUNDING

DEPARTMENT KEY GENERAL	AC Transit	Alameda-Contra Costa Transit District
	ACPHD	Alameda County Public Health Department
	Alameda CTC	Alameda County Transportation Commission
	BAAQMD	Bay Area Air Quality Management District
	BART	Bay Area Rapid Transit
	CBOs	Community-Based Organizations
	MTC	Metropolitan Transportation Commission
	OPRF	Oakland Parks and Recreation Foundation

DEPARTMENT KEY CITY OF OAKLAND	DRE	Department of Race and Equity
	EWD	Economic and Workforce Development Department
	HCD	Housing & Community Development Department
	IT	Information Technology Department
	OakDOT	Department of Transportation
	OPD	Oakland Police Department
	PBD	Planning & Building Department
	OPL	Oakland Public Library
	OPRYD	Parks, Recreation, and Youth Development Department
	OPW	Oakland Public Works
	CAO	City Administrator's Office

ACTIONS

1. JUST PLANNING

City planners and engineers will center racial justice in the planning process and uplift historically underserved East Oaklanders, especially Black residents.



#	ACTION	LEAD	PARTNER(S)	TIMEFRAME
1.1	As part of understanding current conditions for projects, engage in race and income analysis at the neighborhood level.	OakDOT	DRE	Immediately
1.2	Implement City Council-adopted Reimagining Public Safety Task Force recommendations to advance racial equity in traffic enforcement.	CAO	OakDOT, OPD	Immediately
1.3	Train all staff on the history of racial injustice and culture in East Oakland and how that manifests today in arresting mobility, as well as training on cultural humility.	OakDOT	DRE	Immediately
1.4	Consider groundwater inundation and sea level rise when implementing new infrastructure, by incorporating drainage improvements and green stormwater infrastructure.	OPW	OakDOT	Ongoing
1.5	Learn from the BRT project impacts by including a robust and regular community feedback loop on all East Oakland projects during planning, construction, and operation.	OakDOT		Year 1
1.6	Adopt a strategy to hire and create an inclusive workplace for Black planners and other planners of color to lead and work on projects.	OakDOT	DRE	Year 1
1.7	Adopt a project displacement impact analysis process and implement harm prevention strategies before beginning future project construction.	OakDOT	EWD	Year 1-3
1.8	Given health and congestion impacts of truck movement on I-880, form a working group to seek funding to analyze impacts of truck weight restriction policy on I-580 and feasibility of removing this restriction.	Caltrans, OakDOT	City of San Leandro, City of Emeryville, City of Berkeley, City of Piedmont, BAAQMD, Alameda County, Alameda CTC	Year 1-3
1.9	Identify designated spaces for dancers and performers at Coliseum Station.	BART	OakDOT	Year 2-3
1.10	Identify opportunities for sanctioned sideshows or car shows off-street.	CBOs	City Administrator's Office; OPD	Year 2-3
1.11	Engage in a robust community engagement of racially and ethnically diverse East Oakland communities to explore renaming International Boulevard as East 14th Street, an economic hub	EWD, PBD, CBOs	OakDOT	Year 4-5

2. SELF-DETERMINATION AND TRANSFORMATIVE PARTNERSHIPS

Community members will be partners in the planning process and will be co-designers in shaping their neighborhoods.



#	ACTION	LEAD	PARTNER(S)	TIMEFRAME
2.1	Develop partnerships and contracts with marginalized populations that include structures and processes of equitable decision-making and resource distribution.	OakDOT		Ongoing
2.2	Use community-based programs like Mobility4All as a model on how to build capacity with CBOs and to learn strategies to administer program services.	OakDOT	CBOs	Ongoing
2.3	Strengthen OakDOT staff partnerships and communication with Council members and Neighborhood Service Coordinators to identify opportunities to implement community priorities.	OakDOT	Oakland City Councilmembers	Year 1
2.4	Support the continuation of the East Oakland Community Advisory Group (CAG) that has formal powers to review all proposed plans and projects in the early stages of the development process with City staff and identify funding for ongoing stipends for members.	OakDOT	PBD, HCD, CBOs	Year 1
2.5	Adhere to the DRE Inclusive Engagement Plan and OakDOT's Equitable Engagement Guidelines.	OakDOT	DRE	Year 1
2.6	Hire consultant/CBO planning teams for projects in East Oakland that reflect the communities of East Oakland.	OakDOT		Year 1-3
2.7	Track and improve equity outcomes of contracting opportunities.	OakDOT, OPW, CAO	DRE	Year 2-3
2.8	Co-create a partnership pledge beyond the standard OakDOT contract.	OakDOT		Year 2-3
2.9	Share decision making power with the CAG for every project or program located in East Oakland.	OakDOT		Year 2-3
2.10	Center restorative justice in the transportation planning process to acknowledge harms from past transportation investments and to guide new investment.	OakDOT		Year 4-5
2.11	Look for opportunities to incorporate new technology in transportation infrastructure that facilitates broader internet access.	OakDOT, PBD, IT	BART, AC Transit	Year 4-5

3. FREEDOM OF MOVEMENT

East Oaklanders will travel whenever and wherever they want comfortably, efficiently, safely, and affordably.



#	ACTION	LEAD	PARTNER(S)	TIMEFRAME
3.1	Work with the Safe Oakland Streets team to identify programming opportunities for traffic safety in East Oakland.	OakDOT		Ongoing
3.2	Distribute information about the Clipper START program offering transit discounts to low-income riders.	OakDOT	HCD	Year 1
3.3	Consult with ADA program staff for each East Oakland project to design projects that are ADA accessible.	OakDOT		Year 1
3.4	Work with transit agencies to employ a locally hired safety team for transit stops and operations.	AC Transit, BART		Year 1
3.5	Prioritize future bus shelters at stops on high-frequency routes in East Oakland.	OakDOT, AC Transit	CBOs, Shared Mobility Companies	Year 1
3.6	Work with private mobility operators to expand car sharing and micromobility services in East Oakland.	OakDOT	CBOs	Year 1
3.7	Establish an EV Education and work with community members to locate EV charging stations in East Oakland to facilitate an EV Car Sharing Program.	OakDOT	CBOs	Year 1
3.8	Provide technical assistance to East Oakland organizations that want to bulk-purchase AC Transit EZ Passes for employees or members.	OakDOT, AC Transit		Year 1
3.9	Work with Community to locate EV charging stations in East Oakland	OakDOT		Year 2-3
3.10	Support community-led mobility sharing programs.	CBOs, OakDOT		Year 2-3
3.11	Incorporate pedestrian-scale lighting in East Oakland projects where currently lacking.	OakDOT		Year 2-3
3.12	Establish a Wayfinding Program.	OakDOT	MTC	Year 2-3
3.13	Partner with CBOs to establish a Street Ambassador Program.	OakDOT	CBOs	Year 2-3
3.14	Establish a safety evaluation process for transportation improvements.	OakDOT		Year 2-3
3.15	Establish Program for roller skating and skateboarding activities and education.	OPRYD	CBOs, Black Cultural Zone	Year 4-5
3.16	Expand and support continuation of the Youth Bike Services pilot.	Higher Ground, Scraper Bike Team	OPL	Year 4-5
3.17	Implement recommendations from the Clean Mobility Options to MLK Shoreline project.	OakDOT	Library	Year 4-5
3.18	Build projects presented in this plan (see following section).	OakDOT		Year 4-5

4. POWER IN PLACE

As changes occur in the right-of-way, East Oakland community members will feel secure in the preservation of their housing, businesses, and culture and be able to benefit from those changes and thrive.



#	ACTION	LEAD	PARTNER(S)	TIMEFRAME
4.1	Create and adopt a process of demonstrating how new projects and programs respond to community needs and receive CAG approval before project implementation.	OakDOT		Year 1
4.2	Evaluate how completed East Oakland projects respond to community needs and report findings	OakDOT	CBOs	Year 1
4.3	Coordinate with the Department of Housing and Community Development (HCD) Engagement Team to distribute resources from the Housing Resource Center to East Oaklanders during community engagement.	OakDOT	HCD	Year 1
4.4	Support 100% Affordable Housing for East Oakland residents, especially at transit-oriented developments (TOD).	OakDOT, HCD, PBD, BART		Year 1
4.5	Support HCD's Strategic Action Plan recommendations to produce new affordable housing, preserve existing affordable housing, and prevent displacement and homelessness.	OakDOT, HCD		Year 2-3
4.6	Work with the Black Cultural Zone to establish a new Business Improvement District.	EWD, Black Cultural Zone		Year 2-3
4.7	Revisit small business development and mobile vending permit program to incorporate equitable outcomes.	City Administrator, EWD, ACPHD	OPRYD, OPRF, PBD	Year 4-5
4.8	Support advocacy for bank reparations to redress foreclosures and current redlining.	EWD	OakDOT	Year 4-5
4.9	Study the creation of a neighborhood preference policy aimed at keeping East Oaklanders in East Oakland.	HCD, Planning & Building		Year 4-5

PROJECTS

#	PROJECT	DESCRIPTION	PROJECT TYPE	PREVIOUS PLAN	LEAD	5-YEAR GOAL
1	MLK Shoreline to Coliseum BART Connector	Oakport Street to San Leandro Street (Coliseum BART)	Multimodal Project	Bike Plan, Coliseum Area Specific Plan	BAQMD; Partners: OakDOT, Caltrans	Identify and secure funding for design and construction
2	73rd Avenue/ Hegenberger Rd Improvements	Coliseum BART to MacArthur Boulevard	Multimodal Project	Bike Plan (Priority Route)	OakDOT	Finish design and secure funding for construction
3	Bancroft Avenue Median Path	73rd Ave to 106th Ave	Multimodal Project	Bike Plan (Priority Route)	OakDOT	Secure funding for design and construction
4	East Bay Greenway/San Leandro Street Protected Bikeway	35th Ave to 75th Ave, 85th Ave to Stone St	Multimodal Project	Bike Plan (Priority Route)	OakDOT	Identify and secure funding and construct segments
5	San Leandro Creek Trail	Hegenberger Rd to 105th Ave	Multimodal Project	Bike Plan (Priority Route)	OakDOT/ EBRPD	Construct
6a	81st Avenue Bike Boulevard	San Leandro Street to Bancroft Ave	Bike Project	Bike Plan (Priority Route)	OakDOT	Finish design and construct
6b	85th Avenue Bike Boulevard	Edes Ave to Bancroft Ave	Bike Project	Bike Plan (Priority Route)	OakDOT	Finish design and construct
6c	Arthur Street/Plymouth Street Bike Boulevard	Havenscourt Blvd to 104th Ave	Bike Project	Bike Plan (Priority Route)	OakDOT	Finish design and construct
6d	D Street Bike Boulevard	82nd Ave to 92nd Ave	Bike Project	Bike Plan (Priority Route)	OakDOT	Finish design and construct
7	Edes Avenue Bike Facility	Hegenberger Rd to to 98th Ave	Bike Project	Bike Plan (Priority Route)	OakDOT	Identify funding for design and construction
8	105th Avenue decommissioned railroad track removal and repaving	San Leandro St to International Blvd	Repaving		OakDOT	Finalize repaving plan and coordinate with Union Pacific
9	San Leandro Street repaving along railroad tracks	Seminary Ave to South City Limit	Repaving		OakDOT	Secure funding for repaving
10	Columbia Gardens Green Street	Green street/flood ground water adaptation and resiliency project, Tunis Rd and Sextus Rd between Empire Rd and Coral Rd	Streetscape Improvements	EONI	OakDOT, OPW	Secure funding for design and construction
11	E Street/Gould Street Vegetative Buffer	Between 98th Ave and Stonehurst Park	Streetscape	EONI	OakDOT; OPW	Secure funding for design and construction
12	International Boulevard BRT crossing safety improvements	Seminary Ave to South Oakland border	Crossing Safety		OakDOT	Secure funding for design and construction
13	90th Avenue Scraperbike crossing improvements	International Blvd and Bancroft Ave	Crossing Safety		OakDOT	Secure funding for design and construction
14	BRT Parking & Loading Study	Seminary Ave to South Oakland border	Study		OakDOT	Complete study
15	Arroyo Viejo Park Improvements	Create a plan to upgrade the Center at Arroyo Viejo Park. Provide open space and furniture for multigenerational activities. Reimagine functionality and green space. Replace unused baseball fields	Study		OPRYD	Complete study

#	PROJECT	DESCRIPTION	PROJECT TYPE	PREVIOUS PLAN	LEAD	5-YEAR GOAL
16	Columbia Gardens Improvements	Rebuild the Center. Consider expanding job resources and youth programming	Parks & Recreation		OPRYD	Secure Funding
17	Liberation Park	Build affordable housing.	Affordable Housing		PBD, EWD	Identify and apply for grant funding for planning and design.
18	MLK Regional Shoreline Recreation Improvements*	Provide culturally relevant recreation	Parks & Recreation		EBRP	Identify and apply for grant funding for planning and design.
19	Verdesse Carter Park Improvements	Provide neighborhood serving recreation center; improve park safety and access; provide multi-generational programming	Parks & Recreation		OPRYD	Pursue Funding
20	East Oakland Lighting Study	International Blvd and Bancroft Ave	Study		OakDOT	Identify and secure funding
21	Roller Skating Rink	Identify location between Seminary Ave to South Oakland border	Study		OPRYD	Complete Study

EAST OAKLAND PROJECTS

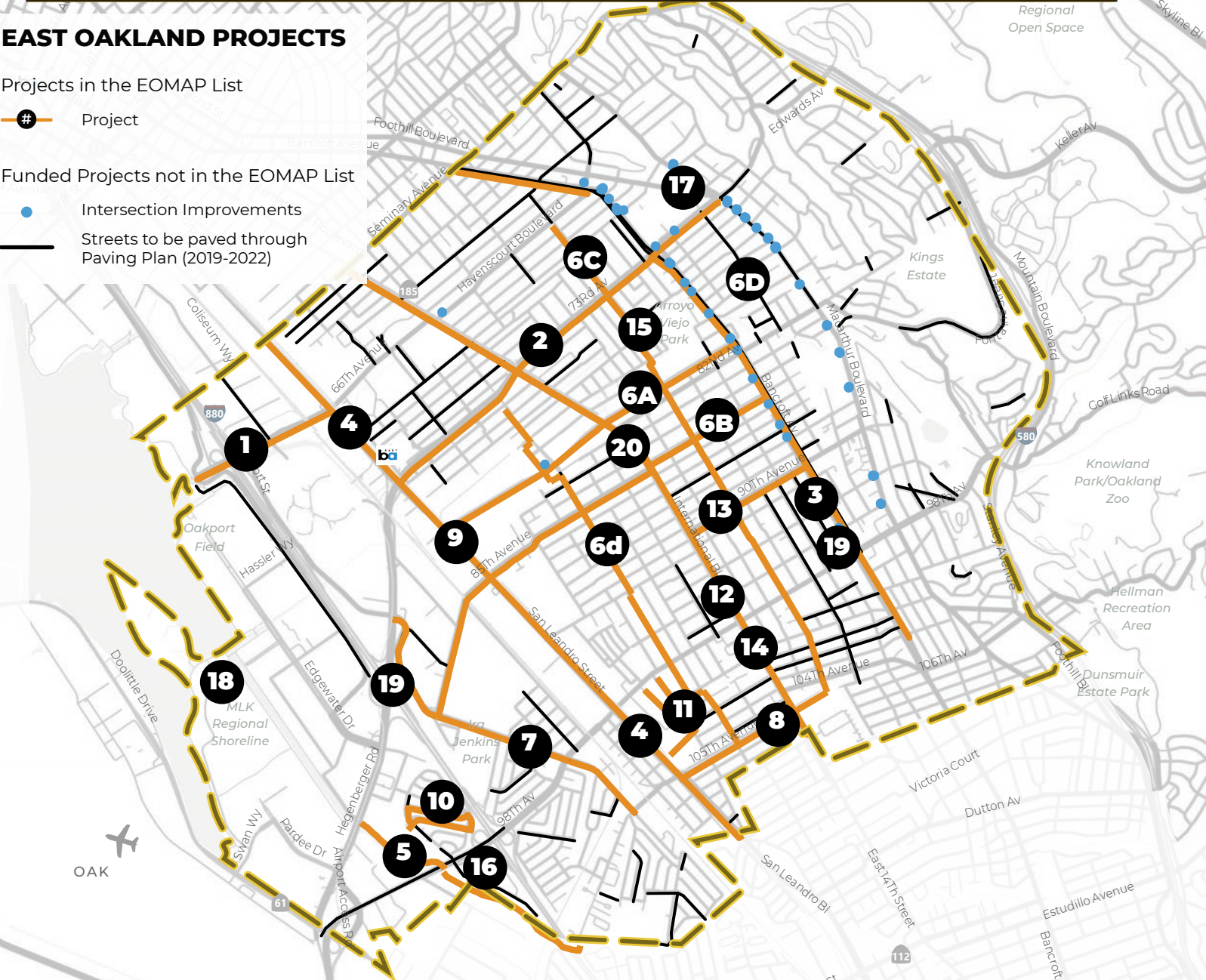
Projects in the EOMAP List

● Project

Funded Projects not in the EOMAP List

● Intersection Improvements

— Streets to be paved through Paving Plan (2019-2022)



*Projects require further discussion with lead and/or partner group and are in draft form.

FUNDING

STATE FUNDS

Active Transportation Program (ATP), Caltrans

About: ATP funds projects that increase and promote the use of active transportation, including walking and biking, particularly in historically underserved communities.

Who can apply: City of Oakland, Alameda County, MTC, and other public agencies

Funding cycle: Every two years, next funding cycle in 2023

Urban Greening Grant, CA Natural Resources Agency/CA Air Resources Board (CARB)

About: Eligible urban greening projects will reduce GHG emissions and provide multiple additional benefits, including a decrease in air and water pollution or a reduction in the consumption of natural resources and energy. Projects are expected to convert existing built environment into green space that uses natural and green infrastructure approaches to create sustainable and vibrant communities.

Who can apply: City of Oakland, Alameda County, Non-profit organizations

Funding cycle: Available funding varies per year, next cycle estimated to occur in 2022

Sustainable Transportation Equity Project Grant, CARB

About: Eligible projects address community residents' transportation needs, increase access to key destinations, and reduce greenhouse gas emissions by funding planning, clean transportation, and supporting projects.

Who can apply: City of Oakland, Alameda County, MTC, public agencies, CBOs

Funding cycle: Every two years, next cycle estimated to occur in 2022

Transformative Climate Communities (TCC), CARB

About: The TCC Program funds community-led development and infrastructure projects that achieve major environmental, health, and economic benefits in California's most disadvantaged communities.

Who can apply: City of Oakland

Funding cycle: Cycles are dependent on available funding, next funding cycle not yet announced but is estimated to occur in 2022

Highway Safety Improvement Program (HSIP) Grants, Caltrans

About: HSIP focuses on infrastructure projects with nationally recognized crash reduction factors (CRFs). Local HSIP projects must be identified on the basis of crash experience, crash potential, crash rate, or other data-supported means.

Who can apply: City of Oakland, Alameda County

Funding cycle: Cycles vary between 1-2 years, next funding cycle not yet announced but estimated to occur in 2023

Office of Traffic Safety (OTS) Grant Program, OTS

About: Program application should relate to one of the priority program areas, such as Distracted Driving and Pedestrian and Bicycle Safety, and be supported by local crash data that demonstrates a need for funding.

Who can apply: Public agencies, public agency sponsored non-profit organizations

Funding cycle: Every year, next application is due at the end of January 2022

In order to implement the programs and projects recommended in this Plan, the lead departments or organizations may pursue the following funding opportunities:

FEDERAL FUNDS

RAISE Grants, U.S. Department of Transportation

About: Funding for surface transportation capital projects, planning projects (related to planning, preparation, design) like environmental analysis, feasibility studies, pre-construction activities.

Who can apply: Caltrans, City of Oakland, MTC, and other public agencies

Funding cycle: Every year, next application is due 2022..

REGIONAL FUNDS

Transportation Funds for Clean Air, Bay Area Air Quality Management District

About: Eligible projects reduce on-road motor vehicle emissions and must achieve surplus emission reductions (reductions that are beyond what is required through regulations, contracts, and other legally binding obligations). Project types may include: Bicycle projects, Ridesharing services, Bike share, Infrastructure Improvements for Trip Reduction, and Shuttle/feeder bus service.

Who can apply: Public agencies, non-public entities (only awarded for certain clean air vehicle projects)

Funding cycle: By fiscal year (FY), first-come first-serve basis until all funds have been spent. Next round to occur in FY 2022-23.

One Bay Area Grant, MTC

About: Funds to maintain MTC's commitments to regional transportation priorities while also advancing the Bay Area's land-use and housing goals, including street maintenance, streetscape, bike/pedestrian improvements, transportation planning, and Safe Routes to School.

Who can apply: City of Oakland, Alameda County

Funding cycle: Every 5 fiscal years (FY), next cycle is estimated to occur in FY 2022-23.

Comprehensive Investment Plan (CIP), Alameda CTC

About: The CIP facilitates strategic programming and allocation of all fund sources under Alameda CTC's programming responsibilities. Projects must demonstrate a public benefit towards building and maintaining the transportation infrastructure in Alameda County. For bicycle and/or pedestrian funding eligible infrastructure improvements include new facilities, gap closure, and safety improvements. Plans and studies are also eligible, such as bicycle and pedestrian master plan updates.

Who can apply: City of Oakland, County of Alameda, Transit Agencies, and other public agencies. For programs serving seniors and people with disabilities, certain non-profit organizations may also be eligible.

Funding cycle: Every 2 years typically, next cycle is estimated to occur in 2022.

COMMUNITY-FOCUSED FUNDS

So Love Can Win Fund, Akonadi Foundation

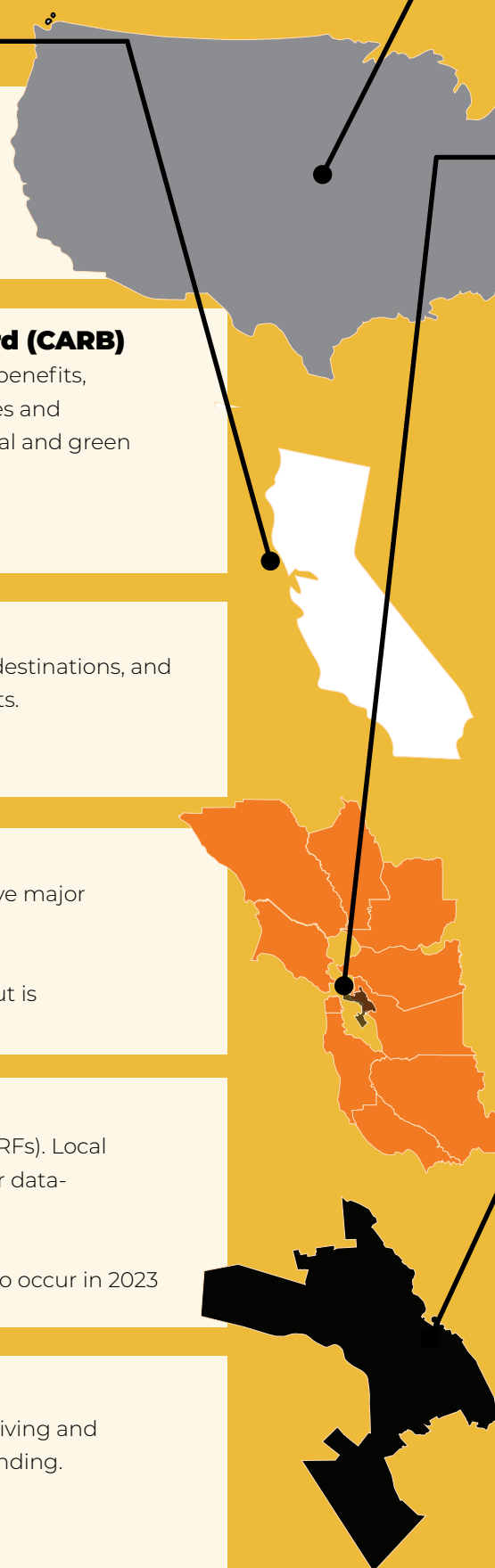
About: So Love Can Win Fund provides general support grants of \$10,000 to Oakland's organizers, storytellers, culture bearers, and healers who seek to ignite and implement a radical collective vision of freedom and racial justice.

Who can apply: Organization, group, formation, or collective based in Oakland, led by black, indigenous, and other people of color (BIPOC) and demonstrate history of work with BIPOC people in Oakland, Have 501(c)(3) status. **Funding cycle:** Two rounds every year, next round is due September 2021.

Safe Routes to Parks Activating Communities, Safe Routes Partnership

About: Develop and initiate action plans to increase safe and equitable access to parks and green space in their communities. **Who can apply:** Community-based organizations

Funding cycle: Every year, next application due 2022.



