

Keeping “the Town” in Downtown:

An Assessment and Recommendations to Support Racial Equity in the Downtown Oakland Specific Plan



2018

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City of Oakland Planning Bureau

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I. Introduction

Throughout its history, the city of Oakland has been drawn and redrawn along the lines of race, with each evolution marked by major demographic and spatial transformation. Today, Oakland is amidst another transformation, one that offers its communities the promise of security and opportunity, or a continued legacy of struggle over power and access.

Downtown Oakland is at the heart of the San Francisco Bay, a region renowned for its remarkable abundance: its talent, culture, innovation, beauty, and diversity. Downtown Oakland has the potential of becoming a breadbasket for all of the city's communities, providing access to jobs, services, and goods to ameliorate the social, physical, and economic wellbeing of the city's most valuable resource: its people. However, while many look to the growing crop of skyscrapers downtown as a sign of abundance and progress for the city, many longtime residents regard these buildings as a symbol of doom. As new jobs flow in, and new people flock to the city as in decades past, many longtime residents ask, will there be places to live? Will there be small businesses, jobs and economic opportunity? Will there be access to arts & culture? How will the city retain the unique identity that has set it apart from the rest?

As the City of Oakland sets goals and lays out plans to shape downtown's future, it must not look past widening income, health, and opportunity gaps affecting Oakland's residents today. A racial equity framework is essential for ensuring that decisions today will improve conditions for all. Oakland's diverse residents, workers, and partners know that racial equity is much more than words in a values statement. Racial equity is a concrete outcome to be realized for Oakland's communities, and requires analyses and processes. For Oakland to achieve equitable development, equity must be embedded into the policy-making, program implementation and resource allocation decisions of the City government.

This report summarizes the findings of an assessment of equity impacts and recommendations designed to support an equitable Downtown Oakland Specific Plan. It represents a first step toward developing the practices the City needs in order to keep the promise of "the Town" – a place where people from all racial/ethnic backgrounds, income-levels, genders, abilities, can thrive – alive.

During the past 15+ months the Equity Team has supported a community engagement and equity process, which has centered the lived experiences, local knowledge, voices and visions of Oakland community members. Oaklanders spoke loud and clear about the importance of equity and inclusiveness in the Downtown Oakland Specific Plan (DOSPP) process for a city with Oakland's unique diversity, cultural history, growing innovation economy, and dynamic cultural assets. They shared the wisdom that comes only with the experience of growing up in the Town, making ends meet in the Town, and making it in the Town. They also shared strategies and ideas for getting from where we are and where we need to be for racial equity.

While many Oakland residents feel immense pride in, and connection to their deep cultural heritage, many do not see their communities, cultural identities, or artistic traditions represented or supported in planning documents to date, the Oakland that has been emerging in recent years, or conditions that are rapidly displacing longstanding residents.

This memo draws from over 15 months of community engagement, research and analytical processes that included in-depth interviews, community leader trainings, community asset-mapping, equity meetings, neighborhood meetings, disparity data analysis, and more. This memo aims to align these ideas, people, resources, vision, into a comprehensive set of recommendations, analysis, and strategies for institutionalizing racial equity and putting it at the very heart of making a “Downtown for everyone.”

II. Executive Summary

The greatest threat to racial equity in downtown Oakland is the rampant displacement of communities of color—the businesses, cultural spaces, nonprofits and homes that community members can afford.

When persistent disparities in income, housing cost burden, educational outcomes, transportation access, and health outcomes continue to worsen, market-driven development alone cannot mitigate these factors. Therefore, if downtown is meant to serve all the people of Oakland, its development priorities must be focused on utilizing its land use powers, infrastructure, cultural and civic investments, and its public lands to ensure the protection of people from displacement; the rehousing and repatriation of those who have been pushed out; the protection and investment in Oakland’s cultural heritage; a focus on youth; and a transparent and inclusive governance structure that prioritizes outcomes for people over capital.

The Equity Team analyzed the disparity indicators identified in the Downtown Oakland Disparity Report and concluded that three population lenses should be brought to bear in prioritizing strategies for the City to pursue in advancing racial equity through the Downtown Oakland Specific Plan (DOSP): residents and businesses most at risk of displacement from downtown; Oakland residents needing access to downtown; and historically & culturally relevant communities. These three population lenses informed the selection of the top options that can deliver on racial equity in downtown because they highlight many of the same challenges impacting economically disadvantaged African American, Asian and Pacific Islanders, Native American, and Latino residents.

The Equity Team made overarching procedural recommendations that will enable the realization of equity results from the implementation of the DTOSP [the detail of these recommendations can be found starting on page 76 of the full Racial Equity Impact Analysis].

Recommendation #1: Develop, codify and act upon a more nuanced understanding of Oakland’s communities of color.

Recommendation #2: Augment the attention to “place-keeping” and “placemaking” with a focus on “people” in the land use options by linking health equity, social, economic, and cultural outcomes with changes to the built environment.

Recommendation #3: Establish SMART (Specific, Measurable, Actionable, Relevant and Time-bound) goals for desired future conditions in the DOSP and clearly connect them with Implementation Strategies for the proposed land use options and specific equity targets.

Recommendation #4: Define collaborating departments and articulate specific mechanisms for collaboration.

Recommendation #5: Structure ongoing community engagement and accountability infrastructure to co-design and deliver on equity.

Recommendation #6: Apply and deepen the intersectional lens to the Downtown Oakland Specific Plan by explicitly considering health, local economic development, and long-term tenure of priority populations and businesses in all land use options and Implementation Strategies.

Recommendation #7: Establish transparent measurement and accountability systems within the DOSP for formal adoption and enforcement.

The Equity Team also evaluated the 115 strategy options identified by lead planners on the Downtown Oakland Specific Plan, Dover, Kohl and Partners, derived from a spectrum of stakeholder engagements, best practice research, and other research findings. Of these, the Equity Team prioritized 15 interrelated options that are predicted to yield the greatest racial equity improvements. These strategies were chosen to impact the racial disparities of the following burdens:

- Housing cost burden
- Homelessness
- Displacement
- Disconnected youth
- Transit frequency
- Business ownership
- Unemployment rate
- Median income

City staff identified an additional two options to address the disparity indicator (business ownership) that was not addressed with priority strategies in the original 15 identified by the Equity Team. The strategies that would address these disparities are characterized in the following table of prioritized options. Equity Team recommendations to modify the strategy options to strengthen potential racial equity impacts are shown in brackets.

Priority Racial Disparities and Selected Strategy Options

Disparity Indicator	Strategy Option	Strategy Option Text (with Equity Revisions)	Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/ Culturally Relevant Communities	Comments	Additional Relevant Disparity Indicators	Potential Impact(s)
Housing Cost Burden	Strategy Option 1.2.2	Direct public funding sources and resources to assist in the creation of new affordable housing in Downtown.	Requires modification	Requires modification	Requires modification	Local, state, and federal public funds should prioritize creating affordable housing for homeless or displaced former Oakland residents; pair public funds with public land dedication that prioritizes SROs and family units. Recommend creation of health guidance to ensure affordable housing located in safe spaces- not placed in areas which are exposed to higher risks of environmental pollution, such as in close proximity to freeways and vehicle traffic emissions.	New Development	Impacts to disparity indicators cannot be defined without refining discussion of public funding for housing programs as named in comments in assessment.
	Strategy Option 1.1.4	Create a streamlined development incentive program for downtown that features a set of pre-defined benefits to choose from that address the community's most pressing needs and goals.	Requires amendments	Requires amendments	Requires amendments	This option, along with options articulated in section 1.7, offers a lot of promise to equity in downtown Oakland -- IF the language reflects a meaningful commitment to identifying community priorities. Arriving at a set of the communities "most pressing needs and goals" will be a political process and the City will have to courageously work across diverse groups to arrive at common ground. In the long term this will be a major "PRO" for Oakland residents, the City, and downtown itself by building stronger community support for the long-term, strengthening the existing character of downtown Oakland, reducing disparities and subsequently helping to reduce related external costs. Recommend including more specific language related to community leadership (supported by City staff as needed) in the development of the program. Zoning incentive Programs have proven to be very effective at addressing community needs when done thoughtfully with community partnership. A formalized Zoning incentive program policy would have to establish an administrative oversight program that works closely with community organizations and stakeholders, including relevant Council districts, to ensure equity is upheld, that tenancies and affordability are monitored and maintained over time, that transparent and accountable assignments of space are made and reflect community priorities. Common, consistent definitions of community-desired benefits (affordable housing, affordable commercial/small business space, affordable arts, culture and nonprofit space), and what constitutes sufficient community engagement, will be helpful for achieving consistency in expectations with developers and the Planning Commission.	New Development, Cultural space, artists space	Impacts to disparity indicators cannot be defined without greater specificity in strategy's intent and addressing comments in assessment.

Disparity Indicator	Strategy Option	Strategy Option Text (with Equity Revisions)	Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Additional Relevant Disparity Indicators	Potential Impact(s)
Housing Cost Burden	Strategy Option 2.2.1	Create an affordable housing policy that sets aside units for individuals who meet [specific] income & occupational requirements.	Promising	Promising	Promising	Set a specific target that a quarter of all future residential development to be affordable housing. Given that the timeframe of this (3-20 years) production does not address current crisis and artist needs (25% of Oakland artists have already been displaced according to Cultural Arts Department 2018 survey), the City should develop low/mod artist households and rely on affirmative marketing/targeting to have racial equity outcomes.	Displacement Index, Artist Displacement, Map of Arts, Cultural, and Entertainment Districts	This strategy would reduce racial disparities and benefit all stakeholder groups by increasing affordability downtown.
	Strategy Option 1.6.8	Explore expanded use of the community land trust model in downtown to establish "shared equity" home ownership (and wealth-building) opportunities for low- and moderate-income households.	Promising	Promising	Promising	Cultural easements or other considerations for Indigenous Peoples rights to land, habitat, and stewardship need to be considered; utilize small sites grant program (like SF has), bond financing to do acquisition of existing 'naturally occurring affordable housing' and dedicate land to Oakland Community Land Trust to preserve affordability permanently. This can include ownership, rental, commercial, and cultural space.	Owner vs. Renter Population, Displacement Index	This strategy would reduce racial disparities and benefit all stakeholder groups by increasing access to affordable housing and community control over land.
Homelessness	Strategy Option H-2.2	Provide additional shelters and services for homeless residents.				No strategy prioritized by Equity Team to address this disparity; strategy identified by City staff		
	Strategy Option H-2.4	To ensure habitability standards for residents, consider pro-active residential inspections for all residential rental properties, including residential hotels (SROs).				No strategy prioritized by Equity Team to address this disparity; strategy identified by City staff		
Displacement	Strategy Option 3.1.4 & Strategy Option 3.2.6	Provide assistance to support small, locally-owned, businesses, and businesses owned by people of color. Establish [protections for these owners/spaces by] means of regularly tracking the metrics that support Outcome 3.1, such as the number of nonprofit organizations, or small, start-ups, minority-owned, businesses in downtown (criteria would need to be defined).	Promising	Promising	Promising	Assistance to small and locally-owned businesses of color has solid potential to support the targeted cultural communities, by tracking those at risk of displacement based on measurable criteria so that they can be prioritized in the assistance. Coordinate with existing/soon to be implemented efforts like BAMBD CDC/OAACC/BAOBAB TAP program; leverage state, federal and private funding sources. Pair with CBA spaces, City-owned properties to support affordability. Utilize both quantitative data in tracking metrics, and qualitative data to prioritize cultural values and racial equity. These metrics can measure progress, allow for adjustments to current efforts, and identify new strategies to pilot focused on vulnerable populations.	Map of Arts, Culture, and Entertainment District	This strategy would reduce racial disparities across majority of stakeholder groups, but needs refinement in implementation to thoroughly support relevant communities and develop mechanisms to maintain communication and connections with relevant communities

Disparity Indicator	Strategy Option	Strategy Option Text (with Equity Revisions)	Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Additional Relevant Disparity Indicators	Potential Impact(s)
Displacement	Strategy Option 2.1.3	Provide support for Black-owned businesses in the Black Arts Movement Business District (BAMBD), and promote support the district with marketing and branding materials, including signage, banners, and historical markers	Uncertain	Promising	Uncertain	This has far-ranging equity implications. Could help leverage existing and ongoing grantmaking. Aligns with Cultural Equity target of Cultural Affairs Department. Aligns with District 3 goals for BAMBD. Would help create sense of "destination" needed for tourism and thriving retail corridor. Could create increased funding opportunities for artists, cultural venues, and small business. Could encourage African Americans in other parts of Oakland to patronize DTO. Could become a national model for cultural diversity retention and economic development. This could be promising if Black owned businesses stabilized by locating them in city-owned, self-owned, community-controlled or rent-restricted buildings, and coupling stable tenancy with small business support and access to capital. Without these other supports, improvements could lead to rent hikes and displacement.	Map of Arts, Cultural, and Entertainment Districts, Public Realm Improvements	Impacts to disparity indicators cannot be defined without greater specificity around how this approach protects cultural legacies for relevant populations, but can improve community control for historically disenfranchised populations.
	Strategy Option 2.1.4 or Strategy Option 2.1.5	Support the creation of a Chinatown Cultural Heritage District. [Alternative to Plan Option 2.1.4] Maintain Chinatown as a Naturally Occurring Cultural District (NOCD), while providing support to local ethnic businesses and existing cultural institutions.	Uncertain	Uncertain	Promising	This has broad equity implications. Would require input and co-development with existing neighborhood organizations, i.e., Chinatown Coalition. Must prioritize provisions to prevent displacement of small business and low-income/monolingual Senior population, which aligns with the Cultural Equity focus of Cultural Affairs. Could create increased funding opportunities for artists, cultural venues, and small business. To deliver on equity for residents & businesses of Chinatown, must result in community ownership of land or rent stabilization, and cultural investments and TA with intended result while also boosting economic viability of existing businesses and foot traffic.	Map of Arts, Cultural, and Entertainment Districts, Public Realm Improvements	Impacts to disparity indicators must be defined through greater specificity around how this approach will protect cultural legacies for relevant populations, improve community control for historically disenfranchised populations, and preserve cultural legacies of marginalized groups.
	Strategy Option 2.2.2	Continue leasing city-owned properties downtown at below-market rents for arts and culture uses utilizing the City's existing process.	Promising	Promising	Promising	This seems like a no-brainer from an equity perspective, but it should be noted there are only a few City-owned spaces, such as Betti Ono and Pro Arts-- the City needs to prioritize buying more real estate for this purpose (such as the vacant Norman Marks Health Club on 14th St.) if it wants to retain artists and cultural spaces. This is a critical tool but must include affirmative targeting tool to reach artists of color or displaced Oakland artists, and it must offer long term leases to allow these spaces to make capital investments in the build out of their spaces (not possible with limited term leases)	Artist Displacement, Map of Arts, Cultural, and Entertainment Districts	This strategy would reduce racial disparities and benefit all stakeholder groups by increasing access to downtown's cultural landscape.

Disparity Indicator	Strategy Option	Strategy Option Text (with Equity Revisions)	Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Additional Relevant Disparity Indicators	Potential Impact(s)
Displacement	Ideas to Explore Further (i.e., "parking lot")	Increase funding and support for arts & culture programs and organizations, particularly for ethnic minority groups and artists of color, by reallocating Measure C Funds (TOT/Hotel Tax) [which would require a ballot initiative] .	Promising	Promising	Promising	This was a strategy that was supported by many in the Arts & Culture CSL meeting in February. More detail would be needed in terms of the actual amount of reallocation - and how funds would be distributed. Aligned to this strategy is increasing the total TOT pot of funds in general by encouraging equitable hotel development and/or changing existing Airbnb policies to increase taxes City takes.	Map of Arts, Cultural, and Entertainment Districts	
	Strategy Option 1.3.10	Encourage activity and use of public spaces by designing and implementing a new [multilingual] wayfinding system [that is mindful of different education levels and disability access].	Promising	Promising	Promising	Recommend upgrading to ensure wayfinding system is in multiple languages and caters to multiple disability needs. Process for prioritizing wayfinding/signage should forefront vulnerable populations, culture and history (for example making sure signage around Chinatown, KONO, or BAMBD are not at the bottom of the priority list). This option should be coordinated with cultivation of arts/cultural districts, i.e. signage for BAMBD, Arts + Garage, etc. Potential funding sources include OakDOT and /or state/federal grants and private foundations.	Map of Arts, Culture, and Entertainment Districts	This strategy, as presented, would improve access to downtown communities.
Disconnected Youth	Strategy Option 3.3.1 & Strategy Option 3.3.3	Leverage Downtown development to provide jobs for Oakland residents of all education and skill levels. Support the expansion of job training programs and use of existing programs in the downtown area.	Uncertain	Promising	Uncertain	If the commitment is that all residents have the outcome of being job ready and securing employment (versus the potential for that to occur) then specific actions will need to be taken that elevate the barriers facing the hardest to employ, working in partnership with community and workforce sector agencies that have developed promising practice in this arena. There is no mention of entrepreneurship, startups, innovation, or training for STEM and STEAM towards establishing downtown and a center of Oakland's innovation. The increase in programs could provide a boost to downtown residents in search of employment opportunities. For this to be realized, attention will need to be focused on populations of concern. Potential tools utilized: coordinate with BAMBD CDC TAP and similar programs.	Unemployment Rate, Median Household Income, New Development, Working Poor, Educational Attainment	Impacts to disparity indicators cannot be defined without concerted efforts to expand economic opportunity to relevant populations.
	Strategy Option 3.1.3	Encourage youth activities and opportunities Downtown, including integration with the citywide Oakland Promise program.	Uncertain	Promising	Uncertain	This has to go hand in hand with rent affordability for youth-serving organizations and businesses as well as an ethos of acceptance that allows young people to do the things youth like to do (for example skateboarding, scraper biking, playing music, gathering in plazas) so that youth from the neighborhoods don't feel they are being watched, profiled, or unfairly targeted by local business owners, police, and general public. Bringing additional equity criteria to existing programs has the potential to benefit young people in the target populations of downtown residents at risk of displacement and cultural communities. Downtown's central proximity to public transportation is accessible for youth.		Impacts to disparity indicators cannot be defined adequately without addressing concomitant issues that impact disconnected youth, such as residential instability and poverty.

Disparity Indicator	Strategy Option	Strategy Option Text (with Equity Revisions)	Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Additional Relevant Disparity Indicators	Potential Impact(s)
Transit Frequency	Strategy Option 3.5.6 / Strategy Option 3.5.7	Work with transit agencies to develop a low-income transit pass to reduce the cost of transit fare[, particularly for priority populations]. Leverage new development to fund increased AC Transit bus service on key routes that connect East Oakland to downtown with tools such as impact fees or requirements to provide transit passes to residents. Alternatively, enact a fare-free zone for all buses within the Downtown area.	Promising	Promising	Promising	Reduced fares create improved access for a wide range of populations to participate in the economic activity of Downtown Oakland.	Public Realm Conditions, Transportation Modes to and from Downtown, Race/Ethnicity of AC Transit and BART riders	This strategy would reduce racial disparities and benefit all stakeholder populations by making public transit more affordable and removing or lowering barriers to transit service for relevant populations.
Business Ownership	Strategy Option 3.1.1 (Re-numbered: Strategy Option J-1.1)	Pursue reinvestment of ongoing revenues generated in Downtown to support Downtown-focused efforts related to small, local businesses and businesses owned by people of color.	Uncertain	Uncertain	Promising	While this strategy could support historically relevant cultural communities, to ensure that it could benefit residents and businesses at risk of displacement would require a targeting mechanism which would prioritize existing downtown constituents who show indicators for high risk of displacement. Are there mechanisms to also help retain non-profit/service providers of color as well? [Strategy identified by City staff (no strategies prioritized by the equity consultant for Business Ownership)]	Map of Arts, Cultural, Entertainment Districts, Displacement Index, Artist Displacement	Impacts to disparity indicators cannot be defined without considering impact on affordable housing and displacement.
	Strategy Option 3.1.4 (Re-numbered: Strategy Option J-1.4)	Provide assistance to support small, locally-owned businesses, and businesses owned by people of color.	Uncertain	Promising	Promising	Assistance to small and locally-owned businesses of color has solid potential to support the targeted cultural communities, but could still have negligible effect on those at risk of displacement if they are not identified based on measurable criteria so that they can participate (or better yet, be prioritized) in the assistance. potential tools utilized: Coordinate with existing/soon to be implemented efforts like BAMBDC CDC/OAACC/BAOBAB TAP program; leverage state, federal and private funding sources [Strategy identified by City staff (no strategies prioritized by the equity consultant for Business Ownership)]	Map of Arts, Culture, and Entertainment District, Displacement Index	This strategy would reduce racial disparities across majority of stakeholder groups, but needs refinement in implementation to thoroughly support relevant communities.
Unemployment Rate	See Strategies 3.3.1 and 3.3.1, also listed under Disconnected Youth							
Median Income	See Strategies 3.3.1 and 3.3.1, also listed under Disconnected Youth							
Additional Priority	Strategy Option 1.7.1	Develop a citywide Specific Plan Implementation Committee with [broad community special attention to representation from African American, Asian American, Latinx, LGBTQ and disability access] participation.	Requires Modification	Requires Modification	Requires Modification	The DOSP Implementation Committee in and of itself is a promising idea. To ensure equitable implementation, ensure this body matches the recommended criteria set forth below. The Planning Commission is appointed by the Mayor and is not representative of all community stakeholders' interests (i.e., flatlanders, low-income, communities of color). A new body could address this disparity by establishing majority of members from groups experiencing greatest disparities: African American, Latinx, Indigenous, API, disability, and LGBTQ communities.	N/A	N/A

III. Context for Racial Equity Work

The City of Oakland is creating the *Downtown Oakland Specific Plan*, a plan to guide future development in Downtown Oakland over the next 20-25 years. The aim is for the *Downtown Oakland Specific Plan* to help “steer Downtown to a future condition that embraces its remarkable potential in service of its many residents, workers, and visitors.”¹ City leaders, staff, and their partners will rely on this long-range policy document to articulate the community’s shared vision for Downtown, and relevant development goals, targets, strategies and measures for implementing the City’s General Plan (last updated 1998) in the Downtown neighborhoods.²

City leaders working to create the *Downtown Oakland Specific Plan* have named *racial equity* a priority for the planning process and outcomes. Oakland, California, is one of the most racially diverse cities in the country.³ Much of the city’s character, economy and strengths are built upon its rich multicultural history, centering Indigenous, Black, Latinx, and Asian communities. Downtown is comprised of a diverse set of neighborhoods, a burgeoning local economy and access to a regional transportation network that promises a multitude of social and economic opportunities in Oakland. City leaders recognize that “Downtown’s success as an economic, social, and cultural engine” rests not only upon “the success of the many unique neighborhoods Downtown,” but also on Downtown’s ability to connect Oakland’s diverse residents with the social, economic, and cultural opportunities they need to thrive.⁴

A. Racial Equity

“Racial equity is the condition that would be achieved if one’s racial identity no longer predicted, in a statistical sense, how one fares” (Potapchuk et al. 2005).⁵ Advancing racial equity requires attention to ways that *all levels of systems and institutions* promote or prevent opportunity for individuals and communities based upon racial identity. It involves ensuring that mechanisms are in place to promote fair and just inclusion in all decisions or actions that influence community outcomes.

In 2017, the City of Oakland Department of Race and Equity articulated the City’s vision for equity:

“Equity will be realized when identity – such as race, ethnicity, gender, age, disability, sexual orientation or expression – has no detrimental effect on the distribution of resources, opportunities, and outcomes for groups or members in a society.”

– City of Oakland Department of Race and Equity, 2017

¹ City of Oakland, Downtown Oakland Specific Plan, “Plan Options Memo,” May 23, 2018 Draft, page 2.

² City of Oakland, City of Oakland General Plan, last updated 1998. Accessed at <http://www2.oaklandnet.com/government/o/PBN/OurServices/GeneralPlan/DOWD008821>.

³ NBC News. “Where is the Most Diverse City in the US?” <https://www.nbcnews.com/news/us-news/where-most-diverse-city-u-s-n577936>. May 10, 2016. Accessed July 2, 2018.

⁴ City of Oakland, City of Oakland General Plan, last updated 1998.

⁵ W.K. Kellogg Foundation, “Glossary,” Racial Equity Resource Guide, accessed July 2, 2018. <http://www.raciaequityresourceguide.org/about/glossary>.

B. Planning to Advance Racial Equity

Urban planning processes and policies designed to shape the natural and built environments of a city, naturally influence the social and economic landscapes there, as well. Planning policies have the power to create or limit opportunity for residents, and produce outcomes related to wellbeing and wealth. In the United States, a long history of policies and plans related to housing, transportation, and economic development has resulted in patterns of segregation and systematic disinvestment in communities of color.⁶ These decisions have led to significant racial disparities in cities and metropolitan regions across America, as is the case in Oakland, California.⁷

City leaders working to integrate racial equity into the DOSP recognize that the tools that have helped to create and deepen racial inequities can be applied strategically to advance racial equity.

Specific plans are an important tool for addressing racial equity. A *specific plan* is a policy tool that guides the planning and development of a defined geographic area within a local jurisdiction. Specific plans offer cities the opportunity to create guidelines and consistency for development across the parcels within neighborhoods, without having to make sweeping changes at the citywide level. Communities can build unique places within cities that address local character and serve community needs, while at the same time ensuring that development complies with local and state requirements. This includes requirements regarding land use, transportation, and other related issues, as well as the objectives, policies, and implementation measures laid out in the local general plan. Specific plans articulate specifically how community development priorities will be upheld and operationalized through studies, staff procedures, permits, actions, measures, and other actions by government and partners.⁸

Specific plans offer a critical opportunity for residents, workers and other important stakeholders in a designated area to define and plan for the social, economic and physical infrastructure they need to thrive. By guiding the type and extent of physical changes allowed in a neighborhood area, specific plans can identify and respond to community needs at a scale that can be lost in a larger, citywide plan. Specific plans influence what services and supports are available and accessible in neighborhoods, including such vital resources as education, jobs, and healthy foods. For an area serving a racially diverse population, policies can be designed and prioritized to support the specific needs of different groups related to strengthening social connections, providing appropriate economic opportunities, and promoting safety and healthy living.

Despite the promise of specific plans to deliver on racial equity, few (if any) specific plans have been designed with this purpose. American cities in recent years have begun to recognize the social and

⁶ Xavier de Sousa Briggs geography of opportunity

⁷ See current conditions analysis

⁸ California Governor's Office of Planning and Research, "The Planner's Guide to Specific Plans," January 2001, http://opr.ca.gov/docs/specific_plans.pdf.

economic impacts of planning policy, and many have taken on efforts to incorporate equity into plans.⁹ Pioneers and models for this work include Seattle, WA and Richmond, CA – two cities which offer rich lessons for Oakland, CA.

MODELS

Two cities – Seattle, Washington and Richmond, California – pioneered equity-focused planning in different ways over the past decade. In Seattle, local leaders adopted a resolution declaring race, social equity and equitable development to be pillars for their Comprehensive Plan update.¹ Agencies worked in collaboration with communities to define, review, and refine analyses and policy language. The final plan included explicit consideration and attention to racial equity in its growth scenario analyses and each of its elements.¹ Richmond's General Plan update process began in 2006 with goals to be the first city in California to address issues related to health equity. The Richmond General Plan update was ultimately adopted in 2011, but not until extensive planning and piloting of implementation projects across the city. In this time, significant investments were made in developing City leadership, building staff capacity to understand and address issues of equity, and outreaching to the community both directly and through existing partnerships. Today, the City of Richmond is well into its implementation process, and is recognized nationally for its leadership with Health in All Policies (HIAP) efforts tied to equity.¹

Oakland's efforts to address equity through planning are fitting for a city recognized widely for its diverse community and progressive leadership. Oakland is home to some of the nation's most influential grassroots organizations and campaigns for justice and has a strong history of racial justice activism and social innovation characteristic of many cities in the San Francisco Bay Area. The City has had a Department of Race and Equity since October 2016, reflecting the jurisdiction's recognition and acknowledgment that systemic racial disparities exist and that now is the time to focus on their elimination.