EXISTING STATE OF MOBILITY

CITATIONS/ FOOTNOTES

EAST OAKLAND BY THE NUMBERS

Income / How People Get Around / How People Get to Work:

⁴ Census ACS, 2017;

Police Stops

⁵ OPD Racial Impact Data, 2016-2018 (OPD Stop data pulled for beats covering East Oakland)

Transportation Costs

⁶ Baldassari, Erin. East Bay Times. "Low-income or black? You may be paying more for auto insurance in the Bay Area" (<https://www.eastbaytimes.com/2018/03/08/low-income-or-black-you-may-be-more-for-auto-insurance-in-the-bay-area/>)

⁷ Moretti, Rocky and Bonifas Kelly, Carolyn. TRIP. "Bumpy Roads Ahead: America's Roughest Rides and Strategies to Make Our Roads Smoother" <https://tripnet.org/reports/bumpy-roads-ahead-americas-roughest-rides-and-strategies-to-make-our-roads-smooth/>

Collisions:

⁸ SWITRS TIMS, 2013-2017; Fehr & Peers, 2020

How People Get to Coliseum BART:

⁹ BART Mode Share of Access Data, 2015

Transit / Bus Shelters:

¹⁰ AC Transit, 2019

Cars : People:

¹¹ Census Bureau, American Community Survey, 2017

Auto Trips:

¹² Streetlight Location-based Data, 2018

Street Conditions:

¹³ City of Oakland, 2019

Sidewalk Conditions :

¹⁴ Oakland Pedestrian Plan, 2017

Goods Movement :

¹⁵ City of Oakland, 2019 and Fehr & Peers, 2020

CONTEXT

¹ Map of redlining in East Oakland: https://joshbegley.com/redlining/maps/Oakland_Berkeley-hi.jpg

² Demographics / Population
Census Bureau, American Community Survey, ²⁰¹⁷

³ Street Miles / Area
Fehr & Peers, ²⁰²⁰

EXISTING STATE OF MOBILITY

¹⁶ AC Transit, 2018, http://www.actransit.org/wp-content/uploads/board_memos/1_17-268%202017%20Ridership%20and%20Route%20Performance%20Web.pdf

¹⁷ <https://sharedusemobilitycenter.org/what-is-shared-mobility>

¹⁸ This statistic includes the greater Bay Area and San Francisco region.

¹⁹ Voigt et al. (2017) "Language from police body camera footage shows racial disparities in officer respect", PNAS, <https://cao-94612.s3.amazonaws.com/documents/oak064269.pdf>

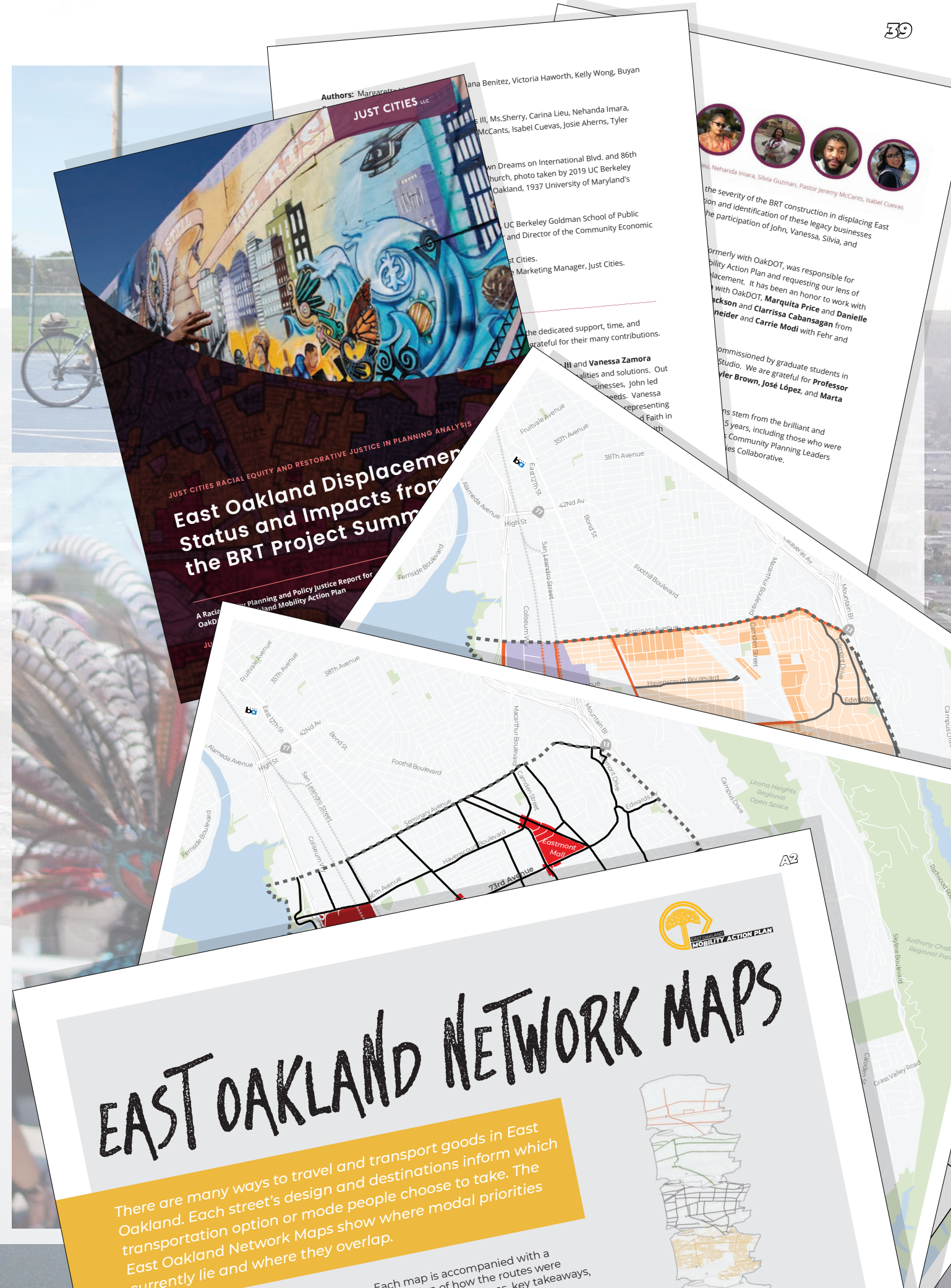
APPENDIX

East Oakland Network Maps

A1

East Oakland Displacement Status and Impacts from the BRT Project Summary

A2





EAST OAKLAND NETWORK MAPS

There are many ways to travel and transport goods in East Oakland. Each street's design and destinations inform which transportation option or mode people choose to take. The East Oakland Network Maps show where modal priorities currently lie and where they overlap.

As a part of the East Oakland Mobility Action Plan, the East Oakland Network Maps were developed to identify streets with different modal priorities and provide a foundation for future planning along key corridors. The Network Maps include priority routes for:



Transit



Pedestrians



Autos



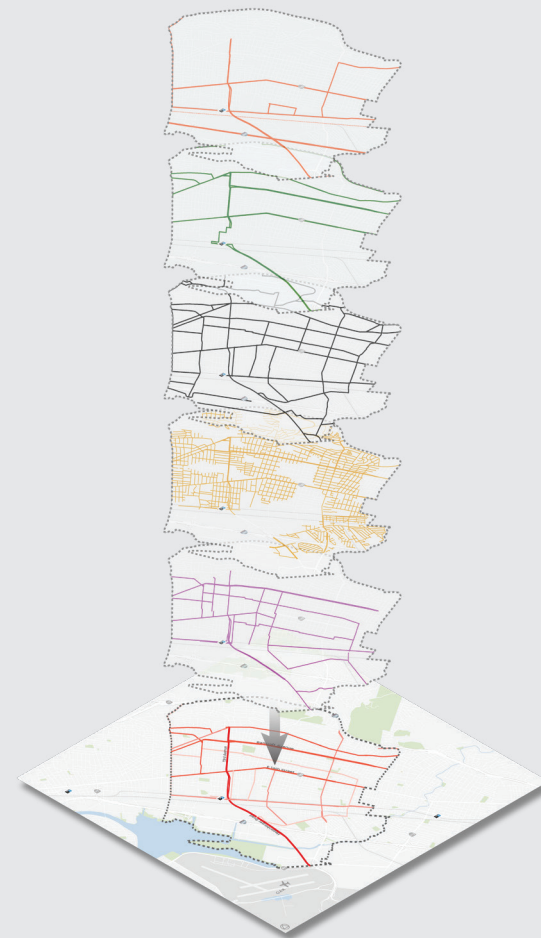
Trucks



Bikes

Each map is accompanied with a description of how the routes were developed, data sources, key takeaways, and questions to consider.

The final map, Multimodal Corridors, displays and lists streets with overlapping priorities. These are streets that are ripe for corridor studies, additional project development, and outreach that would benefit a wide range of East Oaklanders.





The bus needs to move reliably and efficiently and serve important destinations to be convenient. Bus service should be prioritized on streets where the bus comes every 15 minutes or less.

1. TRANSIT ROUTES

What Does The Map Show?

The primary transit routes are high-frequency AC Transit bus routes, which are defined as buses that arrive every 15 minutes or less during peak hours. Bus stop amenities for these routes are shown to provide context.

Data Source

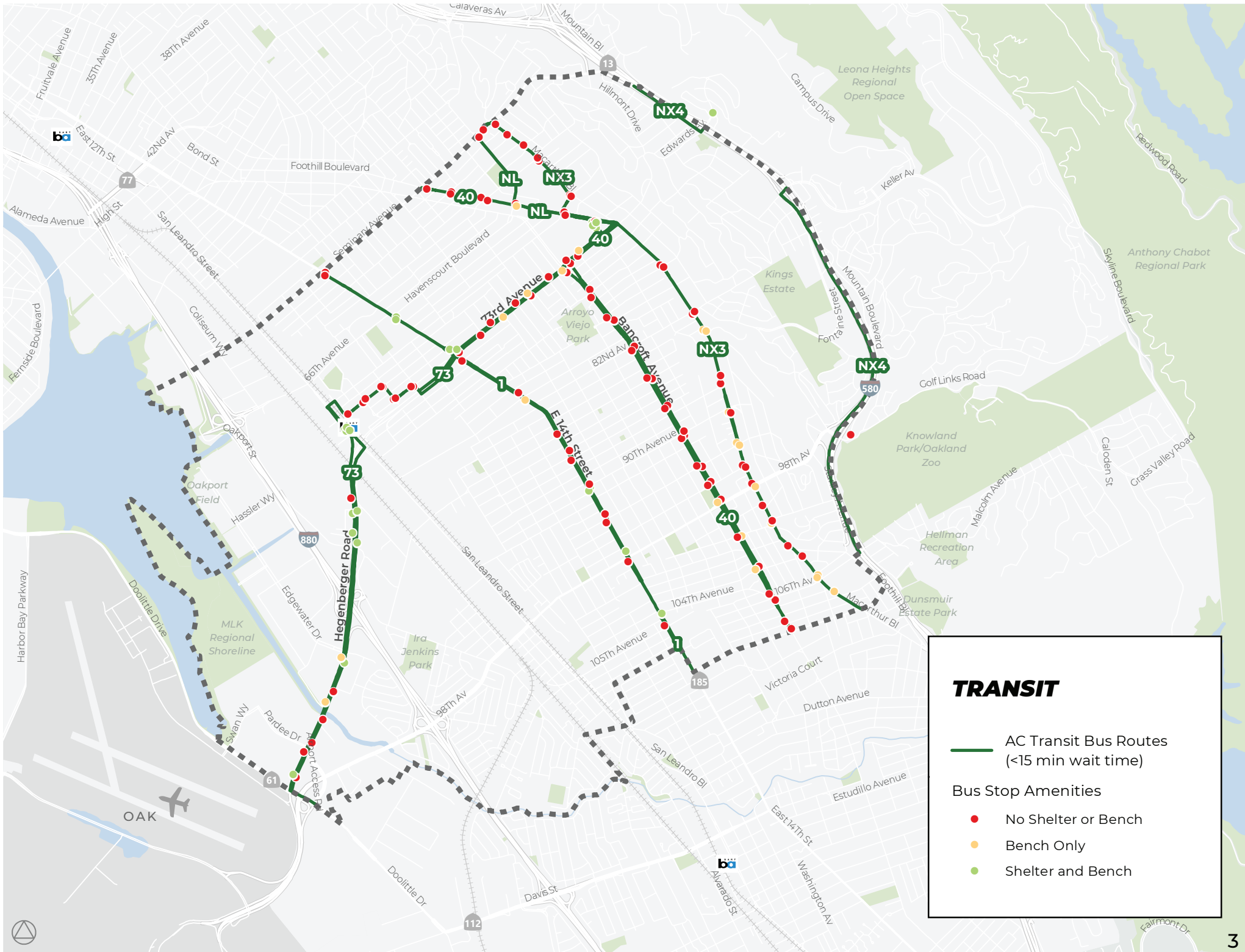
AC Transit bus schedule and routing data, 2019

Key Takeaways

- AC Transit offers only one high-quality east-west connection through East Oakland.
- There are several north-south routes east of San Leandro Boulevard.
- About 80% of residential uses in the project area are within half a mile of a high-frequency transit bus stop.
- Only 32% of bus stops along high-frequency transit routes have shelters or benches, and the remaining 68% don't have any bus stop amenities.

Questions to Consider

- Are these current routes frequent enough?
- What are future plans for transit frequencies?
- Where else would residents want to see more frequent service?





East Oaklanders drive or carpool for over 70% of their trips. Maintaining roads and vehicle access is vital for East Oaklanders to travel.

2. AUTO ROUTES

What Does the Map Show?

The auto priority corridors are pulled from the arterials and connectors identified in the 2014 Oakland Complete Streets Plan. A base street typology was developed for the Plan that classifies different street tiers by traffic volume and distance, ranging from at least 10,000 average daily traffic (ADT) and at least 50% of total volume traveling eight miles or more to arterials with less than 5,000 ADT. The auto priority corridors include all arterials and connectors identified in the Plan, including segments that did not have ADT data.

Data Source

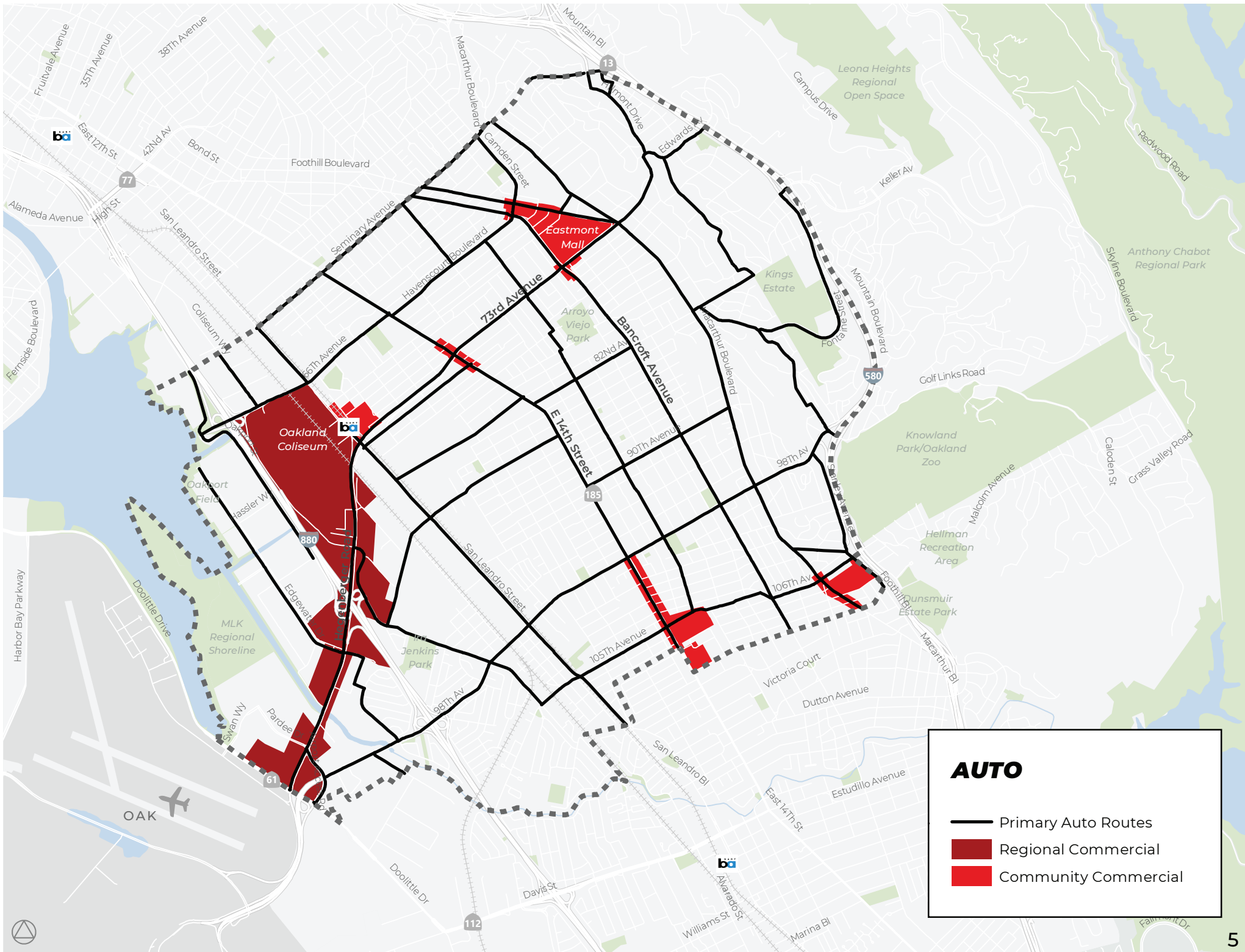
Oakland Complete Streets Plan, 2014 (not adopted)

Key Takeaways

- Primary auto routes align with arterial streets and connectors and are distributed evenly across the project area
- The auto routes connect to major commercial centers, including Eastmont Mall and the Oakland Coliseum.

Questions to Consider

- East Oaklanders drive to their destinations for most trips - are there other streets that should be included?
- Are there any “cut-through” streets we should remove?





Schools, high-frequency transit, and commercial corridors are key destinations for people walking in East Oakland. Providing safe street crossings, clean sidewalks, and beautiful streetscapes for residents is essential in creating walkable neighborhoods.

3. PEDESTRIAN ROUTES

What Does the Map Show?

The primary pedestrian routes consist of:

- High-frequency AC Transit routes (routes with bus arrival intervals of 15 minutes or less during peak hours) connecting popular commercial corridors
 - Regional Commercial, or big-box retail, was not included due to its vehicle-oriented design and proximity to high-speed arterials.
- Streets within a 1/4 mile of schools and the Coliseum BART station
- Routes along the pedestrian High Injury Network (HIN), which are streets with a relatively high number of pedestrian collisions and injuries
 - Most of the pedestrian HIN was covered by the primary pedestrian routes at this stage, but any HIN gaps were added to create the final primary pedestrian routes.

Data Source

AC Transit, 2018; City of Oakland Land Use (Community Commercial and

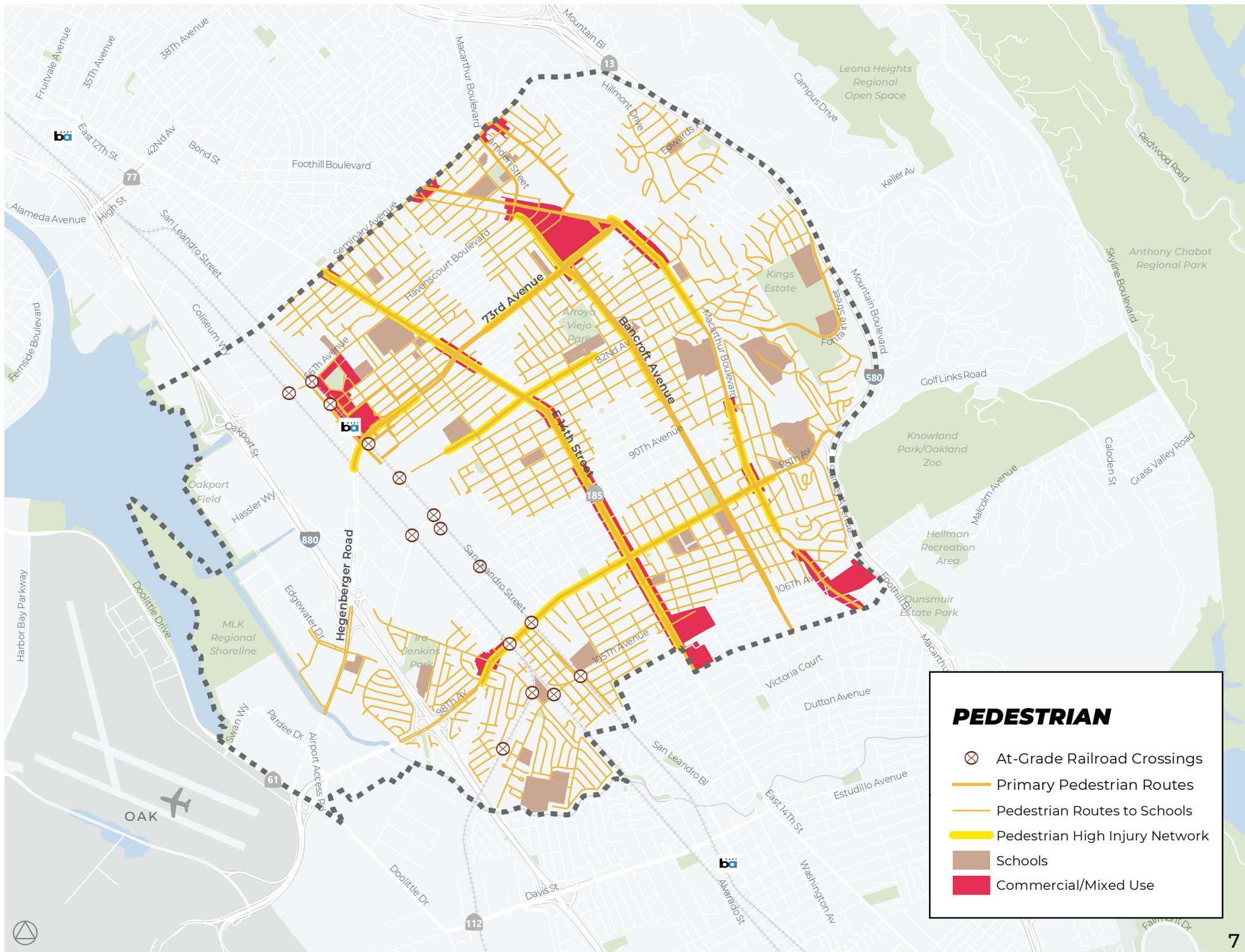
Neighborhood Center Mixed Used), 2011; BART, 2019; City of Oakland Schools, 2019; City of Oakland Vision Zero, 2017

Key Takeaways

- The primary pedestrian routes reflect a commitment to Safe Routes to Schools and prioritize pedestrian safety on nearby neighborhood streets.
- The pedestrian High Injury Network is adjacent to commercial corridors that pedestrians likely frequent.
- Most main arterials are included except for Hegenberger Road and San Leandro Street.

Questions to Consider

- How should we determine primary pedestrian routes? Does this methodology resonate?
- Are any commercial areas missing?
- Any other streets experience heavy foot traffic?



PEDESTRIAN

- ⊗ At-Grade Railroad Crossings
- Primary Pedestrian Routes
- Pedestrian Routes to Schools
- Pedestrian High Injury Network
- Schools
- Commercial/Mixed Use



Biking can be an affordable and healthy way to get around, but about 70% of Oaklanders cite fear of a collision as a major challenge to biking. Providing low-stress bike routes can help riders feel safe when traveling around East Oakland.

4. BIKE ROUTES

What Does the Map Show?

The primary bike routes are the priority bikeways identified in the Let's Bike Oakland Plan. The Plan prioritized projects based on their strategic impacts, their level of benefit, and their ability to meet the needs of underserved communities. Prioritized projects connect Oaklanders on bikeways to neighborhood destinations, address safety concerns, close gaps in the bike network, and align with the City's 3-year Street Paving Plan.

Data Source

"Let's Bike Oakland", City of Oakland Bike Plan, 2019

Key Takeaways

- The primary bike routes provide good connectivity in the center of East Oakland (between San Leandro Street and Foothill/MacArthur Boulevard).
- There are limited access points across San Leandro Street and I-880 to the MLK Regional Shoreline and industrial and commercial job centers.

- Most of the main arterials have existing or proposed high-quality bike facilities, except for:
 - E 14th Street (painted bike lane)
 - Camden Street (painted bike lane)
 - MacArthur Boulevard (no bike facility)
- Few routes serve residential neighborhoods east of Foothill/MacArthur Boulevard but these routes are hilly and difficult to bike.
- Most of the bikeways are proposed and do not exist today.

Questions to Consider

- Most of the bikeways are existing: how should the proposed bikeways be prioritized?
- Do these routes provide enough connection to local destinations in East Oakland?



East Oakland houses many industrial, warehousing, and other commercial land uses where goods are moved by large trucks, including to and from the Oakland International Airport. These uses are important for economic development in the area, but also need to be respectful of the predominantly residential land uses in East Oakland. Truck movements should be prioritized on the major streets connecting industrial and commercial areas to freeways.

5. TRUCK ROUTES

What Does The Map Show?

Primary routes for goods movement are established truck routes from the City of Oakland Municipal Code and California Vehicle Code.