C. Planning for Racial Equity in Downtown Oakland

The City of Oakland launched its Downtown Specific Plan process in 2015 with support from lead consultants Dover Kohl of Miami, Florida and local firms Strategic Economics, Toole Design Group, Opticos, Urban Planning Partners, and Fehr & Peers. In the early stages of planning, social equity emerged as a community priority, prompting the City to bring on a social equity consultant team. In 2017, the "Equity in Downtown Oakland" Team (EQTDTO Team) – organized by the Institute for Sustainable Economic, Educational and Environmental Design (ISEEED) – partnered with the City to provide subject matter expertise on equitable community engagement and equitable development in Oakland. City staff worked to integrate recommendations from the EQTDTO Team into existing Downtown Oakland Specific Plan (DOSP) planning processes.

⁹ American Public Health Association, "Improving Health Through Transportation and Land-Use Policies," November 10, 2009, accessed July 2, 2018. <https://www.apha.org/policies-and-advocacy/public-health-policy-statements/policy-database/2014/07/31/08/21/improving-health-through-transportation-and-land-use-policies>.

In May 2018, the City and its planning consultants completed a draft outline and framework for the Downtown Oakland Specific Plan, called the *Plan Options Memo*. The *Plan Options Memo* was developed in response to input received from the community, partner agencies and staff from key City departments, and intends to reflect the racial equity priorities of a highly diverse community.

To weave equity priorities into the *Plan Options Memo*, the City invited the EQTDTO Team to assess racial equity in the draft plan. The EQTDTO Team reviewed the draft plan in June 2018 and conducted a rapid assessment of the draft. City Staff plan to integrate recommendations from the rapid assessment into the Preliminary Draft Plan to create an integrated draft plan for public review in late 2018. A full draft of the *Downtown Oakland Specific Plan* will undergo environmental impact review in 2019 prior to adoption anticipated in summer 2020.

D. This Report

This memo summarizes findings from the rapid assessment of the *Plan Options Memo*, drawing from the expertise of the equity consultants and the wisdom of community stakeholders. This memo also outlines recommendations to build upon the content of the *Plan Options Memo* to consider in the creation of the Preliminary Draft Plan.

Relevant Terms

Specific Plan

A Specific Plan is a public policy document designed to guide the growth of a neighborhood or another specific area over the long term. Specific Plans link the community's relevant goals for a specific area with the existing plans for the larger jurisdiction in which the area is located – such as a city, county, or state.

Plan Options Memo

The *Plan Options Memo* is an interim outline and framework of the Downtown Oakland Specific Plan (DOSP). Drafted by the City's planning consultants in May 2018, with guidance from the City of Oakland Department of Planning and Building, the *Plan Options Memo* includes goals and strategies recommended for future Downtown development. The *Plan Options Memo* aims to reconcile best planning practices with community priorities and current social conditions and economic trends.

Racial Equity^{10 11}

¹⁰ "Glossary," Racial Equity Resource Guide, accessed July 2, 2018.
<http://www.racialequityresourceguide.org/about/glossary>.

¹¹ Potapchuk, M., Leiderman, S., Bivens, D. and Majo, B. "Flipping the Script: White Privilege and Community Building." 2005; accessed at <http://racialequitytools.org/glossary#institutional-racism>

Racial equity is “the condition that would be achieved if one's racial identity no longer predicted, in a statistical sense, how one fares. When we use the term, we are thinking about racial equity as one part of social justice, and thus we also include work to address root causes of inequities, not just their manifestation” (Potapchuk et al, 2005).

Institutionalized Racism¹²

“Institutional racism refers specifically to the ways in which institutional policies and practices create different outcomes for different racial groups. The institutional policies may never mention any racial group, but their effect is to create advantages for whites and oppression and disadvantage for people from groups classified as people of color” (Potapchuk et al., 2005).

Racial Equity Impact Assessment (REIA)

An REIA is a systematic evaluation of how a proposed policy, plan or project will affect different racial and ethnic groups. REIAs are strategic tools employed to prevent or mitigate the unwanted racist impacts of proposed actions, and to help stop or reverse historic inequities that have created current conditions.

Displacement¹³

“The outmigration of low-income people and people of color from their existing homes and neighborhoods due to social, economic, or environmental conditions that make their neighborhoods uninhabitable or unaffordable.”

Gentrification¹⁴

“A profit-driven racial and class reconfiguration of urban, working-class and communities of color that have suffered from a history of disinvestment and abandonment...’An urban development process that ‘involves the social, economic, and cultural transformation of historically disinvested urban neighborhoods.’”

¹² Potapchuk, M., Leiderman, S., Bivens, D. and Majo, B. “Flipping the Script: White Privilege and Community Building.” 2005; accessed at <http://racialequitytools.org/glossary#institutional-racism>

¹³ Ibid: 42.

¹⁴ Prevention Institute. (October 2015). “Healthy Development without Displacement: A Summit of the Healthy, Equitable, Active Land Use Network,” 11, 41. Accessed on July 2, 2018 at, <https://www.preventioninstitute.org/sites/default/files/uploads/Healthy%20Development%20without%20Displacement%20HEALU%20Network%20Summit%20Report.pdf>

IV. Purpose and Focus of this Racial Equity Assessment

A. Purpose

The purpose of this memo is to review the *Plan Options Memo (v. 5.23.18)* “to assess the potential impacts of the proposed strategies on vulnerable populations, particularly people of color, and provide recommendations for choices and alternative strategies that can create more beneficial impacts to those communities” (City-I-SEED Scope 2018).¹⁵

The City will publish this memo as part of the *Plan Options Memo*; together they will inform the preliminary draft of the Downtown Oakland Specific Plan.

B. Focus: The Plan Options Memo

The working draft *Plan Options Memo* presents “...plan options designed to reveal a relationship between the community’s desired outcomes, the existing context (including disparity indicators and barriers to success), and initial plan options for the Downtown Oakland Specific Plan that will steer Downtown to a future condition that embraces its remarkable potential in service of its many residents, workers, and visitors. Trade-offs of various draft proposals are discussed to facilitate the selection of draft plan concepts and ensure that final recommendations for the Specific Plan achieve equitable results” (Draft Plan Options Memo, City of Oakland 2018).¹⁶

The overarching theme of the Specific Plan is to make Downtown Oakland a place where diverse communities have a safe, vibrant, and healthy place to thrive; where diverse voices and forms of expression flourish; and where diverse opportunities for economic growth, prosperity, and mobility are inclusive and accessible to all.

The *Plan Options Memo* is guided by three goals:

- Goal 1: Enhance the quality of life for all of Downtown’s residents, workers, and visitors through inclusive and accessible housing, thoughtful urban design, and high-quality infrastructure, services, and public amenities.
- Goal 2: Preserve and promote creative arts and cultural heritage Downtown.
- Goal 3: Connect all of Oakland and the region to a wide variety of jobs, resources, and accessible commercial spaces that serve the needs of current and future Oaklanders.

Plan goals were developed collaboratively between City, consultants and the community. Outcomes were driven by community input, and strategies from a mix of consultant input and community expertise.

¹⁵ I-SEED and City of Oakland 2018 Scope of Work

¹⁶ City of Oakland, 2018

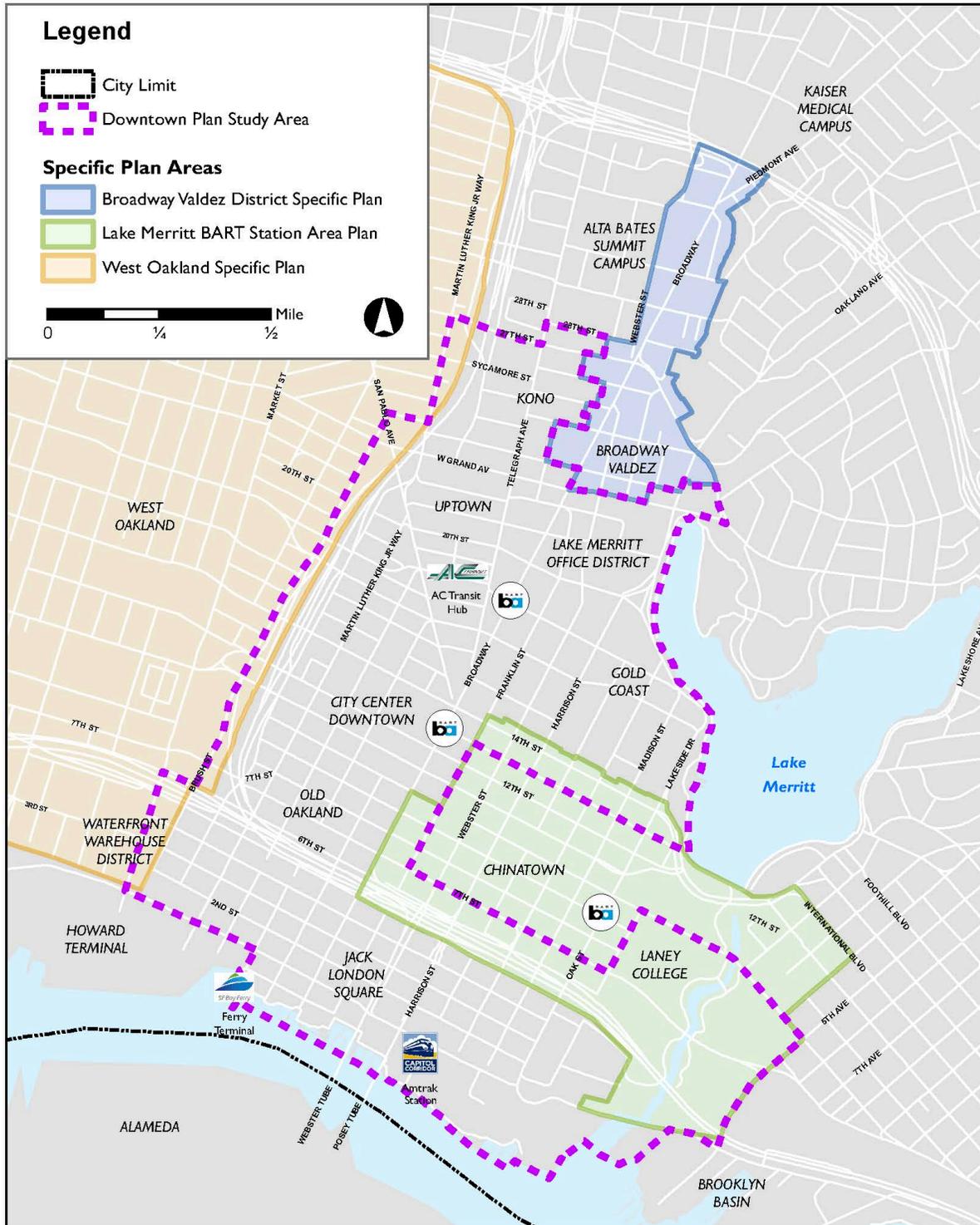
The working draft of the *Plan Options Memo* includes a list of ten potential Focus Areas in Downtown neighborhoods and four related Mobility Corridors for the Downtown area. Each Focus Area included two or three options or “land use options”. Each option was linked with the three overarching Plan goals. The City included a list of more than 115 potential implementation strategies linked with various outcomes.

C. Downtown Area

The Plan Options Memo focuses on development in the downtown neighborhoods of Oakland. The City of Oakland’s defined Plan Area is mapped on the following page. The area is bounded by 27th Street and 28th Street in the KONO neighborhood to the north, Brush Street and a portion of Market Street bordering West Oakland to the west, the Oakland Estuary and a portion of the Embarcadero along Jack London Square to the south, and to the east, the western shore of Lake Merritt and the Lake Merritt Channel extending south to Laney College.

The area excludes Chinatown and Broadway/Valdez neighborhoods because of their inclusion in other specific plans that have been completed in recent years. The Lake Merritt Specific Plan, for instance, focuses on the Chinatown area between 7th Street and 13th Street, running from Franklin to International and 4th Avenue. This Chinatown neighborhood is surrounded on three sides by the Downtown Oakland Specific Plan boundaries. The Broadway Valdez Specific Plan focuses on the blocks surrounding Broadway north of West Grand and east of the KONO neighborhood. The West Oakland Specific Plan addresses development west of Brush Street along the entire western border of the Downtown Oakland Specific Plan area.

This assessment refers to “Downtown Oakland” and “the Downtown area” as inclusive of the official Downtown Oakland Specific Plan (DOSP) Boundary Area, as well as parts of the Chinatown and Broadway/Valdez areas included in Lake Merritt and Broadway Valdez Plans. This definition, while inconsistent with the City’s official boundaries of the Downtown Oakland Specific Plan area, is more reflective of how Oakland communities and Downtown residents define Downtown.



Downtown Specific Plan Study Area and Nearby Adopted Specific Plans

FIGURE 1: MAP OF DOWNTOWN OAKLAND SPECIFIC PLAN AREA

"We definitely have this continued battle for land and power basically is what's going on in Downtown Oakland right now. We have Chinatown, for example, has been displaced over and over and over for the last hundred forty years, right. And so you have this constant battle between you know, who has a right to be here in the center of the city. And so, you know, now that developers and businesses and corporations finally want to be here and invest in Oakland, you have the people who have been here for hella long you know, who've created this city, the working class of the city, now fighting just to stay and to be a part of the renaissance."

-- Lailan Huen Chinatown Coalition
(2017 EQDTCO community survey)

V. Assessment Methodology

Too often, policies and programs are developed and implemented without thoughtful consideration of racial equity. When racial equity is not explicitly brought into operations and decision-making, racial inequities are likely to be perpetuated. Racial equity tools – like Racial Equity Impact Assessments (REIAs) provide a structure for institutionalizing the consideration of racial equity.¹⁷

Like other social impact assessment methodologies, REIAs focus on identifying the future consequences of current or proposed decisions, such as policies, programs, plans or projects. Specifically, REIAs look into ways that low-income communities of color will be affected by proposals and identify ways potential harms can be mitigated and benefits supported or improved. REIAs are products and processes designed to integrate explicit consideration of racial equity in decisions, including policies, practices, programs, and budgets. REIAs can lead to the development of strategies and actions that reduce racial inequities and improve success for all groups.

This memo reflects the findings from a modified-REIA conducted by a group of consultants with expertise in a range of issues and strategies related to racial equity, with input from City staff. The review and recommendations were developed over a rapid, 6-week timeline occurring in May-June 2018 and edited in October 2018 following discussions with the City in September 2018. The modified REIA involved external, desktop review of the City's draft policies and plans, available records from past community input, and contributions from community stakeholders during a focus group meeting in May 2018, in which draft policies and plans were previewed. The EQDTCO Team developed and added an addendum of priorities to the modified REIA in October 2018 by request of City staff.

This assessment resulted in numerous outcomes, including the:

¹⁷ Center for Social Inclusion and Haas Institute for a Fair and Inclusive Society, "Racial Equity Toolkit: An Opportunity to Operationalize Equity," September 2015, accessed July 2, 2018. https://www.racialequityalliance.org/wp-content/uploads/2015/10/GARE-Racial_Equity_Toolkit.pdf.

1. Identification of Racial Inequities in Downtown Oakland.

The EQTDTO Team summarized both existing and historic racial inequities related to Downtown Oakland by drawing together research from external reports (cited later in this report), qualitative data gathered at community meetings during the planning process, and materials provided to the consulting team by the City, including:

- Downtown Oakland Specific Plan Public Input Report: Creative Solutions Labs & Neighborhood Design Sessions. Prepared by Dover, Kohl & Partners. March 2018.
- *Downtown Oakland Disparity Analysis*. Prepared by City of Oakland Planning Bureau. January 2018.
- *SWOT Analysis of DOSP Process*. EQTDTO Team led by I-SEED. April 2017.
- Priority Development Area Profile Report, Downtown Oakland Specific Plan: Existing Conditions. Prepared by Dover, Kohl & Partners, Opticos, and Strategic Economics, Inc.
- *Existing Conditions Analysis* Prepared by Dover, Kohl & Partners, Opticos, and Strategic Economics, Inc.

To identify relevant racial inequities, the EQTDTO Team reviewed current and past data on racial groups in Oakland and specifically in the Downtown area; social, economic and health outcomes in Oakland by race; and trends related to demographic and environmental change in Oakland. The EQTDTO Team investigated historic root causes for these trends and documented how the built environment played a role. The EQTDTO Team looked to the perspectives of Oakland residents to identify priority issues and concerns related to disparities and root causes.

2. Identification of Priority Stakeholders for Racial Equity in Downtown Oakland

To meaningfully evaluate the impacts of the complex, multidimensional plan on Oakland's people of color, the EQTDTO Team identified priority stakeholder groups for the DOSP to arrive at a more nuanced understanding of the impacts of the *Plan Options Memo*. The Team assembled data regarding these groups to help describe their unique concerns and common needs.

3. Review of *Plan Options Memo* draft and related addenda

The EQTDTO Team reviewed the *Plan Options Memo* to understand the plan's content and organization. The team met with the City on several occasions to clarify ambiguities, understand goals behind the memo's content, inquire about the upcoming plans for community engagement, and confirm the status of content creation and finalization for the DOSP.

4. Planning and implementation of Focus Group meeting

Drawing from its understanding of priority stakeholders, DOSP community engagement history and findings, and details related to the Plan Options Memo, the EQTDTO Team identified a purpose and productive outcomes for a meeting to engage priority stakeholders in the equity assessment of the working draft Plan Options Memo. The team developed recommendations for the structure and content of the meeting, including desired inputs from the community and possible questions to elicit feedback.

As part of the planning, the EQTDTO Team supported the City’s outreach for the Focus Group meeting by identifying potential stakeholders to include in the City’s standing Community Advisory Group (CAG) meeting, and leading outreach to a list of stakeholders approved by the City. A detailed summary of the outreach strategy is included in this report and its appendices. Following approval from City representatives, the EQTDTO Team supported the City’s efforts around meeting coordination, provided feedback on City presentation content, prepared and presented materials to the community, and co- led community focus group discussions with City staff.

The EQTDTO Team reviewed meeting notes and identified both (1) immediate takeaways for the assessment and (2) relevant findings related to the overall community engagement process and developed a brief but comprehensive summary and timeline of what has been done to-date as part of the specific plan process to engage the identified stakeholders. The EQTDTO Team has also consistently analyzed who has been missing from the conversations, how these groups can be engaged, and benchmarks for inclusive engagement activities that have been or will be conducted related to the specific plan and accompanying racial equity impact analysis.

5. Analysis of adverse and equitable impacts in Proposed land use options and Implementation Strategies

The EQTDTO Team reviewed the *Plan Options Memo* Development Scenarios and Strategies to project potential racial equity impacts on the priority stakeholder populations based upon: (1) the language included in the *Plan Options Memo* draft and related materials, (2) the City’s plan for continued development of the DOSP, (3) key findings from the identification of priority stakeholders, (4) summary of racial inequities, (5) identification of Focus Group meeting takeaways vis-à-vis community engagement process leading to it, and (6) the team’s individual and collective expertise as experts in racial equity on issues related to the DOSP.

Key questions driving the analysis included:

- What positive impacts on equity and inclusion, if any, could result from this proposal?
- What adverse impacts or unintended consequences could result from this proposal?
- How will stakeholder groups be affected?
- What modifications would improve the equity impact of this proposal?

Each of 30+ development options and 115+ strategy options were assessed for potential impacts. Analyses for each were developed. Given the breadth of content in the *Plan Options Memo*, the EQTDTO Team developed a color scoring system to assist in understanding the projected impacts of proposed land use options and implementation strategies:

- ❖ “Green” indicates positive potential for closing disparities.
- ❖ “Yellow” indicates an uncertainty related to impact, often due either to vaguely worded proposals or insufficient information. In these instances, next steps were included.
- ❖ “Red” indicates a likely danger of deepening disparities.

6. Identification of Relevant Disparity Indicators

At the request of City staff, and to assist the City of Oakland and its partners with tracking the impacts of disparities over time, the EQTDTO Team matched relevant disparity indicators for each proposed

strategy and development alternative. Considerations related to use of indicators and measurement are identified in the Discussion of and Recommendations to Advance Equity section (Section X).

7. Development of recommendations for advancing equity

Following its thorough review and analysis of 200+ inputs from the Plan Options Memo, the EQTDTO Team identified key steps that could prevent or minimize adverse impacts and maximize equitable impacts. Recommendations addressed needs to address equity at multiple levels, including at the strategy level, the development option level, and across efforts for completing and implementing the DOSP in the future.

8. Prioritization of priority indicators and outcomes

As a final step to this process, the EQTDTO Team developed an addendum to the REIA summarizing priority equity indicators and equity strategies for consideration in the immediate development of the DOSP.



Photo credit: Eric Arnold

VI. Racial Inequities in Oakland

Any policy or plan that aims to successfully advance racial equity must begin with a robust exploration of current conditions for racial equity in the city and related challenges and opportunities. Policy and plan development should build upon an understanding of both the root causes that have led to racial disparities in the city and the priorities of the city's current and historical communities that have been disadvantaged by systematic or institutionalized racism. Together, neighborhood leaders and technical experts can draw from this wealth of information to ideate upon effective and appropriate solutions, and develop aligned plans, strategies, and measures to guide implementation.

This section explores racial disparities in Oakland communities, and examines the historical influences that have led to these conditions.

A. Current Conditions for Racial Equity in Downtown Oakland: Challenges and Opportunities

The Downtown Oakland Specific Plan (DOSP) process has produced many relevant materials and analyses characterizing the state of Oakland and its Downtown today. Among them are up-to-date, expert reports produced by the City's planning consultants specializing in urban planning, economic development, housing, and transportation: an existing conditions analysis, fiscal impact analysis, transportation policy memo, and an affordable housing and anti-displacement memo. The City has produced a disparity analysis for the DOSP with support from the EQDITO Team, and the *Plan Options Memo* characterizes many of the current conditions in context of development options and implementation strategy options.

Based upon these source materials, community input gathered over the course of this planning process, and other external research, it is clear that the greatest threat to equity in Oakland today is displacement.

As one of the most racially diverse cities in the nation, Oakland is also home to deep economic inequality, a history of racial and economic segregation, a growing economy, and one of the country's most competitive and expensive housing markets. Together, these factors constitute 'perfect storm' conditions for gentrification and the displacement of longtime residents (Zuk et al. 2015).¹⁸ And conditions in Oakland are likely much worse than the current data show – due to challenges with measuring and tracking displacement - the available data that capture displacement lags behind current conditions, i.e. two years or more pass before data quantifies the current population losses.

To realize the Downtown Oakland Specific Plan's overarching theme to "...make Downtown Oakland a place where diverse communities have a safe, vibrant, and healthy place to thrive; where diverse voices and forms of expression flourish; and where diverse opportunities for economic growth, prosperity, and mobility are inclusive and accessible to all," **there must be explicit, targeted efforts to**

¹⁸ Zuk, M, Bierbaum, AH, Chapple, K, Gorska, K, Loukaitou-Sideris, A., Ong, P, & Thomas, T. (2015). "Gentrification, Displacement, and the Role of Public Investment: A Literature Review." Federal Reserve Bank of San Francisco.

address the rampant displacement that continues to threaten communities of color in Oakland. Anything that the City pursues to promote, equity must prioritize slowing and stopping displacement to ensure that Oakland’s diverse populations are still here to benefit from any improvements in the city. Pathways must be built for new development to prioritize those who have either been pushed out of the city or are exposed to that threat based on current trends.

Forces that drive displacement

Small business displacement and displacement of residents go hand-in-hand.¹⁹ Redevelopment efforts affect residential and commercial buildings, and the changing demographics of residents disrupt the clientele of small businesses. Growing property values force rents too high to be affordable. Consequently, new community investments (e.g., better infrastructure, improved schools or lower crime) have the effect of benefiting newcomers rather than the existing community by pricing out previously existing members of that community. The systematic flight of small businesses from their existing communities into areas with lower property values perpetuates a cycle of poverty and hinders equity and wealth creation within lower-income populations and communities of color.

Cities have a strong interest in retaining diverse small businesses. Small businesses provide opportunities for employment and wealth creation among traditionally disenfranchised populations. In addition, small businesses foster innovation and have the unique ability of catering to a neighborhood’s day-to-day needs, which help to define its character and identity. Finally, small businesses contribute to local environmental and public health efforts by encouraging residents to conduct business locally, resulting in lower emissions and increased physical activity by walking to local shops. Conversely, the costs of small business displacement include lower employment rates among traditionally low-income individuals and people of color, social disruption, and public health issues.

“In a totally free market, over time real estate developers will decide to provide space for the higher-rent tenants. The lower-rent users who made the neighborhood both attractive for private investment and who advanced the public policy objectives of business and job growth will be priced out. The picture is even more complicated by the aesthetics of the industrial space and the emergence of ‘industrial chic.’ The attractiveness of mixed-use districts makes them unstable if property owners can easily convert from low-rent to high-rent uses. While property owners may oppose the restrictions that balance usage, such restrictions are essential to both the overall public and private value of the district. These low-rent uses are ‘the innovation commons’ from which every property owner benefits but which no property owner wants to be responsible for providing...Not only is preserving lower-cost space essential to maintaining the attractiveness of the higher-cost space, it is essential to achieving the type of broad-based economic recovery and to generating the new jobs needed to address today’s unemployment and underemployment. A robust recovery requires that cities create not only jobs in the innovation economy (conceiving, designing, and making

¹⁹ Lawyer’s Committee for Civil Rights Under the Law. (2016). “Small Businesses in Crisis in the San Francisco Bay Area: Displacement Trends and Solutions.”

*the prototypes) but also that they capture the next ripple of jobs as companies move past the initial innovation phase of their products' life cycles and into broader production for consumer markets."*²⁰

Will there be Places to Live? Housing and Affordability

Displacement is an urgent issue in Oakland for communities of color, as evidenced by data, including community engagement-generated data; disparity data; and additional data/indicators from local media and other sources beyond the City's own cache of information (Montejo, 2017)²¹. The disparity data report alludes to the urgency but is limited due to the choice of indicators and the data availability (there is lag time mismatch). This makes qualitative data very important because existing quantitative data is not caught up with current conditions.

Displacement is an urgent issue for equity, because there are multiple impacts: it affects access to housing, to the job-centers, to social networks, and to the arts, culture, health, and economic benefits of good development if one can no longer live there.

Displacement deserves priority attention in DOSP, because displacement cannot be reversed, its effect exacerbates poverty; and, the consequences of displacement are long-lasting and ripple through communities and across generations.

The displacement of African Americans from Oakland over the past 25 years has been dramatic and alarming, dropping from 43 percent of the population in 1990 to 24 percent in 2015. Downtown Oakland's residential population has faced corresponding losses. Since 2000, in the Downtown census area, the African American population has declined from 29 percent to 20 percent; the Asian and Pacific Islander population declined from 42 percent to 39 percent, demonstrating significant racial equity impacts.

A big wave of development is underway in downtown, which is primarily residential, and primarily market rate.