Data Source

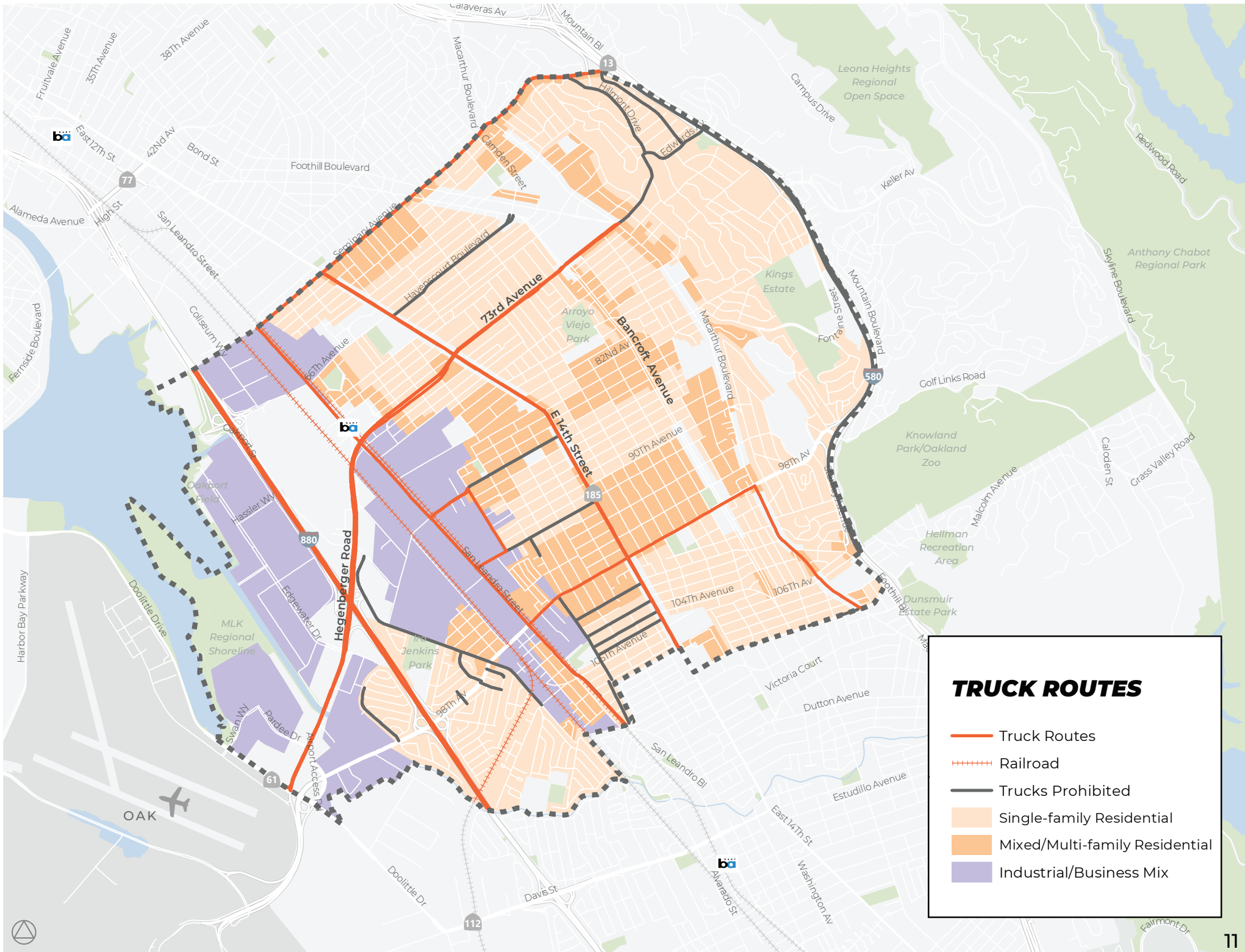
City of Oakland, 2017

Key Takeaways

- Existing truck routes align with industrial uses along San Leandro Boulevard continuing west to Oakland International Airport, however, truck routes also run through many residential areas.
- The truck routes currently funnel truck traffic from industrial and commercial land uses to I-880. The routes are not designed for traffic to travel north/south on arterial streets.
- E 14th Street is currently a designated truck route, which may conflict with the future Bus Rapid Transit corridor.

Questions to Consider

- Is there a need to revisit the truck network? Are there supporting policies that should accompany this map (e.g. prioritizing trucks on certain streets and accommodating or prohibiting other truck vehicle types on other streets)?
- Are any other truck-heavy land uses not served by a truck route?
- Are there other industrial areas not included on the map that require truck access?
- Should any of these routes be removed from the truck network?





Each street in East Oakland has unique needs. Many streets are important to people driving, taking transit, walking, moving goods, and biking. On these streets, additional community conversations and planning is needed to identify a vision and improvements that meet community need and use.

6. MULTIMODAL CORRIDORS

What Does The Map Show?

Multimodal corridors are where primary routes for bicycles, pedestrians, automobiles, transit, and trucks overlap. Through ongoing community discussion, planning processes, and street design, the City and East Oaklanders can work together to define the vision for each street and how different travel modes get prioritized.

Data Source

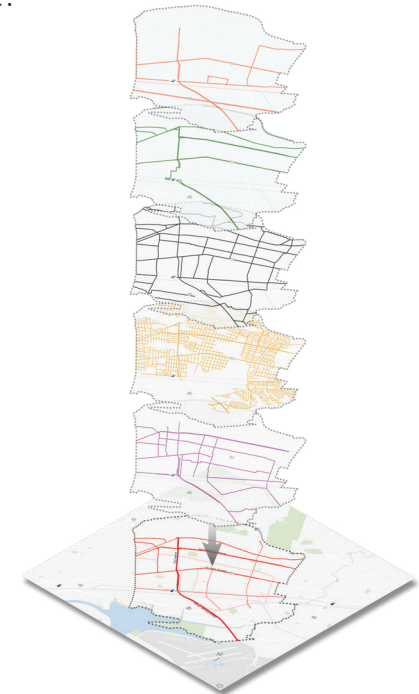
East Oakland Mobility and Access Plan maps, 2020.

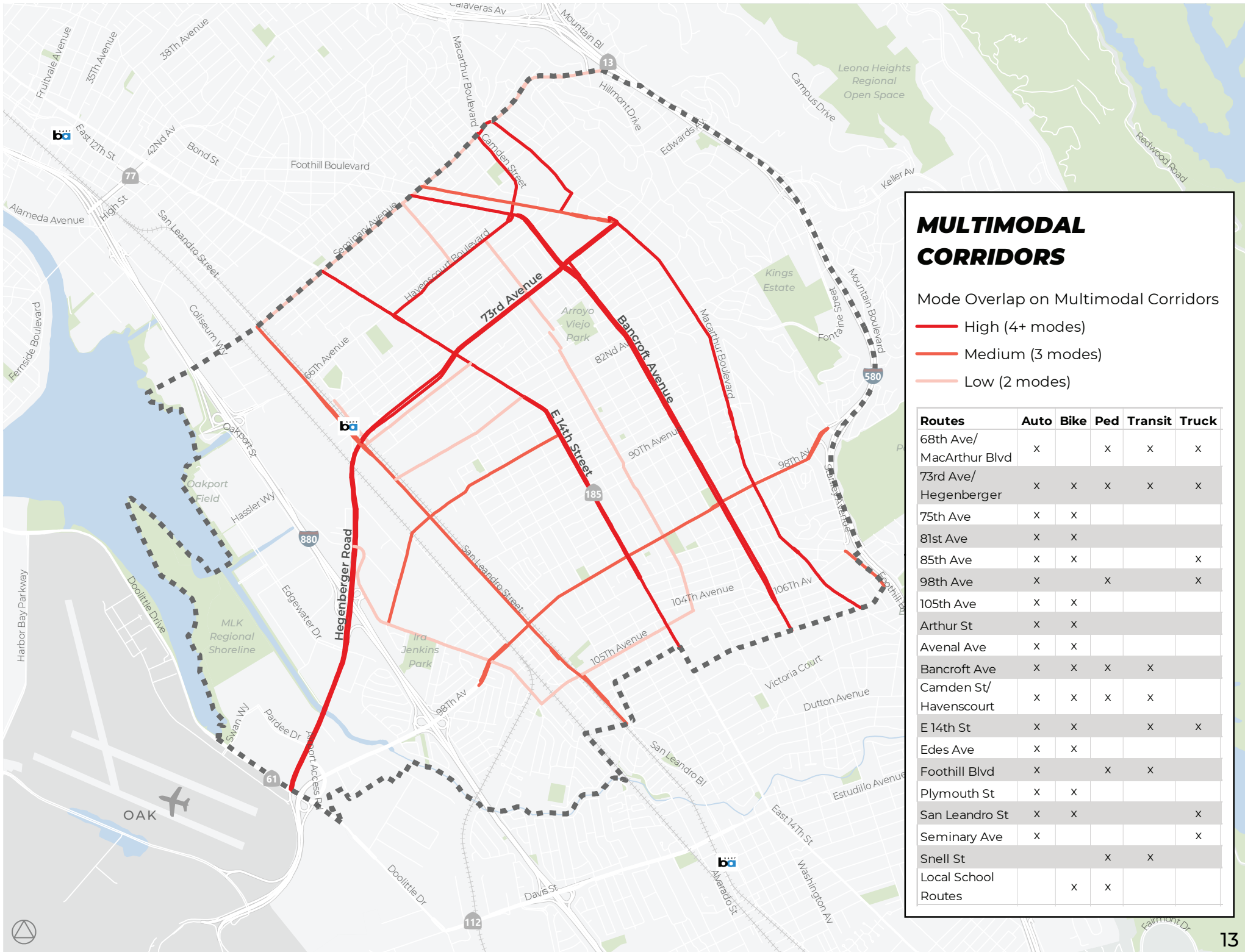
Key Takeaways

- Multimodal corridors generally align with major arterials
- The streets with the most overlap include:
 - 73rd Ave/Hegenberger Rd (5 modes)
 - 68th Ave/MacArthur Blvd (4 modes)
 - Bancroft Ave (4 modes)
 - Camden St/Havenscourt Blvd (4 modes)
 - E 14th Street (4 modes)

Questions to Consider

- Are there streets where one travel mode should be prioritized?
- How can community partners/OakDOT engage with community members to determine which travel options meet their needs best?
- Have residents in your communities mentioned concerns with any of the streets on the multimodal corridor list?





JUST CITIES RACIAL EQUITY AND RESTORATIVE JUSTICE IN PLANNING ANALYSIS

East Oakland Displacement Status and Impacts from the BRT Project Summary

A Racial Equity Planning and Policy Justice Report for
OakDOT's East Oakland Mobility Action Plan

JUNE 2021

Authors: Margaretta Lin, Rivka Batlan, Diana Benitez, Victoria Haworth, Kelly Wong, Buyan Erdene-Batbaatar

Contributors: Vanessa Zamora, John Jones III, Ms. Sherry, Carina Lieu, Nehanda Imara, Silvia Guzman, Andy Nelson, Pastor Jeremy McCants, Isabel Cuevas, Josie Aherns, Tyler Brown, José López, Marta Polovi

Cover Photos Top: Unity Mural - Black & Brown Dreams on International Blvd. and 86th Ave. by 67 Sueños and Allen Temple Baptist Church, photo taken by 2019 UC Berkeley Transportation Studio; Bottom: HOLC Map of Oakland, 1937 University of Maryland's T-RACES project

Reviewer: Dan Lindheim, Professor of Practice, UC Berkeley Goldman School of Public Policy; former City of Oakland City Administrator and Director of the Community Economic Development Agency.

Copyeditor: Darrell Jones III, Deputy Director, Just Cities.

Graphic Designer: Bethany Yeap, Creative Justice Marketing Manager, Just Cities.

ACKNOWLEDGMENTS

This analysis would not have been possible without the dedicated support, time, and wisdom of many people. The authors are extremely grateful for their many contributions.

As East Oakland natives, Just Cities staff members **John Jones III** and **Vanessa Zamora** ensured that our work continues to be grounded in community realities and solutions. Out of concern for the Bus Rapid Transit (BRT) project impacts on small businesses, John led advocacy to push the City of Oakland to be more responsive to business needs. Vanessa Zamora has led the convening of the Resident Advisory Council (RAC), leaders representing diverse communities in East Oakland: **Ms. Sherry** from Causa Justa: Just Cause and Faith in Action, **Carina Lieu** with the Oakland Youth Advisory Commission, **Nehanda Imara** with the Black Cultural Zone Collaborative, **Silvia Guzman** with La Clínica de la Raza, **Andy Nelson** formerly with East Bay Asian Youth Center, **Pastor Jeremy McCants** with Allen Temple Baptist Church, and **Isabel Cuevas**, a student at San Jose State University. These community leaders have devoted many hours to ensure that the analysis represents community realities and that Just Cities follows the best practice planning principle of planning with community.

Resident Advisory Council Members



Pictured (Left to Right) : Ms. Sherry, Carina Lieu, Nehanda Imara, Silvia Guzman, Pastor Jeremy McCants, Isabel Cuevas
Not pictured: Andy Nelson

Integral to the analysis was assessing the severity of the BRT construction in displacing East Oakland legacy businesses. The definition and identification of these legacy businesses would not have been possible without the participation of John, Vanessa, Silvia, and Nehanda.

Bryantee Brown, a racial justice planner formerly with OakDOT, was responsible for including Just Cities in the East Oakland Mobility Action Plan and requesting our lens of racial equity, restorative justice and anti-displacement. It has been an honor to work with the rest of the EOMAP team: **Manuel Corona** with OakDOT, **Marquita Price** and **Danielle Dynes** with East Oakland Collective, **Jamario Jackson** and **Clarrissa Cabansagan** from **TransForm**, **Andrew Saephan**, and **Karina Schneider** and **Carrie Modi** with Fehr and Peers.

This analysis also pulls from prior work Just Cities commissioned by graduate students in UC Berkeley Professor Karen Frick's Transportation Studio. We are grateful for **Professor Frick** and the student team leaders--**Josie Aherns**, **Tyler Brown**, **José López**, and **Marta Polovin**.

Many of the planning and policy justice recommendations stem from the brilliant and dedicated work of East Oakland residents over the past 15 years, including those who were part of the Oakland Sustainable Neighborhoods Initiative's Community Planning Leaders program and the East Oakland Building Healthy Communities Collaborative.

ABOUT THE AUTHORS

Margaretta Lin is the founding Executive Director of Just Cities where she also leads its Planning and Policy Justice efforts. She has served as a long-time racial justice and human rights leader in government, law, and community organizing, including serving as the City of Oakland's Deputy City Administrator and founding Director of Oakland's Strategic Initiatives Unit. Her innovative applied research, planning, and policy design have resulted in solutions to injustice such as Fair Chance Housing policies for the cities of Oakland, Berkeley, and Richmond; a \$65 million anti-displacement safety net for Alameda County and the cities of Oakland and Berkeley; the East Oakland Black Cultural Zone Collaborative; the Oakland Sustainable Neighborhoods Initiative; a restorative justice planning framework for Los Angeles Department of Transportation's Vision Zero program; the Oakland Housing Equity Roadmap; comprehensive foreclosure prevention/anti-blight for the City of Oakland; and youth institutions for belonging and inclusion--Youth Together, Youth Uprising, and the Skyline High One Land, One People Center.

Margaretta also teaches planning and policy justice as a lecturer at UC Berkeley City and Regional Planning and Goldman Public Policy School. She received her JD from Berkeley Law, MA in Asian Studies from UC Berkeley, and BA from the University of Virginia.

Rivka Batlan serves as a Planning Associate at Just Cities. She previously worked at Strategic Economics, an urban economics firm, conducting demographic and market analyses for public development initiatives. At the Urban Displacement Project, she utilized mapping and quantitative analyses to assess untraditional displacement typologies in the Bay Area and abroad. She received her BA in Urban Studies from UC Berkeley, melding urban data analytics with public health policy.

Diana Benitez serves as the Urban Planning Justice Manager at Just Cities (previously a consultant for this project). Her research contributions have included student equity need indices, early care and education gap analyses, health equity and racial disparities analysis, climate hazards analysis, and greenhouse gas reductions. She previously worked as an Intermediate Planner/ Designer at Raimi + Associates, a planning consulting firm and as a Research Data Analyst at Advancement Project California, a next generation civil rights organization. Diana is the Chair of the American Planning Association (APA) California Planners Health Initiative. Diana received her MURP from UCLA.

Victoria Haworth serves as a Research Associate at Just Cities, where she provides research support for the Berkeley and Oakland Fair Chance Housing Participatory Impact Evaluation Study. Victoria has previously conducted research for the Oakland Mayor's office on racially restrictive housing covenants and served as a research assistant at UC Berkeley's Department of Economics. She received her BAs in Urban Studies and Economics from UC Berkeley.

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Buyan-Erdene Batbaatar was a 2020 Ron Dellums and June Jordan Bridge Fellow at Just Cities. She previously worked on the Oakland Department of Transportation's Grand Avenue Mobility plan, focusing on preliminary research work on the history of disinvestment along the corridor. Buyan received her B.A. in Urban Studies and minor in Architecture from UC Berkeley.

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I. INTRODUCTION

East Oakland carries a rich legacy as the birthplace of innovative leaders who shape international racial justice movements, arts, and community development. **The nation's most ethnically diverse population resides in East Oakland with newer South East Asian immigrants living alongside fourth generation Black and Latinx residents.**

Unfortunately, Just Cities' analysis shows that residents in neighborhoods in East Oakland that were once ethnic enclaves for inclusion, belonging, and resilience for Black/African American, Latinx, and Asian American people have been gravely impacted by recent human made conditions. These include:

- **Gentrification and racialized displacement from City Hall's 10k plan to turn Oakland into a bedroom community for higher income San Francisco workers,**
- **Predatory lending and subsequent foreclosures,**
- **The tech tsunami,**
- **Safety and business displacement impacts from the BRT project**

As OakDOT and other transportation agencies engage in planning both current and future projects, this state of extreme vulnerability to racial displacement and homelessness must be centered into ethical and compassionate planning strategies. Government and private agencies must plan to PREVENT HARM, which requires local partnerships and local knowledge. Planning in a vacuum or planning utilizing a mitigation framework may otherwise result in irreversible harm of furthering displacement and homelessness.

This Summary of a more extensive Report includes the following components of Just Cities' analyses:

- Racial equity analysis of current neighborhood conditions of housing precarity, displacement, and homelessness.
- Identifying the major causal and contributing factors to today's neighborhood conditions of displacement and homelessness.
- Identifying specific safety and business displacement impacts from the BRT project.
- Voices of long-time racially diverse East Oakland community leaders.
- Specific racial equity planning and policy recommendations for OakDOT and other transportation agencies.

II. RACIAL EQUITY ANALYSIS OF 11 EAST OAKLAND NEIGHBORHOODS

Based upon the guidance of racially diverse East Oakland leaders, Just Cities selected 11 East Oakland neighborhoods for our analysis. These neighborhoods were selected for their racial/ethnic and income diversity to understand these differences across neighborhoods. Elements of Just Cities' analysis were conducted for OakDOT's East Oakland Mobility Action Plan (EOMAP), especially the 6 neighborhoods in EOMAP's focus geography of neighborhoods east of High Street below the 580 Freeway: Brookfield, Coliseum, Durant, Eastmont, Frick, and Sobrante Park. We use the term "EOMAP neighborhoods" to describe these 6 neighborhoods, which are outlined in green-black on the map below. The remaining 5 neighborhoods of our selected 11 are outlined in black on the map.

Figure 1. Selected East Oakland Neighborhoods by Predominant Race and Income

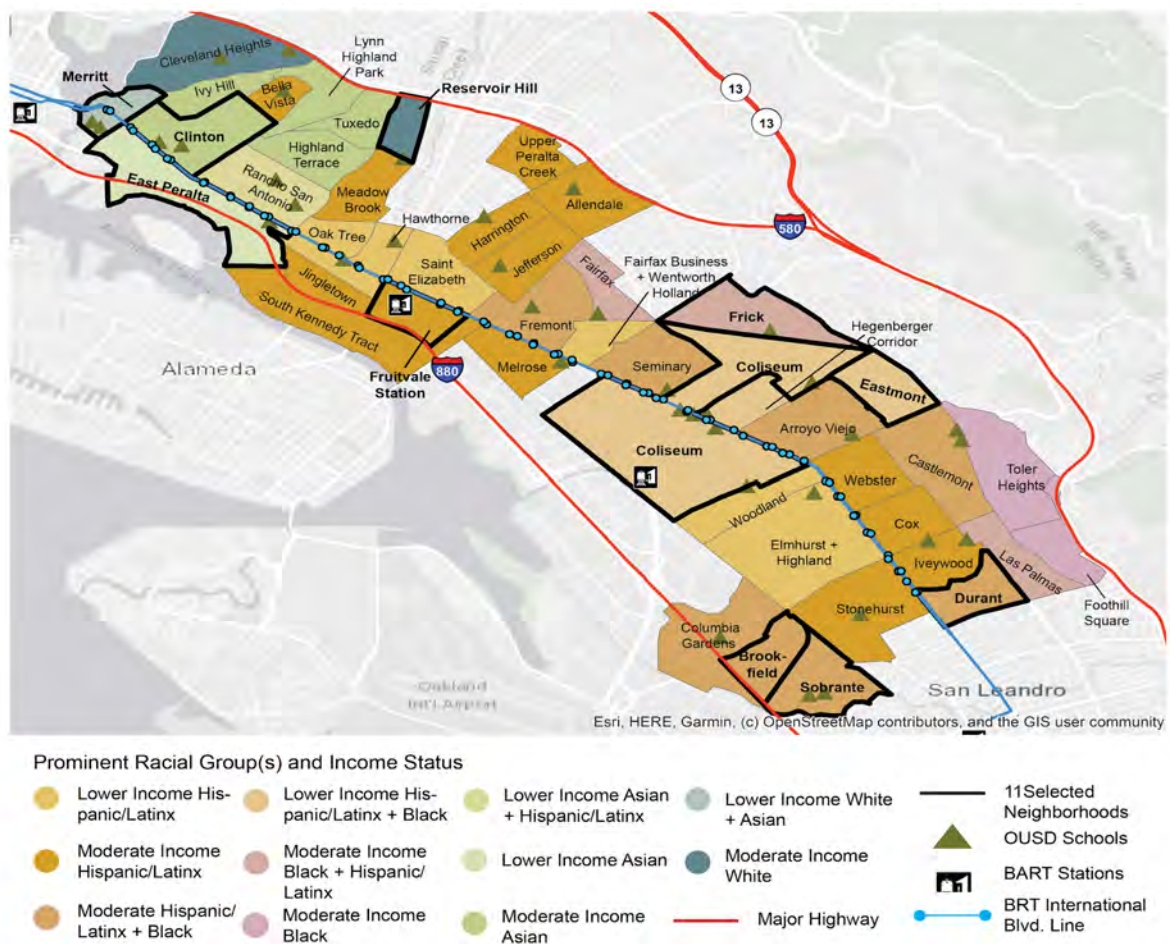


Table 1. 11 East Oakland Race/Income Diverse Neighborhoods

Neighborhood Predominant* Race/Ethnic Make-up 2018	Neighborhood
Moderate Income Hispanic/Latinx (55%); Black (34%)	Brookfield (<i>EOMAP</i>)
Moderate Income Asian (37%)	Clinton
Lower Income Hispanic/Latinx (55%); Black (33%)	Coliseum (<i>EOMAP</i>)
Moderate Income Hispanic/Latinx (49%); Black (34%)	Durant (<i>EOMAP</i>)
Lower Income Hispanic/Latinx (45%); Black (38%)	Eastmont (<i>EOMAP</i>)
Lower Income Asian (44%)	East Peralta
Moderate Income Black (44%); Hispanic/Latinx (35%)	Frick (<i>EOMAP</i>)
Moderate Income Hispanic/Latinx (58%)	Fruitvale
Lower Income White (33%); Asian (32%)	Merritt
Moderate Income White (31%)	Reservoir Hill
Moderate Income Hispanic/Latinx (55%); Black (32%)	Sobrante Park (<i>EOMAP</i>)
<small>*Predominant representation includes racial/ethnic populations comprising at least 30% of the neighborhood. Sources: American Community Survey 5-Year Estimates (2014-2018); Just Cities, 2021.</small>	

We define “**ethnic enclaves**” as neighborhoods with a predominant racial/ethnic group(s) with strong cultural identity. We define “**predominant**” racial/ethnic groups as those groups with at least 30% of the overall population.

III. RACIAL EQUITY ANALYSIS OF HOUSING PRECARITY, DISPLACEMENT, HOMELESSNESS

A. East Oakland Neighborhood Housing Conditions, 2000–2018

Just Cities’ racial equity analysis corroborates the claims made by an overwhelming chorus of East Oakland residents who call attention to the state of extreme vulnerability of lower income people and neighborhoods as racialized displacement and homelessness have become epidemics. From 2000 to 2018, we witnessed the erosion of ethnic enclaves in East Oakland by human made forces.



Ms. Sherry

Ms. Sherry, [Generation of Oakland: The People's Portrait](#)

"I've been in Oakland for almost 40 years. I have six grandchildren who lived here in East Oakland. And now all of them are living in different places. Two live in Antioch. Another lives in San Leandro. Another two live in Sacramento. And so I don't get a chance to see them like I used to. And that's very disheartening.

Oakland has changed very much from when I originally moved here. When I moved to East Oakland, it was predominantly African-American. It was semi-vibrant and it had a lot of things going on with a lot of businesses that were especially on what is called International Boulevard.

We knew it as East 14th Street and there was a lot of art and other activities for the people who lived in the neighborhood. But as time progressed, a lot of businesses left the area. And when that flight took place, we saw a lot of people lose their jobs and people were starting to be forced out of East Oakland. We could no longer stay here. A lot of people could no longer afford to stay here. And they followed the jobs out of town. Then around 2008, when the Great Recession happened (I'll call it the Great Recession, we could call it a depression), a large number of African Americans and Latinx people were being displaced from East Oakland.

What we saw was that people who had been there all their lives were displaced. One couple from my church had lived in their home for 23 years. They're a much older couple and they thought they could keep their home and they did everything possible. And I've felt so sad because by the time I found out that they were losing their home, they didn't tell anyone because they were ashamed. They were ashamed like a lot of folks because they felt they should have been able to pay off these huge loans. As a result, they wound up losing their beautiful home and had to move in with their daughter and son-in-law in Patterson, California. That kind of displacement was very disheartening. And it was typical. A lot of people didn't have attorneys and didn't have the money for attorneys. And so we saw a huge amount of folks being pushed out and what we saw was these predatory lenders and other folks coming in, not just buying one or two homes, but buying up blocks of homes. They had auctions on the courthouse steps, auctioning off folks' homes, but not just their homes, their lives.

I'm hoping that you realize the importance of preserving the communities where people live. If not, that history is lost, the people are lost, the whole sense of what the community looks like is lost."



Carina Lieu

Carina Lieu, [Nina Riggio/Special to The Chronicle](#)

Carina is a Program Analyst and an expert in youth and community engagement. She currently leads the City of Oakland Youth Advisory Commission. Carina grew up in Uptown and Laurel and spent a significant amount of time in Oakland's Chinatown as a student and youth activist. She now lives in the San Antonio District with her partner and 1-year-old child.

“Regarding Asian American residents in [Clinton and East Peralta], [today] I rarely see people I grew up with. I see elder Asian residents, but I don’t see people my age that are Asian, and that tells me that the demographic of people that grew up in Oakland, have left.

A lot of homes [in Clinton and East Peralta] are [now] remodeled or updated. I infer that people who are able to do that are outsiders coming in that can afford the house and the remodeling. In 2013, my family was trying to buy a home in Oakland. However, people were coming in and overbidding on these homes with cash, so we gave up on purchasing.”



Silvia Guzman

Silvia Guzman, [Brian Watt/KQED](#)

Silvia grew up in East Oakland and currently lives in the Fruitvale District as a parent of 3 children. She is a leader with Faith in Action East Bay and has extensive experience working on community health, wellness, and engagement. Silvia has worked with La Clínica de la Raza and now works with the Alameda County Public Health Department on multiple East Oakland projects.

“From my interpretation sessions and work at La Clinica, I could definitely see a big change and rapid increase in the Latino community within the [Fruitvale]... because of the migration that’s been happening... The largest increase I have seen is in the Mam community, [a Mayan language spoken in the western highlands of Guatemala]. Now I get why Fruitvale is known as the new “Little Guatemala.” The Mam community has their own indication of what the area represents for them... It brings a lot of access to services... in their native language.

The Fruitvale is one of the largest areas that has not been rapidly transformed by gentrification.... I think that’s because the Fruitvale has more apartments... and larger living spaces where a lot of people can live together. I see most people and families [sharing] homes. I’ve also seen a lot of long-term community members move out, but then they leave their home to another family member. So you don’t see those big changes in the community because... the families still remain there.”

B. Racial Displacement and Racial Income Decline



Homes for All Campaign Launch at Oakland City Hall. [Causa Justa::Just Cause](#)

East Oakland is home to the nation's most ethnically diverse population with new immigrants from Burma and Mongolia residing near third and fourth generation Black and Latinx residents. Between 1970 and 2000, East Oakland saw a growing number of people of color. However, human made conditions including gentrification, predatory lending and foreclosures, and the tech tsunami have led to displacement. Long time residents have lost their homes and many continue to be pushed out by newer, higher income residents. Between 2000 and 2018, many of the ethnic enclaves in our study saw decreases in their predominant racial/ethnic group. The following findings are a summary of fuller analyses and demographic data tables included in the Appendix.

FINDING 1

Predatory lending practices and the following foreclosure crisis disproportionately affected the Black/African American population in Oakland, causing major declines of this population in their ethnic enclaves. By 2013, while populations of other racial groups increased, the long-time East Oakland Black/African American ethnic enclaves were no longer majority Black/African American.

- From 2000 to 2018, all Black/African American enclaves experienced declines in the Black/African American population.
- All of these Black/African American enclaves (**Brookfield, Coliseum, Durant, Eastmont, Frick, Reservoir Hill, and Sobrante Park**) experienced double digit foreclosure rates from 2007-2011.

FINDING 2

Long-time Asian American ethnic enclaves have experienced declines in the Asian American population because of their proximity to Lake Merritt and Downtown Oakland, areas where gentrification was facilitated by intentional City Hall policies such as Mayor Brown's 10k Plan.

- Although **Clinton** and **East Peralta** remained predominantly Asian American from 2000-2018, the Asian American population declined by 23% and 8%, respectively.
- Meanwhile, White residents have steadily moved into these neighborhoods. From 2000-2018, the White population in **Clinton and East Peralta** increased by 93% and 51%, respectively.

FINDING 3

While the Latinx population increased, the median household income of Latinx residents in the 11 neighborhoods declined, making it more difficult to afford housing. In order to afford rising housing costs, many Latinx residents moving into East Oakland are joining existing households.

- Although the Latinx population increased in former Black/African American ethnic enclaves and Oakland overall, Latinx median household incomes in those neighborhoods actually declined.

FINDING 4

Across East Oakland, investors bought up and flipped foreclosed properties and marketed them to new higher income households, which attracted higher income White residents. From 2000 to 2018, all 11 neighborhoods, except for Merritt, saw an increase in White residents. The Black/African American ethnic enclaves that had double digit foreclosure rates between 2007 and 2011 saw the greatest increases in White residents.

- In ***Eastmont, Merritt, Reservoir Hill and Sobrante Park***, the White population only increased from 2013-2018, following the foreclosure crisis. The influx of White residents during this time contributed to ***Reservoir Hill and Merritt*** becoming predominantly White neighborhoods by 2018 (the only 2 of the 11 neighborhoods).
- From 2000-2018, the White median household income increased in 8 of the neighborhoods as wealthier Whites moved in.

C. **Racial Equity and Housing Precarity: Unaffordable Rents, Homeownership Loss, Homelessness Risk**

It is hard for newcomers to Oakland to understand that today's proliferation of homeless encampments is a new phenomenon. Housing costs have always been an issue, but working class people of color were able to afford and sustain housing, including homeownership. Intentional and discriminatory policies and practices created today's housing and homelessness crises, and continue to harm long time communities of color. The following is a summary of more extensive findings analyzed by race/ethnicity that demonstrate the rapid changes that occurred in East Oakland neighborhoods from 2000 to 2018. Supporting data and tables are provided in greater detail in the Appendix.

FINDING 1

Housing unaffordability for most East Oakland neighborhoods is worse than citywide, demonstrating that East Oakland residents experience more housing instability than other residents of Oakland.

- 9 of the 11 neighborhoods have higher rental unaffordability rates than the citywide rate of 65%. East Oakland tenants making the median household income would have to pay between 58% to 143% of their income to afford median rent costs in their neighborhood.
- For the 6 EOMAP neighborhoods, housing unaffordability rates are extremely high: **Coliseum** (142.6%), **Brookfield** (84.3%), **Frick** (83.9%), **Sobranite Park** (79.8%), **Eastmont** (77.6%). Only **Durant** (57.6%) has an unaffordability rate lower than the citywide rate of 63%

FINDING 2

There are significant disparities in the rental housing unaffordability rate across racial/ethnic populations within neighborhoods, with the once predominant racial/ethnic group bearing the heaviest unaffordability burden. This is a product of policy failures and has had a significant role in eroding East Oakland's ethnic enclaves.

Housing affordability is a solvable problem and requires the right types of investments and courageous policy solutions. See Section V Policy Recommendations.

- In many of the neighborhoods that are predominantly Black, Asian, or Latinx, the predominant racial/ethnic population's housing unaffordability rate was higher than the White rate and overall neighborhood rate.

FINDING 3

East Oakland neighborhood homeownership rates have plummeted between 2000-2018, including in neighborhoods that once had high Black/African American homeownership rates. This means that many residents have lost the safety net of homeownership stability, putting people at the whim of rent increases and evictions, housing unaffordability and at risk of experiencing displacement and homelessness. See Section VII for how this process occurred.

- There were large declines in the Black homeownership rate from 2000-2018 in neighborhoods that were predominantly Black in 2000, such as **Coliseum** (-36.3%), **Brookfield** (-27.4%), **Frick** (-24.6%), **Durant** (-18.1%), **Eastmont** (-15.9%) and **Sobrante Park** (-9.2%).
 - Except for **Durant**, all of these neighborhoods also saw a decline in Black median household income from 2000-2018. **The rise in home values, and decline in income for the Black population, essentially locks communities out of future homeownership opportunities.**
- In the predominantly Asian American neighborhoods of **Clinton and East Peralta**, Asian American homeownership rates dropped from 2000-2013 before increasing from 2013-2018. This rise in Asian American homeownership rates may be due to an increase in new higher income Asian American residents, rather than income levels of long-time residents increasing.

FINDING 4

Homeownership is inaccessible to East Oakland residents because their neighborhoods have recently become “hot” housing markets. Renters making the median household income and previous homeowners impacted by foreclosure would not be able to afford homeownership due to skyrocketed home values.

- Between 2011 and 2018, the City’s overall home values rose by 113%, while the home values in the 11 neighborhoods rose by 131.8%-188.9%.
- Homeownership unaffordability is worse for renters in most of the East Oakland neighborhoods than citywide.

- 6 of the 11 neighborhoods have higher homeownership unaffordability rates than citywide (***East Peralta, Merritt, Coliseum, Frick, Reservoir Hill, and Fruitvale***).
- For the 6 EOMAP neighborhoods, in 2018 renters would have to dedicate an estimated 67.8%-131.6% of their income toward monthly homeownership costs.

FINDING 5

East Oakland neighborhoods were severely harmed by the foreclosure crisis, and many people continue to experience ongoing effects. People of color were targeted for predatory lending practices, and as a result, the most significant racialized displacement occurred in East Oakland neighborhoods with the highest rates of foreclosures. See Section VII for more information.

- **The foreclosure crisis deeply impacted Black populations in almost every neighborhood**, as indicated by declines in the Black population, homeownership rate, and median household income from 2000-2013 in 8 of the neighborhoods.
 - Foreclosure rates were highest in ***Sobranite Park*** (28.0%), ***Eastmont*** (27.1%), ***Coliseum*** (24.3%), ***Durant*** (24.1%), ***Brookfield*** (23.1%), ***Frick*** (16.5%), and ***Reservoir Hill*** (13.2%) – all neighborhoods that were predominantly Black or Black and Latinx in 2000 and experienced a decrease in the Black population ranging from 20.7%-52.5% from 2000-2018.
- None of these ethnic enclaves fully recovered from the foreclosure crisis. **In most of the Black/African American ethnic enclaves, the Black population decline continued from 2013-2018** while new non-Black residents moved in.
 - The historically Black neighborhoods of ***Brookfield, Coliseum, Durant, Eastmont, Merritt, Reservoir Hill, and Sobranite Park***, continued to experience Black population declines from 2013-2018.
- **The foreclosure crisis also deeply impacted the Asian American population, particularly in predominantly Asian American neighborhoods.** Meanwhile, White residents steadily moved into these neighborhoods throughout 2000-2018.
 - For example, in ***Clinton***, the Asian American population and homeownership rate declined by 19% and 48%, respectively, from 2000-2013. Meanwhile, wealthier White residents moved in.

FINDING 6

Many of the East Oakland neighborhoods, especially the once Black/African American ethnic enclaves, are at higher risk for homelessness than citywide, which speaks to the lasting impact of the foreclosure crisis and ongoing displacement across East Oakland. See Section VI for explanation of “homelessness risk” rate.

- Homelessness risk ranges from 10% of renters in Durant to 25% of renters in Coliseum
- 7 of the 11 neighborhoods (*Brookfield, Clinton, Coliseum, Eastmont, Merritt, Reservoir Hill, and Sobrante Park*) have higher homelessness risk rates than citywide. 5 of these neighborhoods were predominantly Black in 2000 and 4 became predominantly Hispanic/Latinx and Black. *Reservoir Hill* became predominantly White.

IV. RACIAL EQUITY TRANSPORTATION ANALYSIS: BRT PROJECT SAFETY, DISPLACEMENT, AND CULTURAL BELONGING IMPACTS ON EAST OAKLAND COMMUNITIES



International Blvd and 53rd Street Under Construction, 2019 UC Berkeley Transportation Studio.

BRT BACKGROUND: The International Blvd Corridor, formerly known as East 14th Street, is a major corridor that runs the entire length of East Oakland neighborhoods. It serves as East Oakland’s portal to downtown on the west and to San Leandro and Silicon Valley to the east. Since 2002, Alameda County (AC) Transit has had a dream of developing a Bus Rapid Transit (BRT) system connecting San Leandro to downtown Berkeley. A darling of transportation planners worldwide, BRT systems have been hailed as a lower-cost option of providing “rail like” public bus service since buses operate on dedicated bus lanes.¹ However, the City of Berkeley rejected the BRT due to Berkeley business concerns about construction impacts and the loss of parking.

In addition, the Corridor areas are in Priority Development Areas (PDAs), a designation of regional planning agencies regarding priority areas in the nine-county Bay Area for long-range growth including economic development, transportation, and housing.

In 2012, after several years of negotiations, public hearings, and opposition from East Oakland leaders and organizations concerned about construction and parking impacts, the Oakland City Council eventually approved the BRT project for Downtown, Chinatown, and the entire stretch of the International Blvd Corridor for 9.5 miles of BRT in Oakland and San Leandro. This BRT project is formally called the East Bay BRT (EBBRT), but will be referred to as “BRT” throughout this report. While the BRT project did not officially break ground until 2017, predevelopment work on the Corridor, such as closing off parts of the street and limiting traffic to one lane in each direction, started in 2015. **The BRT project construction timeline was severely delayed and the BRT line launched in August 2020, 12 years since the initial street closures, 4 years late and \$54 million over budget.**

Transit activists supported the BRT project due to its promise of ridership benefits such as decreasing the wait and ride times for buses by about 3 minutes, increased reliability of buses thanks to a dedicated bus lane, enhanced bus technology, and improved lighting of the bus stops.ⁱ

However, a number of East Oakland community leaders were concerned about displacement impacts of the BRT construction on Corridor small businesses; the removal of parking spaces in front of businesses, churches, and other locations; and the mobility impacts on elderly or disabled residents from the loss of 30 bus stops along the Corridor.

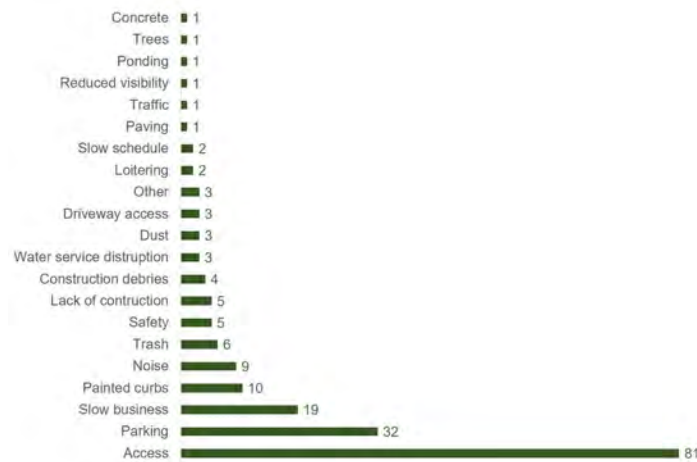
In response to resident concerns, the City of Oakland led efforts to create a **BRT Business Assistance Fund** program where the City would provide forgivable loans for impacted businesses and AC Transit would fund Technical Assistance (TA) providers to assist impacted businesses.

This section’s analysis includes work conducted by Just Cities staff, Just Cities planning consultant, and UC Berkeley Masters in City Planning students enrolled in Professor Karen Frick’s Transportation Studio (Berkeley team).

ⁱ The former 1 Bus Route made seventy-six stops along International (both east & westbound), whereas the BRT will be making forty-six stops, a loss of thirty stops. This equates to a forty percent reduction in the total number of bus stops.²

GENERAL POPULATION CONCERNS ABOUT BRT IMPACTS: The Berkeley Team analyzed the 195 complaints tracked by the AC Transit outreach team from February 2018 to September 2019. Access to businesses during construction was the top major complaint with 81 out of 195 complaints filed.¹⁷

Figure 2. Tracked International Blvd Complaints, Feb 2018 to Sept 2019



Source: Berkeley Team's Analysis of AC Transit's Staff Monthly Reports to the AC Transit Board of Directors.

COMMUNITIES OF COLOR CONCERNS ABOUT BRT IMPACTS: In Fall 2019, the Berkeley team interviewed 25 stakeholders from AC Transit, the City of Oakland, Corridor merchants, and East Oakland community and faith leaders. They found that the community continues to experience adverse impacts from several years of construction, parking disruptions, and shuttering small businesses. This retrospective from racially diverse stakeholders provides critical insight for transportation planners seeking to prevent harmful impacts from their projects.

Table 2. Summary of Feedback of Community Leaders and Professional Voices.

Community Leaders	Professional Voices
<p>Recommendations</p> <ul style="list-style-type: none"> • Engage community early in the planning process • Find ways to fix the mitigation fund allocation • Offer incentives for residents to use transit • Improve bus network connections <p>Overall Positives</p> <ul style="list-style-type: none"> • Hopeful about reduction in pollution emissions • Increase in property values - future development <p>Disinvestment and Gentrification Concerns</p> <ul style="list-style-type: none"> • Concerns of gentrification and displacement <ul style="list-style-type: none"> ◦ How is the city going to address it moving forward? ◦ EBBRT signals displacement and gentrification • Long-time disinvestment in East Oakland • Disparities in construction build out • Cut down (loss) of trees • Businesses wanted to be left alone <p>Lack of Engagement and Accountability</p> <ul style="list-style-type: none"> • The community the project is intended for was not engaged • Project created by “technocrats” - disconnected from the community • Lack of accountability across institutional actors • People supported the project (idea) but not how it developed • Lack of business input on mitigation fund process 	<p>Overall Positives</p> <ul style="list-style-type: none"> • EBBRT will improve commute time • EBBRT will add construction jobs • Oakland’s busiest corridor will see an improvement • EBBRT will improve road conditions • EBBRT is AC Transit’s coveted project • AC Transit: Important to have a physical presence in the corridor <p>Small Business Impacts</p> <ul style="list-style-type: none"> • Construction creates disruptive impacts on merchants • Small businesses need “hand holding” (technical assistance) • City of Oakland and AC Transit have structural challenges • Limited attention was paid to mitigation impacts and funding • Businesses don’t understand the mitigation funds process • Difficult to keep track of local hiring goals • Small businesses are not the only constituents, but they have more opportunity to vocalize concerns <p>Other Concerns</p> <ul style="list-style-type: none"> • EBBRT does not have a vision • Some people do not know the project is happening • Internal political difficulties • Connection between EBBRT and displacement/gentrification isn’t proven



John Jones III

John Jones III, [Dale Ramos](#)

“Any time a decision is made, it’s not just about the geographical infrastructure of the community, it’s about understanding the social and economic infrastructure that’s taking place here. What is taking place here? Where are the places people speed? Where are the places where people buy drugs? Where are the places where sex trafficking takes place? The BRT project unintentionally decreased safety and increased threats to residents. None of that was in consideration to the BRT.

Any time a decision is made, it’s not just about the geographical infrastructure of the community, it’s about understanding the social and economic infrastructure that’s taking place here. What is taking place here? Where are the places people speed? Where are the places where people buy drugs? Where are the places where sex trafficking takes place? The BRT project unintentionally decreased safety and increased threats to residents. None of that was in consideration to the BRT.

[The pre-construction] was just a weird process. Many residents didn’t even know what was going on, they didn’t even know what the BRT was, didn’t know what they were doing. Number two, it wasn’t a clear window in terms of how long the construction was going to happen. [...] So all of that wreaked havoc, not just in transportation, but just really a sense of how you get around, and where you go. It was just very chaotic.

The construction removed 300 parking spaces from International and created an inability to park. And that caused a couple of things to happen. The first is there were customers who were utilizing the bus only lane as a parking space. That’s obviously an issue because now that will result in the ticket. Number two, that forces more customers who were in their vehicles to have to park on the side streets, the residential areas, and that had an unintended impact on the residents because there are already limited parking spaces, [...] So now you’ve got to park further away from your home. And that leads to some real safety issues because on those streets, usually the lighting is poor, and let’s face it, these are areas that have a lot of crime and violence in it.

As an East Oakland resident, the thing that concerned me the most is the impact on safety. There are certain streets and intersections where people congregate and it doesn’t engender a sense of safety. I’d rather just not go there at all. I don’t want to park on a street where a number of people have been shot and murdered. I’d rather not go there at all. I want to go where the lighting is excellent and the parking spaces look more inviting. (continued on next page)

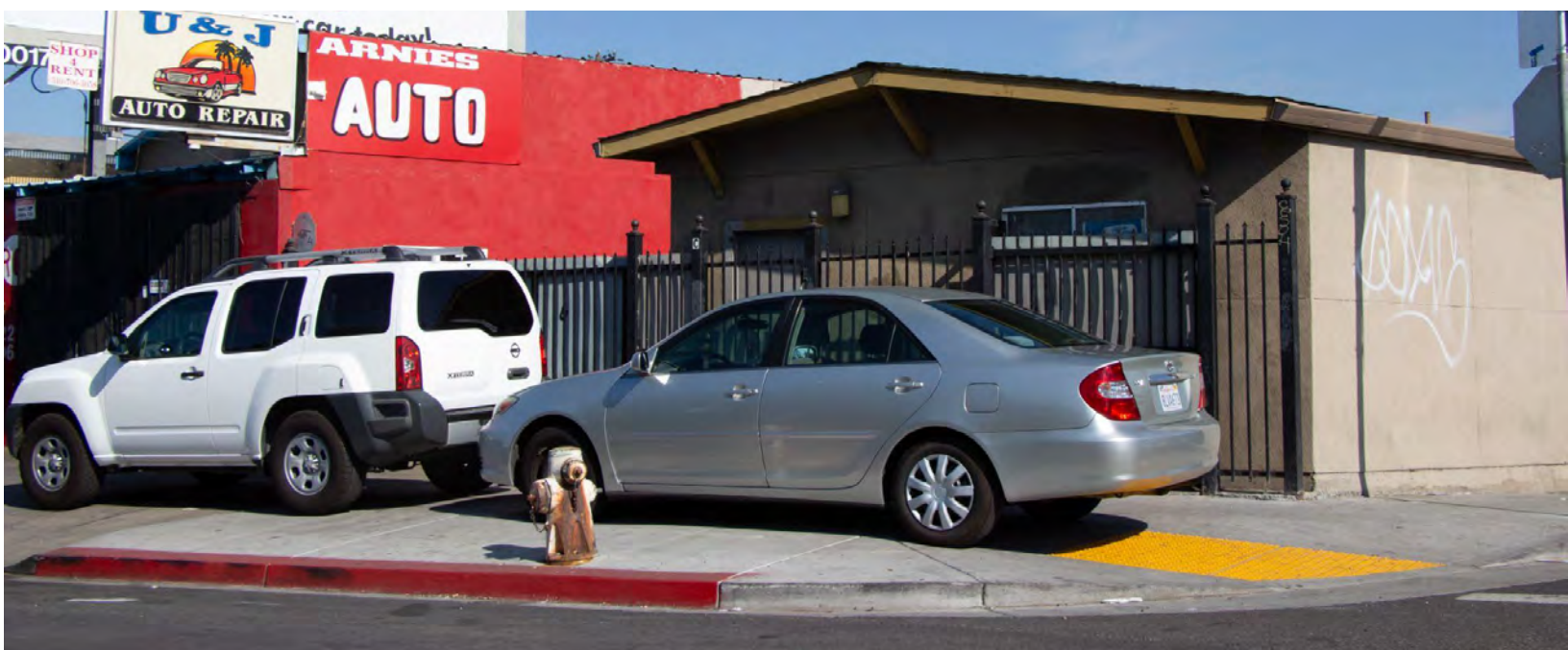
Sex trafficking typically took place on the corridor, where there was more visibility, lighting, and awareness. When BRT construction began, it displaced sex trafficking onto the side streets and alleys, which are not

well lit, and increased the risk of a sex worker to be harmed where there are no witnesses around. It's all about what's seen and what's unseen.

I believe in the word community - common unity. Every institution (businesses, homes, schools, churches) is part of the fabric of the community. What we call home is not just a physical structure, it's everything around us. If any piece of that is disrupted or altered, it changes what makes us feel safe or what makes us feel at home.

For example, a business is not just about a service. A business is a place where as a resident I feel safe. For example, there are stores I went to as a child that I would feel more than safe if my kids went there. I feel safe going to a business I've been going to for 10 years. You go there enough times that you get on a first name basis. "Hey, how's it going?" It's not just about business or capitalism -- in a lot of ways it is about community. It's about socializing. I feel safe going to a place I'm familiar with. If I'm required to go somewhere else because a business went out of business or because it's hard to access a business due to construction or a lack of parking spaces, now I have to go to an unfamiliar territory, an unfamiliar part of Oakland. When I have to go somewhere else, I feel tense, guarded. I have to learn who folks are. So that to me is also an element of public safety, because not only are you familiar with business owners and staff, but more often than not, you're also familiar with customers. For example, I go to a store where I live at now around the corner. I see people that I see every day there, so I feel safe. I see neighbors. So all of that is a part of the fabric of public safety in our community."

A. Equity Impacts on Pedestrian Safety



Parked Vehicle Obstructing Sidewalk Access, 2019 [UC Berkeley Transportation Studio](#)

Just Cities and its partners conducted an analysis of the impacts of the BRT construction on pedestrian and bike safety as well as small business displacement. The findings provide important insight and guidance on lessons learned from the BRT project and what could be done differently in future transportation projects.

From a traffic safety perspective, International Blvd is dangerous; “It has been identified as part of Oakland’s high injury network, meaning that it is one of several streets that is disproportionately burdened with severe and fatal collisions.”³ While the implementation of the BRT strives to “improve safety outcomes” along International Blvd, its construction and design may actually be exacerbating the safety of pedestrians.⁴

These safety threats fall disproportionately on people of color, who primarily comprise the diverse neighborhoods of East Oakland. East Oakland is majority Hispanic/Latinx and Black, who comprise 42% and 28% of the population, respectively. 14% of East Oakland is Asian, while 11.4% is White.⁵



Nehanda is a dedicated Oakland activist, organizer, and educator. Her work includes being an adjunct professor for African American and Environmental Studies at Merritt College, an organizer with Communities for a Better Environment (CBE), and a leader in East Oakland Building Healthy Communities (EOBHC). She is a longtime East Oakland resident and currently lives in Deep East Oakland.

Nehanda Imara

Nehanda Imara, [Amir Aziz/LaptrinhX](#)

“Around 2015, When I was on a funder’s tour with Andy working together with Asian Pacific Environmental Network (APEN), Causa Justa::Just Cause, and other organizations, one of our stops was at an appliance repair store owned by a Latinx family on 20th Ave and East 14th. The owner shared with us that they were losing business because of the construction because there was nowhere to park.

Construction made International Blvd more unsafe. On 100th Avenue and International Blvd., while the street was under construction, I saw an accident. The elderly driver was confused and hit someone. Even though it’s finished now, people still don’t understand the traffic changes [brought on by the BRT]...