A recent EBALDC analysis of multifamily permitting in Downtown Oakland showed 3,256 market-rate units (97.7%) and 75 affordable units (2.3%) coming online in 2018/19. And 1622 market-rate units (90.2%), and 176 affordable units (9.8%) are permitted for delivery in 2020. In 2016, the Chronicle reported permits were issued for 2,122 housing units in Oakland, with only 40 classified as affordable. Exacerbating the crisis, the number of landlords in Oakland accepting federal housing-assistance vouchers dropped from 5,286 in 2011 to 4,254 in 2017.²² A Strategic Economics report cited less than

²⁰ Maker City Project, accessed at <https://makercitybook.com/chapter-7-real-estate-d006050fc855>

²¹ Monjoto, Nicole. "Understanding Rising Inequality and Displacement in Oakland," KCET. September 13, 2017. Accessed at <https://www.kcet.org/shows/city-rising/understanding-rising-inequality-and-displacement-in-oakland>

²² Garofoli, J. and Veklerov, K., (June 2017). "Homeless Camps Becoming Entrenched in Oakland, San Francisco Chronicle." Accessed at <https://www.sfchronicle.com/bayarea/article/Homeless-camps-becoming-entrenched-in-Oakland-11240395.php>

three percent of the 7,900 housing units planned for construction in Downtown Oakland are known to include affordability restrictions.²³

As tens of thousands of lower-income Californian renters have been displaced from California's growing job centers over the past five years, a debate has been raging about whether governments should do more to promote investment in affordable housing or instead focus on unshackling the private housing market. The latter theory has been that if governments only removed enough regulation, private developers would produce enough new market-rate apartments such that rents would decline and become affordable again. A 2016 study by two researchers at UC Berkeley finds that while production of market-rate homes can have a helpful effect on lowering median rents at a regional level, investing in the production of new affordable rent-restricted homes is twice as effective at reducing displacement.²⁴

In Downtown Oakland, direct displacement is caused if new construction demolishes existing occupied apartments. Indirect displacement may also result if the value of neighborhoods is driven up by new luxury housing, or supply shortages that create incentive for landlords to raise the rent (Zuk et al. 2015).²⁵

The homeless population in Oakland jumped by 25 percent to 2,761 between 2015 and 2017, according to a point-in-time count. The count provided a distressing portrait of who is on the city's streets: 68 percent of homeless people are black (a corollary to the significant displacement numbers cited above for African Americans, who made up 24 percent of the city's 2015 ACS population), 13 percent are Latino, and 15 percent are white. More than 60 percent of Oakland's homeless people lived in homes in Alameda County for more than 10 years before they landed on the streets. And nearly 60 percent said money problems, not addiction or mental-health issues, were the primary cause of their homelessness.²⁶

A number of these homeless encampments are within or near Downtown, under or near I-880 and I-980 overpasses, including 'safe haven' sanctioned sites at 6th Street and Brush Street and at 27th Street.

²³ Strategic Economics. (June 2018). "DOSP Affordable Housing Background and Strategies." 26.

²⁴ Chapple, K. and Zuk, M. (May 2016). "Housing Production, Filtering, and Displacement," IGS Research Brief, UC Berkeley. Accessed at http://www.urbandisplacement.org/sites/default/files/images/udp_research_brief_052316.pdf

²⁵ Zuk, M, Bierbaum, AH, Chapple, K, Gorska, K, Loukaitou-Sideris, A., Ong, P, & Thomas, T. (2015). "Gentrification, Displacement, and the Role of Public Investment: A Literature Review." Federal Reserve Bank of San Francisco.

²⁶ Garofoli, J. and Veklerov, K. (June 2017). "Homeless Camps Becoming Entrenched in Oakland." San Francisco Chronicle. Accessed at <https://www.sfchronicle.com/bayarea/article/Homeless-camps-becoming-entrenched-in-Oakland-11240395.php>



Image: 2017 Geography of Oakland Homeless Encampments. San Francisco Chronicle

In late 2016 and early 2017, the Oakland City Council imposed emergency regulations to preserve the city's residential hotels, which provide affordable housing for thousands of low-income people through December 2018, enacting a moratorium on the conversion of single-room-occupancy (SRO) housing into other uses. The *East Bay Express* reported that the city lacked a mechanism to track ownership and development activity at the 17 SRO hotels clustered around Downtown, Chinatown, and West Oakland, or to ensure that building owners are complying with the emergency moratorium on converting residential hotels to other uses. In 1985, Oakland had 2,005 residential hotel rooms, but as of 2015, when the last official count was made, there were only 1,403.²⁷ Last year, city staffers estimated that approximately 712 SRO units, or half of those remaining, are at risk of being converted to market-rate apartments, boutique hotels, or other uses. The DOSP should identify ways to expand the supply of SROs, and the City should create permanent rules to protect and preserve SRO housing, as cities like San Francisco have done.

Opportunities to support a more stable and racially restorative housing system include:

- Creating housing policies that combine mandatory “set-asides” for affordable units (e.g., ordinance where 15-25% of units be set aside for affordable, below market-rate rents)

²⁷ Bond-Graham, D. New Oakland Law Fails to Protect Low-Income Residents, *East Bay Express*, Nov. 15, 2017, accessed at <https://www.eastbayexpress.com/oakland/new-oakland-law-fails-to-protect-low-income-residents/Content?oid=10842384>

- Expanding the number of SROs in Downtown (e.g. by identifying new partnerships and financing mechanisms with partners in health and social services)
- Allocating public lands to affordable developments
- Targeting bond money to the purchase and preservation of existing buildings for keeping rents affordable; and
- Enacting a waiting list system that prioritizes displaced Oakland residents

Will there be Small Businesses, Jobs and Economic Opportunity?

Downtown’s 23,113 residents compose just 5.7 percent of Oakland’s population, but the area’s 65,048 jobs compose 36 percent of total employment in the City. Downtown only represents three percent of the City’s land area, but accounts for 13 percent of assessed property value.

As a regional employment center with access by rail, ferry, and bus, Downtown draws workers from across the Bay Area. Twenty percent of all jobs in the Greater Downtown are occupied by Oakland residents. The top ten census tracts from which Greater Downtown workers commute are clustered around Lake Merritt; however, fewer than four percent of all Greater Downtown workers live in these ten census tracts, reinforcing the fact that Downtown attracts workers from across the City and the region.²⁸

Seventy percent of Downtown jobs require an Associate degree or higher level of education, placing Downtown jobs out of reach of many Oakland residents, particularly many people of color. In 2014, 55 percent of Downtown workers were white, 24 percent were Asian or Pacific Islander, 17 percent were black, and 14 percent were Latino. In comparison, Oakland’s labor force – defined as civilian residents 16 years and over who were either employed, or unemployed but actively looking for work – included higher proportions of black and Latino workers. (Further analysis would be required to determine how the racial and ethnic composition of Downtown’s workforce and the City’s labor force, have changed over time.) However, some of Downtown’s largest employment sectors, including professional services, government, and healthcare offer significant middle-wage employment opportunities for workers that do not have a four-year college degree. At the same time, some of the industries that are growing the fastest Downtown such as food services, offer entry-level employment opportunities but do not generally offer economic security or pay the wages required to live comfortably in Oakland (Strategic Economics, 2017)²⁹.

A report issued in 2016 by the Lawyers Committee for Civil Rights Under the Law found that Oakland small businesses are in crisis and in need of strategic support from the public, non-profit, and private sectors. Specifically, this report finds: 1) Commercial displacement is occurring at varying rates; 2) The causes of displacement differ depending on whether businesses are losing clientele, or facing prohibitively increasing commercial rents.

²⁸ Strategic Economics. (September 2017). “Downtown Oakland’s Economic Role in the City and the Region.”

²⁹ Strategic Economics. (May 2017). “Downtown Oakland’s Economic in the City and the Region.”

To directly impact small business displacement due to redevelopment or new development, policy measures providing for the interests of existing small businesses in that community may be addressed directly in any development agreements for that site.

Broader strategies focused on future development of an entire area can include special-use districts, which limit the types of businesses in a community, or provisions for moving small businesses into community land trusts for long-term protection. For existing businesses Downtown, legal assistance and partnerships with other business-assistance providers and community leaders are imperative toward creating networks for communication and support for these small businesses.

Strong commercial leases are an effective and practical solution in preventing the immediate displacement of small businesses; therefore, legal representation and advocacy for strong commercial leases on behalf of small businesses are vital to the continued success of these businesses and their communities. Through receiving necessary legal tools, avenues for communication and a strong support network, these businesses are in a better position to both adapt and adjust to changes in their neighborhoods, and bargain for the preservation of their commercial spaces. A combination of proactive legal assistance, local government policy support, and community engagement has proven to be an effective strategy to ensure that many of these businesses survive and thrive in the face of environmental and economic changes. Whenever this happens, the result is a strong and vibrant neighborhood, where the positive aspects of development benefit both existing community members and new arrivals to the community.

There are four Latin-owned taquerias in downtown, no dedicated Latin music clubs, and one Peruvian seafood restaurant, along with Tamarindo, which is more of an upscale Mexican restaurant. Fruitvale OTOH is dotted with Mexican and Central American restaurants, taco trucks, etc. -- many of which have remained affordable as they serve low- and middle-income populations.

Will there be access to Arts & Culture?

“Oakland’s Downtown will be a vibrant center for intellectual and artistic innovation. Racially diverse artists, many with generational ties to Oakland, will craft, design and showcase their work in affordable spaces. A strong network of grassroots organizations will have affordable space to carry out their mission. Downtown’s art and culture districts will incubate both established and traditional cultures, as well as new and emerging cultural forms.”

Arts, culture and entertainment are particularly linked to Black-owned businesses in the Black Arts Movement Business District (BAMBD) corridor and beyond. The Cultural Asset map developed by D3 with input from BAMBD CDC identifies a cluster of black-owned establishments in and around the section of 14th St. between Oak St. and the 980 freeway. A high majority of these businesses either produce or promote culture. Currently, this district’s Black-owned establishments include co-working spaces integral to entrepreneurial creatives and tech freelancers, sports bars, hair and nail salons, art galleries, nightclubs, restaurants, barber shops, retail shops which only stock locally-made goods, boutiques, hip hop-themed shoe stores, event spaces, cannabis dispensaries, adult products serving the LGBTQ community, and an African goods store. The district’s most recognizable cultural landmark, the Malonga Center, which is owned by the City, has served generations of Oaklanders with African dance and drumming and theater shows. Although the neighborhood overall is one of Oakland’s most

ethnically-diverse, much of its current cultural character is defined by these businesses, which serve a core demographic of people of color.

In 2016, the City of Oakland formally declared the Black Arts Movement Business District in and adjacent to the 14th Street corridor. Language in the proclamation called for “greater resources to the 14th Street corridor through grants, philanthropic and foundation funding, and other incentives as the City Administrator and his or her designee may see fit, potentially including streamlined permitting, direct government subsidies, a dedicated City staff member to provide assistance with government processes, and funds for marketing the District” and a recommendation “that an implementation working group be formed to include staff from the Mayor’s Office, the City Administrator’s Office, the Department of Race and Equity, the Cultural Arts Department, the Real Estate Department, the Planning Department, and the Economic and Workforce Development Department, as well as from a broad representation of community stakeholders” (Oakland City Council Resolution #85958).³⁰ However, no funding was identified in this resolution. As of June 2018 the City had not secured philanthropic funding nor formed the working group called for in the resolution.

The district has faced many equity challenges in recent years, such as Black nightclub owners levying charges of harassment from both code inspectors and police. Longtime Black-owned bar and nightclub Oasis, one of the mainstays for reggae, world music, house, and spoken word, closed in 2015 (Oaklandmofo, 2015)³¹, shortly after reopening after being shut down by City inspectors and charged with hundreds of thousands of dollars in compliance upgrades. In 2011, the East Bay Express reported (Gammon, 2011)³² that club owners alleged that police were targeting venues, which served Black populations and overcharging them for overtime. That year, Longtime club owner Geoffrey Pete filed a lawsuit (Alsup, 2011)³³ against the City, which alleged that the Oakland Police Department illegally interpreted the Municipal Code “in a baseless and arbitrary manner that forced club owners to pay for ordinary, routine police services” and made misleading allegation to coerce a nearby parking lot rented by Pete to stop doing business with him, which resulted in the temporary shutdown of his venue, Geoffrey’s Inner Circle – a legacy Black cultural institution known for both its hip-hop parties and its Sunday gospel brunches.

³⁰ Oakland City Council Meeting, “Oakland City Council Resolution #85958”

³¹ Oaklandmofo, “The Oasis Restaurant & Bar,” June 3, 2015. Accessed at, <https://oaklandmofo.com/blog/the-oasis-club>

³² Gammon, Robert. “Oakland Cops Make Bank on Overtime,” March 9, 2011. Accessed at <https://www.eastbayexpress.com/oakland/oakland-cops-make-bank-on-overtime/Content?oid=2507210>

³³ United States District Court, N.D. California, (March 2011). “Pete V. Oakland.” Accessed at <https://casetext.com/case/pete-v-city-of-oakland-3>

In 2017, the *East Bay Express* again reported charges of Oakland police discriminating against rap and hip-hop shows – suggesting that the alleged discrimination constitutes a continuing pattern of bias against Black-owned venues, Black artists, and Black patrons.³⁴

Art gallery and event space Betti Ono was also at risk of displacement in its-City-owned space, after the City demanded a rent increase.³⁵

The emerging 14th St. Black cultural corridor –proclaimed an official Arts District by the City in 2016—is currently threatened by the pull of market forces advancing displacement through development and the raising of commercial rents associated with it. Uplifting BAMBD via the Downtown Oakland Specific Plan (DOSP) could stem the tide of displacement and address the inequities of the past, while also creating a sense of destination and “place-keeping” of Black Culture for Oakland residents and beyond in the greater Bay Area region.

Strategies whose adoption would strengthen emerging arts districts and racial equity in BAMBD, Chinatown, Arts & Garage include:

- Zoning overlays to protect cultural and maker spaces
- Below-market retail for culturally-appropriate retail in new development
- Easing permitting restrictions
- Standardized policy developed in collaboration with community organizations which specifically includes cultural arts investment and small business incubation, including technical assistance
- Land Trust ownership of artist spaces

As the city plans for the future of downtown, Oakland has an opportunity to build opportunity for all, embedding equity into the land use plan strategically acknowledges the relationship between built environment and social conditions.

³⁴ Lefebvre, Sam. (April 2017). “Blacklisted: How The Oakland Police Department Discriminates Against Rappers and Music Venues.” Accessed at <https://www.eastbayexpress.com/oakland/blacklisted-how-the-oakland-police-department-discriminates-against-rappers-and-music-venues/Content?oid=6482231>

³⁵ Burke, Sara. “The Fight to Save Betti Ono Continues.” Accessed at <https://www.eastbayexpress.com/CultureSpyBlog/archives/2016/03/31/the-fight-to-save-betti-ono-continues>



Photo credit: Eric Arnold

B. A People's History of Land Use Planning, Race and Racism in Oakland

The history of Oakland's development is a story of the formidable dynamics between people, power and policy. It is a familiar telling of the cycles of growth and decline of nearly every major American city – one marked by the colonization of indigenous peoples and settlement of migrants from far-reaching places, expansion fueled by the economic booms and busts associated with industrialization and wartime, and the insidious growth of racial and economic segregation linked with housing, transportation and land use decisions at the local, state and regional levels.³⁶ At the same time, it is the unique tale of one of the most racially diverse cities in one of the most progressive and innovative regions of the country – home to innovations in art and music, transportation, and information technology, and birthplace to national racial justice movements from the Black Panthers to #blacklivesmatter.

Oakland's history around land use planning, development and demographic change are entangled tightly with issues pertaining to race and racism, power and privilege. This section explores and identifies the social, political and geographic changes experienced by Oakland's most prominent racial

³⁶ Jacobs, Jane. *The Death and Life of Great American Cities*. NYC, New York.

groups since its founding. While this summary is not exhaustive, it aims to provide a comprehensive backdrop for today's leaders and changemakers to understand how Oakland's Black, Asian, Latinx and native communities came to be where and how they are, both geographically and politically. Related sections include:

- Ohlone, the Spanish Crown, and the Birth of "The Town" (pre-1850s)
- Oakland's Racial Diversity Takes Root (1850s-1900s)
- Placemaking, Politics, and Prejudice in a Maturing City (1900s-1930s)
- Inequities in the Postwar Era (1940s–1950s)
- Critical Years for Oakland's Cultural Identity and Organizing Infrastructure (1960s-1970s)
- Tragedy and Recovery (1980s-1990s)
- Growing Attention to Equity (2000s-Today)

Ohlone, the Spanish Crown, and the Birth of "The Town" (pre-1850s)

The area where Oakland sits was originally home to the Ohlone, indigenous peoples who inhabited the coastal areas of Northern California from the San Francisco Bay to the lower part of Salinas Valley. After more than 15,000 years in this area, and the arrival of Spanish colonizers in the 18th century, the Ohlone population size dropped significantly. Spanish massacres against the Ohlone people, forcible removal of Ohlones to *rancheria* settlements, and widespread deaths of indigenous peoples through diseases carried over from the European continent caused the Ohlone population to be all but eliminated in the region by the beginning of the 19th century.

In 1820, modern-day Oakland became part of the Rancho San Antonio land grant from the Spanish Crown to Luis Maria Peralta, a Mexican-born soldier who led some of the most successful incursions into Indigenous territory to colonize California. Extending from San Leandro to Albany, Rancho San Antonio became farmland for Peralta's four sons, who built homes and operated ranches in the Temescal, East Lake, and East Oakland neighborhoods, as well as in locations in Berkeley, Albany, and San Leandro. During the Gold Rush of 1849 and immediately after the Mexican-American War of 1848, the Peralta's claim to Rancho San Antonio was challenged both physically, by an influx of squatters, and legally, because of American annexation through the 1851 US Federal Land Act. By the beginning of the 19th century, these forces, together with legal battles over the land between Peralta's heirs and descendants, would remove all physical traces of Rancho San Antonio from existence. Today, the Peralta family's mementos are captured in the landscape and exhibits of the Peralta Hacienda Historical Park.

Oakland was incorporated, first as a town and then a city, in 1852 through the efforts of three white land speculators from the East Coast, among them an attorney named Horace Carpentier. Carpentier would become Oakland's first mayor, and an influential landowner who held title to the entire waterfront of the city of fewer than 1,500 people.³⁷ Carpentier commissioned the 1852 Kellerserger survey and grid – the city's first planning map – which laid out Oakland's city grid and began to trace

³⁷ Comny PT (1961) The Beginnings of Oakland via Oakland Wiki. Accessed at https://localwiki.org/oakland/Oakland_Population_%28Historic%29

the contours of the downtown area. Over time, the downtown landscape would evolve with population growth and innovations to meet industrial and community demands.

Oakland's Racial Diversity Takes Root (1850s-1900s)

For several decades, "Oakland remained a small village while San Francisco, at the tip of the peninsula and blessed with a deep-water port, quickly became the economic capital and metropolitan center of the region" (Rhomberg, 2004).³⁸ By 1870, Oakland's fortunes would change with the development of the western terminus of the nation's first transcontinental railroad. The railroad gave rise of the Port of Oakland and an emerging shipbuilding industry. It also resulted in several transportation innovations over the coming decades. In 1871, the Central Pacific Railroad built an 11,000-foot railroad wharf and ferry pier at the foot of today's Seventh Street extending into the San Francisco Bay. Beginning in the 1890s, the city's streetscape became populated with streetcars.

In the time leading to the World War I, Oakland's population grew slowly. The promise of industrial jobs, gold, land and opportunity in the great American West made San Francisco and neighboring cities attractive to entrepreneurs, adventures and those seeking new opportunity. People came from across the Pacific, from the American south and northeast, and up from the southern border. As racial diversity began to take root, White residents in Oakland and California who themselves had arrived from faraway lands not long before, went to great lengths to bar entry to Black, Latinx, and Asian transplants.

Oakland's founding and early growth took place amidst the backdrop of California's entry into the Union, and heated debates about California's status as a free state. "As California drew up its state constitution, it faced these issues head-on. Many delegates – even those who were against slavery – called for the new state to bar free Black people from the state altogether. Miners, who constituted one of California's most powerful constituencies, worried that groups of black miners would pool their wealth and wield more influence than white miners. In some areas, free blacks were driven out of town or subject to segregation. But a growing minority wanted them banned from the new state altogether."³⁹ State leaders proposed bills and even fought duels to prevent Blacks from entering California. 40

Few Blacks arrived in Oakland during the city's early years. "The first East Bay census, taken in 1852 when the city was founded, recorded that five African American men and one African American woman, and eight foreign-born African American men lived in Oakland. In those early days, African Americans in Oakland worked as sailors, laborers, draymen, barbers, maids, dressmakers, railroad

³⁸ Rhomberg, C. (2004). *No There There*. University Press. Berkeley, Los Angeles and London. 26.

³⁹ Blakemore, Erin. "California Once Tried to Ban Black People." February 9, 2018. Accessed at <https://www.history.com/news/california-once-tried-to-ban-black-people>

⁴⁰ Blakemore, Erin. "California Once Tried to Ban Black People." February 9, 2018. Accessed at <https://www.history.com/news/california-once-tried-to-ban-black-people>

porters, hotel workers, cooks, and waiters.”⁴¹ The African American population grew more consistently after the development of the transcontinental railroad in 1869. The railroad opened up service and hospitality jobs to African American men and women, affording them better wages and the opportunity to see the country than in other parts of the nation.

Efforts to ban Blacks only began to fade when Californians began to worry about Chinese laborers.⁴² “Chinese came to Oakland in significant numbers in the 1850s, primarily from the Pearl Delta region of southeastern China near Hong Kong, after gold was discovered near Sacramento in 1848” and to support the expansion of railroads.⁴³ In the 1850s, Chinese immigrants established labor camps near the Oakland Estuary, for shrimp farming, at 1st and at Castro and 4th and Clay. In the 1860s, the Chinese established more settlements at Telegraph between 16th and 17th, San Pablo between 19th and 20th, 14th between Washington and Clay, and at 22nd between Castro and Brush.

After city officials forced them to relocate to settlements, Chinese residents began to make roots in the 1870s at 8th and Webster streets, the heart of today’s Oakland Chinatown.⁴⁴ “The Chinese in the Oakland area took on low paying jobs with high risks. They helped build the Temescal Dam and Lake Chabot Dam... and worked in cotton mills, explosive factories, and canneries. They became cooks, gardeners, houseboys, and laundrymen. They could make cigars, and help to develop the fisheries and shrimp industries of the area. One of their biggest accomplishments were the jobs they secured with the thriving railroad building industry. They devised new farming techniques, and developed new crops throughout the seasons.”⁴⁵

In 1882, the passage of the national Chinese Exclusion Act would restrict immigration from China and curb Asian population growth in the region for several decades. Oakland saw a spike in Chinese population levels after the 1906 earthquake and fire caused many families to flee San Francisco for the safety of the East Bay. “Thousands of San Francisco Chinese who fled to Oakland chose to stay in Oakland. Some white Oaklanders, however, pressured the city to restrict the growing Chinese population to the 8th and Webster neighborhood.”⁴⁶ Local exclusion laws would force the relocation of Chinese residents to Webster and 8th, the center of Oakland Chinatown today.

Placemaking, Politics, and Prejudice in a Maturing City (1900s-1930s)

⁴¹ Lazard, Dorothy. “African Americans Establish a Growing Community in Early Oakland,” February 7th 2018. Accessed at <https://oaklandlibrary.org/blogs/from-main-library/african-americans-establish-growing-community-early-oakland>

⁴² Blakemore, Erin. “California Once Tried to Ban Black People.” February 9, 2018. Accessed at <https://www.history.com/news/california-once-tried-to-ban-black-people>

⁴³ Wong, William, “Oakland Chinatown History,” Wa Sung Community Service Club, accessed June 29, 2018, accessed at <http://www.wasung.org/community/oak-chinatown-hist.html>.

⁴⁴ Chinatown History, Oakland Chinatown. (2018). Accessed at <http://oakland-chinatown.info/chinatown-history/>

⁴⁵ Ibid

⁴⁶ Ibid.

The 1910s and 1920s saw the development and implementation of major city plans amidst a backdrop of political forces increasingly linked with social class, race, and income.

The city's second urban plan, the 1915 Hegemann Report, introduced major modifications to downtown's neighborhood grid, supported the design and development of neighborhood parks, and gave rise to regional planning of several East Bay cities.⁴⁷ The 1927 Bartholomew Plan laid the groundwork for auto-oriented growth in Oakland, and the creation of a center for business, shopping and entertainment downtown. It was at this time that "slum clearance" was introduced, unraveling the fabric of some of the city's most prominent neighborhoods of color.⁴⁸

By 1920, Oakland's population was 90% White, reflecting a diverse mix of immigrants from Europe: the United Kingdom, Scandinavia, Germany, Ireland, Italy, and Portugal. Blacks and Asians made up the remaining 10% of the population. Business leaders who had gained success through the railroad and shipbuilding industries. were challenged by a burgeoning downtown business elite. White homeowners in the rapidly expanding Oakland suburbs grew fearful and restless as Black and Asian families move into the expanding Oakland neighborhoods, and took action to prevent and reverse trends. Violence against Black homeowners in East Oakland neighborhoods made headlines.⁴⁹ Hostilities flared as the rapid growth and development of the city fostered contentious relationships between residents and local authorities that could not keep up with service and maintenance demands of a growing population.⁵⁰

In time, the population of native-born, middle-class, suburban white Protestants "increasingly defined their interests in opposition to the urban regime" (Rhomberg, 2004).⁵¹ In 1921, a small office of the Ku Klux Klan opened in downtown Oakland, and one year later, to stem growing membership, the Oakland City Council unanimously passed an ordinance to ban masking in public. This action had little impact, however, as Klan membership grew and offices multiplied in the city in the coming years. With the support of middle class whites allured by the promise of "free public schools... free speech, free press, one language, and one flag," the ideals of "white supremacy" and "the continuance of ideals laid down by our forefathers," Klan leaders were able to move easily into elected positions such as county sheriff and city commissioner of streets by the end of the decade (Rhomberg, 2004).⁵²

During this period, Oakland's Black population began to steadily increase with influx of migrants from the South. Restrictive covenants limited Black population residential growth to flatland areas in North,

⁴⁷ SPUR. (February 2015). "Four Plans that Shaped Downtown Oakland's First 100 years," The Urbanist. Issue 540. Accessed at, <https://www.spur.org/publications/urbanist-article/2015-02-03/four-plans-shaped-downtown-oakland-s-first-100-years>

⁴⁸ SPUR. (February 2015). "Four Plans that Shaped Downtown Oakland's First 100 years," The Urbanist. Issue 540. Accessed at, <https://www.spur.org/publications/urbanist-article/2015-02-03/four-plans-shaped-downtown-oakland-s-first-100-years>

⁴⁹ Oakland Tribune. (June 4, 1924). Accessed at, <https://www.newspapers.com/newspage/95522499/>

⁵⁰ Ibid.

⁵¹ Rhomberg, C. (2004). *No There There*. University Press. Berkeley, Los Angeles and London. 57.

⁵² Rhomberg, C. (2004). *No There There*. University Press. Berkeley, Los Angeles and London. 59.

West and East Oakland (U.S. Census). Nonetheless, the city's Black neighborhoods began to flourish. Like many cities across the American north and west, Oakland's African American population doubled to nearly 7,000 between 1910 and 1930 as a result of the Great Migration. African American families put down roots mostly in the West Oakland neighborhood. "The small but growing black population supported a flowering of indigenous institutions and community formation in the '10s and '20s. Among these institutions were various black-owned small businesses, churches, and private social-welfare organizations."⁵³ In the 1920s and 1930s, 7th Street in West Oakland would become a thriving center for Black middle-class society. A popular blues and jazz scene there would make the area the "Harlem of the West."⁵⁴

Tensions after WWI brought labor conflicts as war demobilization increased competition for jobs. Fighting for their right to the city, Black laborers in larger industries organized for racial and economic equity. "In the 1920s, virtually all of the sleeping car porters who worked on the luxury cars – provided for passenger trains by the Pullman Sleeping Car Company – were African American men, while all of the supervisors were white men."^{55,56}

A leader named C.L. Dellums emerged as a leader in these efforts. Dellums came to California "to escape the segregation and racism of the South in the hope of finding social and economic equality..." but "soon realized that things were not much different in California than in Texas, and the only jobs open to African Americans were low-paying positions in the service sector as waiters, janitors, laborers, and railway porters."⁵⁷ An organizer who helped found the Brotherhood of Sleeping Car Porters (BSCP), he helped to win many battles over wages and working conditions within the Pullman Company. In later years, he would become the founder of the 1940s Oakland Voters League, a labor-civil rights coalition that brought down a conservative Republican bloc that had dominated City politics for years; president of the Berkeley chapter of the NAACP; and uncle to future mayor Ron Dellums.

Despite the equity gains made among labor organizers in the late 1920s and early 1930s, one of history's biggest setbacks for people of color arrived in 1935 with the creation of the Federal Housing Authority (FHA). The FHA guaranteed loans to soldiers returning from WWI through the GI Bill, and was celebrated for making homeownership more accessible to families. However, through a process called *redlining*, the FHA systematically denied loans to people living in "undesirable" areas – places where people of color lived.⁵⁸ Redlining created and deepened patterns of racial and economic segregation across the city and after many years, would contribute to deep disparities across a range of indicators, including access to jobs and economic opportunity, intergenerational wealth, and healthy

⁵³ Rhomberg, C. (2004). *No There There*. University Press. Berkeley, Los Angeles and London. 121.

⁵⁴ Evolutionary Blues Film (website), accessed June 29, 2018, <https://evolutionarybluesfilm.com/>.

⁵⁵ Dellums, C.L., BlackPast.org. Accessed June 29, 2018, <http://www.blackpast.org/aaw/dellums-c-l-1900-1989>.

⁵⁶ Dellums, C.L., Oakland Wiki. Accessed June 29, 2018, https://localwiki.org/oakland/C._L._Dellums.

⁵⁷ McKellar, S. (November 2017). "C.L. Dellums: An Oakland Civil Rights Hero." Oakland Public Library Blogs: The Library Community. Accessed at, <http://oaklandlibrary.org/blogs/library-community/cl-dellums-oakland-civil-rights-hero>

⁵⁸ KCET. (2017). City Rising: The Informal Economy.

foods.⁵⁹

Inequities in the Postwar Era (1940s–1950s)

World War II and the postwar period brought significant changes to Oakland’s communities of color as the built environment of Oakland underwent major transformation. The 1940s brought rapid growth to Oakland’s population, particularly among people of color. Major shifts in policies and neighborhoods in the decades after involved contentious struggles for power and resources, and would influence conditions for Oakland residents for decades to come.

Latinx immigration from Mexico spiked as a result of a guest worker initiative called the Bracero Program. The Bracero Program involved a series of laws and diplomatic agreements initiated in 1942 between the US and Mexico guaranteeing decent living conditions for contract laborers on a temporary basis.⁶⁰ Fifty-two thousand Braceros arrived to work on the Southern Pacific Railroad near the Oakland waterfront between 1943-1945, and millions of workers came to California after the war. Today, Latinos in Oakland constitute a significant majority of working class residents of area southeast of Lake Merritt and the Fruitvale district.⁶¹

“World War II sparked Chinatown's greater integration in Oakland and the growth of a Chinese American middle class. Congress repealed the Chinese Exclusion Act in 1943. Shipyards employed many people in Oakland, including Chinese. Chinatown businesses benefited. The Oakland Chinese population grew 37.5 percent to 5,500 in the 1940s. Some Oakland Chinese fought in the war, while others raised funds to help China battle the invading Japanese.”⁶² The time of World War II marked a period of prosperity for Chinatown, elevating many families into the middle class. However, as military industries began to decline after the war and families began to move into the suburbs, Chinatown, like the rest of Oakland, began to stagnate. According to leaders at Asian Health Services, an organization located in Chinatown, the City undertook major transportation and civic redevelopment projects in attempts to reverse its decline, with Chinatown shouldering many of the costs and few of the benefits from these efforts (Liou 2018).⁶³

⁵⁹ Badger, E. (April 2017). “Self Fulfilling Prophecies: How Redlining’s Racist Effects Lasted for Decades.” The Upshot, The New York Times. Accessed at, <https://www.nytimes.com/2017/08/24/upshot/how-redlinings-racist-effects-lived-for-decades.html>

⁶⁰ Bracero History Archive. (2018). Accessed at, <http://braceroarchive.org/history>

⁶¹ Ibid

<http://picturethis.museumca.org/pictures/bracero-workers-repair-railroad-track-southern-pacific-line-oakland-california>

⁶² Ibid.

⁶³ EQTDTO Interview with J. Liou 2018.

From 1940 to 1950, Oakland's Black population grew by over 500 percent (from 8,462 to 47,562) climbing to 83,618 by 1960. ⁶⁴ "During WWII, many African Americans relocated to the North and West to escape from the violence of the segregated South. Many came to Oakland in pursuit of work in the shipyards and became gainfully employed. Simultaneously, the city recruited whites from the Deep South to join the police force and help manage the increased population. They brought with them skills used in the South to enforce segregation, exactly what African Americans sought to escape. From these two opposing views of citizenship, one of radical activism among African Americans and one of brutal force by the Oakland Police Department, a foundation of police brutality developed."⁶⁵

The 1950s launched what urban planners and historians refer to as Oakland's "Urban Renewal." During this time, many African-American families lost their homes through eminent domain, a planning tool used by the government to condemn or appropriate properties to build new public infrastructure, housing and institutions intended to serve the public good. Instead, many of these projects devastated Oakland's low-income communities of color by displacement and poorly conceived projects, further perpetuating racial segregation and inequality.⁶⁶ One of these projects was I-980, or the John B. Williams Freeway, the portion of the Grove-Shafter Freeway that connects I-880 to I-580 and CA-24. Initially planned as the eastern approach to the San Francisco Bay Southern Crossing – a second Bay Bridge that was never constructed – the construction of the Grove-Shafter freeway resulted in significant dislocation and relocation of Oakland residents and businesses that were located in its designated right-of-way. Its existence represents a more complex story around race and class within Oakland and the Bay Area; I-980 is also viewed as the de facto eastern "border" of West Oakland separating it from the Downtown among other neighborhoods.⁶⁷

Chinatown itself was not a direct target for redevelopment under Urban Renewal, but because of its proximity to the city's center, it provided the land for downtown expansion. Between 1960 and 1970, Chinatown lost 13% of its residents and 20% of its housing units. County buildings north of Chinatown and redevelopment projects on the west combined with other projects to block community growth. Public works projects undertaken during this decade cleared nine blocks within Chinatown. Projects included construction of the Webster street tube, the Lake Merritt BART Station, the BART administration building, BART parking, and the Oakland Museum. Important community institutions were lost to these projects that targetted benefits to the wider region rather than the immediate neighborhood.⁶⁸

Parts of Interstate 880 (I-880) developed in the 1970s caused Chinatown to end at Sixth and Seventh Street, instead of continuing down to Second and Third Street, and cut it off from the bay. The

⁶⁴ Montojo, Nicole. "Understanding Rising Inequality and Displacement in Oakland," KCET. September 13th, 2017. <https://www.kcet.org/shows/city-rising/understanding-rising-inequality-and-displacement-in-oakland>

⁶⁵ "Oakland Under Arrest: Policing the Police," Street Stories Oakland, accessed June 29, 2018, <http://www.streetstoriesoakland.com/items/show/40>.

⁶⁶ KCET. (2017). City Rising: The Informal Economy.

⁶⁷ Connect Oakland, "History," accessed June 29, 2018, <http://www.connectoakland.org/history/>.

⁶⁸ Asian Health Services, 2018

Chinatown community that was devastated by these projects reportedly had no voice in either their planning or implementation (Liou 2018).

Critical Years for the City’s Cultural Identity and Organizing Infrastructure (1960s-1970s)

Many important aspects connected with the city’s culture today were born in the 1960s-1970s. As communities nationwide looked to tackle poverty and embrace progressive values,⁶⁹ Oakland emerged as a leader for justice and the arts. Black communities in Oakland were at the forefront of this movement.

In the 1960s, Urban Renewal continued to devastate neighborhoods of color, particularly black neighborhoods in West Oakland. Acorn projects constructed in West Oakland between 1962-1974 forced the relocation of 9,000 mostly-Black families while only creating 1,000 new residences for the sake of a West Oakland BART station.⁷⁰ Meanwhile, police brutality was intensifying in black neighborhoods, and residents were growing increasingly alarmed.

Displaced by new development, Latinos and Blacks resettled to East Oakland, and the lower Fruitvale became a Latino/Chicano enclave in the 1960s-1970s. As Oakland transformed from “a mid-sized working-class community to one of the country’s most complex and diverse cities,” community members formed the Oakland Citizens Committee for Urban Renewal (OCCUR), to serve as a “watchdog” agency advocating for the needs of the displaced.⁷¹ The Chicano Movement and United Farm Workers movement were active at this time. Many rallies and demonstrations against the Vietnam War and police brutality were organized there. The Brown Berets were also active during this period as well. In 1972, Fruitvale elected its first Latino Councilmember (to date there have been three Latinos on the Council).

In 1964, rising poverty rates nationwide led President Lyndon B. Johnson to announce the War on Poverty, ushering in programs such as the Civil Rights Act, Voting Rights Act, Medicaid, Medicare, Head Start, and expanded Food Stamps and the Higher Education Act.⁷² These programs would have expansive reach and impact on America’s low-income communities of color, and particularly African-Americans.⁷³ In Oakland, opportunities arising from the War on Poverty helped to forge and strengthen

⁶⁹ Rising poverty rates led President Lyndon B Johnson to announce the War on Poverty in 1964, ushering in programs such as the Civil Rights Act, Voting Rights Act, Medicaid, Medicare, Head Start, and expanded Food Stamps and the Higher Education Act.⁶⁹

⁷⁰ “Acorn (neighborhood)”, Oakland Wiki, accessed June 29, 2018, https://localwiki.org/oakland/Acorn_%28neighborhood%29.

⁷¹ OCCUR: Creating Communities of Opportunity “Our Mission” Accessed at, <http://www.occurnow.org/>

⁷² Chan, Wilma. “Declaring a New War on Poverty in Alameda County.” Alameda County Supervisor. Accessed at, <https://www.acgov.org/allin/docs/WilmaChanNewWaronPovertyOpEd.pdf>

⁷³ Boteach, M. et. al. (January 2014). “The War on Poverty: Then and Now. Applying Lessons Learned to the Challenges and Opportunities facing a 21st Century America.” Center for American Progress. Accessed at, <https://www.americanprogress.org/wp-content/uploads/2014/01/PovertyAnniversary.pdf>

partnerships between an organized African-American community and a growing Latino population.⁷⁴ Organizations like Oakland's Unity Council emerged as strong partners to the City of Oakland to create more inclusive policies and processes for both black and brown communities.⁷⁵

The mid 1960s saw the emergence of the Black Panther Party, an entity which would have deep influences on the city's culture and broad influences otherwise. Recognizing the challenging social conditions facing Oakland's black people, including the effects of eminent domain, poor economic opportunities, and most importantly, ongoing police brutality, and frustrated with the slow progress of the Civil Rights movement to create change, Merritt College classmates Huey P. Newton and Bobby Seale founded the Black Panther Party in 1966. The party called for a ten-point vision that included housing, land and justice.⁷⁶ The Black Panther Party inspired the growth of the Black Arts Movement, an effort co-founded by Marvin X and led by artists to link the liberation movement to cultural arts at Merritt College.⁷⁸

This period involved rebirth for Asian communities in Oakland, as well. In the 1960s, "Congress liberalized laws allowing more immigration from Asia. Oakland Chinatown experienced a renaissance, beginning in the 1970s. The renaissance was accelerated when the end of the Vietnam War brought over thousands of Southeast Asian refugees, some of them ethnic Chinese."⁷⁹ The 1965 Immigration Act eased restrictions on Asian immigrants. Chinatown eventually became more Pan-Asian, with Koreans, Vietnamese, Laotians, Thais and other Asian ethnicities.

Other notable changes for Oakland communities in the 1970s included:

- In 1972, Lake Merritt BART opened, reducing Chinatown area via eminent domain⁸⁰
- In 1972, Fruitvale elected its first Latino Councilmember (to date there have been three Latinos on the Council).

⁷⁴ Herrera, Juan C. (2012). "Unsettling the Geography of Oakland's War on Poverty: Mexican American Political Organizations and the Decoupling of Poverty and Blackness." *Du Bois Review: Social Science Research on Race* 9:2. Accessed at, https://www.cambridge.org/core/services/aop-cambridge-core/content/view/24BD176750313A26F7614B5563A58B97/S1742058X12000197a.pdf/unsettling_the_geography_of_oaklands_war_on_poverty.pdf

⁷⁵ *Ibid.*

⁷⁶ Picture This: California's Perspectives on America. "Unforgettable Changes: 1960s: Black Panther Party: A Black Power Alternative." Museum of California. Accessed at, <http://picturethis.museumca.org/timeline/unforgettable-change-1960s/black-panthers/info?page=1>

⁷⁷ [Black Enterprise. \(August 22, 2016\). "Black Enterprise presents The Black Panther Party's Ten Point Program." https://www.blackenterprise.com/black-panthers-ten-point-program/](https://www.blackenterprise.com/black-panthers-ten-point-program/)

⁷⁸ Foster, Hannah. "The Black Arts Movement (1965-1975)," BlackPast.org, accessed June 29, 2018 at, <http://www.blackpast.org/aah/black-arts-movement-1965-1975>

⁷⁹ *Ibid.*

⁸⁰ BART History, "BART Chronology," BART.gov. Accessed on June 29, 2018 at, <https://web.archive.org/web/20131013054420/http://www.bart.gov/docs/BARTHistory.pdf>

- In 1972-73, Black Panthers registered thousands of Black voters. “Four years prior, after the Black Panther Party sponsored a 1972 voter registration drive that put several thousand new voters on the books for Alameda and Contra Costa counties, Black Panther Party Chairman Bobby Seale had run for Oakland mayor. He shocked political observers by coming in second in the first round of voting and forcing a runoff against the incumbent white mayor, John Reading.”⁸¹
- In 1974, the West Oakland BART station opened; sound pollution from the elevated trains adversely affected nightlife venues on 7th Street strip.⁸²

Tragedy and Recovery (1980s-1990s)

Oakland entered the 1980s with its first Black mayor, Lionel Wilson. “During Wilson's tenure as mayor, he appointed the first two African American females to serve on the powerful Oakland Board of Port Commissioners, Christine Scotlan and Carole Ward Allen... He was praised both as a "man drafted to oversee the removal of Oakland's old Republican guard and the rise of African-American politics and politicians" and as a jurist and civic leader who embodied fairness to all of the city's communities.”⁸³ Wilson would be succeeded by Oakland’s second Black mayor in 1991, Elihu Harris.

During this period, Oakland’s Black population peaked at 47% (U.S. Census). Tragically, in 1982, crack cocaine was introduced in Oakland, inspiring organized crime in the city and the growth of a widespread drug epidemic. In 1986, at the death of drug kingpin Felix Mitchell, violence over drug turf escalates. “Authorities hoped that Mitchell's incarceration and demise would reduce-or flat-out eradicate-heroin in the Bay Area. Instead, in the absence of Mitchell's iron grip and pricing structure, drug prices plummeted, making them even more accessible. As a result, addiction grew and drug-related violence increased significantly. Those studying the phenomenon refer to it as the "Felix Mitchell Paradox.””⁸⁴ Triple-digit homicides are reported in the period between 1986 and 1999. The homicide rate peak occurred in 1992, with 165 homicides; majority of victims Black males; many murders drug-related.⁸⁵ The epidemic destroyed multiple gains made by African American communities

⁸¹ Clarke, Jesse et. al. “The Role of the Black Panthers in Oakland Politics, ReimagineRPE, accessed on June 29, 2018 at, <http://www.reimaginerpe.org/node/5427>

⁸² “West Oakland station,” Wikipedia, last modified June 23, 2018. Accessed at, https://en.wikipedia.org/wiki/West_Oakland_station

⁸³ “List of Mayors of Oakland, California.” Wikipedia. Last updated on September 8, 2018. Accessed at, https://en.wikipedia.org/wiki/List_of_mayors_of_Oakland,_California

⁸⁴ Biography.com. (April 2, 2014). “Felix Mitchell,” Biography. Accessed at, <https://www.biography.com/people/felix-mitchell-487984>

⁸⁵ “Oakland Homicides,” Oakland Wiki, accessed June 29, 2018, https://localwiki.org/oakland/Oakland_Homicides.

in Oakland over previous decades, shattering spirits and momentum,⁸⁶ and leaving members of the community isolated socially, politically and geographically.⁸⁷

At this point, Latinos represent 49% of Fruitvale's population--easily the largest concentration in the city. In 1992, Ignacio De La Fuente was elected to Council, becoming part of the Peralta machine and an ally to Jerry Brown.

Meanwhile, a vibrant industrial arts scene is taking root. The creative adaptation of WWII and Port infrastructure gave rise to the Industrial Arts movement in West Oakland after the steel industry left in the 1990's. Artists moved to this area and opened studios during the first wave in the 1990's in response to the real estate boom of the tech bubble in San Francisco. West Oakland was a major manufacturing hub for furniture and design, industrial arts spaces such as The Crucible, and public art creation for events like Burning Man. Laney College introduced a welding certification program, and California College of the Arts. Oakland culture and arts expert Eric Arnold has attributed this growth to the first wave of displacement in terms of housing and commercial building stock in Oakland. "This gives context to both the rise of the gallery scene in KONO and the legacy of Manufacturing near the port in JLS."

Shifting to Equity (2000s-2020)

The new millennium brought new attempts to improving conditions in Oakland.

In the early 2000s, Mayor Jerry Brown launched the "10K Plan" to bring 10,000 new residents to downtown Oakland and revitalize the city center.⁸⁸ Growing consciousness around the impacts of racism on health and wellbeing outcomes in Oakland spurred officials and leaders in the city and county to seed local and national efforts to address social and environmental determinants of health, including transportation and land use.^{89 90 91} A national subprime mortgage crisis in 2006-2008,

⁸⁶ Williams, CB. (1990). "Crack is Genocide," The New York Times via Glide Church, accessed November 3 at, 2018 <https://glidesf.wordpress.com/2014/08/08/crack-is-genocide-1990s-style-throwbackthursday-tbt/>

⁸⁷ Sutton, S and Baker, RF. (1990). "Oakland Crack Task Force: A Portrait of Community Mobilization." Department of Education, accessed November 3, 2018, at <https://files.eric.ed.gov/fulltext/ED322270.pdf>

⁸⁸ Elinson, Zusha. (September 2, 2010). "As Mayor, Brown Remade Oakland's Downtown and Himself." The New York Times. Accessed at, <https://www.nytimes.com/2010/09/03/us/politics/03bcbrown.html>

⁸⁹ Schaff K (2013). Addressing the Social Determinants of Health through the Alameda County, California, Place Matters Policy Initiative. *Public Health Reports*. <http://www.policylink.org/resources-tools/why-place-matters-building-the-movement-for-healthy-communities>

⁹⁰ PolicyLink (2007). "Why Place Matters." Accessed at, <http://www.policylink.org/resources-tools/why-place-matters-building-the-movement-for-healthy-communities>

⁹¹ PolicyLink (2007). "The Impact of the Built Environment on Community Health." Accessed at, <https://community-wealth.org/content/impact-built-environment-community-health-state-current-practice-and-next-steps-growing>

spurred in part by deep racial segregation in communities like Oakland,⁹² interrupted many of these efforts, however, as many residents were forced from their homes and out of the region.^{93,94} The subprime loans on communities of color resulted in significant reductions in Black home ownership in West Oakland, with reports of Black population dropping by more than 25%.⁹⁵

A period of intense activism would shape the decade leading up to the current moment. The 2009 murder of Oscar Grant by BART police resulted in a series of protests led by Black youth and social justice community organizers in and around Oakland. The Occupy Movement took hold in Oakland and nationwide in 2011, inspired in part by the housing crash years before and the deep income inequality people were experiencing and becoming increasingly aware of. In 2013, Black Lives Matter was co-founded by Oakland resident Alicia Garza following the acquittal of Trayvon Martin's killer, George Zimmerman. The catchphrase reportedly appeared for the first time at Oakland's Solespace in Uptown.⁹⁶

In 2016, a study by Urban Habitat addressed "re-segregation of the Bay Area due to displacement. "An estimated 22,000 black residents — about the population of Millbrae — left the Bay Area altogether ... between 2000 and 2014." The report highlighted the socio-economic disparities that contributed to a "re-segregation" of the Bay Area, as people of color migrate to more affordable pockets of the region.^{97,98}

Also in 2016, the City of Oakland formally declared the Black Arts Movement Business District in and adjacent to the 14th St. Corridor. Language in the proclamation called for "greater resources to the 14th Street corridor through grants, philanthropic and foundation funding, and other incentives as the City Administrator and his or her designee may see fit, potentially including streamlined permitting, direct government subsidies, a dedicated City staff member to provide assistance with government processes,

⁹² Massey, Douglas S. and Rugh, Jacob S. (October 1, 2010). "Racial Segregation and the American Foreclosure Crisis." PMC. Accessed at, <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4193596/>

⁹³ East Bay Express. (July 13, 2009). "Jerry Brown's 10K Plan Fell Way Short." Accessed at, <https://www.eastbayexpress.com/SevenDays/archives/2009/07/13/jerry-browns-10k-plan-fell-way-short>

⁹⁴ Yelen, James. (December 13, 2016). "The Foreclosure Crisis in Oakland, CA: Before and After (Observations from the American Community Survey)." Accessed at, <https://www.ocf.berkeley.edu/~jyelen/2016/12/13/the-foreclosure-crisis-in-oakland-before-and-after/>

⁹⁵ Urban Strategies. (2016). "Bay Area Blacks Part 1: On Oakland." Accessed at, https://web.kamihq.com/web/viewer.html?source=extension_pdfhandler&file=http%3A%2F%2Furbanstrategies.org%2Fwp-content%2Fuploads%2F2016%2F01%2FBay-Area-Blacks-part-1-on-Oakland-Local.pdf

⁹⁶ Eric K. Arnold, "The BLM Effect: Hashtags, History and Race," *Race, Poverty & the Environment* 21, no. 2, <http://www.reimaginerpe.org/21-2/arnold-BLM>

⁹⁷ Tatiana Sanchez. (December 1, 2016,). "Report: Racial, Economic Disparities Have Led to Bay Area's 'Resegregation,'" *Mercury News*. Accessed at, <https://www.mercurynews.com/2016/12/01/report-racial-economic-disparities-have-led-to-bay-areas-resegregation/>

⁹⁸ Urban Habitat. (November 2016). "Race, Inequality, and the Resegregation of the Bay Area." Accessed June 29, 2018 at, <http://urbanhabitat.org/sites/default/files/UH%20Policy%20Brief2016.pdf>.

and funds for marketing the District” and a recommendation “that an implementation working group be formed to include staff from the Mayor’s Office, the City Administrator’s Office, the Department of Race and Equity, the Cultural Arts Department, the Real Estate Department, the Planning Department, and the Economic and Workforce Development Department, as well as from a broad representation of community stakeholders” (Oakland City Council Resolution #85958).⁹⁹ However, no funding was identified in this resolution. As of June 2018 the City had not secured philanthropic funding nor formed the working group called for in the resolution.

VII. Priority Racial Equity Stakeholders

To meaningfully advance racial equity in Oakland through the planning and development of Downtown, the City must hold the priorities of three groups central to future planning processes and decisions:

- A. Downtown residents of color and businesses most at risk of displacement
- B. Oakland’s neighborhoods of color for whom Downtown serves as a resource
- C. Local artists of color and communities that have helped to shape Oakland’s historic, cultural and multiracial identity

The groups were developed through careful consideration of equity data available as well as data collected during the community engagement process. All include Oakland’s Black, Latinx, Indigenous, and Asian residents, as well as other historically marginalized (and racially diverse) groups, including LGBTQ, homeless, non-English speaking people, elders, low-income and disabled populations.¹⁰⁰ Each group also represents one of the most pressing racial-equity-constituent issues facing the city, based on priorities that emerged from the community-planning process and were affirmed by technical analyses of community development data.

This section explores priority racial equity stakeholder in Oakland conditions and communities and examines the conditions each of these group’s experiences.

A. Identifying and applying priority stakeholder groups

To identify priority stakeholder groups for this assessment, the team reviewed the rich data,¹⁰¹ community input and historical analyses of racial equity conditions in Oakland, and explored ways in

⁹⁹ Oakland City Council Meeting, “Oakland City Council Resolution #85958”

¹⁰⁰ Profiles do not substitute for community engagement processes, which are essential for understanding the specific needs and priorities of subgroups and identifying appropriate actions.

¹⁰¹ Equity analyses for Downtown Oakland would be improved with greater, more consistent availability of time-series data disaggregated by race and ethnicity at the neighborhood or Census block group level, and qualitative data tracked by race and block group. For instance, the data available about Asian populations are not disaggregated by ethnicity, masking key disparities between Asian ethnic groups. There are known disparities in employment and educational attainment between East Asians and Southeast Asians, Cambodians, Vietnamese,

which Oakland’s Downtown area serves the needs of different racial groups to achieve a vibrant, equitable city. The review revealed the importance of attention to nuances in this endeavor, particularly given: (1) the complex relationship between race, economics, geography and history in Oakland (2) rapid demographic change resulting from displacement and gentrification, and (3) the unique role of the Downtown neighborhoods as a hub for a diverse range of communities of color across the city – it is not simply another Oakland neighborhood.

Based on this review, the consultant team identified three priority stakeholder groups for the equity assessment. These groups should help provide greater understanding of how equity provisions (and oversights) of the DOSP will impact the communities, issues and institutions of color in Oakland. The City revealed these three groups to community representatives at a Focus Group meeting in May 2018 to confirm their applicability and value to the analysis.

Profiles below capture key characteristics of each group. Profiles build upon many of the indicators provided by the City of Oakland in its disparity data report. The groups described are not mutually or collectively exclusive, and the profiles do not provide exhaustive descriptions or details about any Oakland communities. Rather, these profiles aim to support the City and its partners in developing a more nuanced understanding of the needs of its diverse communities, and to enhance its continuing partnership with the community.

The profiles serve as a launching point to help Oakland officials and residents build a deeper understanding of racial equity impacts. The groups and profiles should not replace meaningful and ongoing community engagement. The Equity Team recommends that the City work in partnership with Oakland community members to build further detail and nuance within these profiles to overcome the limitations of data and information. City government should work to regularly update these descriptions over time with the rich qualitative data it gathers in community meetings and in partnership with communities. Furthermore, Oakland’s changing conditions – and other circumstances – could affect the growth or attrition of each group, or changes to the urgency and understanding of the issues raised among them.

B. Downtown residents of color and small businesses most at risk of displacement

Displacement is a major issue for residents and businesses that have made Downtown their home in the recent past—specifically for Oakland’s Black, Latinx, Indigenous, and Asian residents, as well as other historically marginalized (and racially diverse) groups, including LGBTQ, homeless, non-English speaking people, elders, low-income and disabled populations, including small business, non-profits, service providers and artists —and new development makes current Downtown residents and businesses particularly vulnerable to displacement. The residents and businesses Downtown have helped to make Oakland the unique city that it is today; these same Oaklanders should benefit from

Koreans, etc. are not reflected in national or state data sets, while efforts to gather and assess local data are under-resourced.

the investments being made in the community. Plans for Downtown must focus on improving conditions for current residents and small businesses.