*People used to get from one side of International [Blvd.] through the other side to get to your neighborhood. Now you have to do all kinds of turns [due to the medians]. It’s caused people to use the bus lane and make illegal U-turns. There just hasn’t been enough education about it. There hasn’t been enough signage or visibility, stuff to let people know what’s going on because some people are not doing it just because they just wanna do it. They don’t know that they’re **not supposed to do it**. Normally if you’re making a left turn, you’re on the inside, but that’s the bus lane and the [car] lane is on the right of the bus lane. And so people are in that lane thinking, “Oh, I’m getting ready to turn.” It’s utter confusion.*

Once you get into San Leandro, everything calms back down. I haven’t seen the kind of confusion and disruption [in San Leandro] that I’ve seen when you get further East in East Oakland with the bus rapid transit. It feels different when you get from 98th, 99th up to, like, 105th. It’s almost like a zone I don’t even want to drive in anymore.”

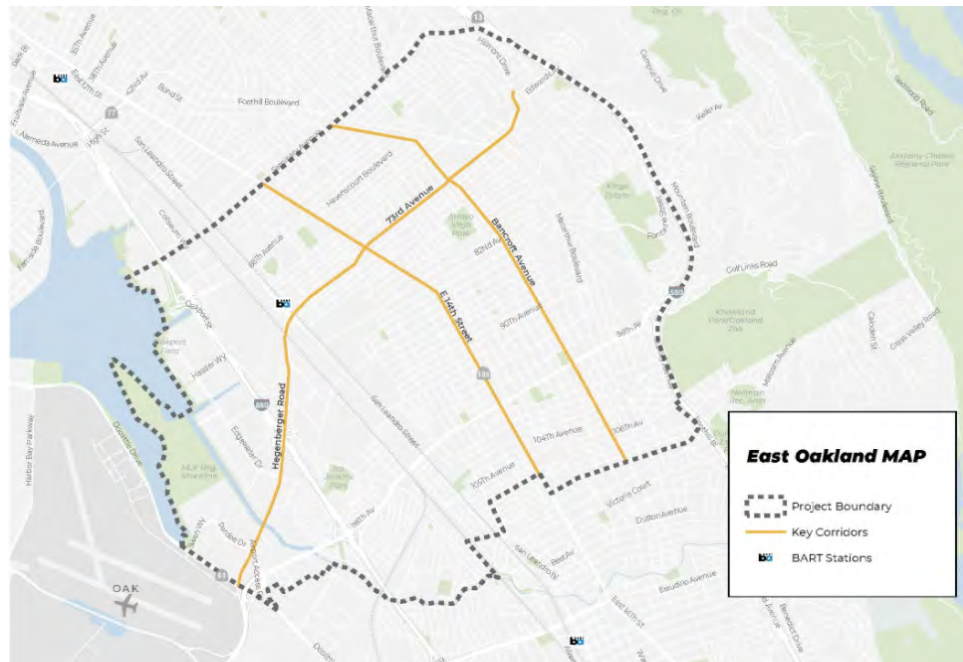
AC Transit and the City of Oakland were aware of traffic, pedestrian safety and mobility concerns long before the BRT construction efforts began in 2014 and 2015. A Draft Environmental Impact Report in 2007 identified traffic and parking as “potentially adverse environmental impacts.”⁶ While the Final Environmental Impact Report (FEIR), published in early 2012, described some modifications in response to these concerns, issues lingered and were not fully addressed. The FEIR acknowledges that the BRT’s replacement of existing local and rapid bus systems has a “negative impact to the pedestrians and particularly to older adults and persons with disabilities who have more difficulty with mobility” due in part to the BRT’s 40% reduction in bus stops. It also states that **“traffic is the area where the greatest environmental impacts are expected.”** Dedicated bus-only lanes meant that the remaining single automobile lane each way would “serve automobiles at a slower speed” **and force some “auto trips [to] divert to parallel routes.”** Furthermore, the FEIR conceded the negative “localized” impact of parking losses, sharing that “individual businesses may be understandably concerned if a significant portion of parking is removed from their block face, particularly if they depend on automobile access to support their business.”⁷

Analysis of collisions focused on the 9.5 miles of the BRT as well as the 3 mile stretch within the EOMAP area (boundary depicted in Figure 3). From 2014 to 2015, when BRT construction efforts began, collisions along the future BRT route increased by 26%, from 144 collisions in 2014 to 181 collisions in 2015. Collision counts remained above 180 per year as construction continued in 2016 and 2017. In the EOMAP area, there was only a 13% increase in collisions. See Figure 4. Similarly, pedestrian collisions along the future BRT route showed a slight upward trend in 2016 and 2017 with the highest pedestrian collision count during construction of 48 each year. See Figure 5.⁸ Fatality and injury data shown in Figure 6 represents the number of fatalities and injuries resulting from collisions along the BRT route, which reached highs from 2015-2017. There can be numerous fatalities and/or injuries per collision. Transportation planners use the number of fatalities and severe injury collisions as a measure to track dangerous roads. There was an all-time high of 21 collisions that were fatal or produced a severe injury in 2015 along the BRT route and 7 in the EOMAP area. See Figure 7. These figures show that there were increases in collisions across the BRT line from 2014 to 2015 when street closures first began for the project.

Safety concerns among pedestrians and bikers should be prioritized. Community resident interviewees from the UC Berkeley Report expressed safety concerns about the BRT design, particularly navigating the median stations. As mentioned, these median stations are a major feature of the BRT, providing a halfway point for transit users and pedestrians crossing International Blvd. While the median stations are intended to “improve accessibility and safety,”

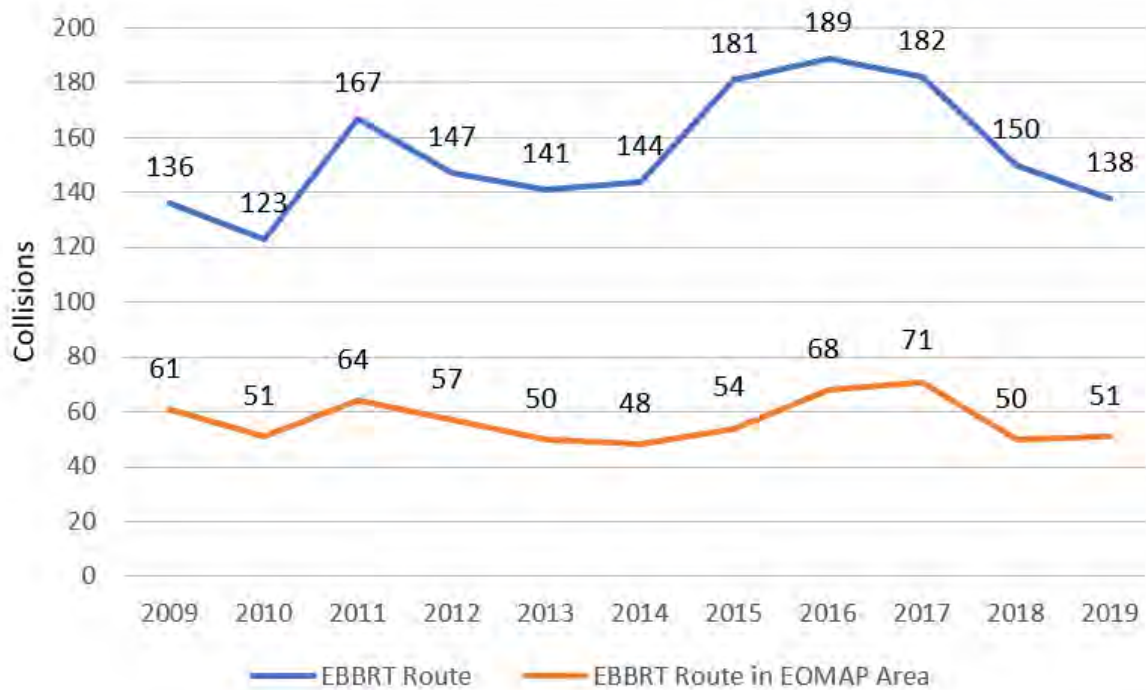
according to AC Transit staff, resident interviewees shared “feelings of discomfort and danger” about passing oncoming traffic. “If motorists are still speeding along International Blvd. and/or illegally driving into the BRT lane, such concerns may become a reality.”

Figure 3: EOMAP Boundary Map



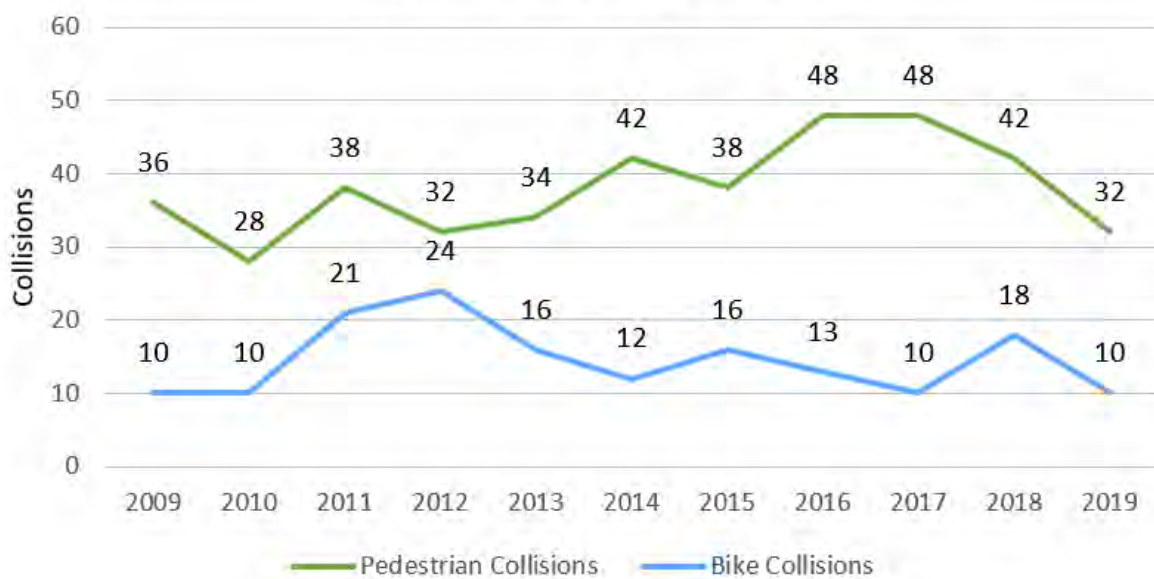
Source: OakDOT, “East Oakland Mobility Action Plan.” <https://www.oaklandca.gov/projects/eastoakmap>

Figure 4. Reported Collisions on the EBBRT Route



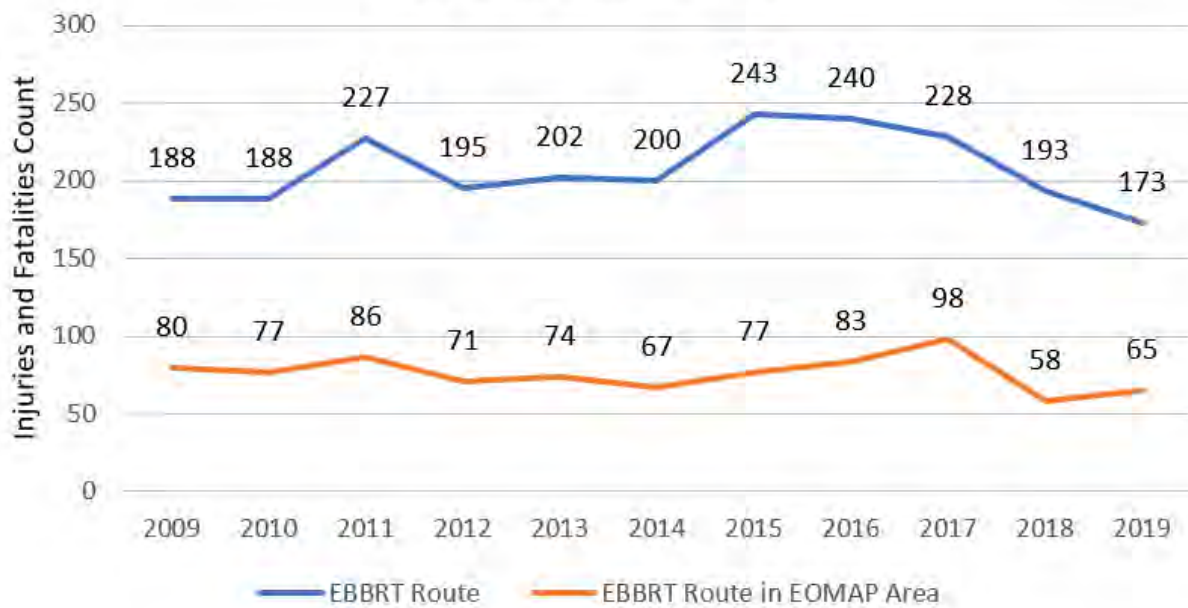
Source: Statewide Integrated Traffic Systems via UC Berkeley Transportation Injury Mapping System, 2009-2019. 2019 data is provisional and subject to change. Data may be under-reported.

Figure 5. Collisions Involving Pedestrians and Bikers on the EBBRT Route



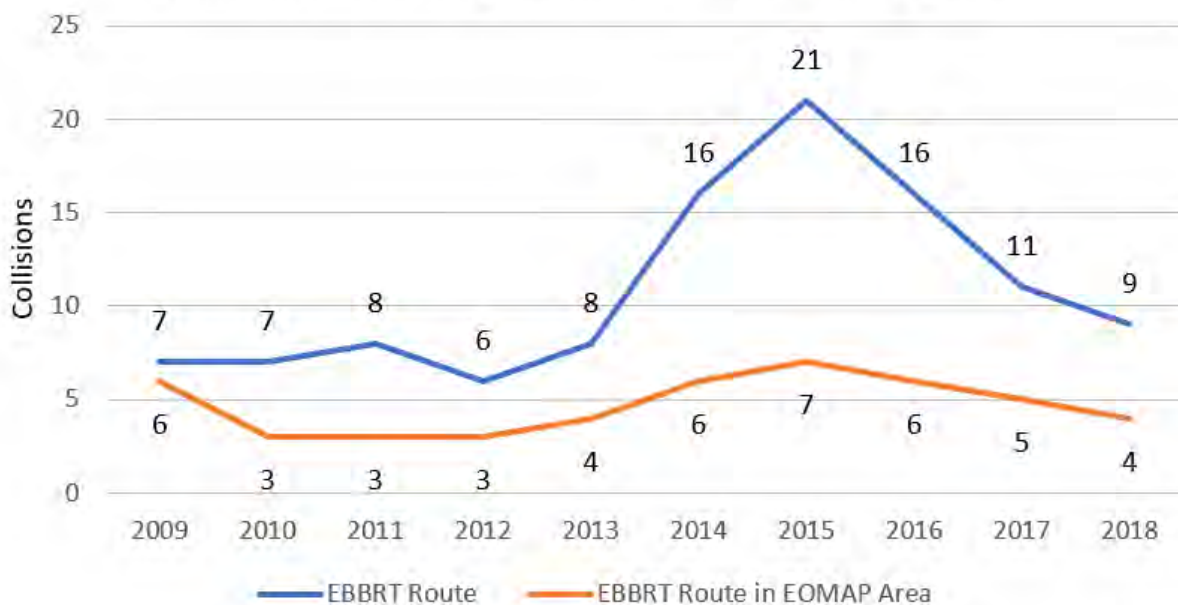
Source: Statewide Integrated Traffic Systems via UC Berkeley Transportation Injury Mapping System, 2007-2019. 2019 data is provisional and subject to change. Data may be under-reported.

Figure 6. Fatalities and Injuries For All Mode Types on the EBBRT Route



Source: Statewide Integrated Traffic Systems via UC Berkeley Transportation Injury Mapping System, 2009-2019. 2019 data is provisional and subject to change. Data may be under-reported.

Figure 7. The Rising Numbers of Fatality and Severe Injury Collisions on the EBBRT Route



Source: Statewide Integrated Traffic Systems via UC Berkeley Transportation Injury Mapping System, 2009-2018.

B. Racial Equity Business Mitigation Fund Analysis: Too Many City Operational Barriers Prevented Timely Business Access to the Funds

A 2015 assessment from Main Street Launch, one of the Technical Assistance (TA) providers, determined that **84% of Corridor businesses were identified as minority owned**, 37% as women owned, and 85% as renters of their business space.¹⁰

As many East Oakland residents of color uplifted throughout multiple community forums about the BRT project, and as supported by displacement research and studies, legacy businesses help to define a neighborhood and are part of the fabric of creating a sense of “belonging” to one’s community. When these businesses, especially the “Mom and Pop” establishments, disappear, it can speed up residential gentrification and displacement as they are replaced by newer businesses that cater to a higher income population, as well as negatively impact the sense of community belonging for longtime residents.



Silvia Guzman

My parents were displaced from Oakland, but they visit me [in the Fruitvale]. I've seen the change in the city every time they visit. We used to go to special stores to get essentials for quinceañeras but my mom was so disappointed because last time the store was no longer there. A couple visits back, my parents went to mass like usual. My mom thought it was easy to walk down International and then down Saint Elizabeth because that's what they would always do. But [because of construction]

it was so hard for them to navigate the street to cross, she just didn't feel safe. They ended up getting to church, but she didn't want to take the same way back and decided to take the bus to come back home. But then she couldn't identify which corner to get off. She was telling me, "I just didn't recognize the streets anymore." Now she says, "I can't go out anymore because I get lost." The last time they visited, they had a really bad experience crossing International [Blvd.]. There were too many cars and [they] couldn't tell where the bus stops were. My parents decided that they were not going to walk International anymore because it was too crazy for them. I have empathy for the elder community and those with disabilities. Those that don't drive, have to walk, be in a wheelchair, [or] bike. It's especially not of access to those people.

In response to community organizing efforts led by the East Bay Asian Youth Center, the City of Oakland worked with AC Transit to create a \$4 million Business Mitigation Assistance Program (BMAP) to support businesses impacted by the BRT infrastructure changes. The City of Oakland provided \$2 million for forgivable business loans, with \$1 million allocated to Zone 1 (the area east of Lake Merritt Blvd. and west of 52nd Ave.) and \$1 million allocated to Zone 2 (the area west of Lake Merritt Blvd. and east of 52nd Ave.). AC Transit contributed \$2 million for Technical Assistance after concluding that its federal transportation funds could not legally be utilized to pay for construction impacts.¹¹

The BMAP launched in 2015 with Technical Assistance to Corridor businesses, which continued with different providers from 2016 to 2019. Business' access to the funds began in 2016 and was to be available three years after construction ended. However, **by the end of 2019 only two businesses had been awarded funding**, one for relocation and the other for equipment.¹²

From Just Cities outreach efforts, many small businesses identified multiple barriers to accessing the BRT Mitigation Fund, including:

- Long and cumbersome application form and process.
- Funds were initially not available to address revenue loss from construction impacts and the operating costs needed to sustain the business.
- Funding structure as a reimbursement program prevented small businesses with cash flow issues from accessing the program.
- Mailers and phone calls from the City and TA providers were not being received by business owners because their businesses were closed due to COVID shelter-in-place orders.

After Just Cities organized a community forum with impacted businesses and City officials right before COVID's shelter in place occurred, the City Council in May 2020 finally modified terms of the Fund, allowing the funds to be used for operating costs.¹³ With COVID impacts, the City transformed the Fund into a \$10,000 operating cost grant exclusively for Zone 1 and 2 businesses impacted by COVID-19.¹⁴

As of September 16, 2020, **Zone 1 funds were fully committed and \$100,000 of Zone 2 funds still remained.**¹⁵ City staff stated that 20 applications, the majority of which were from East Oakland businesses, had been submitted to be reviewed for the remaining 10 operating grants.¹⁶

C. Racial Equity and Business Displacement Analysis: the BRT Project Unnecessarily Resulted in Displacement of Legacy Businesses

To advance OakDOT and the City of Oakland's racial and social equity goals, it is critical to understand the full scope of business displacement from the BRT project in order to learn from these experiences and repair harm that occurred. It is also critical that OakDOT, other City leaders, AC Transit and other transportation agencies engage in a courageous acknowledgement of the failures to take human sense, race forward actions. This is the only way that the preventable negative impacts from the BRT project can be prevented from being repeated in future transportation projects and plans.

There is much to be learned from the history of the City's internal processes regarding the BRT project. When community activists raised concerns about the negative impacts of the BRT project, the then Mayor Jean Quan requested the OSNI City leadership, Margaretta Lin, to lead efforts with the City Economic Development staff to analyze potential business impacts from the

BRT project and recommend mitigation strategies. Internal efforts began to learn from similar experiences of other jurisdictions and to analyze International Boulevard business data by type and revenue in order to develop potential impact scenarios based upon anticipated construction timelines. These impact scenarios were to arrive at potential fiscal impacts that certain types of businesses may face and recommend mitigation funding strategies.

However, the City Public Works leadership worked internally to stop the impact scenarios analysis for fear of any information that could be utilized to prevent the BRT project from proceeding.

This led the Just Cities team to conduct a business displacement analysis along International Blvd. to understand what businesses had been lost during the BRT project process. However, the only available official dataset comes from the City's business license registry, which is limited to businesses that register and by timeline-- the City does not have datasets before 2013. Just Cities' analysis is based upon comparing the registered businesses in 2014 – pre-BRT construction– and in 2019– prior to COVID impacts. To address the data gaps and to arrive at a preliminary understanding of displacement impacts, Just Cities conducted community-based research and interviewed a sample of East Oakland residents. Just Cities intends on continuing the business displacement analysis by interviewing more informants and conducting White Book listing analysis.

DISPLACED BUSINESS PROFILES

Thalia's Jewelry Shop

***Thalia's Jewelry Shop** was a small business in Fruitvale owned by Fernando. This jewelry shop had been around for over a decade. It was a small hole in the wall place that everyone knew of because he sold custom-made quality jewelry for affordable prices. He displayed his jewelry at this location while his wife sold AVON and other catalog-based beauty items. As rents began to rise in Fruitvale, he had to rent a portion of his shop to someone for storage to split the rent. For many years he shared his shop with others. When the BRT construction began to evolve, his landlord raised the rent even more, and he could no longer afford to stay there. He was paying more rent than he was making revenue. He and his wife not only had to move out of their business location in Fruitvale, but they were utterly displaced out of Oakland and had to move to Modesto. Now Fernando's jewelry business is based out of his living room. Most of his clients are still based in Oakland, so when they ask to see what he's made, he drives back to Oakland and makes his sales.*



Perry's furniture store, [Laura A. Oda/Bay Area News Group](#)

DISPLACED BUSINESS PROFILES

Perry's Fine French Furniture

Perry's Fine French Furniture was in business for 67 years before the 2008 recession slowed business, and the BRT project and ensuing construction exacerbated conditions and forced Sean Perry to close his family's intergenerational business in 2018.¹⁸ As a furniture store with a unique collection of antique furniture and other home goods, Perry's Furniture was an institution for many East Oakland residents. As stated by Perry in a media interview, "Sixty-seven years anywhere, for any store to survive, and especially in this kind of town, you have to be doing something right [...] people have to like you, so you have to take care of your customers, because they're loyal to you." The construction and traffic deterred Perry's potential customers, and Perry received no clear information about the resources available to him to preserve his business. Perry also spoke to the fact that many old merchants are being displaced from the neighborhood, and that "It's going to be higher-end, clean shops, restaurants, apartments. It'll be different."¹⁹

STATUS OF INTERNATIONAL BLVD BUSINESSES

502 out of 1,356 businesses closed their doors by 2019.

(190 of the 502 were retail, food service and auto businesses)

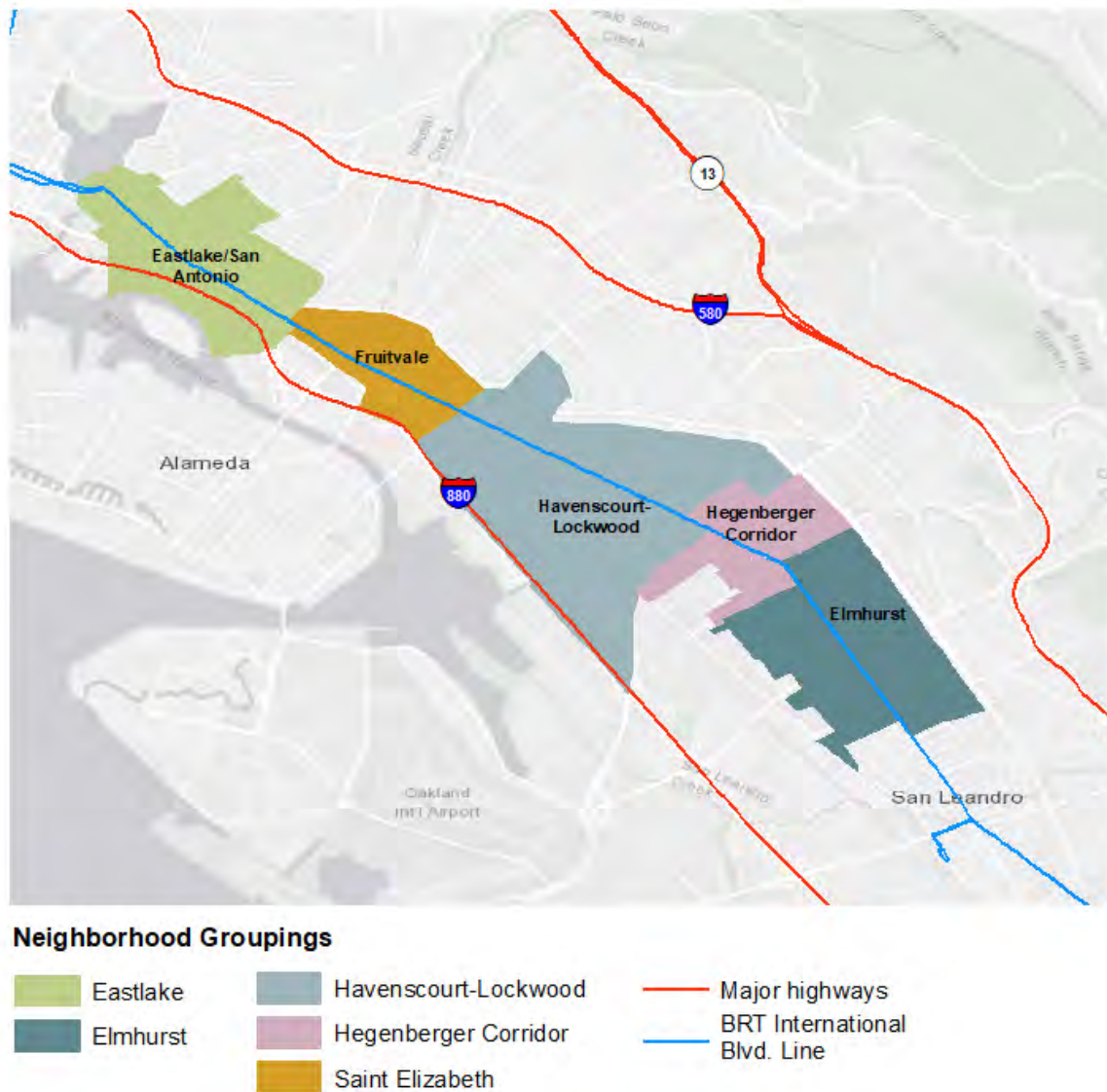
**In a sampling of 52 closed businesses, 27 were identified as legacy businesses—
52% of the sampled businesses.**

**We estimate that the preliminary sampling legacy business displacement
rate is 52%, with significant displacement impacts from BRT construction.**

* Legacy Businesses: In business for at least five years or more before 2014.