Demographic Change Downtown (1990-2015)¹⁰²

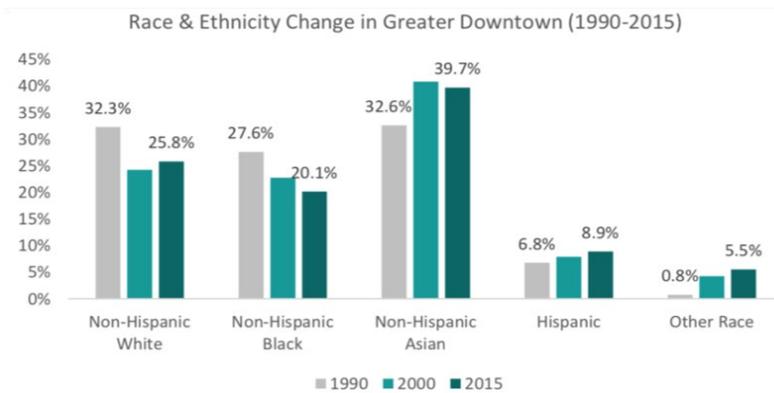


FIGURE 2: DEMOGRAPHIC CHANGE IN DOWNTOWN OAKLAND: 1990, 2000, 2015

The data is clear – Downtown is losing its diversity. Between 1990-2015, Oakland’s Black population dropped from 27.6% of the overall population to 20.1%, reflecting a consistent and dramatic decline over time.

The White population in the same period dropped from 32.3% to 25.8%, rebounding from a low of approximately 22% in 2000. These trends continue today, as lower-income Black populations relocate to the outer suburbs and more affluent,

younger white populations seek jobs in the region’s growing tech industry. Between 2000-2014, the region as a whole has lost 22,000 Black residents (Urban Habitat, 2016). Steady growth in Asian (32.6% to 39.7%) and Latinx populations (6.8% 8.9%) in the neighborhood reflects regional and national demographic change.¹⁰³

Resident Displacement

Recent trends suggest that gentrification Downtown and across the region is pushing people of color out of Downtown. While lower-income residents of color in general are at risk of displacement due to rising rents and lack of corresponding rise of income levels, the most vulnerable residential population within Downtown is African Americans, who have gone from 29 percent of residents to 20 percent since 2000, while other ethnic groups’ population numbers have risen or remained relatively flat, with the Asian-Pacific Islander population declining 3 percent over the same period. Artists in general are also at a high risk of displacement; a 2018 survey by the Cultural Affairs department found that 25% of Oakland artists have experienced displacement. Black artists are among the highest at-risk population, with artists of color also more vulnerable than White artists.

¹⁰² Figures 2 and 3 from City disparity report

¹⁰³ Urban Habitat, “Race, Inequality, and the Resegregation of the Bay Area,” November 2016, accessed at, <http://urbanhabitat.org/sites/default/files/UH%20Policy%20Brief2016.pdf>.

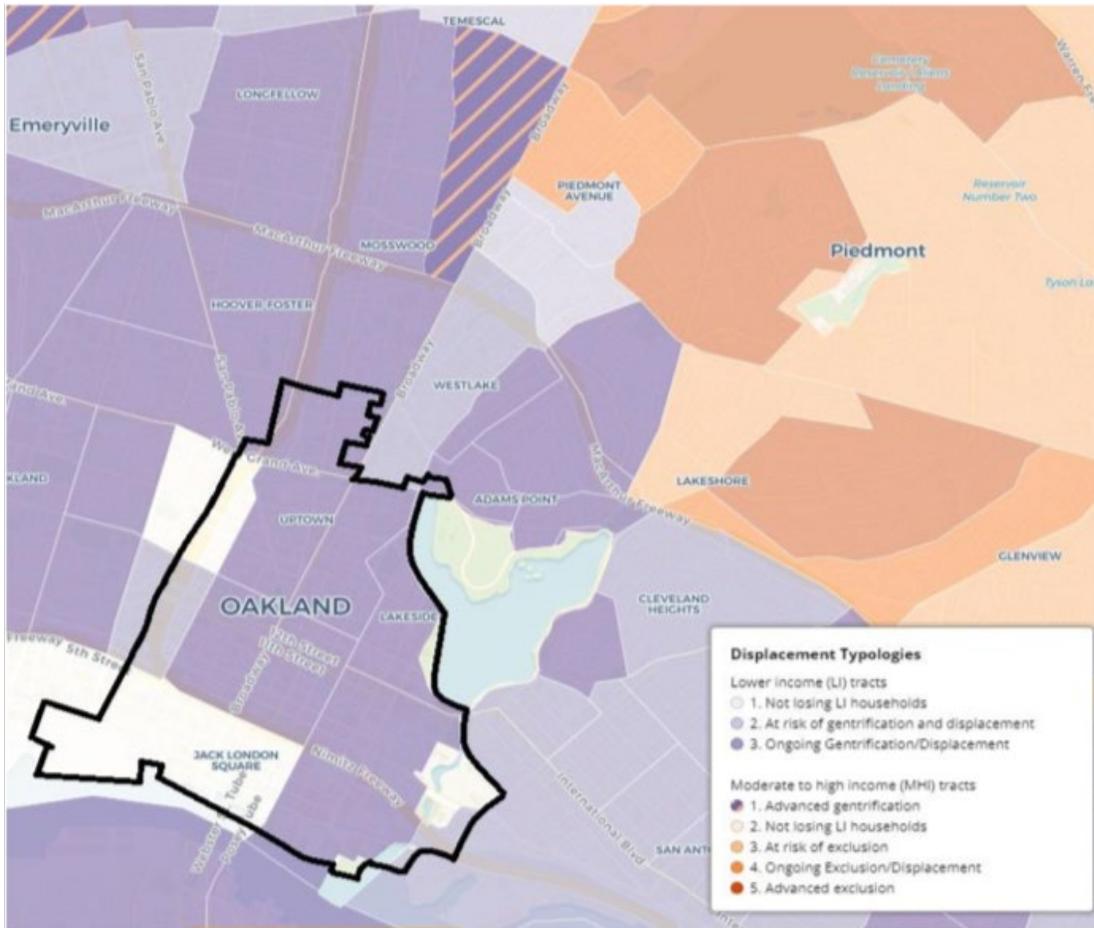
Other groups that are particularly vulnerable to displacement are low-income populations—more than 40 percent of Downtown households have an annual median income of \$25,000 or less—especially: low-income seniors (who populate Downtown at almost double the rate of Oakland overall), with specific emphasis on monolingual seniors, SRO tenants, families with children, residents with disabilities, artist spaces, non-profit organizations, and small businesses. The economic trends in Downtown also impact low-income residents and businesses in nearby Chinatown, placing upwards pressure on residential and commercial rents. Interestingly, the least vulnerable demographic for displacement is Jack London District residents, whose annual median income exceeds \$100,000.

At the time of writing, the majority of sizeable Oakland development projects are concentrated in the plan area, making plan area residents particularly vulnerable to the threats of development. The Urban Displacement Project completed a recent study by researchers at the University of California, Berkeley found that residents of virtually all census tracts within the plan area are currently experiencing gentrification and displacement, or are at risk of undergoing gentrification and displacement (Zuk and Chapple 2018).



Source: City of Oakland.

FIGURE 3: SROs IN DOWNTOWN OAKLAND



Source: Urban Displacement Project, 2017.

FIGURE 4: DISPLACEMENT IN DOWNTOWN OAKLAND

Race and Ethnicity by Nativity, Oakland CA, 2000 & 2014

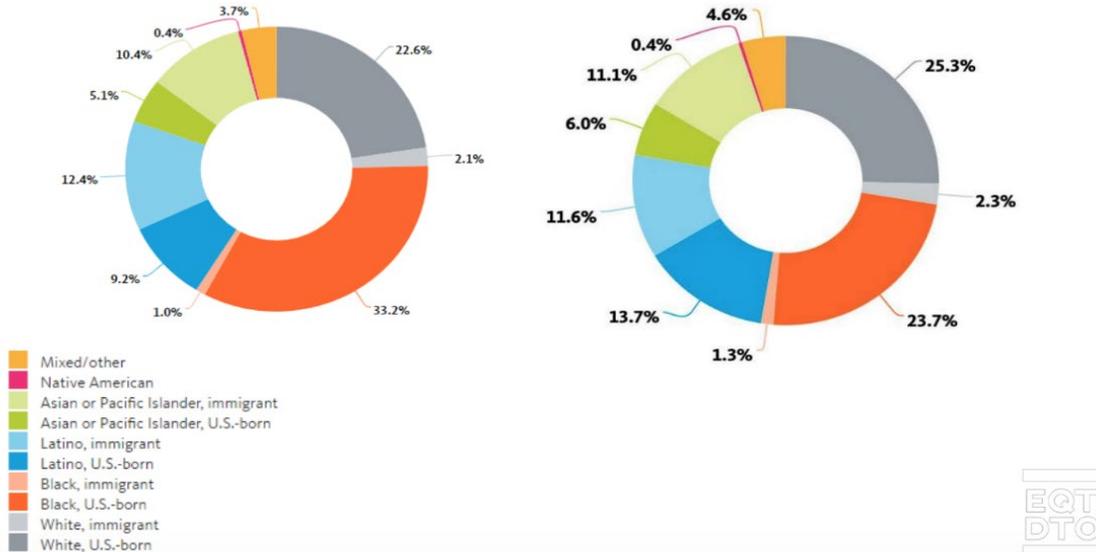


FIGURE 5: RACIAL DISPARITIES IN DISPLACEMENT, OAKLAND CITYWIDE

Downtown Residents¹⁰⁴

The majority of Downtown residents are people of color. Unlike residents of greater Oakland, Downtown residents tend to rent, making them more vulnerable to displacement, a trend particularly acute for low-income renters of color.

According to the Priority Development Area Existing Conditions Report, “Approximately 85 percent of units in the Greater Downtown are renter-occupied, compared to 60 percent citywide. However, the number of owner-occupied units in the Greater Downtown has been increasing, growing from nine percent of the occupied housing stock in 1990 to 15 percent as of 2013.”¹⁰⁵ Additionally, in Oakland citywide as of 2013, 60% of households were renter-occupied, and 40% owner-occupied, and 12% of households in Downtown have income less than \$10K.¹⁰⁶ Indeed, as stated in the Existing Conditions report, “The Greater Downtown has a greater proportion of households in the lower income brackets than Oakland as a whole, but incomes per capita are similar.”¹⁰⁷

¹⁰⁴ Figure 5 from PolicyLink, Figure 6 from Mesu Strategies, LLC

¹⁰⁵ City of Oakland, “Priority Development Area Profile Report, Downtown Oakland Specific Plan: Existing Conditions,” Prepared by Dover, Kohl & Partners, Opticos, and Strategic Economics, Inc., 4.20. accessed at <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak055798.pdf>.

¹⁰⁶ Ibid, 1.3.

¹⁰⁷ Ibid, 4.6

**Percentage of Rental Households
in Downtown Oakland Block Groups**
Sources: American Community Survey 2016 5-year Estimates;
U.S. Census Bureau

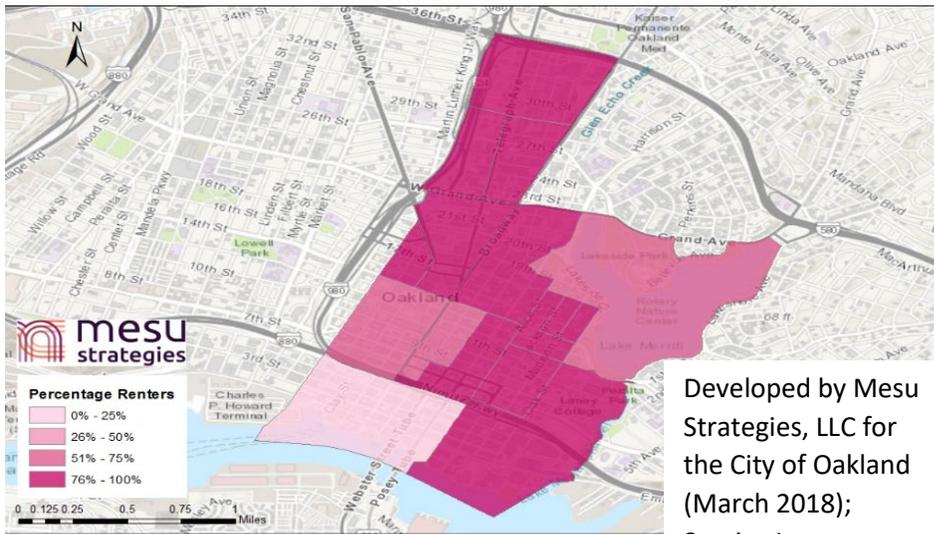
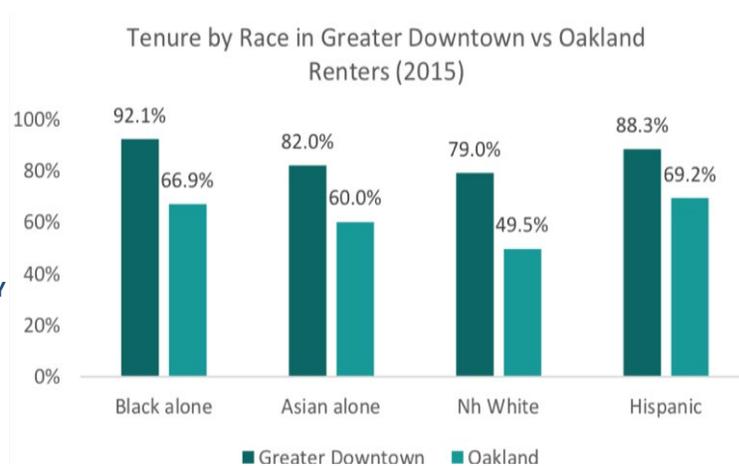


FIGURE 6: PERCENTAGE OF RENTAL HOUSEHOLDS IN DOWNTOWN OAKLAND BLOCK GROUPS

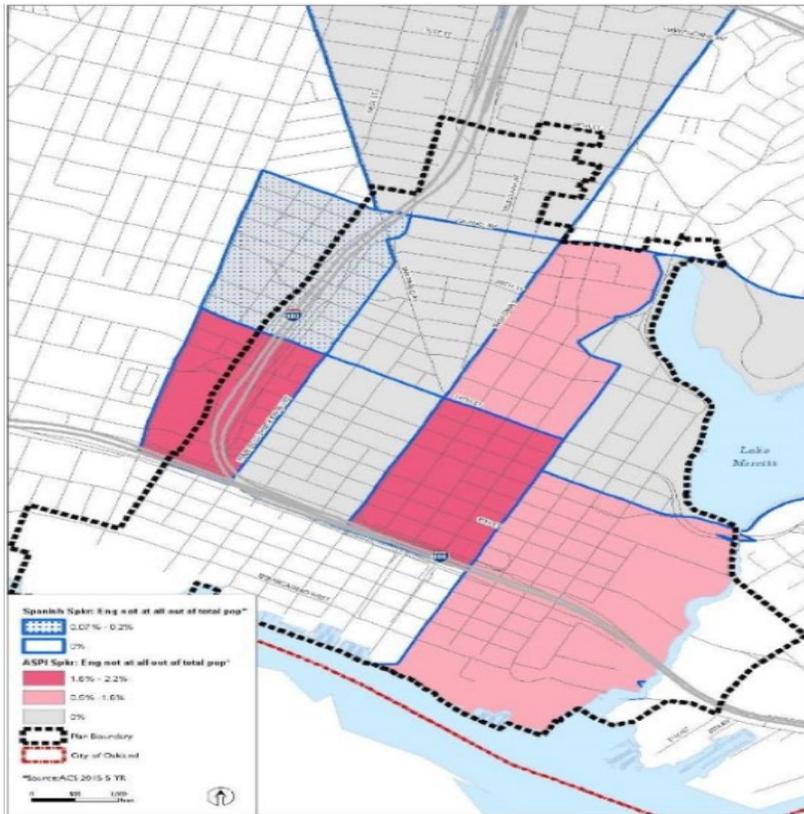
Tenancy in Downtown Oakland ¹⁰⁸

Renters comprise the significant majority of Downtown residents. Almost all Black and Latinx residents Downtown rent (92.1% and 88.3%, respectively). Asian and White residents Downtown are also majority renters (82% and 79%, respectively).

FIGURE 7: RENTERS' HOUSING TENURE BY RACE IN OAKLAND CITYWIDE AND DOWNTOWN



¹⁰⁸ Figure 7 and Figure 8 from Disparity Data report



Source: City of Oakland

FIGURE 8: NON-ENGLISH SPEAKING GROUPS OF LATINX AND ASIAN/PACIFIC ISLANDER BACKGROUNDS IN DOWNTOWN PLAN AREA

Cultural Diversity Downtown

Oakland’s cultural diversity is reflected in the diversity of languages spoken in the plan area. Spanish and Asian languages are among the most common languages spoken here. The map illustrates the non-English speaking groups of Latinx and Asian/Pacific Islander backgrounds in Downtown plan area.

Greater Downtown Families

Families comprise approximately 30% of Greater Downtown households.¹⁰⁹ This figure has dropped from 31-35% in previous decades. It is getting more difficult for families to live Downtown, with limited access to multi-room apartments in the area, and limited services for youth.

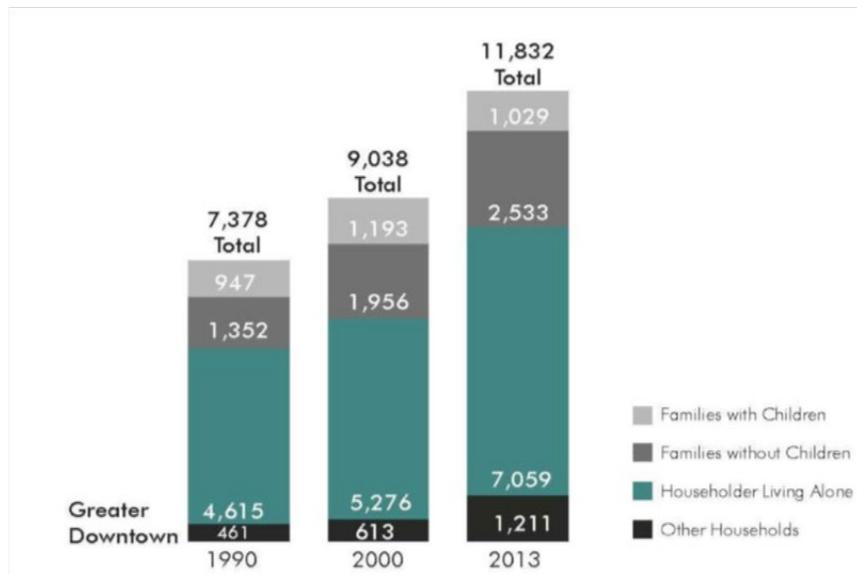


FIGURE 7: HOUSEHOLD COMPOSITION IN DOWNTOWN OAKLAND

Youth Population

Oakland residents engaged in the Downtown Oakland Specific Plan (DOSP) process have raised the importance of addressing youth needs Downtown. Parents of small children and adolescents have voiced concerns about the ongoing challenges of meeting the educational, social and safety needs of youth. However, relevant studies and data exploring these issues are limited, revealing an equity issue in the fields of research funding and pipelines for research.

A recent Asian Health Services study revealed that a significant majority of Asian-American and Pacific Islander youth surveyed in the East Bay do not feel safe or supported in their neighborhoods, or that their families have access to the healthy foods and economic opportunities they need to succeed. The report suggests a high prevalence and potential for high-risk behaviors (such as substance use and gang activity) among these youth.¹¹⁰

¹⁰⁹ Figure 9 from Disparity Data Report

¹¹⁰ Asian Health Services, "Raising AAPI Youth Visibility: Findings from a Survey with Asian American and Pacific Islander Youth in Oakland, CA," April 2017.

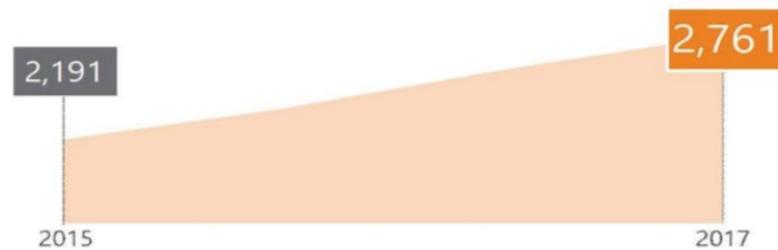
Dewey Academy is one of the few high schools near Oakland’s Downtown, although it is technically located within the Lake Merritt Station Area Plan area at 1111 2nd Avenue. This public senior high school was reportedly at risk of displacement in 2014 due to the proposed development of public land near Lake Merritt.¹¹¹ While the school remains today, the incident reveals how vulnerable even public schools are to new development Downtown.

“I do believe it’s going to start with young people voicing their opinions having them be involved in this process and [...] when we talk about creating, you know voices for young people, I think this is like a good opportunity because Oakland is thriving in the arts. [...] I’ve seen First Friday, how many young people come into this space, you know it’s just giving them a voice and trying to figure out I guess, where to begin, right? And it’s by having these conversations.”

--- Nixo Medina, SoleSpace & Culture Strike
(2017 EQDTO community survey)

Homelessness in Oakland

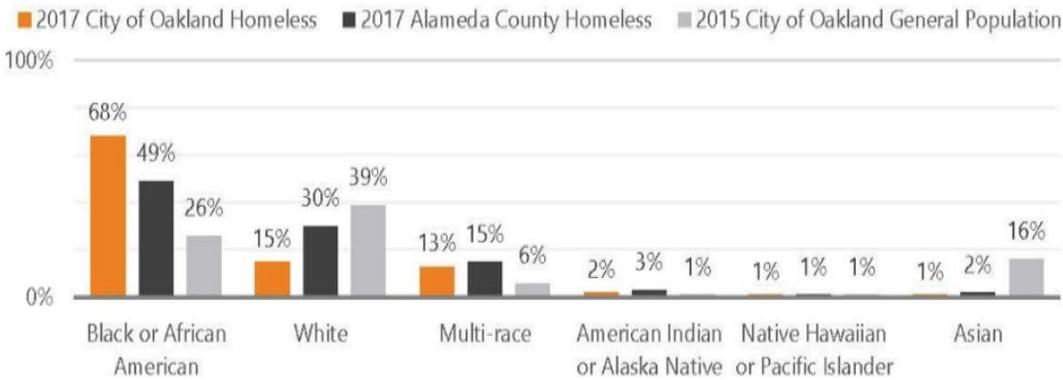
In the last biennial point-in-time count, the city’s homeless population grew by 26%, from 2,191 to 2,761. There are large racial disparities in homelessness, with Black residents representing 68% of the homeless population in Oakland, more than four times that of white residents (15%), five times that of Latinx and multi-racial residents (13%), and 68 times that of Asian residents (1%).



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

FIGURE 8: BIENNIAL HOMELESS COUNT POPULATION

¹¹¹Oakland Local Editorial Team, “Dewey Academy in Danger of Displacement: Gentrification and the Oakland Unified School District, June, 22, 2014, accessed July 2, 2018. <http://oaklandlocal.com/2014/06/dewey-academy-in-danger-of-displacement-gentrification-and-the-oakland-unified-school-district-community-voices/>.

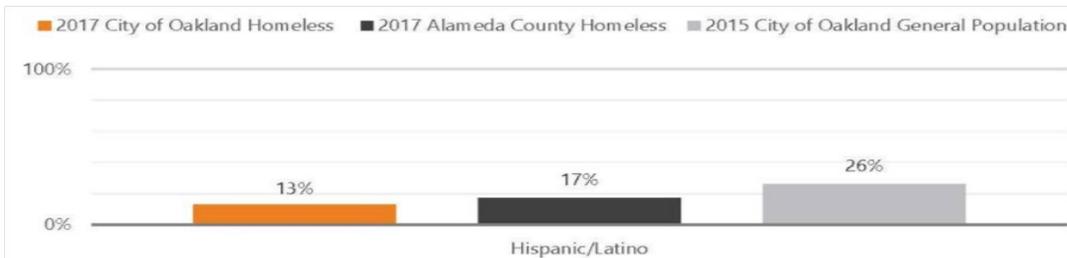


Source: Applied Survey Research (2015-2017), Alameda Homeless Count

FIGURE 9: RACIAL COMPOSITION OF HOMELESS POPULATION IN OAKLAND, ALAMEDA COUNTY, AND COMPARED TO OAKLAND GENERAL POPULATION

More than 1 in 10 of the homeless population in Oakland is Latinx (13%), representing nearly 1/3 of all Latino residents in the area.

The 76% rent increase for units in Downtown Oakland since 2010 reported in the Existing Conditions Report highlights the importance of affordability for area residents. Single room occupancy hotels (SROs), which provide deeply affordable units to very low-income populations in Downtown Oakland, are under threat amid the region’s real estate boom.¹¹² Recent survey data suggest housing insecure residents rely on SROs for shelter, particularly Black residents who comprise 66% of sampled renters.¹¹³



City of Oakland n= 2,761; Alameda County n=5,629
Source: Applied Survey Research. (2017). Alameda Homeless Count.

FIGURE 10: HOMELESS POPULATION OF LATINX BACKGROUND IN OAKLAND, ALAMEDA COUNTY, AND COMPARED TO OAKLAND GENERAL POPULATION

¹¹² City of Oakland, “Priority Development Area Profile Report, Downtown Oakland Specific Plan: Existing Conditions,” Prepared by Dover, Kohl & Partners, Opticos, and Strategic Economics, Inc., 1.3. accessed at, <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak055798.pdf>.

¹¹³ City of Oakland Housing and Community Development Department, “Downtown Oakland’s Residential Hotels,” 2015. Accessed at, <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak055799.pdf>.

"I really see a lot of the culture leaving Downtown. A lot of the culture that people moved here for. A lot of the culture that is leaving has to do with night life. We don't have a lot of access to venues to do live music, or if you want to do more cultural events like dance in the arts. I see a lot of that leaving Downtown. And a lot of that is what created... you know, we used to have Sweet Jimmy's and you had... well you still have Geoffrey's and other spaces that, where are more catered to the Black community of Oakland. And unfortunately, I'm just not seeing that."

--- Chaney Turner, Town Biz
(2017 EQTDTO community survey)

Downtown Businesses

The public sector provides substantial job opportunities Downtown, representing almost one third (28%) of employment in the area. In fact, local government contributed to an increase of over 3,000 jobs in Downtown Oakland between mid-2011 and mid-2016.¹¹⁴

In the private sector, the most expansive sectors in employment growth were in the professional, scientific, and technical services, followed by the dining and entertainment sector, and the information sector. The employment gains from these three sectors combined, represent well over 2,000 new jobs between mid-2011 and mid-2016.¹¹⁵

Small Business Displacement

Small businesses in the Downtown Plan Area are challenged by the pressures of rent increases. While rigorous study of the issue has yet to catch up to qualitative accounts from communities, some emerging reports from news media and local organizations have documented the problem and its symptoms:

- According to a study made available by *Town Squared*, "Average market retail rents across Oakland have already risen nearly 20 percent from January 2014 to March 2016, with West Oakland experiencing an especially dramatic increase of over 35 percent. And those numbers do not even capture the businesses facing colossal rent increases upon lease renewal. Small business owners in all parts of Oakland report doubling and even tripling rents."¹¹⁶
- New landlords seeking to benefit from the local market have squeezed out local shops that defined the character of Oakland's historic populations that have comprised the small business

¹¹⁴ City of Oakland. (September 8, 2017). "Downtown Oakland's Economic Role in the City and the Region," prepared by Strategic Economics, Inc. Accessed at, <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak069019.pdf>.

¹¹⁵ Ibid.

¹¹⁶ Ohmit, Denim. "Reconciling Oakland Gentrification and Local Business," *Town Squared*, August 19, 2016, accessed July 2, 2018. Accessed at, <https://townsquared.com/ts/resources/oakland-gentrification/>

landscape for decades.¹¹⁷

Nonprofit Displacement

Nonprofit organizations and foundations focused on social and economic issues concerning local communities, have been affected by Downtown pressures.