This analysis combined neighborhoods to larger sub areas similar to the International Blvd. Transit Oriented Development Plan to identify lost businesses as of 2019 and displaced legacy businesses along International Blvd. The map below shows what boundaries were selected for Eastlake/San Antonio, Elmhurst, Fruitvale, Havenscourt-Lockwood, and Hegenberger Corridor. The displaced legacy businesses were identified by Oakland leaders based on the list of businesses lost by 2019 on International Blvd. It was important to have Oakland residents identify legacy businesses and also identify what businesses were still around even though City data had identified them as closed. The following is a summary of lost businesses along International Blvd and a preliminary sampling of displaced legacy businesses.

Figure 8. Selected East Oakland Neighborhood Groupings for Business and Displacement Analysis



FINDING 1: 37% (502) of businesses along International Blvd in 2014 closed by 2019.

- There were 1,356 unique business licenses registered with the City in 2014 and 1,147 in 2019, with a 15% overall decline in business license count. However, 502 of those businesses that were there in 2014 were lost on International Blvd by 2019.

Table 3. 2014 Businesses that Experienced Decline on International Blvd in 2019 by NAICS Code

NAICS	Total 2014 Business	Lost Businesses in 2019
Accommodation and Food Services	9% (121)	7% (34)
Administrative and Support and Waste Management and Remediation Services	3% (34)	4% (19)
Arts, Entertainment, and Recreation	0% (2)	0% (0)
Construction	0% (3)	0.6% (3)
Educational Services	0% (5)	0.6% (3)
Finance and Insurance	2% (32)	4% (21)
Health Care and Social Assistance	2% (27)	2% (10)
Information	0% (3)	0.4% (2)
Manufacturing	1% (14)	2% (11)
Other Services (except Public Administration)	13% (179)	11% (54)
Professional, Scientific, and Technical Services	2% (31)	4% (18)
Real Estate Rental and Leasing	35% (478)	45% (225)
Retail Trade	21% (288)	18% (92)
Transportation and Warehousing	0% (2)	0% (1)
Wholesale Trade	1% (15)	1% (4)
Blank	9% (122)	1% (5)
<i>Grand Total</i>	100% (1356)	100% (502)

FINDING 2: Out of the 502 businesses no longer there by 2019, 190 (38%) were retail, food service, and auto businesses.ⁱⁱ

FINDING 3: Of the 52 sampled closed retail, food service, and auto businesses in different parts of International Blvd, and found that 27 had been legacy businesses in business for at least five years or more before 2014. Some of the businesses had been around for decades. The preliminary sampling legacy business **displacement rate is 52%**.

FINDING 4: The main types of businesses that experienced decline by 2019 were **1) Real Estate Rental and Leasing Companies; 2) Retail Trade; 3) Automobile-related Services; and 4) Food Services and Accommodations.**

- The majority of businesses that experienced decline on International Blvd in 2019 were **Real Estate Rental and Leasing Companies (45%)**. These lost businesses were concentrated in ***East Lake/San Antonio, and Fruitvale***.
- The second largest business type that experienced decline in the corridor in 2019 were **Retail Trade Businesses (18%)**, concentrated in ***Elmhurst, Fruitvale, and Havenscourt***.ⁱⁱⁱ
- **6% of businesses** that experienced decline on International Blvd in 2019 are **Automobile-related Services**.^{iv} These lost businesses were concentrated in ***Havenscourt-Lockwood, Elmhurst, and Hegenberger Corridor***.
- **9% of businesses** that experienced decline on International Blvd in 2019 are **Food services and accommodation businesses**.

ⁱⁱ Auto-related businesses are under four NAICS codes: Retail Trade, Other Services, Wholesale Trade, and Educational services. They include auto body and repair shops, tire stores, used car dealerships, car washes, parking lots and garages, and gas stations.

ⁱⁱⁱ The top Retail Trade businesses classifications include various stores such as miscellaneous store retailers; merchandise stores; gift, novelty, and souvenir stores; super markets and other grocery stores (except convenience stores); and other clothing stores.

FINDING 5: 38% of businesses that experienced decline on International Blvd by 2019 are located in *Eastlake/San Antonio*. The concentrated lost businesses in this area were Real Estate Rental and Leasing, Accommodation and Food Services, Retail Trade, and Other Services.

Table 4. 2014 Businesses That Experienced Decline on International Blvd by 2019 by Geographic Area

NAICS	East Lake/San Antonio	Elmhurst	Fruitvale	Havenscourt-Lockwood	Hegenberger Corridor
Accommodation and Food Services	9% (17)	5% (4)	4% (4)	9% (8)	4% (1)
Administrative and Support and Waste Management and Remediation Services	6% (11)	1% (1)	2% (2)	5% (4)	4% (1)
Construction	1% (1)	0% (0)	1% (1)	1% (1)	0% (0)
Educational Services	1% (1)	1% (1)	1% (1)	0% (0)	0% (0)
Finance and Insurance	1% (2)	7% (6)	8% (9)	5% (4)	0% (0)
Health Care and Social Assistance	2% (4)	1% (1)	4% (4)	0% (0)	4% (1)
Information	0% (0)	0% (0)	2% (2)	0% (0)	0% (0)
Manufacturing	2% (3)	6% (5)	3% (3)	0% (0)	0% (0)
Other Services (except Public Administration)	7% (14)	9% (8)	8% (9)	16% (14)	32% (9)
Professional, Scientific, and Technical Services	5% (9)	3% (3)	3% (3)	4% (3)	0% (0)
Real Estate Rental and Leasing	60% (115)	32% (28)	39% (42)	33% (28)	43% (12)
Retail Trade	7% (14)	32% (28)	26% (28)	21% (18)	14% (4)
Transportation and Warehousing	1% (1)	0% (0)	0% (0)	0% (0)	0% (0)
Wholesale Trade	0% (0)	1% (1)	0% (0)	4% (3)	0% (0)
Blank	1% (1)	1% (1)	1% (1)	2% (2)	0% (0)
Grand Total	100% (193)	100% (87)	100% (109)	100% (85)	100% (28)

FINDING 6: In a similar analysis conducted along Piedmont Avenue, a more affluent business corridor in Oakland, 26% (42) of businesses from 2014 experienced a decline by 2019.

- Whereas International Blvd saw an overall decline in business count (-15%) from 2014-2019, **businesses along Piedmont Ave increased by 159% from 2014 to 2019.** There were 163 businesses along Piedmont Ave in 2014 and about 422 in 2019.^v

The data analysis integrated with interviews from impacted businesses and residents provides evidence that BRT construction disruption with significant impacts to business access was a significant cause and/or contributor to displacement of legacy businesses, those that had managed to survive for at least five years and sometimes decades. Had the City of Oakland and AC Transit taken community concerns about business displacement impacts seriously in 2014, conducted a displacement impacts analysis, and created a displacement prevention program, perhaps many of these businesses that were part of creating community cohesion and belonging would still be here today.

^{iv} The top auto-related businesses classifications include automotive body, paint, and interior repair and maintenance; all other automotive repair and maintenance; used car dealers; automotive transmission repair; automotive parts and accessories stores; and general automotive repair.

^v Just Cities has yet to conduct a legacy status business analysis along Piedmont Avenue Corridor.

V. RACIAL EQUITY PLANNING AND POLICY RECOMMENDATIONS



Community Planning Leaders, Just Cities

We emphasize the reality of **human made forces**– the devastation that has occurred in East Oakland was not a hurricane, earthquake or flood. The forces that caused and contributed to people of color losing their homes and communities were due to intentional, human enacted policies and practices. For example, at multiple community meetings that AC Transit and/or the City of Oakland organized regarding the BRT project, community residents and small businesses expressed concerns about potential displacement impacts from the BRT project. These concerns were largely trivialized and/or ignored by the transportation officials working on the BRT project at that time.

What does it mean then for OakDOT and other transportation agencies who seek to do good in the world? We believe that it requires a mindshift in planning frameworks, methodology, policies and practices, and the people who lead planning efforts. A framework of MITIGATION of harm will only perpetuate the grave injustices that have already occurred. We must instead advance a new understanding of the PREVENTION OF HARM. We believe that all of us as planners shoulder a responsibility to understand the broader community ecosystem, including

current community displacement conditions, and the historic roots of current problems and challenges.

We, as people who have inherited an ignoble planning history of racism and injustice, have a duty to both understand these community vulnerabilities and to **prevent**, not just mitigate, harm from our planning and projects, especially in the realm of transportation.

The following recommendations seek to repair the harm that transportation planning and projects have contributed to or caused for East Oakland residents and communities.

Centering Community Safety and Belonging Needs and Voices

1. The Community-Serving Purpose of OakDOT's EOMAP Signals a Significant Transformation in Transportation Planning and Should Continue

Historically and currently, the role of transportation has been to serve as an engine for greater economic development purposes, rather than meeting the daily mobility needs of low income neighborhoods of color. For example, the BRT connects people more quickly from downtown Oakland to downtown San Leandro. But the location of the stops fail to serve the needs of local residents, some of whom must now walk longer distances to their homes. OakDOT's EOMAP that was co-developed with community partners is a paradigm shift that centers the mobility needs of lower income Black East Oakland residents. It will be critical for OakDOT to integrate the model started with EOMAP into how it continues its ongoing planning work.

"The goal of the BRT is to move people from other parts of the city into Downtown because that's where the financial centers and jobs are. But that happened at the expense of the mom and pop shops along the Corridor. Can we stop thinking about transportation as a means to get to financial centers? Can we instead think of transportation as serving the local communities?"

-Carina Lieu

2. OakDOT Must Address Safety Impacts of the BRT Through Community Partnerships

It's urgent to prevent further safety impacts at the BRT stops in the median of a busy Corridor with hazardous drivers. As evidenced by both pedestrian and vehicle safety data and lived experiences of East Oakland residents, the placement of BRT stops impacts the safety of transit commuters, particularly for disabled, elderly, and people with small children. In addition, based upon community experiences, the changed lane structure on International Blvd has been extremely confusing to drivers, leading to collisions and, sometimes, auto passenger and pedestrian injuries.

We strongly recommend that OakDOT develop a Safety Plan for the BRT medians that is co-designed with BRT bus riders who have mobility challenges. This Safety Plan would also need to include a multilingual and multicultural Public Information campaign to educate drivers, many of whom are confused about the changed lane structure.

"I spoke to John Henry, the owner of 365 Barber Shop located on International Blvd in Deep East Oakland. His business has been in place for over 15 years in this location. We spent some time talking about his concerns with the BRT's impacts on his business and the businesses around him. He shared, 'There is an accident almost every day! It has gotten out of control. It was hard to get people to slow down before the BRT. Now people drive recklessly and cause accidents. My car has gotten crashed [into] twice since I reopened. Not only that, but this bus also took all my parking. My customers have stopped coming by because they are scared to have their car wrecked or because they might get a huge ticket on their windshield.'"

-Vanessa Zamora

3. OakDOT Should Engage in Restorative Justice on BRT Caused Business Displacement

City decisions made to ignore community concerns about the BRT project's impacts on business displacement and mobility safety preceded OakDOT's formation in 2015. However, as the successor agency to Oakland's Public Works Transportation Division, OakDOT also bears the responsibility to repair the harm created by the Public Works department leadership. We recommend that OakDOT leadership engage in restorative justice listening circles to hear from

impacted residents and businesses about the unintended consequences that flowed from the BRT project and to design together what remedies to those harms should look like today.

Thalia's Jewelry Shop was a tiny business in Fruitvale. We knew of it because our families bought jewelry from them for over a decade. Fernando had quality pieces for affordable prices. When the BRT construction began, he and his family were forced to leave their business location in Oakland and even leave their home in Oakland. This place was special for us. We all would buy the traditional "esclavas" (gold bracelet) with your name on it from them. Now that they've left Oakland and moved to Modesto, it has made it harder to support his businesses. We still give him a call to tell him what we are looking for, and he drives to Oakland to serve us. We know this is not the most ideal, but he was a part of our community, his loyal customers are in Oakland, and he is the jeweler we trust. We do our best to keep supporting him even though he is no longer in Oakland.

-Vanessa Zamora

4. OakDOT Should Integrate Access to Anti-Displacement Resources as part of Community Engagement Activities

Another best practice strategy that OakDOT has invested in has been the concept of integrating anti-displacement services into its community engagement activities. For example, community engagement groups like The East Oakland Collective (EOC) have been providing community education available resources including housing and food services.

Practicing Racial Equity in Staffing, Contracting, and Partnerships

5. OakDOT Should Practice Racial Equity through Racial Diversity of Its Planning Staff and Private Planning Contractors

Planners, be they government staff or contractors to government agencies, wield enormous power in defining planning processes, priorities, interpretation of information, and what's feasible. However, they rarely represent the racial/ethnic diversity or lived experiences of the communities in which they are planning on/for. OakDOT has a progressive reputation in the planning industry, yet falls short in terms of the racial diversity of its planners and prime contractors.

The OakDOT Director has made a commitment to rectifying hiring and retention issues within OakDOT planning staff. Community partners including Just Cities, East Oakland Collective, and TransForm will be working to support and hold OakDOT accountable to these critical racial justice priorities.

In addition, the Oakland City Council's racial disparity in public contracting study has revealed major racial inequities in the City's public contracting process. For example, OakDOT's use of close bidding opportunities only available to primarily White-led planning firms is one example of how this racial disparity is perpetuated. While OakDOT created a RFP a few years ago to expand its list of approved contractors, the RFP was only for community engagement activities. Contracts to conduct the meat and potato work of OakDOT--developing plans, conducting transportation analyses and feasibility studies--are still exclusively held by primarily White-led planning firms. We strongly recommend that OakDOT open up public bidding opportunities to create a more inclusive and racially diverse bench of prime contractors.

6. OakDOT Should Engage in Community Partnership and Shared Power

The City of Oakland has sponsored or held community engagement activities in East Oakland neighborhoods for decades. As residents have expressed, people are asked the same questions over and over again about community priorities, concerns, and conditions. And then very little is actually delivered as a direct response to specific community feedback. This type of community engagement that checks the boxes for government planning is a waste of public resources and fosters cynicism about government and planning.

For example, the City of Oakland and AC Transit held numerous community meetings about the proposed BRT project. Numerous East Oakland residents took time out of their busy lives to come out, attend the meetings and voice their concerns. However, many of the legitimate community concerns, especially regarding potential displacement, fell on deaf ears because the transportation planners either lacked the training to understand how a major transportation project like the BRT could create harm rather than benefit and/or were taught the mindset that there were always going to be tradeoffs to transportation improvements.

In the City of Oakland's sponsored **Oakland Sustainable Neighborhoods Initiative (OSNI)**, City officials and East Oakland community leaders attempted to change course by creating vehicles for authentic partnerships and shared power. First, City Administration leadership invited long-time East Oakland community and faith organizations to partner with the City and raised

private foundation and City funds to resource that participation. In order to meet the goal of inclusion, Councilmembers representing East Oakland were also invited to include any missing community and faith organizations. A stipended **Community Planning Leaders** program was created to provide training on planning issues and resource resident leaders to be at the table with the City and funded community organizations. Working groups on community priority areas of Housing, Transportation, and Economic Development were co-chaired by City staff and community leaders. Workplans created by these working groups were used for City implementation activities, such as defining the City's competitive State grants for affordable housing and transportation or the development of the BRT Business Mitigation program. Community priorities defined what actions were taken, rather than grants or City limitations driving the process.

The OSNI work demonstrates that the City is capable of moving from tokenized community engagement to authentic community partnership.

In addition, the OSNI Community Planning Leaders designed a sustainable model for community shared power or **community governance body over planning and projects** in East Oakland. PolicyLink and Causa Justa::Just Cause produced a report that lays out their proposal and research. The City of Los Angeles has a similar model through its Neighborhood Councils. The closest model in existence in Oakland is the Rockridge Community Planning Council, although it operates as an independent body rather than through the City of Oakland.

Preventing Not Just Mitigating Harm

7. OakDOT Should Require a Racial Equity, Health, and Displacement Impact Analysis and Prevention Strategies Implemented Prior to the Start of a Project

My parents used to live [in Oakland] [...] The last time my mom came to visit, she didn't even recognize our neighborhoods anymore. The streets are different, the bus stops have completely changed, and she says it's just not the same place she used to live in. Now she says, "I can't go out anymore because I get lost." The last time they visited, they had a really bad experience crossing International. There were too many cars & couldn't tell where the bus stops were. My parents decided that they were not going to walk International anymore because it was too crazy for them. I have empathy for the elder community & those with disabilities. Those that don't drive, have to walk, be in a wheelchair, bike. It's especially not of access to those people."

- Silvia Guzman

This recommendation is based upon the City of Oakland's Housing Equity Roadmap policy framework adopted by the City Council in 2015. It is possible to understand the potential impacts, including health and displacement impacts, from any transportation or other development project. There's precedence in Oakland for conducting an impact analysis. For example, the City of Oakland Planning Director had commissioned an impact analysis of the West Oakland Wood Street market rate housing project in 2005. Other cities including San Francisco and Denver have conducted similar analyses.

In addition, as the BRT project demonstrates, it is insufficient to adopt mitigation strategies and implement those strategies concurrent with project construction/implementation. Instead, the City of Oakland, as the governmental body charged with protecting the public health and safety of Oakland residents, should ensure that prevention measures are actually implemented well before any project construction begins. The City had an opportunity to conduct an Impact Analysis of the BRT project, but this effort was derailed by the then Public Works Department leadership, the predecessor agency to OakDOT.

The **Racial Equity, Health, and Displacement Impact Analysis** should include the following components:

- 1) Neighborhood level analysis disaggregated by race and income.
- 2) Understanding of the history of the area that has caused or contributed to current community vulnerabilities that can be exacerbated by the proposed project.
- 3) Who lives in the area, disaggregated by race/ethnicity and income.
- 4) What are the major survival stressors that people are facing.
- 5) What are the displacement risks and vulnerabilities of each neighborhood.
- 6) What are potential community sensitivities and experiences given the changing demographics in the area.
- 7) Who needs to be recruited in order to provide culturally appropriate outreach and engagement.
- 8) What anti-displacement strategies need to be in place and in which areas prior to any transportation systems improvements in order to prevent escalation of displacement forces.
- 9) Accountability measures to ensure that prevention strategies are being implemented in a timely manner with ongoing assessment of conditions and public communication of the assessment findings.

8. OakDOT Should Support ONLY TOD housing development projects in East Oakland that utilize an East Oakland household income affordability rate rather than a citywide or metro regional income standard AND also prioritizing current and displaced East Oakland residents for new affordable housing units.

“We are still asking for things like the right to return. That means if you've been pushed out of where you've been raised here in Oakland, that if you want, when they build new apartments and affordable housing, that people have a right to come back and apply for that housing. [...] It has not been easy. It's been long term, but the thing is that the fight is here to make sure that we can still retain what we have here in East Oakland, and in Oakland overall. We've had to make sure that this helps to benefit as many people as possible. I'm hoping that people realize the importance of preserving the communities where people live. If not, that history is lost, the people are lost, the whole sense of what the community looks like is lost.”

-Ms. Sherry

While the affordable housing development standard is to use the metropolitan Area Median Income, this can result in housing projects in East Oakland becoming unattainable for East Oakland residents who make far less than other people in Oakland and the surrounding area. Instead, we propose that OakDOT ONLY supports TOD projects that utilize East Oakland household income affordability rate for that specific neighborhood.

This practice is the standard used in East New York, championed by Assemblymember Charles Barron and Councilmember Inez Barron of New York City Council District 42. Using their political power, Inez Barron has rejected proposals for market-rate housing developments whose costs would be higher than the local Area Median Income.²⁰ Similar efforts are being pursued in Los Angeles by Damien Goodmon and the Crenshaw Subway Coalition to actively prevent the displacement of the Black community.²¹

In Berkeley, efforts to prioritize the needs of current and displaced residents include a proposal for 100% affordable housing at the Ashby BART station for the Berkeley Adeline Corridor Plan, and a local preference policy that creates a right to return for people who have been displaced or are at risk of displacement.

Integrate Existing Community-Driven Strategies

9. OakDOT Should Implement the East Oakland Building Healthy Communities' Healthy Development Guidelines

"The Healthy Development Guidelines are the voice of Oakland residents, youth and CBOs, especially from East Oakland, a community in Oakland that needs health equity the most. The HDG is the standard for development and the Oakland community that shaped them knows that this is what development is."

--Nehanda Imara

As outlined by EOBHC, the Healthy Development Guidelines "require new development projects in Oakland to consider health impacts on residents and community engagement in the City of Oakland's planning process."²⁰ The Healthy Development Guidelines are constantly being added to and strengthened based on the community's needs on issues such as housing, healthy food access, and environmental health. These guidelines have been successful in holding developers accountable to community engagement and have become incorporated into the training and standards of the Oakland Planning and Building Department.²¹ In 2018, the Healthy Development Guidelines were recognized by Oakland City Council for their collaborative and engaging partnership with the Planning and Building Department and have also been recognized as a leading example of environmental justice and equity practices by the California Office of Planning and Research.²²

The Healthy Development Guidelines team continues to work with the city and its departments for the guidelines' implementation. Future implementation plans include conducting more trainings for city planning staff and integrating the Healthy Development Guidelines into specific plans, general plans, and an East Oakland plan on climate change, environmental justice, health

equity and economic opportunity. In addition, the Healthy Development Guidelines team is proposing five policy priorities for City Council consideration.²³

The Healthy Development Guidelines can be found at <https://www.eastoaklandbhc.org/healthy-development-guidelines>

Use Political Capital for Solidarity

10. OakDOT Can Use Its Political Capital to Support the End of Redlining from Banks and CDFIs for East Oakland Homeowners and Communities

As Just Cities' analysis demonstrates, neighborhoods in Deep East Oakland have been devastated by predatory lending and subsequent foreclosures by big banks. These same banks and the Community Development Financial Institutions (CDFIs) they invest in are currently redlining these same neighborhoods and fail to fund many community-based affordable housing and economic development projects in Deep East Oakland.²⁴

OakDOT and other transportation public agencies cannot turn a blind eye to this injustice. What can OakDOT as a transportation agency do given that it does not regulate banks? Here are our ideas to catalyze the creativity of OakDOT leaders. TOD projects commonly have bank investments--ask those Banks investing in the TOD project to provide information about their current investments in East Oakland community-based projects and homeownership loans in East Oakland, especially in Deep East Oakland neighborhoods. Refuse to participate/be complicit in TOD projects with unaccountable Bank investors.

APPENDICES

VI. RACIAL EQUITY HOUSING PRECARITY, DISPLACEMENT, HOMELESSNESS: EAST OAKLAND NEIGHBORHOOD HOUSING CONDITIONS (2000–2018)

A. Racial Displacement and Racial Income Decline

FINDING 1

Predatory lending practices and the following foreclosure crisis disproportionately affected the Black/African American population in Oakland, causing major declines in the Black/African American population in their ethnic enclaves. By 2013, while populations of other racial groups increased, the long-time East Oakland Black/African American ethnic enclaves were no longer majority Black/African American.

Table 1. Black/African American Population Change in Black/African American Enclaves 2000-2018

Black/African American Population Change in Black/African American Enclaves 2000-2018						
	2000	2013	2018	% Change 2000 - 2013	% Change 2013 - 2018	% Change 2000 - 2018
Brookfield	68.1% (1,473)	36.4% (812)	33.9% (788)	-44.9%	-3.0%	-46.5%
Coliseum	51.2% (7,040)	39.3% (6,016)	32.6% (5,579)	-14.5%	-7.3%	-20.8%
Durant	53.5% (1,799)	35% (1,475)	34.1% (1,426)	-18.0%	-3.3%	-20.7%
Eastmont	64.4% (2,437)	48.7% (1,800)	37.5% (1,157)	-26.1%	-35.7%	-52.5%
Frick	58.7% (7,100)	42.9% (4,883)	44.1% (5,251)	-31.2%	7.5%	-26.0%
Reservoir Hill	37.5% (853)	29.1% (686)	20.8% (513)	-19.6%	-25.2%	-39.9%
Sobrante	55.5% (1,760)	47.8% (1,462)	31.5% (1,127)	-16.9%	-22.9%	-36.0%
Oakland	35.1% (140,139)	26.5% (105,362)	23.1% (97,053)	-24.8%	-7.9%	-30.7%

Sources: American Community Survey (2009 - 2013) and (2014 - 2018); U.S. Census 2000; U.S. Census 2000 on 2010 Geographies.