- Over 80% of respondents to a survey of nonprofits regarding financial feasibility from the Bay Area real estate market were either very concerned (52%) or somewhat concerned (30%).
- Among Bay Area nonprofits concerned about their financial feasibility, 54% work primarily or exclusively with low-income communities and 59% work primarily or exclusively with communities of color.¹¹⁸
- “Oakland nonprofits that serve low-income residents and communities of color — which, according to a study by the Greenlining Institute, often receive little outside funding — are being disproportionately squeezed. A full 87 percent said that the booming real estate market adversely affects their organization.”¹¹⁹
- “A recent city report requested by Councilmember Desley Brooks found that while Oakland actually had a net gain of 278 nonprofit jobs between 2008 and 2015, bringing the estimated total to 4,581, the groups focused on serving vulnerable communities are having a hard time holding onto their spaces. That’s because between 2012 and 2016, the average rent for office space in Oakland increased from approximately \$22 per square foot to \$37. It’s even worse Downtown, where most of the city’s nonprofits are located, and where the average rent is now \$47 per square foot.”
- “According to a Northern California Grantmakers survey of 500 Bay Area nonprofits cited in the report, 23 percent of Oakland’s nonprofits fear they may lose their current space within five years due to rising rents. In the Bay Area as a whole, the outlook is even worse: About half of nonprofits anticipate cost-related moves to cheaper areas.”¹²⁰

¹¹⁷ Bitker, Janelle. “After 28 Years, Colonial Donuts Faces Closure as Uptown Oakland Rents Continue to Rise,” East Bay Express, August 11, 2017. Accessed at, <https://www.eastbayexpress.com/WhatTheFork/archives/2017/08/11/colonial-donuts-faces-closure-as-uptown-oakland-continues-to-gentrify>.

¹¹⁸ Northern California Grantmakers, “Status of Bay Area Nonprofit Space & Facilities,” Prepared by Harder + Company Community Research,” March 2016. Accessed at <https://ncg.org/resources/first-regional-nonprofit-displacement-report>.

¹¹⁹ Ibid.

¹²⁰ Vigil, Laurel Hennen. “Rising Rents Threaten to Displace Oakland Nonprofits,” East Bay Express, July 12, 2017. Accessed at, <https://www.eastbayexpress.com/oakland/rising-rents-threaten-to-displace-oakland-nonprofits/Content?oid=7743930>.

"Non-profits and service providers are being displaced from Downtown Oakland everyday - we could name at least 5-10 organizations that we hear about being displaced/at risk of displacement every few months. Our non-profit has been displaced twice in 2 years because of rising rent costs. And the solution isn't simply to build more commercial. We looked at some of the new commercial being built - and it is not affordable for us. Owners are asking for \$4 per square foot or more! They say they need to ask that much to "make back their building costs". But the truth is those rates are just not affordable to non-profits and service providers. These are organizations that are made up of people of color, led by people of color, and who serve thousands of Oaklanders of color every year. As they disappear from the Downtown - so will the services that thousands of Oaklanders have relied on."

--- Black and woman of color non-profit leaders
located in Downtown Oakland for 8+ years
(2017 EQDTCO community survey)

C. Oakland neighborhoods of color for whom Downtown serves as a resource

As a Downtown plan, the DOSP must center the priorities of Oakland's residents of color across all city neighborhoods and eliminate barriers to Downtown access for people of color throughout Oakland.

A city's Downtown neighborhood is set apart from other city neighborhoods because of the specialized role it plays in serving the city at large as a "hub" for economic, social, cultural, and services opportunities. This is particularly true for Oakland, centered at the heart of the SF Bay Area, where access to Downtown means access to regional opportunities for residents of outer neighborhoods such as West Oakland and deep east Oakland.

There is a significant wealth gap among Oakland residents, with growing income inequality between white and non-white residents. Unemployment most significantly impacts Oakland's communities of color, for whom blue collar and entry-level white-collar jobs are particularly important. A significant proportion of Oakland's residents are considered working poor, working full time but barely able to sustain incomes at 200% poverty line. Meanwhile, poor transit connectivity to outer neighborhoods makes driving the most affordable way for communities of color to access Downtown.

Studies show that technology is the fastest growing industry in the Bay Area and represent a growth industry with the highest wages. Pipeline programs that take advantage of the top universities and community colleges and the local tech community to create accessible and equity based training programs targeting specifically 8th graders of color will go a long way to invest in equity, education, manufacturing, and an equitable innovation economy in Oakland.

Oakland's Racially Diverse Neighborhoods

Oakland is one of the nation's most diverse cities, but the city's diversity is not evenly distributed across its geography— a history of racial segregation and continuing economic patterns influence where the city's people of color are clustered. To meaningfully develop Downtown Oakland for all of Oakland's residents, City leaders should prioritize engagement of residents in Council districts 1, 3, 5, 6, and 7 in the ongoing plans to develop Downtown Oakland. Districts 1, 3, 6, and 7 are more densely populated by Black residents in constitutive block groups. Council districts 5, 6, and 7 are more densely populated by Latinx residents. As figures 13, 14 and 15 illustrate, Oakland's rich diversity can be found throughout the city residents must be included in planning decisions.

"I'm really concerned this is becoming a playground for the elite, for the wealthy, and that we're going to be left with a shell of diversity that's really more of a... just an image. And it represents to me the commodification of cultural diversity that people have been attracted to Oakland for, but without the people who really make Oakland great."

--- Collin Miller, Rooted in Resilience & Oakland Climate Action Coalition
(2017 EQTDTO community survey)

Percentage African American Residents in Oakland Block Groups by City Council District

Sources: American Community Survey 2016 5-year Estimates; City of Oakland; US Census Bureau

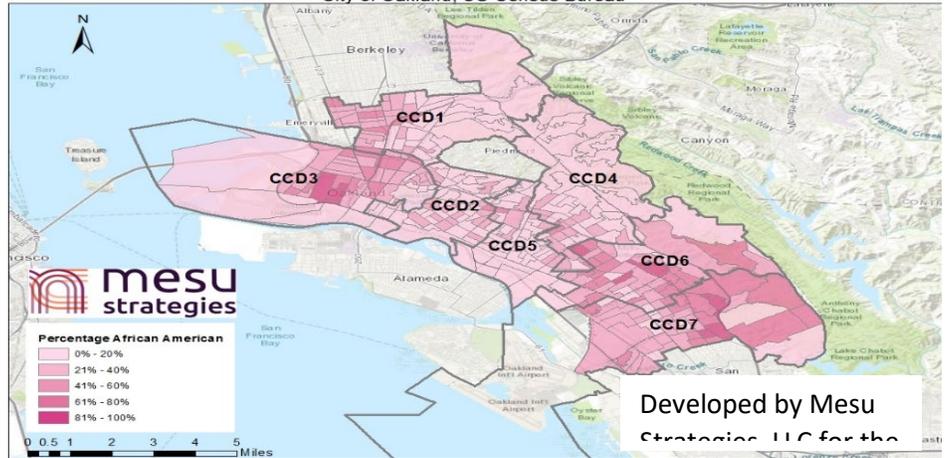


FIGURE 11: PERCENTAGE OF AFRICAN AMERICAN RESIDENTS IN OAKLAND BLOCK GROUPS BY CITY COUNCIL DISTRICT

Percentage Latinx Residents in Oakland Block Groups by City Council District

Sources: American Community Survey 2016 5-year Estimates; City of Oakland; US Census Bureau

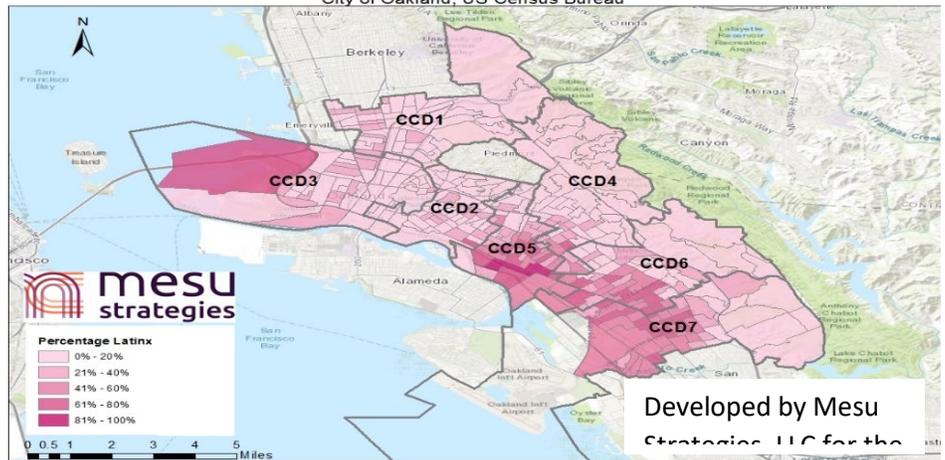


FIGURE 12: PERCENTAGE OF LATINX RESIDENTS IN OAKLAND BLOCK GROUPS BY CITY COUNCIL DISTRICT

Percentage Residents of Color in Oakland Block Groups by City Council District

Sources: American Community Survey 2016 5-year Estimates; City of Oakland; US Census Bureau

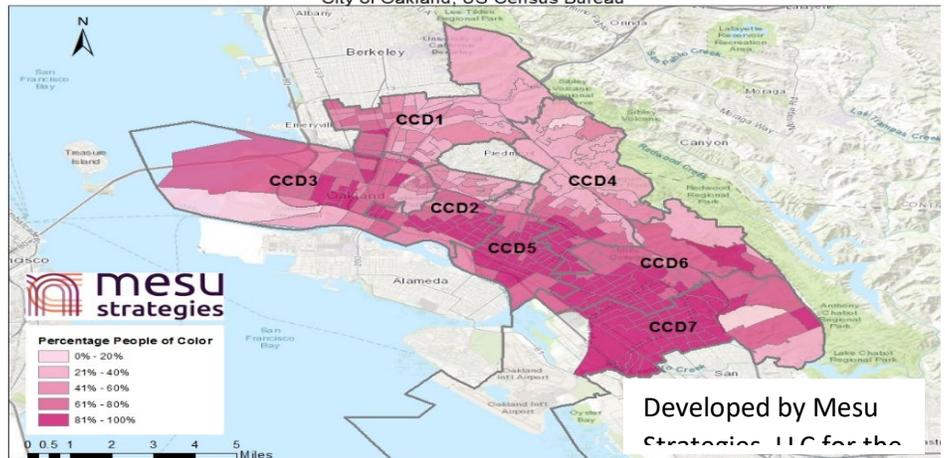
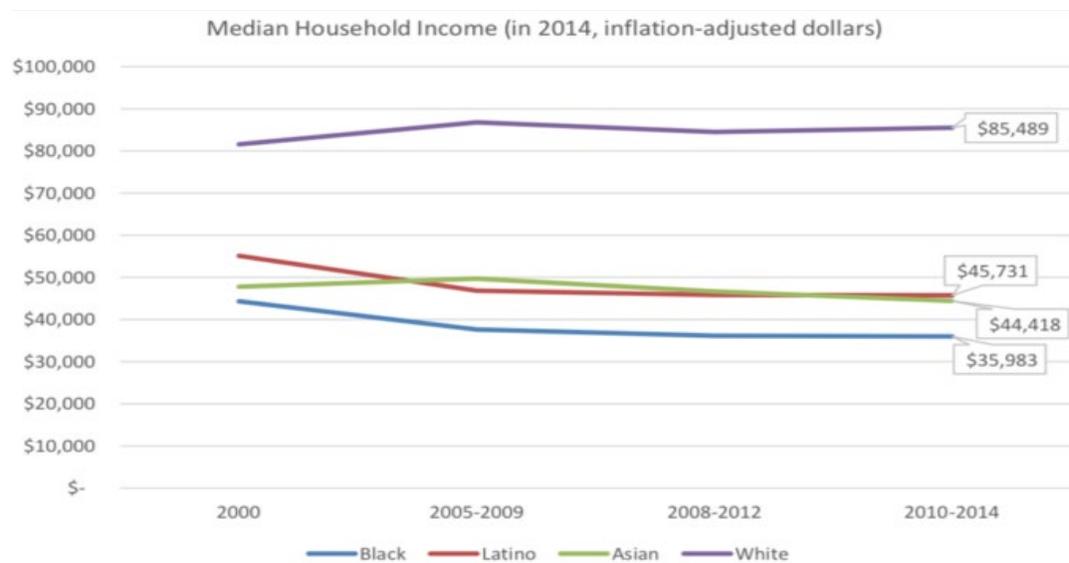


FIGURE 13: PERCENTAGE OF RESIDENTS OF COLOR IN OAKLAND BLOCK GROUPS BY CITY COUNCIL DISTRICT

Median Household Income by Race

Income inequality is a profound and persistent issue in Oakland.

- White households' incomes in 2014 (\$85,489) are consistently higher than non-white households. Black households earn less than half that of white households (\$35,983); while Latinx (\$45,731) and Asian households (\$44,418) are moderately higher, but are significantly lower than white households.
- Only white household incomes appear to have increased since 2000, while non-white household incomes have declined.



Source: PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

FIGURE 14: MEDIAN HOUSEHOLD INCOME BY RACE IN OAKLAND, 2000-2014

Median hourly wage by race/ethnicity, 1980-2014

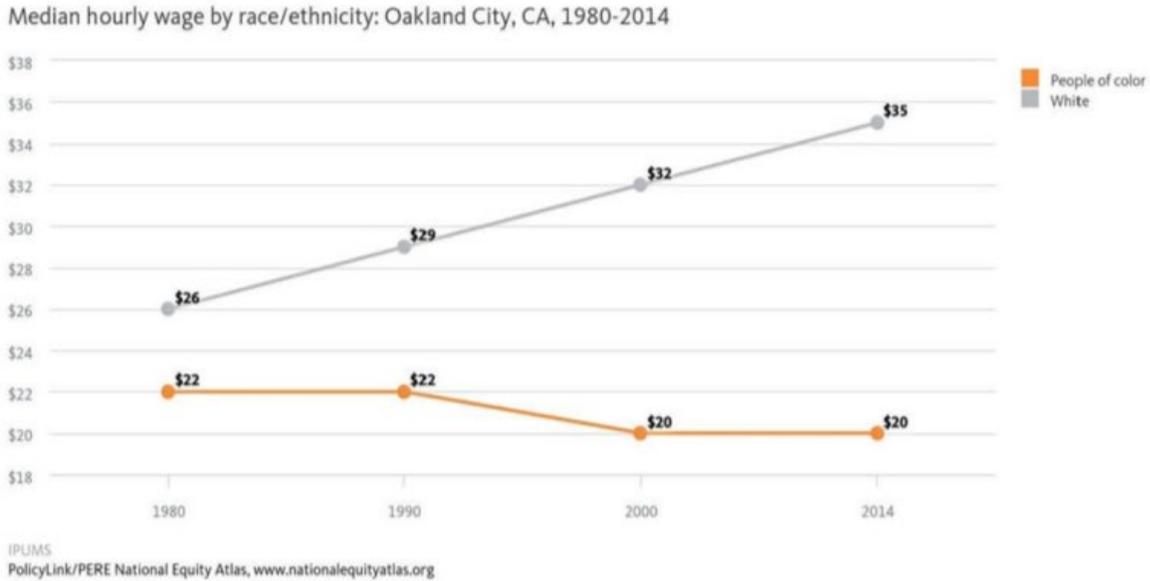


FIGURE 15: MEDIAN HOURLY WAGE BY RACE/ETHNICITY, 1980-2014

Median Hourly Wages by Race¹²¹

There are large racial disparities in wages in Oakland.

- Wages have steadily increased for whites at \$3 an hour per decade between 1980 and 2014, but have decreased and stagnated among people of color.

Unemployment by Race in Greater Downtown vs Oakland (2015)

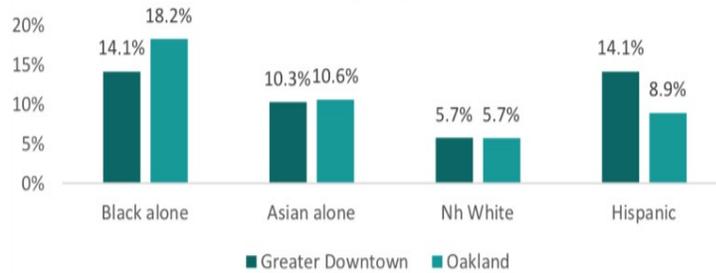


FIGURE 16: UNEMPLOYMENT BY RACE IN OAKLAND CITYWIDE AND DOWNTOWN OAKLAND

Working Poverty Rates in Oakland

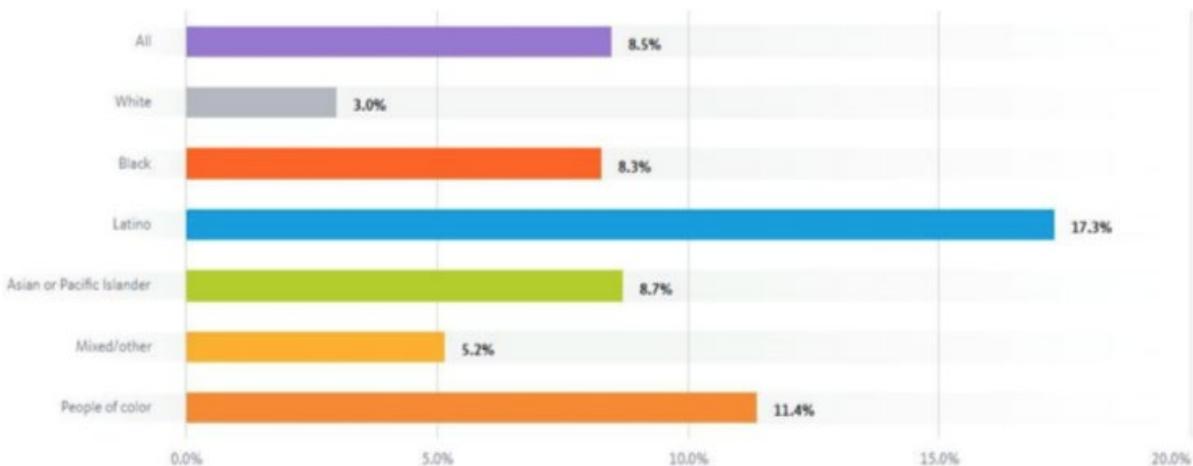
Oakland residents need better paying jobs.

¹²¹ Figure 19 from Disparity Data report

- Overall, 8.5% of city residents work full-time but earn less than 200% of the federal poverty level, which is considered “working poor”.
- 11.4% of people of color are considered working poor, compared to only 3% of whites.
- Latinx (17.3%), Asian/Pacific Islander (8.7%), and Black (8.3%) residents represent the three groups with the highest proportions of working poor.

Breakdown:

Percent working poor by race/ethnicity: Oakland City, CA, 200%, 2014



IPUMS

Source: PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org.

FIGURE 17: PERCENTAGE OF OAKLAND RESIDENTS WORKING FULL-TIME AND EARNING LESS THAN 200% OF THE FEDERAL POVERTY LINE

Unemployment in Greater Downtown and Citywide¹²²

- In the Greater Downtown area, Black and Latinx residents represent the largest proportions of unemployed residents, at 14.1% for each group.
- Asian and white residents less likely to be unemployed, at 10.3% and 5.7%, respectively.
- Citywide, Asian and Black residents largest groups of unemployed, at 10.6% and 18.2%, respectively.
- Latinx and white residents represent smallest proportions of unemployed Oaklanders, at 8.9% and 5.7%, respectively.

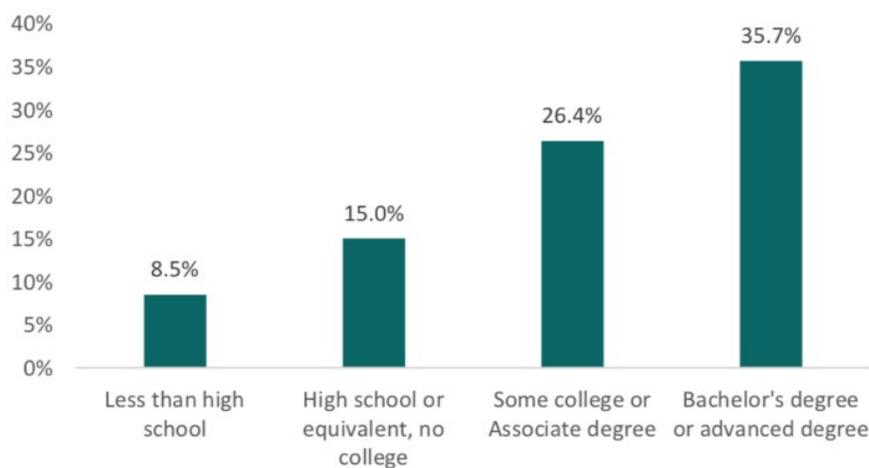
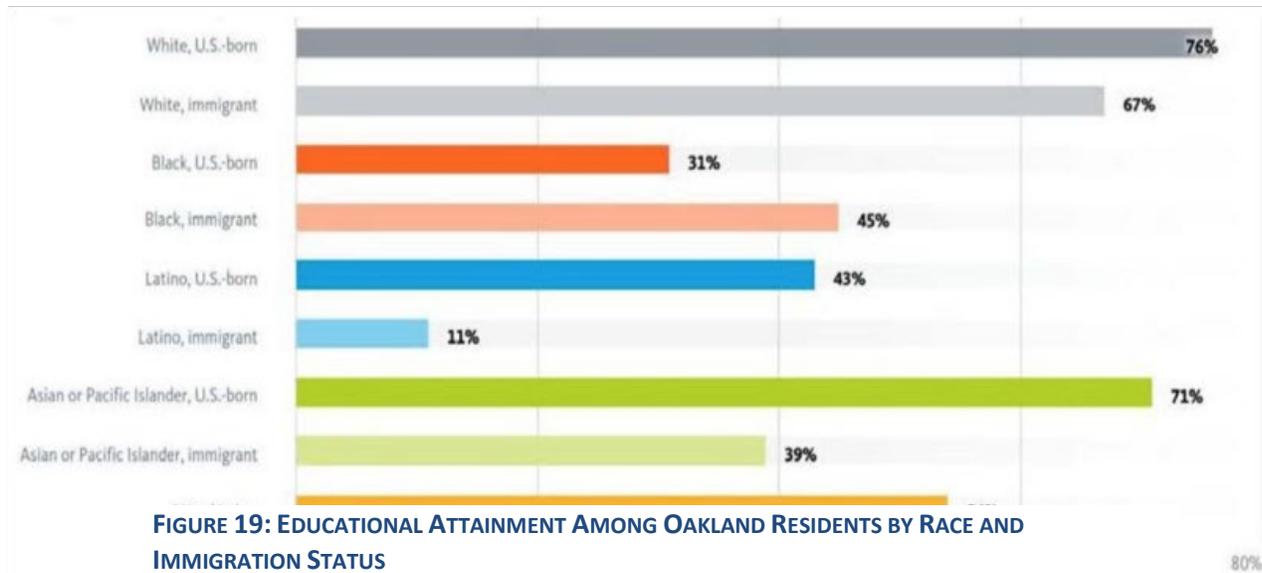


FIGURE 18: EDUCATIONAL REQUIREMENTS FOR JOBS LOCATED IN DOWNTOWN OAKLAND

Educational Attainment

- Groups with highest levels of education – Associates degree or higher – include U.S.-born whites (76%), U.S.-born Asian/Pacific Islanders (71%), and immigrant whites (67%).
- Immigrant Black (45%), U.S.-born Latinx (43%), and Immigrant Asian/Pacific Islander (39%) residents have higher rates of secondary educational attainment than U.S.-born Blacks (31%) and Latinx immigrants (11%).

¹²² Figure 21 from Disparity Data report



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

Educational Requirements for Downtown Oakland Employment

Currently, jobs Downtown are not accessible given Oakland’s socioeconomic diversity.

- Fewer than 25% of downtown jobs are accessible to someone with a high school degree.
- Majority of downtown positions require either an Associate’s degree and/or some college coursework (26.4%), or a Bachelor’s degree or higher (35.7%).

Transportation Access

All trips and commutes

- More than half (51%) of all trips to and from Downtown made by car.
- Slightly more than ¼ of all trips made by bus (21%) and rail (6%).
- Slightly more than 1/5 of all trips made on foot (18%) and bike (3%).
- 40% of commuting trips to and from Downtown made by car.
- Just over half of commutes made by public transit, on rail (48%) or bus (5%).
- Non-commutes predominantly made by car (55%).
- Nearly ¼ of non-commutes made by pedestrians (24%).
- Just under 1/5 of non-commutes made by public transit, either rail (12%) or bus (7%).

Trips by race

- While 17.2% of households in Oakland do not have access to a vehicle, only 10.4% of white households lack vehicle access, compared to double this rate (20.8%) among households of color.
- Black households represent the highest proportion of those without vehicles (26%), followed by Asian/Pacific Islander households (21.9%).
- Latinx households have rates of vehicle access comparable to white households (10.9% and 10.4%, respectively).
- Whites and Asians represent the largest share of BART riders (44% and 23%, respectively), compared to Black (12%) and Latinx (18%).
- Black and white patrons comprise the largest share of AC Transit riders (39% and 24%, respectively), followed by Latinx (20%) and Asian (13%) riders.

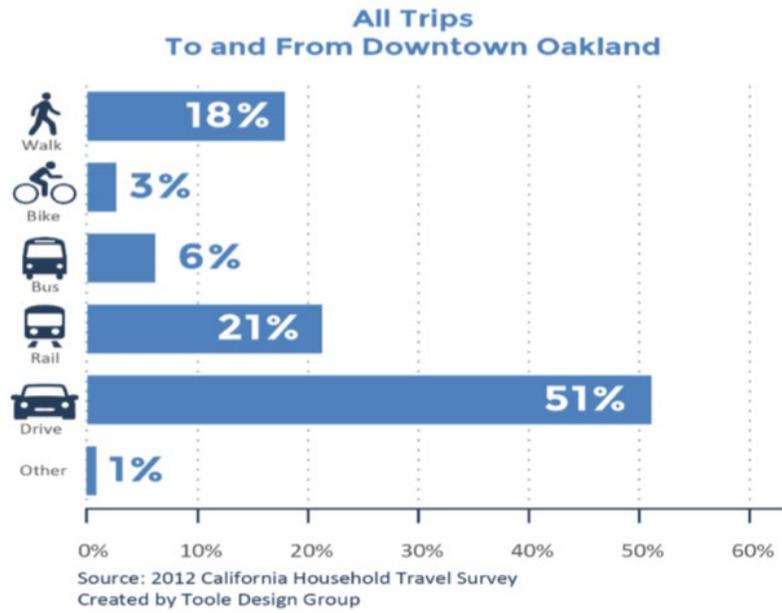


FIGURE 21: MODE OF TRANSPORTATION FOR TRIPS MADE TO AND FROM DOWNTOWN OAKLAND

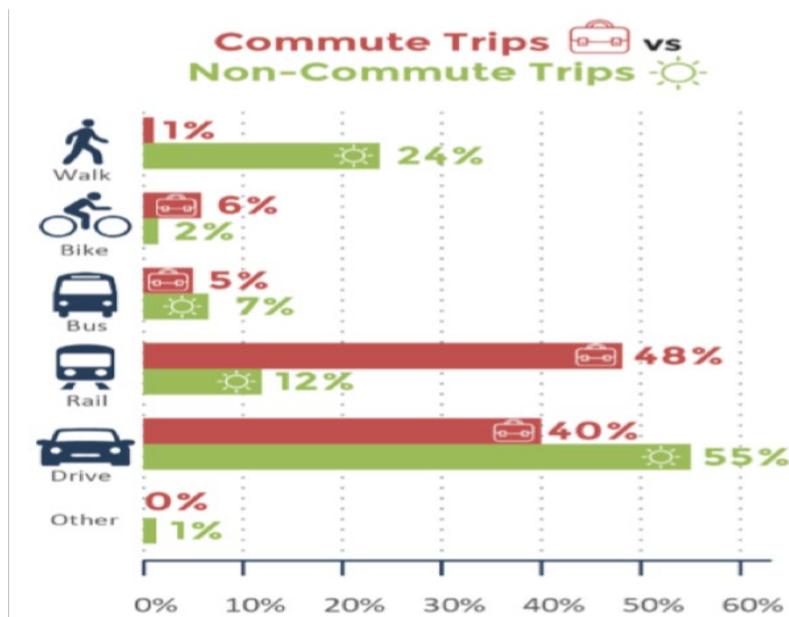
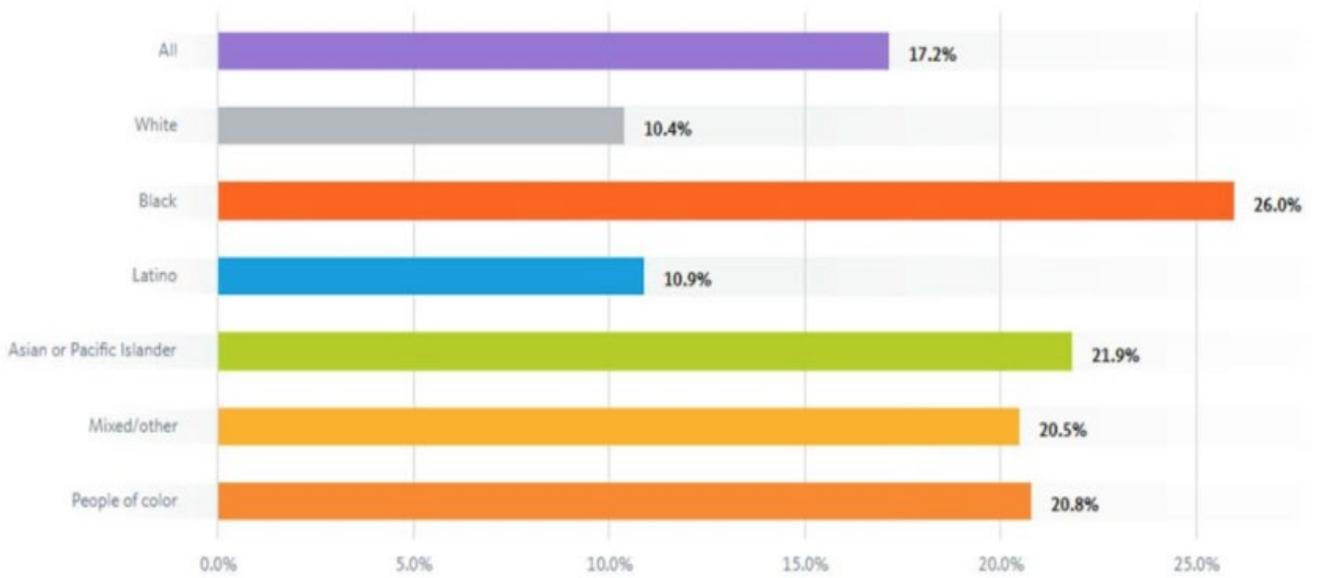


FIGURE 20: MODE OF TRANSPORTATION FOR TRIPS MADE TO AND FROM DOWNTOWN OAKLAND, COMMUTES AND NON-COMMUTES

Percent of households without a vehicle: Oakland City, CA, 2014



Source: PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org.

FIGURE 22: PERCENTAGE OF OAKLAND HOUSEHOLDS WITHOUT A VEHICLE BY RACE

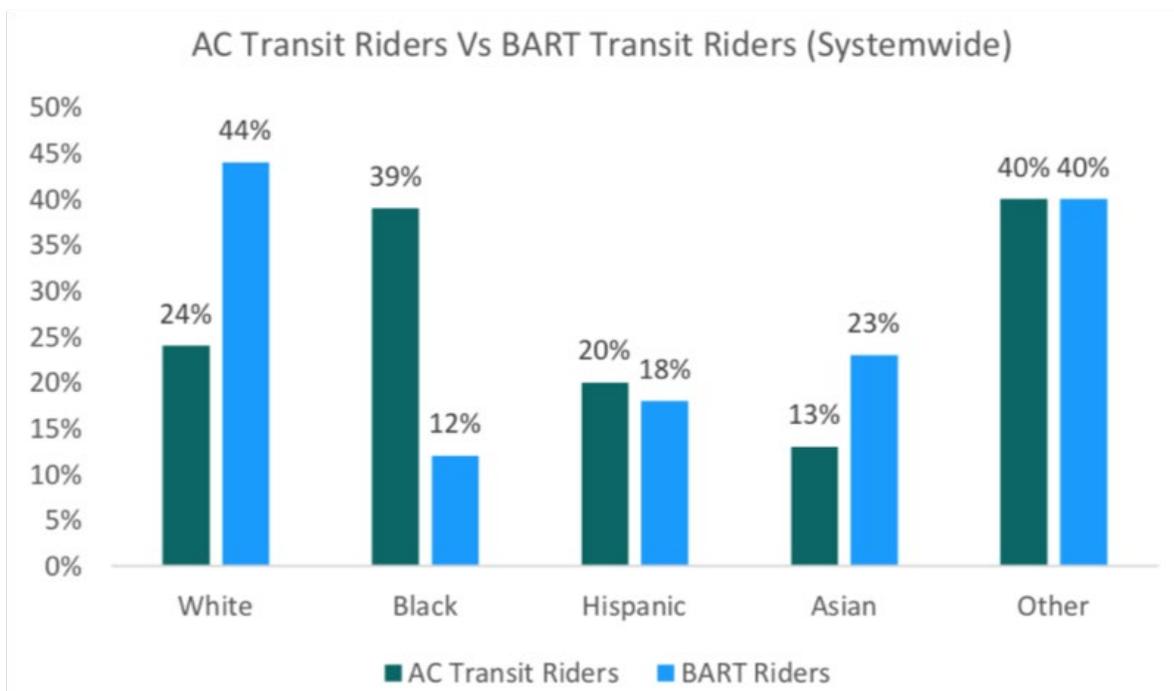


FIGURE 23: PERCENTAGE OF AC TRANSIT AND BART RIDERS BY RACE

D. Local artists of color and communities that have helped to shape Oakland's historic, cultural and multiracial identity

Oakland's diverse history finds, perhaps, its greatest racial and ethnic cultural expression through generations of artists and activists for racial and social justice. While the city's many neighborhoods help to foster a rich and broad cultural tapestry, Downtown is a hub for regional arts and culture. Downtown provides the infrastructure necessary for artists and makers to develop and market their wares, both locally, to tourists arriving via train, ferry or local transit, or beyond via the infrastructure of the port. The innovative, improvisational, and unique character of much of Downtown is vulnerable to today's market forces created by unplanned economic development that does not conserve or recognize the value of Oakland's community-inspired creativity.¹²³

To advance equity in Oakland, the Downtown Oakland Specific Plan (DOSP) must protect the city's role as a regional and national cultural hub by understanding and attending to the needs and priorities of cultural communities' leaders and artists. Their presence Downtown is essential for promoting innovation and sustaining the city's identity and heritage.¹²⁴

Artist Residence¹²⁵

- Highest concentrations of artists reside in the 94607 zip code and adjacent western zip codes near the waterfront, along with the 94611 further inland.
-
- Highest concentrations of artist workspace in Oakland in same areas as residence (94607), but more consistently along the western edge near the waterfront.¹²⁶

Artist Displacement

Downtown artists are experiencing displacement, either from their workspace (23%), living quarters (28%), or both (49%).

- Among artists reporting displacement, 42% reported prohibitive rent hikes, 18% reported change of building ownership, 6% evicted, and 32% for other reasons.

¹²³ Causa Justa Just Cause, "Development without Displacement: Resisting Gentrification in the Bay Area," 2015, accessed at, <https://cjjc.org/wp-content/uploads/2015/11/development-without-displacement.pdf>.

¹²⁴ City of Oakland Cultural Affairs Division, "Belonging in Oakland: A Cultural Development Plan," Spring 2018.

¹²⁵ Figures 26, 27, 28, 29, 30: Ibid

¹²⁶ The City of Oakland. (Spring 2016). "Strategies for Protecting and Creating Arts & Culture Space in Oakland, White Paper Prepared for the Mayor's Artist Housing and Workspace Task Force." Accessed at, <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak062138.pdf>.

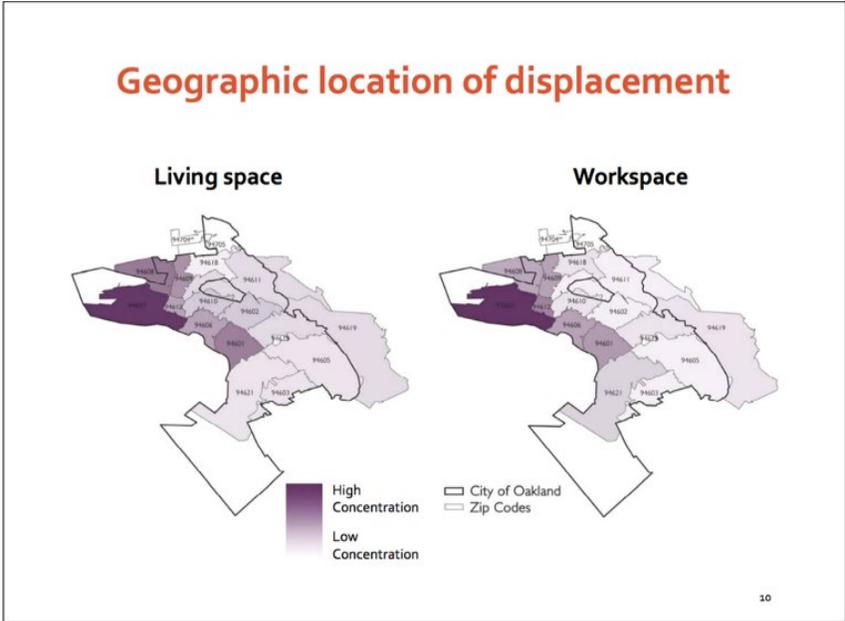
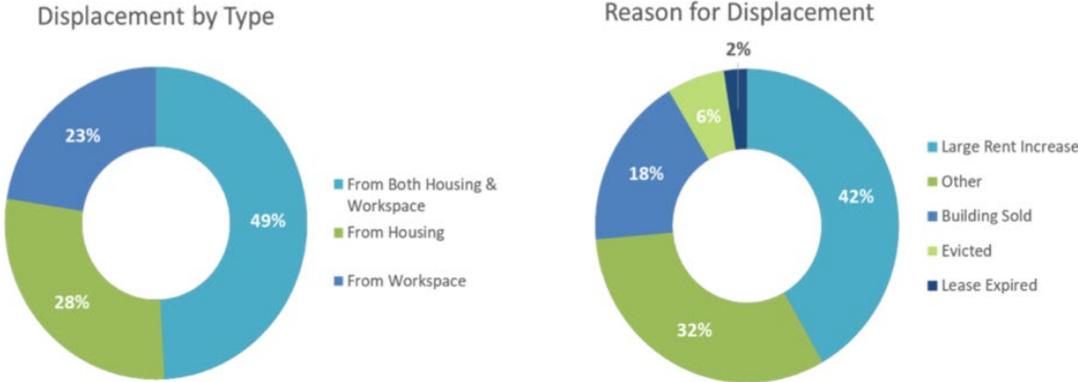


FIGURE 24: CONCENTRATION OF DISPLACEMENT IN OAKLAND ZIP CODES



2015 Artist Housing and Workspace Task Force Survey

FIGURE 25: ARTIST DISPLACEMENT IN OAKLAND BY TYPE AND REASON

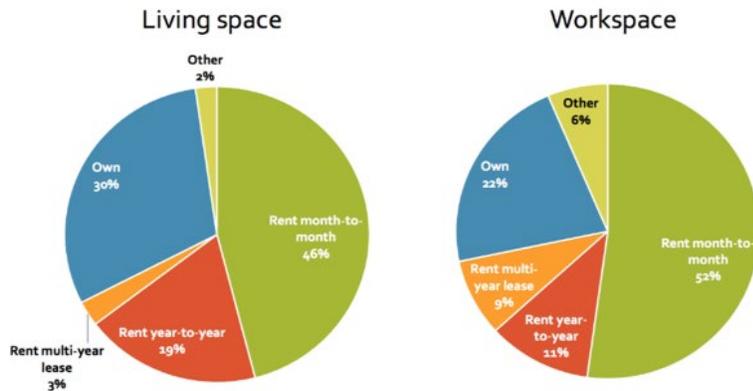


FIGURE 26: HOUSING AND WORKSPACE TENURE FOR ARTISTS IN OAKLAND

Artist Housing Tenure

- Nearly half (46%) of surveyed artists rent living space month-to-month.¹²⁷
- More than half (52%) of surveyed artists rent workspaces month-to-month.¹²⁸

Artist Displacement and Residential Instability

According to an Oakland Task Force study of artists:

- The majority of respondents have lived and worked in Oakland for at least 10 years.
- One-quarter (25%) of respondents to arts survey reported displacement in past 12 months, or are in facing upcoming displacement.
- Of those 170 artists reporting displacement in past 12 months, 3 in 5 moves were the result of rent increases or building sales.
- The majority of artists who participated in the survey are on month-to-month leases, leaving them exposed to displacement. Specifically, more than half (52%) of artists reported being on month-to-month leases for workspaces, and just under half (46%) reported being on month-to-month leases for housing.

¹²⁷ “Strategies for Protecting and Creating Arts & Culture Space in Oakland, White Paper Prepared for the Mayor’s Artist Housing and Workspace Task Force,” Spring 2016, accessed at, <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak062138.pdf>.

¹²⁸ Ibid.

- More than half of respondents reported that technical assistance would help address their most urgent needs as artists in Oakland.

Challenges to Artists in Oakland

- Affordable housing poses the largest obstacle to working as an artist in Oakland, with over 500 respondents reporting this as an issue, followed by more than 400 reporting affordable workspace as a key challenge.
- The shortage of workspace for artists to purchase poses a similar challenge, with over 300 respondents reporting this as a challenge.
- Artists are competing with cannabis uses for industrial/maker space, as cannabis uses can afford to pay higher rents for similar spaces.

Community Priorities

- In equity working group meetings, 29% of respondents stressed the importance of promoting and preserving cultural assets.
- Funding and support for arts and culture along with protecting cultural institutions and artists spaces were prioritized by 24% of respondents.
- The remaining 23% prioritized public art, performances, and festivals in the equity working group meetings.

Chinatown Businesses

- According to the Oakland Chinatown Improvement Initiative, the number of Asian-owned businesses in the Bay Area is increasing, but Oakland Chinatown businesses have not been enjoying this same growth.¹²⁹
- Moreover, between 2005 and 2014, this study found that agricultural businesses declined by 22%, manufacturing by 16%, and wholesale businesses by 9%.¹³⁰

¹²⁹ Saelee, C, Agpaoa, J., and Posadas, A., "Oakland Chinatown Improvement Initiative," Fall 2016. Accessed at, https://static1.squarespace.com/static/5859cb06197aeabb8cf726a2/t/5874c976d2b857064daeda46/1484048763736/sfsu_oaklandchinatown_study.pdf

¹³⁰ Ibid.

COMMUNITY PRIORITIES: EQUITY WORKING GROUP MEETINGS

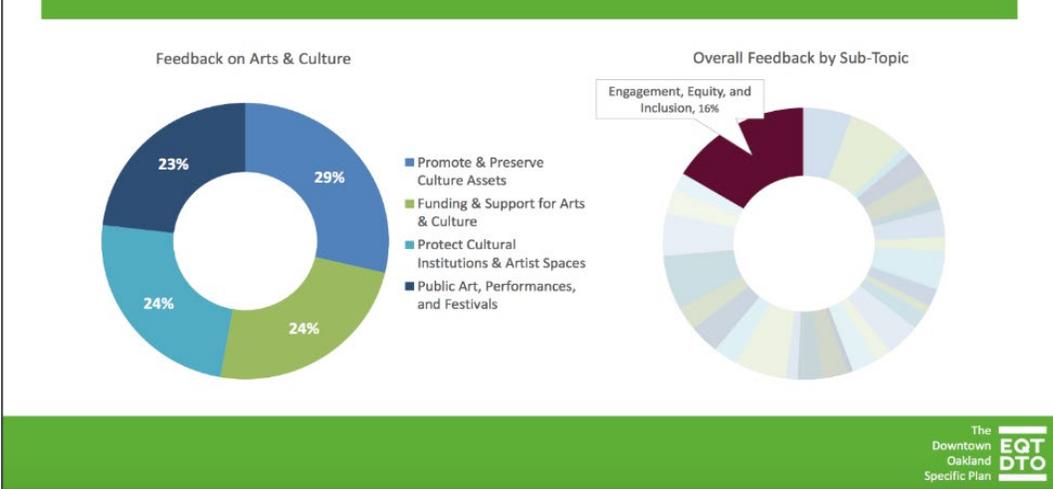


FIGURE 27: COMMUNITY PRIORITIES ON ARTS & CULTURE

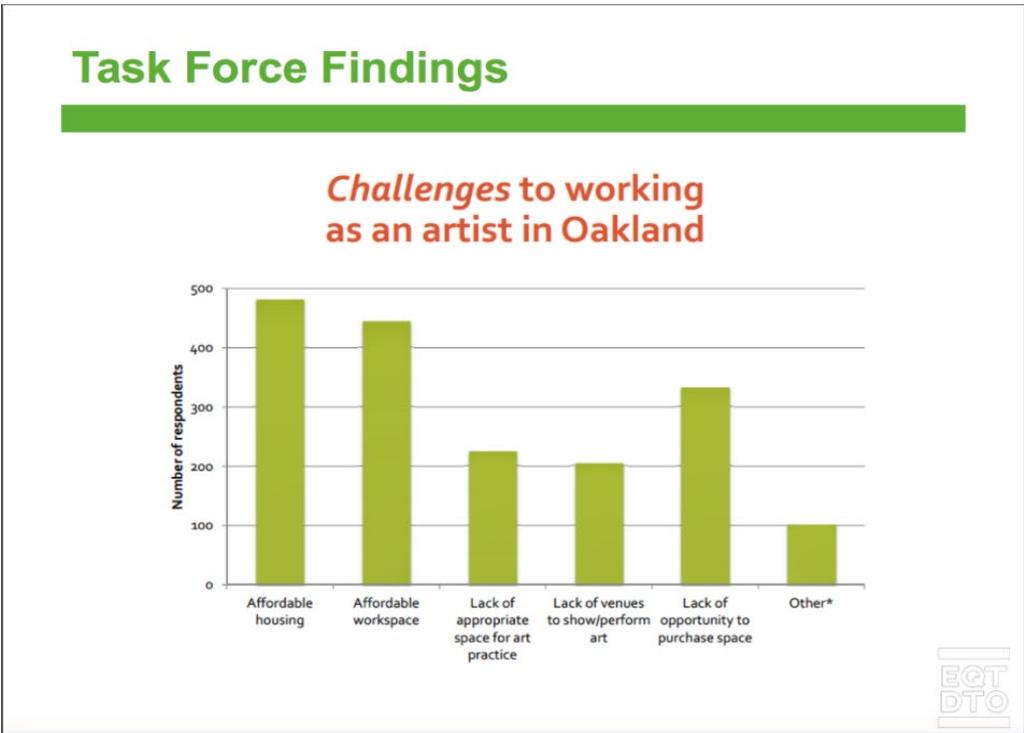


FIGURE 28: SURVEY FINDINGS OF CHALLENGES TO ARTISTS IN OAKLAND



Photo credit: Eric Arnold

VIII. Assessment of Community Engagement

The value of meaningful community leadership in an equitable change process is widely researched and cannot be understated.¹³¹ For a process to address historic issues of marginalization and move toward systemic inclusion, it is essential for communities that are impacted by a topic to be involved in defining the problem and potential solutions, partnering with technical supports throughout all phases of planning and implementation, and maintaining clear and transparent communication between community leaders and technical supports.

It is especially critical to engage communities of color in the Downtown Oakland Specific Plan (DOSP) process. Due to the historical reality of the role of government in creating and maintaining racial inequities, it is not surprising that communities of color do not always have much trust in the institution. In addition, there is a likelihood that other barriers exist, such as language, access, perception of being welcome, and lack of public transportation, or childcare. Furthermore, for

¹³¹ Kirwan Institute. "The Principles for Equitable and Inclusive Civic Engagement." Accessed at, <http://kirwaninstitute.osu.edu/wp-content/uploads/2016/05/ki-civic-engagement.pdf>

communities with limited English language skills, appropriate language materials and translation must be provided.¹³²

The City and its team of planning consultants (led by Dover Kohl) and team of equity consultants (led by ISEED) sought to increase the engagement of Oakland's low-income communities and communities of color, specifically People without homes, African-American, Indigenous, Youth, Senior, Disabled, Latinx, Immigrant, Artist, Nonprofit/direct service provider, Labor, Residents of East Oakland, West Oakland, Chinatown and Koreatown, blind deaf and hard of hearing, LGBTQ, underemployed, individuals impacted by the criminal justice system, refugees and English Learners, in the planning process after May 2017.

Summary of Community Engagement in DOSP Process

To increase engagement with the specific populations above, the City and its team of consultants conducted community engagement with the use of an engaging and interactive website, social media accounts, a mobile mapping community engagement platform (Streetwyze), leveraging existing personal networks to identify priority outreach populations, equity training workshops, video interviews, social media and blog posts, letters, and phone calls, direct 1-on-1 engagement, utilizing community stakeholder networks to get the word out, and a unique co-production model to empower community leaders with targeted engagement, which then provided food, childcare, and on-the-ground information to their local communities. The EQTDTO Team attended a series of community meetings, working with these leaders to co-design the structure, content, and outcomes of the engagement sessions to be held in their own communities. This approach centered the expertise of Oakland communities and connected their experiences in co-designing a formal equity planning process. For a full timeline of community engagement between 2017-2018 as well as benchmarks for inclusive engagement, please see the appendices.

Effectiveness of Community Engagement Strategy

Overall this strategy was moderately effective in bringing new voices to the table and increasing the attendance of the meetings, as well as providing disaggregated racial and ethnic data on attendance through an attendance capture-form. Smaller and more targeted events, combined with community lead engagement, yielded higher percentages of priority populations. In 2017, 27.5% of attendees at these events were Latinx, 25% were Black, 30% were Asian, 10% were White and we had a high percentage of people between the ages of 19-29. Larger, Downtown-wide events yielded a lower percentage of priority populations. In 2017 11% of attendees at these events were Latinx, 16.8% were Black, 40.3% were Asian, 29.6% were White and a high percentage of people between the ages of 26-50. As evidenced, the strategies listed above were most effective when community leaders were given autonomy to develop and execute engagement in their communities in partnership with the EQTDTO Team. It was also effective in demonstrating to the City new approaches and creating a robust infrastructure of contacts and organizations to be used in developing and implementing the DOSP.

¹³² Center for Social Inclusion. (2016). "Racial Equity Toolkit An Opportunity to Operationalize Equity."

This outreach initiative showed a marked improvement in both the breadth and depth of participation once the schedule, venue, and approach for outreach included community leadership. This approach allows community leaders an enhanced and credible role as partners toward achieving critical understanding through meaningful engagement. For example, when the EQTDTO team was able to meet with community groups prior to the events, these groups were more likely to bring their constituents to the events and we were able to understand which holidays or dates we should be mindful of when scheduling events, i.e. Lunar New Year, Dia de los Muertos, Rosh Hashanah, etc. Furthermore, when we worked strategically with the Chinatown Coalition and Asian Health Services to choose a venue that was easy for non-native English speakers and seniors to navigate to within their community, we had a higher percentage of those populations attend.

Impacts on Stakeholder Groups

- **Downtown residents of color and businesses most at risk of displacement**

The efforts to engage this community were successful in person yet the opportunities to connect major events, festivals, and networking to share the DOSP and hear the concerns of this population were fractured between small business outreach conducted separately by the City, the Chamber, or the SBA. Better coordination between departments could have streamlined this process and provided a more on message engagement with the CBDs, BID, makers, start-ups, incubators, and small business communities.

One major finding from engaging Downtown residents of color, and businesses most at risk of displacement is that housing and affordability (both residential housing and also “housing” for non-profits, small businesses, and service providers) are the most important issues. Additionally, many of these communities feel that the City is acting too slowly, and many people of color and businesses of color have already been displaced.

Engagement proved most successful when community members felt their input was appreciated and valued, however, many had questions about what the City planned to do with their feedback, and some issue experts who had been engaged in prior Specific Plans remained skeptical about the depth of engagement afforded them by the City’s standard process.

Engagement was effectively utilized with African-American, Asian, Latinx communities and stakeholders representing arts and culture non-profit organizations, small businesses, social justice advocates, tenant rights advocates, and affordable housing advocates; however, despite multiple outreach efforts, youth, indigenous, shelterless, and disabled persons remained lower in attendance at public meetings compared to other groups, suggesting that ongoing engagement strategies which directly address issues of concern to these populations should be continue to be utilized, as with the youth summit, youth planning curriculum, disability focus group, and survey of older adults and people with disabilities.

- **Oakland’s neighborhoods of color for whom Downtown serves as a resource**

Engagement from Oakland's neighborhoods of color for whom Downtown serves as a resource was challenging for the following reasons:

- a) Many outside of Downtown are dealing with issues of affordability and displacement in their own neighborhoods (as well as other issues) and need to focus their limited time/energy on efforts in their own neighborhoods.
- b) There is distrust that the City process would move quickly enough, or be bold enough in terms of centering the needs of Oaklanders of color, to effectively address the concerns of those living outside of Downtown.
- c) Outside of community subgroup meetings, all other DOSP activities were held in Downtown, not only making it difficult for those outside to attend, but also signaling that the needs of Downtowners were more important than those outside of Downtown.
- d) Engagement proved most successful when community members felt their input was appreciated and valued; however, many had questions about what the City planned to do with their feedback, and some issue experts who had been engaged in prior Specific Plans remained skeptical about the depth of engagement afforded them by the City's process.
- e) Engagement was effectively utilized with African-American, Asian, Latinx communities and stakeholders representing arts and culture non-profit organizations, small businesses, social justice advocates, tenant rights advocates, and affordable housing advocates. However, despite multiple outreach efforts, youth, indigenous, shelterless, and disabled persons remained lower in attendance at public meetings compared to other groups, suggesting that ongoing engagement strategies which directly address issues of concern to these populations should be continue to be utilized, as with the youth summit, youth planning curriculum, disability focus group, and survey of older adults and people with disabilities.

One major finding from engaging Oakland's neighborhoods of color whom Downtown serves was that many do not feel that Downtown is a place for people like them, nor that it can benefit them, nor support them in any way. Parents of young people of color living outside of downtown noted that there are few places for their children to congregate at the city center, sentiments echoed by parents of students at Oakland School for the Arts and parents living in the KONO neighborhood downtown.

- **Local artists of color and communities that have helped to shape Oakland's historic, cultural and multiracial identity**

Engagement of local artists of color and communities that have helped to shape Oakland's historic, cultural, and multiracial identity was mixed. Initial engagement efforts were successful in engaging Chinatown populations, but not as successful in reaching African-Americans, and artists representing racial/ethnic diversity of Oakland. Follow-up efforts - which included personal phone calls and text messages from ISEED, Oakulture, Khepera Consulting and others

- were much stronger in reaching these groups, as evidenced by the high-turn out of artists during the Arts & Culture Creative Solutions Lab in 2018.