- Of the selected 11 neighborhoods, 7 were identified as Black/African American ethnic enclaves: **Brookfield**, **Coliseum**, **Durant**, **Eastmont**, **Frick**, **Reservoir Hill**, and **Sobrante Park**.

- In these 7 neighborhoods, the Black/African American population was the predominant racial/ethnic group, constituting 36%-68% of the neighborhood population in 2000. The Black/African American population had been the predominant racial/ethnic group in these neighborhoods since 1970-1980.
- From 2000-2018, the 7 Black/African American ethnic enclaves experienced a decrease in the Black/African American population. By 2013, all Black/African American ethnic enclaves were no longer majority Black/African American.
 - For example, from 2000 to 2018, Eastmont experienced a 53% decrease in Black/African American population. The percentage of Black/African American households went from 2,437 to 1,800 of the neighborhood population from 2000 to 2018.
- All 7 Black/African American enclaves experienced double digit foreclosure rates from 2007-2011. See Table 11 below.
 - The 11 neighborhoods with the highest rates of foreclosure were **Sobrante Park** (28%), **Eastmont** (27%), **Coliseum** (24%), **Durant** (24%), and **Brookfield** (23%), all formerly Black/African American enclaves and located in Deep East Oakland.

FINDING 2

East Oakland neighborhood homeownership rates have plummeted between 2000-2018, including in neighborhoods that once had high Black/African American homeownership rates. This means that many residents have lost the safety net of homeownership stability, putting people at the whim of rent increases and evictions, housing unaffordability and at risk of experiencing displacement and homelessness. See Section VII for how this process occurred.

Table 2. Asian American Population Change in Asian American Enclaves 2000-2018

Asian American Population Change in Asian American Enclaves 2000-2018						
	2000	2013	2018	% Change 2000 - 2013	% Change 2013 - 2018	% Change 2000 - 2018
Clinton	44.9% (3,491)	43.7% (2,837)	36.7% (2,695)	-18.7%	-5.0%	-22.8%
East Peralta	43.9% (1,603)	39.1% (1,298)	44.2% (1,477)	-19.0%	13.8%	-7.9%
Oakland	15.1% (60,393)	16.4% (64,955)	15.6% (65,591)	7.6%	1.0%	8.6%

Sources: American Community Survey (2009 - 2013) and (2014 - 2018); U.S. Census 2000; U.S. Census 2000 on 2010 Geographies.

- Although **Clinton** and **East Peralta** remained predominantly Asian American from 2000-2018, the Asian American population declined by 23% and 8%, respectively. In 2000, Asian Americans constituted 3,491 of Clinton's and 1,603 of East Peralta's population. By 2018, Asian Americans constituted 2,695 of Clinton's and 1,477 of East Peralta's population.
- Meanwhile, White residents have steadily moved into these neighborhoods. From 2000-2018, the White population in **Clinton** and **East Peralta** increased by 93% and 51%, respectively. In 2000, Whites only constituted 10% of Clinton's and 11% of East Peralta's population. By 2018, Whites constituted 20% of Clinton's and 18% of East Peralta's population. See Table 5 below.

FINDING 3

East Oakland neighborhood homeownership rates have plummeted between 2000-2018, including in neighborhoods that once had high Black/African American homeownership rates. This means that many residents have lost the safety net of homeownership stability, putting people at the whim of rent increases and evictions, housing unaffordability and at risk of experiencing displacement and homelessness. See Section VII for how this process occurred.

Table 3. Latinx Population Change in the 11 Neighborhoods 2000-2018

Latinx Population Change 2000-2018						
	2000	2013	2018	% Change 2000 - 2013	% Change 2013 - 2018	% Change 2000 - 2018
Brookfield	28.1% (607)	39.8% (888)	55.1% (1,282)	46.3%	44.4%	111.2%
Clinton	16.9% (1,310)	17.7% (1,148)	16.2% (1,185)	-12.4%	3.2%	-9.5%
Coliseum	37.3% (5,125)	48.8% (7,474)	54.7% (9,368)	45.8%	25.3%	82.8%
Durant	35.5% (1,195)	46.5% (1,957)	48.6% (2,032)	63.8%	3.8%	70.0%
Eastmont	27.1% (1,026)	37.5% (1,385)	44.6% (1,378)	35.0%	-0.5%	34.3%
East Peralta	30.3% (1,107)	20.9% (694)	19.6% (655)	-37.3%	-5.6%	-40.8%
Frick	25.4% (3,071)	36.1% (4,112)	34.6% (4,127)	33.9%	0.4%	34.4%
Fruitvale	63.2% (2,720)	67% (3,022)	57.9% (2,696)	11.1%	-10.8%	-0.9%
Merritt	11.4% (331)	18.6% (456)	15.2% (372)	37.8%	-18.4%	12.4%
Reservoir Hill	14.5% (331)	25.2% (594)	18.1% (447)	79.5%	-24.7%	35.0%
Sobranite	33.8% (1,072)	38.7% (1,185)	54.8% (1,961)	10.5%	65.5%	82.9%
Oakland	21.9% (87,467)	25.7% (102,090)	26.9% (113,134)	16.7%	10.8%	29.3%

Sources: American Community Survey (2009 - 2013) and (2014 - 2018); U.S. Census 2000; U.S. Census 2000 on 2010 Geographies.

- In 5 of the 7 Black/African American ethnic enclaves, the Latinx population became the most predominant racial/ethnic group by 2018. These neighborhoods are **Brookfield, Coliseum, Durant, Eastmont, and Sobrante Park**.
 - In 2000, in these 5 neighborhoods, Latinx constituted 27%-37% of the neighborhood population. By 2018, Latinx constituted 45%-55% of the neighborhood population.
 - For example, from 2000 to 2018, **Brookfield** experienced a 111% increase in the Latinx population, from 28% to 55% of the neighborhood population.

Table 4. Latinx Median Household Income Change in the 11 Neighborhoods 2000-2018

Latinx Median Household Income Change 2000-2018						
	2000	2013	2018	% Change 2000 - 2013	% Change 2013 - 2018	% Change 2000 - 2018
Brookfield	\$71,376	\$39,525	\$78,696	-44.6%	99.1%	10.3%
Clinton	\$50,731	\$25,516	\$53,078	-49.7%	108.0%	4.6%
Coliseum	\$60,238	\$39,684	\$52,836	-34.1%	33.1%	-12.3%
Durant	\$74,983	\$65,706	\$59,453	-12.4%	-9.5%	-20.7%
Eastmont	\$57,585	\$51,691	\$47,788	-10.2%	-7.6%	-17.0%
East Peralta	\$63,146	\$20,452	\$58,125	-67.6%	184.2%	-8.0%
Frick	\$68,239	\$47,997	\$62,877	-29.7%	31.0%	-7.9%
Fruitvale	\$60,474	\$61,783	\$38,164	2.2%	-38.2%	-36.9%
Merritt	\$48,786	\$50,527	\$32,097	3.6%	-36.5%	-34.2%
Reservoir Hill	\$52,277	\$40,219	-	-23.1%	-	-
Sobrante	\$77,970	\$62,983	\$57,176	-19.2%	-9.2%	-26.7%
Oakland	\$58,628	\$49,892	\$55,603	-14.9%	11.4%	-5.2%

Sources: American Community Survey (2009 - 2013) and (2014 - 2018); U.S. Census 2000; U.S. Census 2000 on 2010 Geographies.

- Although the Latinx population increased in former Black/African American ethnic enclaves and Oakland overall, Latinx median household incomes in those neighborhoods actually declined.
- From 2000-2018, Latinx median household incomes declined in 8 of the 11 neighborhoods.
 - For example, in Fruitvale, the Latinx median household income decreased by 37% from 2000-2018. In 2000, Latinx median household income was \$60,474. In 2018, it was \$38,164.

FINDING 4

Across East Oakland, investors bought up and flipped foreclosed properties and marketed them to new higher income households, which attracted higher income White residents. From 2000 to 2018, all 11 neighborhoods, except for **Merritt**, saw an increase in White residents. The Black/African American ethnic enclaves that had double digit foreclosure rates between 2007 and 2011 saw the greatest increases in White residents.

Table 5. White Population Change in the 11 Neighborhoods 2000-2018

White Population Change 2000-2018						
	2000	2013	2018	% Change 2000 - 2013	% Change 2013 - 2018	% Change 2000 - 2018
Brookfield	1.0% (21)	8.3% (185)	1.5% (34)	781.0%	-81.6%	61.9%
Clinton	9.8% (762)	15% (974)	20.1% (1,473)	27.8%	51.2%	93.3%
Coliseum	2.6% (353)	3.5% (531)	4.0% (685)	50.4%	29.0%	94.1%
Durant	5.8% (194)	5.3% (221)	5.8% (243)	13.9%	10.0%	25.3%
Eastmont	2.5% (93)	2.4% (88)	9% (278)	-5.4%	215.9%	198.9%
East Peralta	11.1% (404)	17.1% (566)	18.2% (608)	40.1%	7.4%	50.5%
Frick	8.4% (1,018)	11.0% (1,257)	13.2% (1,571)	23.5%	25.0%	54.3%
Fruitvale	11.9% (513)	12.1% (544)	13.6% (635)	6.0%	16.7%	23.8%
Merritt	30.2% (875)	27.2% (667)	32.5% (797)	-23.8%	19.5%	-8.9%
Reservoir Hill	22.3% (507)	19.7% (464)	31.1% (767)	-8.5%	65.3%	51.3%
Sobranite	2.3% (74)	1.8% (54)	4.2% (149)	-26.8%	175.9%	102.0%
Oakland	23.5% (93,953)	26.1% (103,603)	28.2% (118,713)	10.3%	14.6%	26.4%

Sources: American Community Survey (2009 - 2013) and (2014 - 2018); U.S. Census 2000; U.S. Census 2000 on 2010 Geographies.

- In Eastmont, Merritt, Reservoir Hill and Sobranite Park, the White population only increased from 2013-2018, following the foreclosure crisis.** The influx of White residents during this time **contributed to Reservoir Hill and Merritt becoming predominantly White neighborhoods by 2018** (the only 2 of the 11 neighborhoods).
 - For example, **Reservoir Hill** was predominantly Black in 2000 (37.5% of the neighborhood), with 22.3% being White. Some white residents were impacted by the foreclosures– the White population declined by 8.5% and White MHI declined by 38.4%. But 2013-2018 saw an influx of newer,

wealthier White residents; the White population increased by 65.3%, comprising 31.1% of the neighborhood by 2018, which made it predominantly White. White MHI increased from about \$50,000 to \$89,000.

Table 6. White Median Household Income Change in the 11 Neighborhoods 2000-2018

White Median Household Income Change 2000-2018						
	2000	2013	2018	% Change 2000 - 2013	% Change 2013 - 2018	% Change 2000 - 2018
Brookfield	\$132,287	\$143,884	-	8.8%	-	-
Clinton	\$62,706	\$71,077	\$91,315	13.3%	28.5%	45.6%
Coliseum	\$30,242	\$57,071	\$54,647	88.7%	-4.2%	80.7%
Durant	\$52,913	\$86,677	\$103,750	63.8%	19.7%	96.1%
Eastmont	\$31,292	\$58,169	-	85.9%	-	-
East Peralta	\$49,005	\$86,977	\$108,875	77.5%	25.2%	122.2%
Frick	\$84,420	\$89,645	\$111,813	6.2%	24.7%	32.4%
Fruitvale	\$47,998	\$65,925	\$84,375	37.3%	28.0%	75.8%
Merritt	\$55,918	\$41,119	\$75,313	-26.5%	83.2%	34.7%
Reservoir Hill	\$80,651	\$49,712	\$88,750	-38.4%	78.5%	10.0%
Sobranite	\$63,302	\$19,975	\$53,750	-68.4%	169.1%	-15.1%
Oakland	\$86,779	\$91,480	\$110,206	5.4%	20.5%	27.0%

Sources: American Community Survey (2009 - 2013) and (2014 - 2018); U.S. Census 2000; U.S. Census 2000 on 2010 Geographies.

- From 2000-2018, the White median household income increased in 8 of the neighborhoods as wealthier Whites moved in.
 - For example, in **East Peralta**, in 2000, White residents comprised 11% of the population. By 2013, as many Asian American homeowners were being displaced, the White population increased by 40%, comprising 17% of the neighborhood. By 2018, White residents increased by another 7.4%. From 2000-2018, while the Asian American median household income declined by 18.1% (from \$28,000 in 2000 to \$23,000 in 2018), the White median household income increased by 122.2% (from \$49,000 to \$108,875).

B. Housing Precarity: Unaffordable Rents, Homeownership Loss, Homelessness Risk

FINDING 1

Housing unaffordability for most East Oakland neighborhoods is worse than citywide, demonstrating that East Oakland residents experience more housing instability than other residents of Oakland.

- 9 of the 11 neighborhoods have higher rental unaffordability rates than the citywide unaffordability rate of 64.8%. East Oakland tenants making the median household income would have to pay between 58% to 143% of their income to afford median rent costs in their neighborhood.
- For the 6 EOMAP neighborhoods, housing unaffordability rates are extremely high: **Coliseum** (142.6%), **Brookfield** (84.3%), **Frick** (83.9%), **Sobranter Park** (79.8%), **Eastmont** (77.6%). Only **Durant** (62.6%) has an unaffordability rate lower than the citywide rate of 64.8%

Table 7. Housing Unaffordability Rate Over Time

Housing Unaffordability Rate: Median Rent to Median Renter Household Income				
	2011	2013	2018	Change in Unaffordability (2011-2018)
Brookfield	45.2%	49.2%	84.3%	39.1%
Clinton	64.5%	69.1%	57.6%	-6.9%
Coliseum	88.9%	96.4%	142.6%	53.7%
Durant	69.5%	75.8%	62.6%	-6.9%
East Peralta	100.3%	109.2%	90.6%	-9.7%
Eastmont	67.0%	70.8%	77.6%	10.6%
Frick	43.7%	44.0%	83.9%	40.2%
Fruitvale	33.4%	37.1%	88.7%	55.3%
Merritt	58.2%	59.7%	78.2%	20.0%
Reservoir Hill	51.3%	54.0%	86.7%	35.4%
Sobranter Park	55.2%	61.5%	79.8%	24.6%
City of Oakland	43.8%	48.0%	64.8%	21.0%
Source: Zillow ZRI; ACS 2009-2013 and 2014-2018				
Note: Change in Unaffordability denotes percentage point change				

FINDING 2

There are significant disparities in the rental housing unaffordability rate across racial/ethnic populations within neighborhoods, with the once predominant racial/ethnic group bearing the heaviest unaffordability burden. This is a product of policy failures and has had a significant role in eroding East Oakland's ethnic enclaves.

Housing affordability is a solvable problem and requires the right types of investments and courageous policy solutions. See Section IV Policy Recommendations.

- In many of the neighborhoods that are predominantly Black, Asian, or Latinx, the predominant racial/ethnic population's housing unaffordability rate was higher than the White rate and overall neighborhood rate.
- From 2011-2018, **Fruitvale** and **Coliseum** neighborhoods had the largest increases in unaffordability. In Fruitvale the unaffordability rate more than doubled, rising from 33.4% to 88.7%. In Coliseum, the rate rose from 88.9% to 142.6%. These are also neighborhoods that are within close walking distance of a BART station.
 - Unaffordability rates almost doubled in **Brookfield** and **Frick**, and also rose in **Eastmont**, **Merritt**, **Reservoir Hill**, and **Sobrante Park**.
- **Clinton**, **Durant**, and **East Peralta** saw slight decreases in the housing unaffordability rates, but renter households making the median household income would still need to pay 58%, 63%, or 91% of their income to afford the median rent costs, respectively.
- Except for **Durant**, the EOMAP neighborhoods all experienced increases in the unaffordability rates.

Table 8. Housing Unaffordability Rate

Housing Unaffordability Rate: Median Rent to Median Renter Household Income				
	2011	2013	2018	Change in Unaffordability (2011-2018)
Brookfield	45.2%	49.2%	84.3%	39.1%
Clinton	64.5%	69.1%	57.6%	-6.9%
Coliseum	88.9%	96.4%	142.6%	53.7%
Durant	69.5%	75.8%	62.6%	-6.9%
East Peralta	100.3%	109.2%	90.6%	-9.7%
Eastmont	67.0%	70.8%	77.6%	10.6%
Frick	43.7%	44.0%	83.9%	40.2%
Fruitvale	33.4%	37.1%	88.7%	55.3%
Merritt	58.2%	59.7%	78.2%	20.0%
Reservoir Hill	51.3%	54.0%	86.7%	35.4%
Sobrante Park	55.2%	61.5%	79.8%	24.6%
City of Oakland	43.8%	48.0%	64.8%	21.0%
Source: Zillow ZRI; ACS 2009-2013 and 2014-2018				
Note: Change in Unaffordability denotes percentage point change				

FINDING 3

East Oakland neighborhood homeownership rates have plummeted between 2000-2018, including in neighborhoods that once had high Black/African American homeownership rates. This means that many residents have lost the safety net of homeownership stability, putting people at the whim of rent increases and evictions, housing unaffordability and at risk of experiencing displacement and homelessness. See Section VII for how this process occurred.

- There are significant **disparities in the rental housing unaffordability rate across racial/ethnic populations within neighborhoods**. In many of the neighborhoods that are predominantly Black, Asian, or Latinx, the predominant racial/ethnic population's housing unaffordability rate was higher than the White rate and overall neighborhood rate.

- In **East Peralta**, which was predominantly Asian and Hispanic/Latinx in 2018, **the unaffordability rate for Asian residents was 142.0%, compared to 30.3% for White residents.** East Peralta's overall unaffordability rate was 78.5%. The other predominantly Asian neighborhoods, **Clinton** and **Merritt** had similar comparisons.
- In **Fruitvale**, which was predominantly Hispanic/Latinx in 2018, the **unaffordability rate for Hispanic/Latinx residents was 80.5% compared to 36.4% for White residents.** Fruitvale's overall unaffordability rate was 64.6%.
 - **Durant** (Hispanic/Latinx and Black) and **Frick** (Black and Hispanic/Latinx) had similar comparisons when also compared to White residents.
- 5 of the 6 EOMAP neighborhoods were predominantly Black in 2000, but predominantly Hispanic/Latinx by 2018 (**Durant, Coliseum, Sobrante Park, Brookfield, Eastmont**). In 2018, **the Black unaffordability rate was higher than the Hispanic/Latinx unaffordability rate in Coliseum, Sobrante Park, Brookfield and Eastmont.**
 - **Frick** is the only EOMAP neighborhood that has remained predominantly Black. However, the Black housing unaffordability rate (56%) is much higher than the overall neighborhood rate (46%), and higher than any other racial group.

Table 9. Housing Unaffordability Rate by Race in 2018

Housing Unaffordability Rate by Race in 2018: Median Rent to Median Household Income Ratio												
	Brookfield	Clinton	Coliseum	Durant	East Peralta	Eastmont	Frick	Fruitvale	Merritt	Reservoir Hill	Sobrante	City of Oakland
Overall Median Rent to Median Household Income Ratio	59.70%	55.3%	100.6%	49.10%	78.5%	68.1%	45.8%	64.6%	74.5%	47.7%	57.70%	46.4%
Asian	30.50%	67.4%	121.3%	39.30%	142.0%	-	25.5%	43.7%	136.4%	48.2%	63.70%	56.8%
Black	95.80%	61.7%	168.2%	52.00%	103.2%	69.6%	56.1%	63.5%	-	-	63.50%	76.8%
Hispanic/Latinx	37.60%	58.8%	61.5%	53.10%	56.7%	58.8%	45.8%	80.5%	99.1%	-	53.20%	57.1%
White	-	34.2%	59.5%	30.40%	30.3%	-	25.7%	36.4%	42.2%	36.8%	56.60%	28.8%
Native American	-	56.7%	118.7%	33.70%	-	-	-	-	-	-	25.80%	58.4%
Native Hawaiian or Other Pacific Islander	-	164.7%	50.5%	-	-	-	-	-	-	-	-	50.8%
Other	38.00%	57.4%	63.2%	57.00%	89.6%	57.3%	49.4%	71.6%	-	-	56.10%	61.0%
Two or More Races	-	49.4%	96.7%	-	-	-	51.2%	-	87.7%	-	58.20%	40.9%

Sources: American Community Survey (2014-2018); Zillow Rent Index (ZRI); 2018 dollars

FINDING 4

Homeownership is inaccessible to East Oakland residents because their neighborhoods have recently become “hot” housing markets. Renters making the median household income (or less) and previous homeowners impacted by foreclosure would not be able to afford homeownership due to skyrocketed home values.

- Except for **Clinton**, overall homeownership rates in the East Oakland neighborhoods fell much more than the citywide drop from 2000-2018.
 - In Clinton, the homeownership rate fell by 0.8%. In the remaining 10 neighborhoods, overall homeownership rates fell by 10.0%- 29.2% compared to the citywide decline of 2.6%.
- There were large declines in the Black homeownership rate from 2000-2018 in neighborhoods that were predominantly Black in 2000, such as **Coliseum** (-36.3%), **Brookfield** (-27.4%), **Frick** (-24.6%), **Durant** (-18.1%), **Eastmont** (-15.9%) and **Sobranite Park** (-9.2%). The Black homeownership rates for these 6 neighborhoods in 2000 ranged from 40.6%-72.8%. By 2018, the Black homeownership rate for these same neighborhoods ranged from 25.9%-66.1%.
 - Except for **Durant**, all of these neighborhoods also saw a decline in Black median household income from 2000-2018. **This rise in home values, and decline in income for the Black population, essentially locked communities out of future homeownership opportunities.**
- In the predominantly Asian American neighborhoods of **Clinton** and **East Peralta**, Asian American homeownership rates dropped from 2000-2013 before increasing from 2013-2018.
 - From 2000-2013, Asian American homeownership rates fell by 47.9% in **Clinton** and by 27.7% in **East Peralta**. From 2013-2018, Asian American homeownership rates increased by 93.4% in Clinton, and by 61.7% in East Peralta. At the same time, the Asian American median household income in Clinton increased and in East Peralta slightly decreased from 2000 to 2018. This rise in Asian American homeownership rates may be due to an increase in new higher income Asian American residents, rather than income levels of long-time residents increasing.

FINDING 5

East Oakland neighborhoods were severely harmed by the foreclosure crisis, and many people continue to experience ongoing effects. People of color were targeted for predatory lending practices, and as a result, the most significant racialized displacement occurred in East Oakland neighborhoods with the highest rates of foreclosures. See Section VII for more information.

- Between 2011 and 2018, the City's overall home values rose by 113%, while the home values in the 11 neighborhoods rose by 120.2%-188.9%.

Table 10. Home Values Over Time

	ZHVI Apr 2011	ZHVI Apr 2018	Percent Change in Home Values (2011-2018)
Brookfield	\$155,753	\$407,816	161.8%
Clinton	\$277,431	\$702,431	153.2%
Coliseum	\$161,018	\$407,064	152.8%
Durant	\$236,815	\$521,456	120.2%
East Peralta	\$248,751	\$718,617	188.9%
Eastmont	\$196,878	\$456,299	131.8%
Frick	\$247,206	\$585,585	136.9%
Fruitvale Station	\$223,503	\$527,215	135.9%
Merritt	\$254,691	\$702,562	175.8%
Reservoir Hill	\$208,483	\$573,881	175.3%
Sobrate Park	\$182,068	\$441,636	142.6%
City of Oakland	\$333,821	\$711,069	113.0%

Source: Zillow Home Value Index (ZHVI); 2018 dollars

- Homeownership across Oakland is incredibly out of reach for renters earning median income levels. Assuming a 10-20% down payment, City of Oakland renters would need to make 3.2-3.6 times the current median income in order to afford monthly housing costs. Paying the monthly housing costs on the current median income, would mean that renters would have to pay 95-107% of their income toward housing costs.
- Homeownership unaffordability is worse for renters in most of the East Oakland neighborhoods than citywide.
 - 6 of the 11 neighborhoods have higher homeownership unaffordability rates than citywide (**East Peralta, Merritt, Coliseum, Frick, Reservoir Hill, and Fruitvale**).

- For the 6 EOMAP neighborhoods, in 2018 renters would have to dedicate an estimated 67.8%-131.6% of their income toward monthly homeownership costs.

Table 11. 2018 Homeownership Access Rate

2018 Homeownership Access Rate						
	Median Home Values	Renter Median Household Income	Affordable Monthly Owner Cost	Estimated Monthly owner housing costs based on median home value	Estimated Annual Income needed to afford monthly housing payments	% of Monthly Income to Pay for Estimate Monthly Owner Costs if Making Median Household Income
Brookfield	\$407,816	\$35,100	\$878	\$2,227-\$2,506	\$89,087-\$100,223	76.1%-85.7%
Clinton	\$702,431	\$54,179	\$1,354	\$3,836-\$4,316	\$153,446-\$172,626	85.0%-95.59%
Coliseum	\$407,064	\$22,805	\$570	\$2,223-\$2,501	\$88,923-\$100,038	116.98%-131.6%
Durant	\$521,456	\$50,417	\$1,260	\$2,848-\$3,204	\$51,732-\$58,199	67.8%-76.3%
East Peralta	\$718,617	\$36,371	\$909	\$3,925-\$4,416	\$156,981-\$176,605	129.5%-145.7%
Eastmont	\$456,299	\$36,250	\$906	\$2,492-\$2,803	\$99,678-\$112,138	82.5%-92.8%
Frick	\$585,585	\$34,297	\$857	\$3,198-\$3,598	\$127,921-\$143,911	111.9%-125.9%
Fruitvale Station	\$527,215	\$34,615	\$865	\$2,879-\$3,239	\$115,170-\$129,566	99.8%-112.3%
Merritt	\$702,562	\$40,665	\$1,017	\$3,837-\$4,316	\$153,474-\$172,659	113.2%-127.4%
Reservoir Hill	\$573,881	\$37,629	\$941	\$3,134-\$3,526	\$125,364-\$141,035	100.0%-112.4%
Sobrate	\$441,636	\$38,125	\$953	\$2,412-\$2,713	\$96,475-\$108,535	75.9%-85.4%
City of Oakland	\$711,069	\$48,972	\$1,224	\$3,883-\$4,369	\$155,332-\$174,749	95.16%-107.05%

Source: 2014-2018 ACS Median Income Estimates; Zillow ZHVI April 2018; 2018 dollars

Notes: Homeownership access rate and monthly owner costs were calculated using the the PITI and the following assumptions: Monthly affordable monthly owner costs is defined as 30% or less of income; monthly owner costs are calculated using a 20% downpayment and a 10% downpayment, to demonstrate the broadest possible range. Other assumptions include a 30 year fixed rate loan of 5%, 1.4% for property taxes, 0.35% for insurance, and no mortgage insurance.

FINDING 6

Many of the East Oakland neighborhoods, especially the once Black/African American ethnic enclaves, are at higher risk for homelessness than citywide, which speaks to the lasting impact of the foreclosure crisis and ongoing displacement across East Oakland. See Table 13 for an explanation of the “homelessness risk” rate.

Table 12. Foreclosure Rate (2007-2011)

Neighborhood	2011 Predominant Race(s)	Foreclosure Rate (2007-2011)	Foreclosure Abandonment Risk Score (NSP2)
Brookfield	Black; Hispanic/Latinx	23.1%	17
Clinton	Asian	8.5%	12-14
Coliseum	Black; Hispanic/Latinx	24.3%	18-20
Durant	Black; Hispanic/Latinx	24.1%	19
East Peralta	Asian; Hispanic/Latinx	11.1%	13
Eastmont	Hispanic/Latinx; Black	27.1%	19
Frick	Black; Hispanic/Latinx	16.5%	19-20
Fruitvale	Hispanic/Latinx	8.1%	15
Merritt	Hispanic/Latinx; White; Asian	5.7%	11
Reservoir Hill	Black	13.2%	13
Sobrante Park	Black; Hispanic/Latinx	28.0%	18
City of Oakland	Black; White; Hispanic/Latinx	36.0%	—

Notes: NSP2's Foreclosure Abandonment Risk Score has a range of 1-20. Foreclosure rate was calculated by dividing neighborhoods' foreclosure count (2007-2011) by its 2013 residential parcel count.

Sources: HUD Neighborhood Stabilization Program 2009; Oakland Open Data Portal 2020; Just Cities 2020.

- **The foreclosure crisis deeply impacted Black populations in almost every neighborhood**, as indicated by declines in the Black population, homeownership rate, and median household income (MHI) from 2000-2013 in 8 of the neighborhoods.
 - Foreclosure rates were highest in **Sobrante Park** (28.0%), **Eastmont** (27.1%), **Coliseum** (24.3%), **Durant** (24.1%), **Brookfield** (23.1%), **Frick** (16.5%), and **Reservoir Hill** (13.2%) all neighborhoods that were predominantly Black or Black and Latinx in 2000 and experienced a decrease in the Black population ranging from 20.7%-52.5% from 2000-2018.
 - The remaining 4 neighborhoods are predominantly Asian, Latinx or White, and had foreclosure rates ranging from 5.7%–11.1%.
- None of these ethnic enclaves fully recovered from the foreclosure crisis. **In most of the Black/African American ethnic enclaves, the Black population decline continued from 2013-2018** while new non-Black residents moved in.
 - For example, **Coliseum** in 2000 was a predominantly Black and Hispanic/Latinx neighborhood, with the Black population comprising 51% of the neighborhood. At the time, 41% of Black households were homeowners and the Black median household income (MHI) was \$44,000. By 2013, the

Black population in Coliseum had declined by 15% and Hispanic/Latinx residents became the most prominent racial group in the neighborhood. Also by 2013, the Black homeownership rate declined by 46%, down to 22%. The Black MHI also declined by 59% to \$18,000. By 2018, Coliseum's Black population declined another 7%, comprising only 33% of the neighborhood.

- **Similar impacts** of the foreclosure crisis on Black residents– characterized by declines in the Black population, homeownership rate, and MHI from 2000-2013– as well as Black population decline from 2013-2018, **occurred in Eastmont, Sobrante Park, Brookfield, Durant, Merritt, and Reservoir Hill.**
- There were similar impacts of the foreclosure crisis on Black residents in **Frick**, too. However, of the 7 neighborhoods that were predominantly Black in 2000, Frick is the only neighborhood where the Black population actually *increased* from 2013-2018 (by 7.5%). During that time there was an influx in Black renters. **By 2018, Frick was the only neighborhood of the 7 that remained predominantly Black.**
- **The foreclosure crisis also deeply impacted the Asian American population, particularly in predominantly Asian American neighborhoods.** Meanwhile, White residents steadily moved into these neighborhoods throughout 2000-2018.
 - For example, Asian American residents comprised 45% of **Clinton** residents in 2000, with White residents comprising 10%. At the time, 29% of Asian American households were homeowners and the Asian American MHI was \$37,000. By 2013, the Asian American population in Clinton had declined by 19%. Also by 2013, the Asian American homeownership rate declined by 48%, down to 15%. The Asian American MHI also declined by 29% to \$27,000. By 2018, Clinton's Asian American population had declined another 5%, comprising only 37% of the neighborhood. Meanwhile, wealthier White residents moved in (93% increase in population from 2000-2018). White MHI increased by 46%, from \$63,000 in 2000 to \$91,000 in 2018.

FINDING 7

Many of the East Oakland neighborhoods, especially the once Black/African American ethnic enclaves, are at higher risk for homelessness than citywide.

- Homelessness risk is prevalent among renters in all 11 neighborhoods, ranging from 12% of renters in **East Peralta** to 25% of renters in **Coliseum**, which speaks to the lasting impact of the foreclosure crisis and ongoing displacement across East Oakland.
- **7 of the 11 neighborhoods (Brookfield, Clinton, Coliseum, Eastmont, Merritt, and Sobrante Park) have higher homelessness risk rates than citywide**, where 14% of renters overall are at risk. Six of these neighborhoods were predominantly Black in 2000 and have since become predominantly Hispanic/Latinx and Black.
- For EOMAP neighborhoods, there is a wide range of homelessness risk. **Coliseum** (25%) and **Sobrante Park** (24%) have homelessness risk rates far above the citywide rate, while **Durant** (10%) and **Frick** (13%) have homelessness risk rates lower than the citywide rate.

Table 13. Homelessness Risk Rate (2018)

East Oakland Neighborhoods Homelessness Risk 2018												
	Brookfield	Clinton	Coliseum	Durant	Eastmont	East Peralta	Frick	Fruitvale	Merritt	Reservoir Hill	Sobrante	City of Oakland
Share of Renters at Risk for Homelessness	15.4%	18.1%	25.0%	9.6%	20.9%	12.1%	12.5%	13.5%	15.8%	16.6%	24.2%	14.2%

Note: Homelessness risk was defined by the neighborhood's share of renters who are severely rent burdened and either extremely low or very low income. "Severely Rent Burdened" is defined as households spending 50% or more of household income on rent. "Extremely Low Income" households are those with household incomes of less than \$10,000. "Very Low Income" households are those with household incomes between \$10,000 and \$19,999.

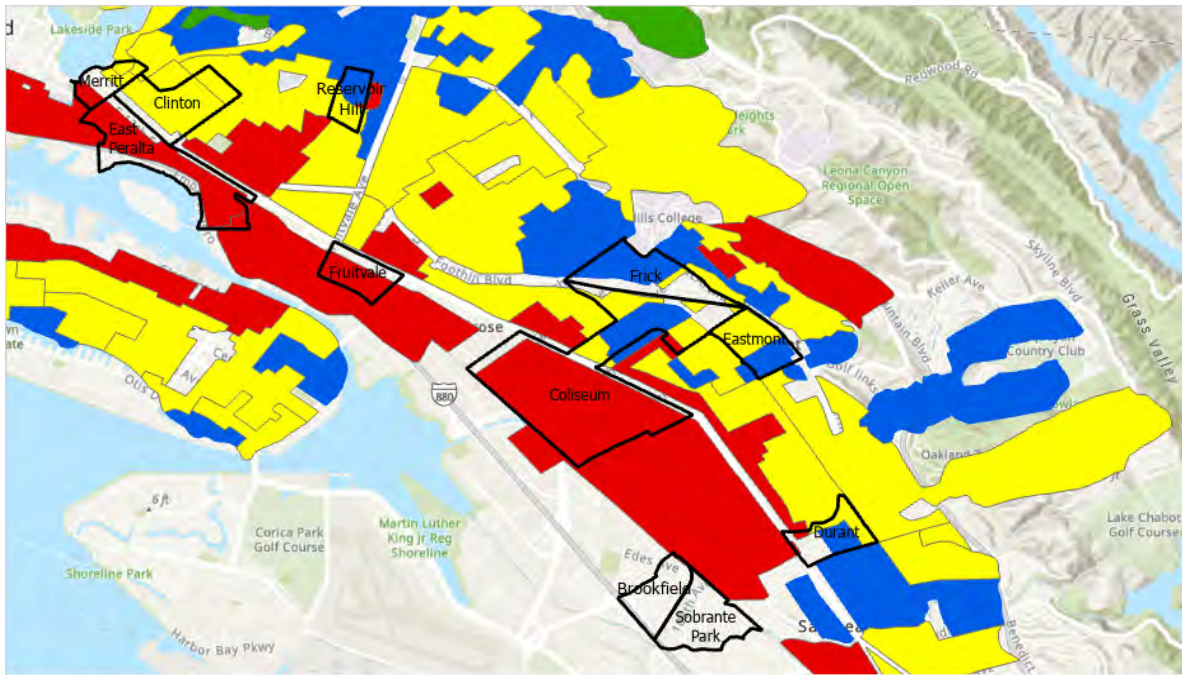
Sources: American Community Survey (2014-2018); Just Cities, 2020.

VII. RACIAL EQUITY HISTORICAL THROUGHLINE– HOW DID WE GET HERE?

There is a direct historical throughline connecting today's housing unaffordability and displacement across East Oakland to prior discriminatory planning policies and practices, such as redlining, government sponsored white flight, urban renewal, and predatory lending leading up to the foreclosure crisis. This summary provides insight into the ongoing impacts of these intentional policies and practices.

Many neighborhoods across the Bay Area, including in East Oakland, were originally developed with **racially restrictive housing covenants** during the 20th century, prohibiting the sale or lease of these properties by mainly **Asian and Black** residents.²⁵ Although many East Oakland neighborhoods were originally developed as exclusively White, by the 1930s, the practice of **redlining also became widespread across the country, in which neighborhoods with high populations of people of color, particularly Black people, were denied financial services by private and public lenders.**²⁶ Across the country, private developers, realtors, and homeowners alike were encouraged to write racially restrictive covenants into their deeds in order to prevent a neighborhood from being redlined.²⁷ East and West Oakland neighborhoods were among those severely redlined and left vulnerable to disinvestment as White residents fled to racially exclusive suburban developments.²⁸ Just Cities' analysis shows that neighborhoods across East Oakland were severely redlined, including **Clinton** (85.1% redlined), **Coliseum** (76%), **Fruitvale** (71%) and **East Peralta** (69%).

Figure 1. Redlining Map



Source: 1937 HOLC Oakland Redlining Map Shapefile: University of Richmond's "Mapping Inequality" Project; Just Cities, 2020.

Table 14. Redlining Status by Neighborhood

Redlining Status by Neighborhood					
Neighborhood	A Rating	B Rating	C Rating	D Rating	Redlining Percentage (Percentage of Neighborhood with C+D Rating)
Brookfield	—	—	—	2%	2%
Clinton	N/A	N/A	85%	0.1%	85.1%
Coliseum	N/A	11%	13%	63%	76%
Durant	N/A	29%	35%	5%	40%
East Peralta	N/A	N/A	N/A	69%	69%
Eastmont	N/A	36%	58%	N/A	58%
Frick	N/A	54%	7%	N/A	7%
Fruitvale	N/A	N/A	N/A	71%	71%
Merritt	N/A	N/A	40%	26%	66%
Reservoir Hill	N/A	46%	51%	2%	53%
Sobrante Park	—	—	—	2%	2%

Source: 1937 HOLC Oakland Redlining Map Shapefile: University of Richmond's "Mapping Inequality" Project; Just Cities, 2020.

Notes: Redlining status is defined by a "C" and "D" rating, which are the lowest ratings that could be given by the Federal Homeowner Loan Corporation.

As a result of the WWII industries in the 1940s, Oakland became a hub for economic opportunity and jobs, prompting migration from Black and African Americans from the South.²⁹ Just Cities' analysis shows that from 1940 to 1960, 9 out of 11 neighborhoods experienced an influx of Black and African American populations, with the most in **Brookfield and Sobrante Park** where Black and African Americans already made up 80.9% of the neighborhood population by 1960. Although population data was not disaggregated by Hispanic origin yet, in 1960, 28.4% of Fruitvale's population had a Spanish surname.

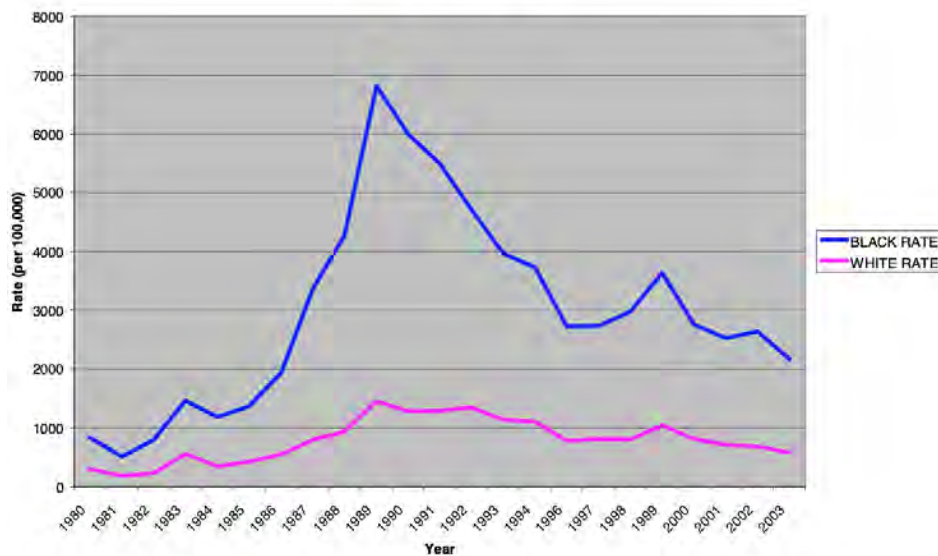
Following WWII, policies such as the GI Bill incentivized returning White veterans to move and settle their families into suburbs by providing low interest mortgages and loans that made homeownership accessible.³⁰ These same **financial incentives were denied to veterans of color, and discriminatory practices such as redlining and racial covenants continued in suburbs, inhibiting people of color from accessing housing in these new developments.**³¹ This White Flight intensified racial and economic disparity in cities.

As part of **White Flight**, from 1970 to 2000, Just Cities' analysis shows that all selected neighborhoods experienced a steep decline in White populations. From 1980 to 2000, all neighborhoods experienced an increase in Asian and Hispanic or Latinx populations. By 1980, in 10 of the 11 selected neighborhoods, Whites were no longer the largest racial group.

Communities of color in West and East Oakland became targets of Urban Renewal and transportation developments such as freeways that served to connect residents of the newly developed suburbs.³² Years of construction physically divided communities and displaced residents and businesses, further weakening the community infrastructure.³³ Neighborhoods experienced disinvestment from government institutions that failed to provide the health, education, and economic services the people needed to thrive.

The crack epidemic and crime waves of the 1980s and 1990s and mass incarceration policies devastated East Oakland residents and communities. Between 1985-2000, Oakland had the 7th highest crack cocaine level in United States cities.³⁴ At the national level, from 1980-2003, the drug offense arrest rate for African Americans was 238% higher than for Whites, making an African American person 3.4 times more likely to be arrested for a drug offense compared to a White person.³⁵ The Black/White ratio of drug arrests in Oakland was 2.84 in 1980, and by 2003, Black people were arrested for drug offenses 3.75 times more than White people.

Figure 2. Drug Arrest Rate by Race in the City of Oakland, 1980-2003

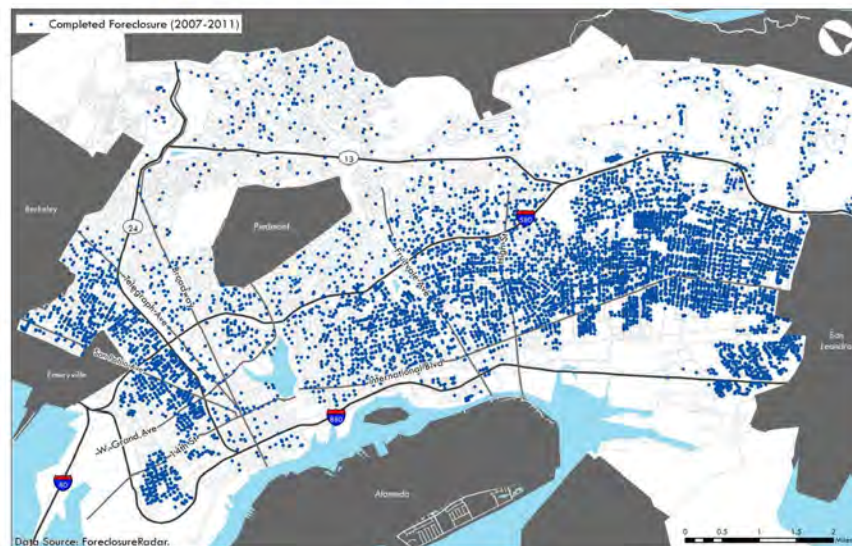


Source: The Sentencing Project, *Disparity By Geography: The War on Drugs in America's Cities*.³⁶

Long time residents in East Oakland survived redlining and financial discrimination, public and private disinvestment, under-resourced public schools, crumbling streets and blight, the crack epidemic, and continued to take care of one another and build community. These decades of community building and care were wiped out by predatory lending practices and policies that research and evidence, including from the Oakland City Attorney's office, showed intentionally targeted people of color for subprime mortgages.³⁷

From 2007 to 2011, there were over 11,000 foreclosures in Oakland--these foreclosures were concentrated in the low-income flatland neighborhoods of East and West Oakland. The first wave of foreclosures in Oakland targeted mainly first-time homebuyers, some of whom may not have been able to sustain homeownership.³⁸ The second wave targeted long-time homeowners, including elderly residents who had taken out second mortgages or home equity lines of credit to fix aging homes or to assist family members. The targeted predatory lending policies and practices that resulted in great numbers of foreclosures and harm to individuals, families, and neighborhoods also created the structure for today's racial and geographic displacement and homelessness crises.

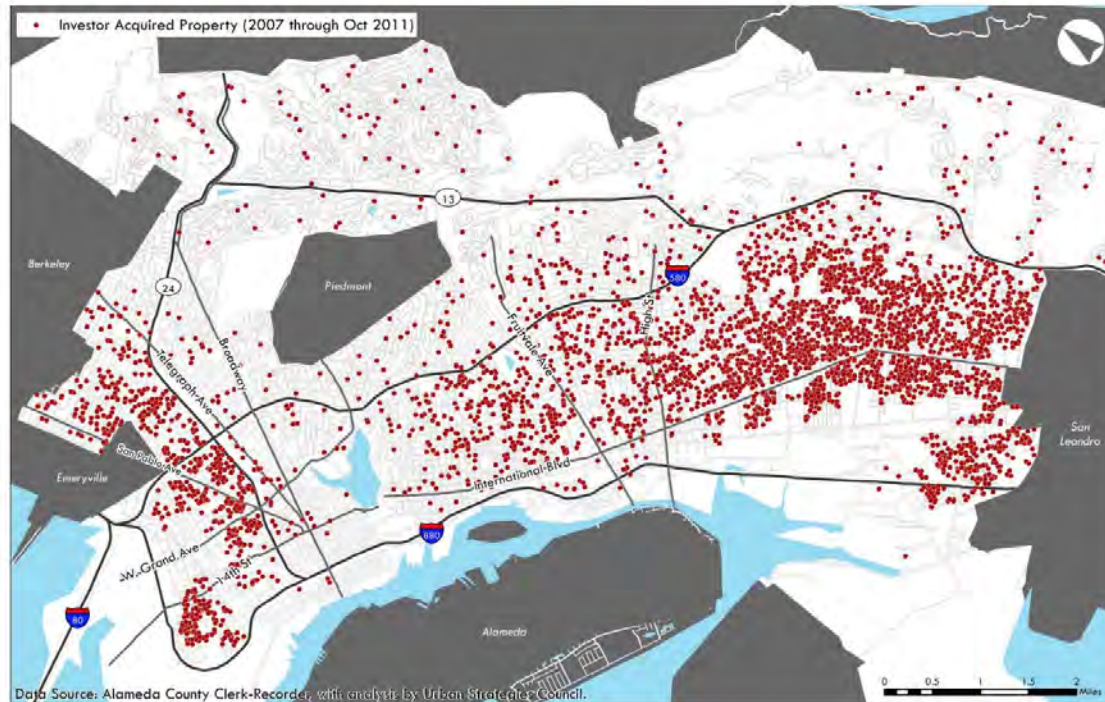
Figure 3. Completed Foreclosures in the City of Oakland, 2007-2011



Source: Urban Strategies Council, *Who Owns Your Neighborhood? The Role of Investors in Post-Foreclosure Oakland*.

The targeting of Black neighborhoods for subprime mortgages and predatory lending practices leading up to the foreclosure crisis made East Oakland especially vulnerable to the acquisition of foreclosed homes by investors. 93% of investor-acquired foreclosed properties were located in low-income, flatland neighborhoods of Oakland, which were specifically targeted by predatory lenders leading up to the foreclosure crisis.³⁹

Figure 4. Investor-Acquired Foreclosures in the City of Oakland 2007- Oct. 2011



Source: Urban Strategies Council, *Who Owns Your Neighborhood? The Role of Investors in Post-Foreclosure Oakland*.

Once investors bought up and rented out many of the defaulted and foreclosed properties in flatland East Oakland, what was once affordable homeownership for lower and moderate-income families transformed overnight into market rate rental housing units with no rent protections available. Under the State Costa Hawkins law, cities in California are unable to attach rent protections to certain types of properties, including single family homes. This is a major factor for escalating rent and home prices in these neighborhoods. Just Cities' analysis shows that in 7 of the 11 neighborhoods, the median renter household income declined by 3.9%-31.5% from 2000 to 2018, while rents increased by 46.9%-89.1%. In all of the 11 neighborhoods, renters making the median renter household income would need to pay an estimated 57.6%-142.6% of their income to afford the median rents!

The direct connection between today's racial displacement and yesterday's foreclosure crisis is found in analyzing the neighborhoods that were predominantly Black and Asian in 2000: *Brookfield, Coliseum, Clinton, Durant, East Peralta, Eastmont, Frick, Reservoir Hill, and Sobrante Park*. In these 9 neighborhoods, the predominant racial group of Black or Asian in 2000 had all declined by 2018. These 9 neighborhoods all had the highest foreclosure rates of the 11 neighborhoods. By 2018, the White population had dramatically increased in these 9 neighborhoods, by over 25%, most likely in part due to investors flipping or renting formerly defaulted/foreclosed properties.

In the 11 East Oakland neighborhoods, home values increased by 120%-189% between 2011 and 2018, compared to the citywide increase of 113%. Additionally, there were large declines in the Black homeownership rate from 2000-2018 in neighborhoods that were predominantly Black in 2000, such as *Coliseum* (-36.3%), *Brookfield* (-27.4%), *Frick* (-24.6%), *Durant* (-18.1%), *Eastmont* (-15.9%) and *Sobrante Park* (-9.2%). Except for *Durant*, all of these neighborhoods also saw a decline in Black median household income from 2000-2018. This rise in home values, and decline in income for the Black population, essentially locks communities out of future homeownership opportunities.

Without the safety net of homeownership, renters are at the whim of rent increases, housing unaffordability and other factors that influence one's risk of experiencing homelessness. Homelessness risk is prevalent among renters in all 11 neighborhoods, ranging from 12% of renters in *East Peralta* to 25% of renters in *Coliseum*, which speaks to the lasting impact of the foreclosure crisis and ongoing displacement across East Oakland.

Regional displacement, along with the foreclosure crisis, has exacerbated renters' vulnerability to experiencing homelessness. When people lose their homes or experience severe financial burden, they will likely turn to their family, friends, and wider community for support to meet their basic needs. For instance, churches and other institutions often provide a safety net for vulnerable community members by arranging informal living arrangements between patrons. A homeowner may take in a family friend who can no longer afford to pay their rent. However, as displacement has ravaged ethnic enclaves and forced long-term residents out of their neighborhoods, many social networks of support have altered or crumbled, leaving low income, severely rent burdened populations with nowhere to go. The erosion of social networks of support by the forces of displacement highlights the severe implications of displacement on communities' overall vulnerability, which includes homelessness risk, as well as the inability to quantify the full impact of this relationship.

The combination of redlining, racial housing covenants, and White flight restricted East Oakland residents' mobility, and locked entire neighborhoods out of financial opportunities-- both at the individual level in accessing financial services, and at the neighborhood level, where severe disinvestment occurred. The racialized foreclosure crisis then disrupted community networks by displacing longtime residents of color, and paving the way for regional displacement and increased homelessness risk. Intentional and discriminatory planning policies and practice have caused immense harm to East Oakland and its residents. This requires that moving forward, policy and planning in East Oakland must prevent and repair harm and injustice.

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