Among the stakeholders in this sector who were successfully engaged were theater/spoken-word artists, musicians, dancers, visual artists, makers, cultural organizations, retail and restaurant business owners, and event space owners. We also heard from the Malonga Cultural Center community that they did not initially feel the arts and culture engagement activities offered to them offered input beyond a superficial degree of participation. However, continued engagement efforts to these groups specifically resulted in active participation in the Focus Group meeting, which provided some of the most salient feedback to date, greatly broadening and diversifying the range of viewpoints offered by the existing CAG.

Major findings from engaging these groups is that displacement is their most salient concern, specifically that displacement is already happening, and that quick moving, short-term efforts need to be put in place by City to curb displacement now.

“Giving community a real seat at the table. Truly listening to what people in community say. I think that it is disingenuous to collect information and to conduct studies and then to not act on the fruit of those studies. Or to incorporate some sort of strategy to really embody those suggestions. I think that community access to processes is a crucial thing in Oakland right now at this time.”

--- Ayodele Nzinga, Lower Bottomz
(2017 EQTDTO community survey)



Photo credit: Eric Arnold

IX. Assessment of Adverse and Equitable Impacts in Proposed Land Use Options and Recommendations to Advance Equity

The draft Development Scenarios Part III of the working draft *Plan Options Memo* outlines potential “development scenarios” for various neighborhoods within the Downtown Oakland plan area. The proposals included ten focus areas offering 2-3 “options” with contrasting development guidelines. At the time of the EQTDTO Team review, the chart did not include supportive language that elaborates on the rationale for the identifying or prioritizing the given scenarios, the considerations to their development, or the strategy for weighing options or who will be involved. In communications following the EQTDTO Team’s engagement, City staff have reported updating and amending this gap in a new draft of the memo.

Equity Questions

To perform a meaningful assessment on the wide array of land use options, the EQTDTO team applied a consistent methodology to each proposed strategy, looking at

- What positive impacts on equity and inclusion, if any, could result from this proposal?
- What adverse impacts or unintended consequences could result from this proposal?
- How will stakeholder groups be affected, with particular emphasis on the three communities elevated as the core constituencies?
- What modifications would improve the equity impact of this proposal, with an eye to the disparity indicators that framed the overall DOSP analysis?

Using these criteria, ratings were assigned to each strategy, and an overall evaluation follows.

Projected Equity Impacts and Impacts on Stakeholder Groups

The options presented numerous questions and concerns related to their links to priority stakeholder groups identified in this memo. The majority of these questions and concerns were fundamental, they cut across the stakeholder groups, and touched on issues related to the origins of proposed land use options and the alignment between proposed alternative structure and community understanding and feedback on structure of development. Furthermore, there was no information connecting the content of the proposed alternatives with specific community input, particularly since none of the alternatives were presented to community before including them in the working draft *Plan Options Memo*.

Three conditions influence the potential equity impacts of the memo and are described below:

- Unclear origins of Proposed Development Alternative ideas
- Misalignment between structure of Proposed land use options and Community Understanding and Feedback on development structure
- Missing connections between content of land use options and community input

Unclear origins of Proposed Development Alternative Ideas

While the bulk of the *Plan Options Memo* concerns 115+ strategies related to implementation of the plan, it is the *development proposals* that will guide which strategies are selected, and what changes will be made to the social and built environments. The process for selecting Focus Areas was not transparent to many participants.

DEVELOPMENT SCENARIOS: TEN FOCUS AREAS	NEIGHBORHOOD MEETINGS
Lake Merritt Office Core	Central Core
Art + Garage District	Koreatown/Northgate (KONO) & Uptown
Lower Broadway	Jack London
3rd Street (West of Broadway)	
Produce Market	Chinatown
Victory Court	Old Oakland
Oak Street (South of 10 th Street)	
Howard Terminal	
I-980 Corridor	
Underutilized & Vacant City- Owned properties	

FIGURE 29: FOCUS AREAS AND NEIGHBORHOODS

Missing connections between Content of Land Use Options and Community Input

There were many instances where proposed development options did not appear to account for known community feedback, both in the Downtown Oakland Specific Plan (DOSPP) process and from other City of Oakland public engagement efforts. An example of this can most be seen most easily in the proposal concerning addressing one- and two-way streets on Webster and Franklin Street. Focus group participants representing Chinatown complained that their concerns in this neighborhood have been unequivocally in support of two-way streets and were confused as to why the City would offer one-way streets as a possibility? (CAG/Focus Group Meeting notes June 2018). A rapid analysis of the proposals

against high-level community feedback is outlined in Appendix C, though it does not represent a thorough review of community input today.

X. Assessment of Proposed Implementation Strategies

The implementation strategies outlined in the bulk of the report reflect the expansive scope of the DOSP process to date, comprising three goals, sixteen outcomes, and 115+ individual strategies lifted up by staff to reflect what they have learned during the planning effort. Of the 115+ strategies identified in the *Plan Options Memo*, this memo (Appendix D) determined only a fraction (<25) that demonstrate “promising” potential (color code: green) for advancing equity as configured, with the vast majority of the strategies having uncertain racial equity outcomes depending on how they are implemented.

Part of the challenge in securing a high degree of certainty in having strategies is the structure of the *Plan Options Memo*; the myriad strategies are deeply dependent on the policy context in which they are applied, what combination of strategies are engaged, and which of the core options frames the City’s implementation actions.

Equity Questions

To perform a meaningful assessment on the wide array of implementation strategies, the EQTDO team applied a consistent methodology to each proposed strategy, looking at

- What positive impacts on equity and inclusion, if any, could result from this proposal?
- What adverse impacts or unintended consequences could result from this proposal?
- How will stakeholder groups be affected, with particular emphasis on the three communities elevated as the core constituencies?
- What modifications would improve the equity impact of this proposal with an eye to the disparity indicators that framed the overall DOSP analysis?

Using these criteria, ratings were assigned to each strategy, and an overall reflection follows.

Projected Equity Impacts

The analysis revealed that from the highest level of the goals to the deepest level of specificity contained within the strategy options, there were five core framing considerations that directly influence the potential degree to which an action could contribute to advancing racial equity in the Downtown Oakland Specific Plan (or conversely exacerbating existing inequities). Those included the degree of specificity with which a goal/outcome/strategy was articulated; the intentionality of targeting toward a- community for which impact was anticipated; the clarity of the connection established between a particular goal/outcome/strategy and the other strategies that related to the one in question; and the strength of conceptualization given to the implementation of the approach. Each of these considerations reinforced the critical role that ongoing and recurrent community co-design plays in increasing the likelihood that the City’s application of its Specific Plan results in improved outcomes for all Oakland residents with a particular emphasis on those who have been

traditionally marginalized from social and economic opportunity as the result of previous policy and institutional practice.

There are numerous examples of how this plays out across the Plan Options Memo. In Outcome 1.1 (Development and design serve Oakland's diverse needs, contribute to improved conditions for all people of the City and enhance Downtown's authentic, creative and dynamic character) for example, this collection of strategies looks to ensure that "development and design" address resident needs, community conditions, and creative/dynamic character. Tools employed in this section include: infill development, historic preservation, Transfer of Development Rights (TDRs), development incentives, affordability requirement ordinances, (AROs), and public access to waterfront areas. Applying the five considerations (specificity, targeting, connection, implementation, co-design) reveals the ways in which stronger racial equity outcomes could be pursued. It is unclear numerous other "development and design" strategies that have demonstrated some effectiveness in addressing affordability and preventing displacement (an overriding community concern) were not included or at least cross-referenced with other sections. For instance, this section does not address the creation of social/civic spaces, supportive services for local communities, streetscapes and landscapes for promoting health, and/or the creation of economic opportunities. Specific possibilities for consideration include:

1. local hire requirements for all developments Downtown
2. incentives for local sourcing and procurement related to construction Downtown
3. requirements related to participatory design for new projects and renovations Downtown
4. incentives for local design firms and/or consultants of color on City development and design projects Downtown
5. ordinances prioritizing the rights of workers on new projects Downtown, and
6. required design standards or incentives for inclusion of art and/or historic details in new projects. That said, there are aspects of this outcome that hold promise, including Option 1.1.4 (with some modifications), which would be very promising for equity outcomes.

Another example can be seen in Outcome 1.2 (Sufficient housing is built and retained which leverages all of Downtown Oakland's existing advantages and investments in transit, employment, services, and culture to support the full range of lifestyles and choices that are essential to Oaklanders). Across this outcome, it is important to remember that "sufficient" housing does not guarantee that housing will serve Oakland residents, people of color or low-income, given rising costs. Also, strategies to address housing and transportation should not be considered separately from strategies to prevent or reduce displacement (section 1.6). Consider the value of philanthropic funds to support activity related to affordable housing development and programs, emergency funds, and where applicable, capital costs (listed as 1.2.8 in the memo). Consider also how the City gathers and analyzes data related to understanding the needs of tenants (i.e. the nonprofits, small businesses, Downtown residents and residents of Oakland overall who might benefit from living Downtown). In this case, greater targeting for specific goals, connection stakeholders, participants and providers, and co-design between users, fabricators and facilitators will all greatly enhance equity outcomes, which would lead to more specificity about 'everyone' to include the three target populations mentioned in this analysis. The strategies are more detailed than in other sections, which supports greater clarity in communication and collaboration with others, and the strategies remain siloed to transportation and parks, whereas

more strategies are needed to address non-green community recreational spaces, such as rec centers and structures serving specific populations.

A final example of how a deeper equity analysis can be applied to the *Plan Options Memo* can be seen in Outcome 3.2 (Downtown commercial space meets current employment needs, adapts to future employment opportunities, sustains a broad array of job skills, and is affordable to nonprofits and other community-desired businesses.) Expanded office inventory without guidelines for residential and small business retention could accelerate cost increases and directly contribute to the price escalation and heated market expansion that are the catalysts for displacement. Alternately, putting intentional targets on the prioritized inventory could pay specific dividends for vulnerable populations. Prioritizing nonprofits and artists goes to the heart of the critically exposed populations identified during community engagement on the DOSP, but there will have to be effective implementation to ensure that those benefiting absolutely include- those with historical ties to the neighborhood. The theme of a “place-for-all” is often the precursor to a set of policies with an uninformed prioritization that can directly jeopardize the ability of long-tenured but at-risk residents to remain. Correct shepherding of light industrial uses across the study area will be vital for the economic diversity of the district by focusing on maker strategies that emphasize the presence of businesses that are most likely to hire and train people of color and reinvest locally. In this case, we see that a combination of specificity, targeting, and implementation, coupled with the co-design that should be core to any equity-focused strategy providing significant return on investment.

Too often, the strategy options listed are strong recommendations, covering important ground to ensure an equitable implementation process. However, as they currently stand, they leave us with trepidation about their effectiveness for promoting equity in the near or long term.

Additional themes emerged that influence the degree to which strategies demonstrate the potential to reflect a priority for racial equity:

- Without a clear vision and ambitious goals, many of the strategies lack a discernable equity framework within their respective structures. In the absence of intentional equity and affordability targets as the outcome desired from implementing each tactic, there is a great likelihood that the respective strategy will fail to fortuitously achieve equity objectives.
- In most cases, the potential success is wholly dependent on the implementation strategy, and little of that is revealed in the DOSP options. Strategies are typically recommended without an accompanying set of enforceable guidance.
- Generally, strategies are absent a clear sense of how best to meaningfully engage community input at each stage of assessment, creation, implementation and measure. Actions are needed to review and affirm stated visions with relevant communities.
- Unless amended with specific focus on equity within each category of proposed strategies, a range of the recommended actions have the potential to increase displacement and gentrification by incentivizing new development that appeals to higher-income demographics without any accompanying protections for low-income families and individuals.
- The absence of a clear vision and ambitious goals for the Downtown as a whole, the strategies and their equity outcomes could set up competing priorities between neighborhoods in Downtown. It is time for bold measures and courageous leadership to prepare Oakland as a city ready to compete in the 21st century innovation market and continue to offer quality of life and opportunity for its community-members.

- There is a need to maintain an emphasis on preventing displacement, an issue that should be considered in and across all strategies (e.g., transportation policies can help or hurt displacement trends). For instance, consider parking maximums in areas near transit to boost production of affordable housing units. Jobs and economic opportunity are important as part of a comprehensive housing policies. Recommend referencing to other sections or making more integrated strategy recommendations; siloed approach can present problems.
- During the implementation of any new project, create online and in-person communication opportunities for public to track status of project, expected project timeline, and opportunities for input and process for incorporating feedback.
- More analysis is required to understand needs of nonprofits and foundations Downtown, relative to many of the proposed actions.
- Explore additional revenue sources not specifically committed to low-income preservation that can provide improvements and increase property values and the attractiveness of the neighborhood.
- Bringing the will of the corporate sector to bear in benefit of targeted populations could be potentially powerful if City leadership can commit to this approach in serving its most vulnerable.

The Downtown Oakland Specific Plan will have a far greater chance of success if metrics can be established that measure progress, allow for adjustments to current efforts, and identify new strategies to pilot focused on vulnerable populations.

XI. Discussion and Recommendations to Advance Equity

The *Plan Options Memo* is an initial compilation by the City’s planning consultant of goals, strategies and processes to project the future of Oakland’s Downtown by incorporating the City’s commitment to and investment in equitable planning. The updated goals and outcomes in the working draft illustrate a significant and serious effort to identify community priorities and integrate them with existing conditions and other known needs. The robust list of implementation strategies suggests that the City is making a good faith effort to capture and reflect community concerns.

However, the current state of the draft raises significant questions about the City’s ability to deliver on its efforts in the Plan’s implementation phase. The draft lacks a central, unifying theme that articulates how equity priorities would manifest across the Downtown neighborhoods and in the selection of implementation strategies. Furthermore, vagueness in language and lack of specificity around proposals regarding development and implementation leave room for equity to be lost in action.

Our analyses reveal that the most critical equity priority for Downtown in the upcoming decades is displacement. Simply put, Oakland’s communities of color cannot benefit from improvements Downtown if they are not there to experience them. This includes both residents of color Downtown and their counterparts in other Oakland neighborhoods who may get priced out of the city if they cannot access the Downtown jobs or resources that should serve them across employment, residential, recreational, and creative pursuits. The City’s artists of color as well as historic and cultural

communities are also at great risk. Just as it has taken decades for the current affordability crisis to unfold, it will take decades to resolve, and the plan horizon makes this an essential unifying instrument of city policy and intent.

To arrive at this new future, existing systems must be recast for transformation and a new way. The City must rethink how it defines and thinks about the communities of color who live, work and play in Oakland's Downtown. The Planning and Building Department must integrate a stronger people focus into its planning initiatives. The City's plans and policies must explicitly address and articulate how equity will be embodied and targeted in efforts. The City must evaluate its work structures and how it approaches its leadership role, as well as its position among interdepartmental and interagency partnerships. The City's Department of Racial Equity will be a critical partner and invaluable resource for Planning to achieve success in serving the Oakland community. The following overarching recommendations can center racial equity outcomes for these populations in the implementation of the Downtown Oakland Specific Plan (DOSP):

Recommendation #1: Develop, codify and act upon a more nuanced understanding of Oakland's communities of color.

As the City prepares the DOSP for Equity Impact Assessment (EIA), adoption, and ultimately, implementation, City leaders should strive to further develop, codify and act upon a more nuanced understanding of Oakland's communities of color.

Planning policies require understanding how the needs of Oakland's communities of color intersect with geographic, temporal and socioeconomic factors in real-time, as well considering legacies of historic institutional racism. To articulate who Downtown actually serves *requires addressing race* in the policies guiding the plan with specific language about how people are going to be influenced by these strategies. Without specifics, the plan's impact on low-income, culturally relevant communities and small businesses is wholly ambiguous. It is critical that this language be adjusted to mitigate the potential deepening of racial inequities.

This assessment investigated disparity data and revealed three priority groups of focus for Downtown planning over the next two decades:

1. Downtown Oakland residents of color at risk of displacement
2. Oakland communities of color who rely on Downtown as a hub for opportunity
3. Oakland's historic and culturally relevant communities, which Downtown Oakland is one of many hubs.

To address adequately the theme of "a vibrant built environment and a healthy natural environment support a *diverse range of lived experiences*" the DOSP is responding to the community feedback with the Goal to "enhance the quality of life for all of Downtown's residents, workers, and visitors through inclusive and accessible housing, thoughtful urban design, and high-quality infrastructure, services, and public amenities"

This equity analysis provides guidance to mitigate gentrification and limit the negative effects of displacement in the implementation of the DOSP.

The report earlier documented the significant racial and ethnic diversity of greater Downtown Oakland. That population was profoundly impacted by the housing market crash and foreclosure crisis of 2007-2011, which marked another moment in Oakland's history forcing population shifts. The subprime mortgage market collapse in 2007 hit Oakland particularly hard with over 35,000 homes lost between 2007 and 2012. These foreclosures were concentrated in Oakland's lower-income flatlands neighborhoods that had been targeted by predatory lenders. Many of these families (predominantly people of color) moved to far-off suburbs requiring them to commute long distances to their jobs in the inner Bay Area.¹³³ Investors--mostly from outside of Oakland--acquired almost half of foreclosed properties, turning huge profits following the housing market recovery.¹³⁴ Additionally, the causes of gentrification and displacement negatively impacting African-American populations Downtown are driven by the rapid increase in the cost of living and particularly the rising housing costs. It should be noted here that the equity recommendation includes outcomes for renters and homeless populations. Therefore, we account for age and ability in making our recommendation in light of the disparity data offered below.

Why it Matters: Stakeholder outreach has suggested that the majority of units Downtown are not accessible to people using wheelchairs (and therefore affordability is even more of an issue because finding affordable accessible units is an additional challenge)."¹³⁵

ACTION: Establish a housing affordability, accessibility, and stability task force that sets targets for acquisition-rehab, new affordable development, SRO protection and expansion, accessory dwelling units (ADUs), intergenerational housing, and establishes a priority waiting list for displaced Oaklanders or those at risk of displacement to ensure racial equity occupancy of Downtown in homes that are accessible through nearly universal design is sorely needed.

DEPARTMENT LEAD: The Planning and Building Department working in concert with Housing and Community Development and the Department on Equity and Economic Development.

DISPARITY INDICATOR IMPLICATIONS: Properly executed, a more nuanced understanding of Oakland's communities of color could provide positive impact for the range of disparity indicators for the DOSP, but holds particular promise on the Housing/Affordability, Jobs/Economic Opportunity, and Built Environment indicators.

Recommendation #2: Augment the attention to "placemaking" with a focus on "people" in the land use options by linking health equity, social, economic, and cultural outcomes with changes to the built environment.

To meet the theme of "A flourishing creative community fosters *diverse forms of personal expression*,

¹³³ City of Oakland Planning & Building Department. (2018.) "Downtown Oakland Disparity Analysis." 12.

¹³⁴ Ibid, 9.

¹³⁵ Ibid, 27.

this recommendation aims to “preserve and promote creative arts and cultural heritage Downtown” as a strategy and solution for equitable outcomes.¹³⁶

Development options presented in the *Plan Options Memo* should show a stronger blended focus on placemaking and populations with deeper consideration of health, social, economic, and cultural outcomes linked with changes to the built environment. These scenarios should also demonstrate clearer linkages with community-generated outcomes and strategies, rather than just technical considerations.

In order for the *DOSP* to guide Oakland’s leadership, government, and community into an equitable future, it is necessary to clarify the relationship of each of the *Focus Areas* selected by the city to these populations, as well as to larger neighborhood identities to determine how these options would impact and support this vision. These must balance opportunity with “Keeping ‘the Town’ in Downtown.” Our focus on balancing will be important and strategic for influencing equity outcomes.

An increase in parks and open space, for example, should not be asserted as simply green space for playing and leisure, but rather should be reframed as a potential location for social cohesion, and emphasize the health and wellness benefits of increased green space and trees. The intentional restoration and remediation of an urban forest canopy could contribute to the reduction of the high incidents of asthma, a condition that disproportionately impacts communities of color along the freeways, particularly in Jack London Square.

Why it matters: Healthy neighborhoods provide residents with access to parks, healthy food, clean air, safe streets and health care and social services. In communities where these basic needs are not met, people are more likely to suffer from chronic diseases... “ For example, if we look at Figure 26. We see the “Age Adjusted Asthma Hospitalization Rate by Race in Greater Downtown (2013-3Q2015)” data which shows “the black population had the highest asthma hospitalization rate, at almost twice the rate of all other races in zip codes Downtown. Neighborhoods with people of color and low-income communities are more likely to be exposed to environmental hazards, putting them at higher risk for chronic diseases and premature death.”¹³⁷

We can look at the negative impacts of mental health through a similar lens. Parks and open space should be emphasized as a need and a solution for not only general wellness, but also as a democratic free space uncluttered by surveillance and other policing technologies and practices as part of an equity driver for increased mental health and stress reduction. Disparity data around mental health suggest a negative cycle of over-policing and high incarceration rates that is exacerbated by a lack of institutional responses to addressing populations facing mental health concerns.

The threat of violence slowly eroded the networks, communities and institutions that youth relied on traditionally. As far back as The War on Drugs— established in 1971 under the Nixon administration, targeting black communities that had been ravaged by a lack of employment opportunities and other community destabilization—led to mass incarceration that took a toll in Oakland communities.¹⁸

¹³⁶ Ibid, 40.

¹³⁷ Ibid, 40.

Punitive policing practices also served to repress youth activism.¹³⁸ “African Americans are significantly over-represented in arrest rates.”¹³⁹

If we look at this data, in combination with Figure 27: Severe Mental Illness Emergency Department Visit Rate by Race in Greater Downtown vs. City of Oakland (2013-3Q2015), we see Black and White residents Downtown have the highest rates of emergency department visits for severe mental illness, mirroring trends citywide.¹⁴⁰

ACTION: Establish a Restorative Justice Task Force to bring together key leadership working in this arena to apply those practices specifically to Downtown to mitigate over-policing and criminalization of people of color and reduce the burden of responding to mental health crisis on untrained police force.

Interdepartmental data sharing on the top 5% of service users and “repeat offenders” cross referenced with mental health data would be a great first step in supporting this task force as an innovative strategy to develop the training and appropriate resources to respond to this crisis.

DEPARTMENT LEAD: Police Department, Parks and Recreation, Arts and Culture, Planning, and Economic Development.

DISPARITY INDICATOR IMPLICATIONS: Implementing this placemaking action would have the potential to provide positive equity impact for Jobs/Economic Opportunity, Sustainability/Health/Safety, and Arts/Culture indicators.

This assessment revealed opportunities to forge greater alignment between Desired Future Outcomes and community feedback with clearer milestones to measure equitable outcomes and more effectively address these types of considerations.

Recommendation #3: Establish SMART goals for desired future conditions in the DOSP and clearly connect them with Implementation Strategies for the proposed land use options and specific equity targets.

The Downtown Oakland Specific Plan (DOSP) will be strengthened significantly if it articulates Downtown-wide goals for housing, office, cultural, commercial/small business, maker space, jobs and parks; defines goals for community benefit/racial equity emphases of each of these; sets implementation structures; and dedicates specific parcels of public land, building permit control and allocation of public resources to deliver on targets *across* neighborhoods. Goals should be SMART: **S**pecific, **M**easurable, **A**ctionable, **R**ealistic and **T**ime-bound.

¹³⁸ Ibid, 9.

¹³⁹ Ibid, 43.

¹⁴⁰ Ibid, 40.

ACTION: Because the plan-development options range from sub-neighborhood, neighborhood, Downtown-wide, and Citywide, articulating the cross-DOSP equity formulas and overall target mixes will offer a way to measure equity results more comprehensively. For example:

By 2038, Downtown will have XXXX more housing units, with X% of new units below market (x% SROs, xx% Affordable Senior, xx% new construction inclusionary Below Market Rate, xx% Acquisition-Rehab of existing apartments permanently affordable in Oakland Housing Authority, Community Land trust or nonprofit deed restriction). Every census tract will have no less than xx% of units contributing to overall affordability goal. City will maintain priority waiting list for displaced residents and those at risk of displacement for acquiring controlled unit.

These measures present an important opportunity to engage in co-design with affected communities in determining the specific targets, metrics, and accountability measures. Such an approach is essential in an equitable community development process.

DEPARTMENT LEAD: Planning & Building and Equity Departments

DISPARITY INDICATOR IMPLICATIONS: SMART goals that are cross-DOSP will have widespread implications for as many of the disparity indicators as are targeted by the Planning and Building Department.

Apply a racial equity analysis to the selected strategies by addressing the necessary specificity, intentional targeting, clear connection, and thorough implementation plan for each stated strategy.

While the draft memo is providing development options and potential directions, it is critical to recommended actions to advance equity outcomes with specific language. A number of strategies proposed left insufficiently clarified will inadvertently favor the interests of real estate developers operating in the private profit context. Without explicit policies for communities to benefit and receive financial value from the development of opportunity sites in their neighborhoods, there will be limited equitable outcomes, which ultimately will not uphold the three goals of the Plan Options Memo.

ACTION: Create inclusive review and decision-making processes that involve consistent and longitudinal community **co-design**, ensuring that issues of equity and priority populations are not overlooked. These steps will increase the likelihood that the City's application of the **Downtown Oakland Specific Plan** results in improved outcomes for all Oakland residents with a particular emphasis on those who have been traditionally marginalized from social and economic opportunity as the result of previous policy and institutional practice.

DEPARTMENT LEAD: Planning & Building

DISPARITY INDICATOR IMPLICATIONS: The inclusive co-design process can most effectively achieve a positive equity impact for Jobs/Economic Opportunity, Sustainability/Health/Safety, Built Environment, and Arts and Culture.

Recommendation #4: Define collaborating departments and articulate specific mechanisms for collaboration.

The plan options will be strengthened for racial equity outcomes if the internal city departments that will need to collaborate are named, and the mechanisms for collaboration are articulated.

ACTION: Strong City Administrator management must be applied for equity outcome results; otherwise, market rate developer priorities will likely continue to drive development and miss racial equity goals. Given the emphasis being given to equity in the DOSP, the City’s Equity Office should have a central role in ensuring that coordinated department actions yield tangible outcomes serving the priority communities identified via the equity analysis.

DEPARTMENT LEAD: Equity Department

DISPARITY INDICATOR IMPLICATIONS: With the Equity Department in the lead, enhanced collaborative department engagement could most immediately effectively achieve a positive equity impact for Jobs/Economic Opportunity, Sustainability/Health/Safety, Built Environment, and Streets and Connectivity, although the potential is there to impact all of the disparity indicators.

Recommendation #5: Structure ongoing community engagement and accountability infrastructure to co-design and deliver on equity.

Achieving the vision of equity requires *many actors* creating change at *all levels of systems and institutions*. It involves ensuring that mechanisms are in place to promote fair and just inclusion in any and all decisions or actions that influence community outcomes. Ensuring that all residents in a municipality have a fair shot at opportunity requires careful consideration of who benefits from the decisions about planning policy creation and development, as well as who is involved in that decision-making. To arrive at equitable policies and practices, collaboration and diverse engagement are needed from communities and across sectors, as well as within and across government agencies.

The Community Advisory Group should be reformulated, expanded, and regularly updated to integrate formally the equity leadership that participated in focus group, technical advisory meetings, and neighborhood plans (those representatives that carry the mission of the priority populations). Through our process of outreach and engagement we have identified several populations that require very specific outreach and engagement. A charter guiding their responsibilities and accountability should be developed that centers equity goals and monitoring mechanisms aligned with the plan.

ACTION: Task forces should be established to guide key equity sectors *across* the neighborhoods of Downtown. These would pinpoint the more specific Disparity data as it related to the themes in the DOSP: Housing and affordability, Jobs and economic Opportunity, Outdoor Space and Recreation, and Streets, Connectivity and mobility. Each of these task forces should be designed to address the specific three goals in the DOSP that do not have a counterpart in these equity recommendations as they are focused on the process of the city to implement an equitable DOSP. These alignments are summarized below and support the more detailed relationships outlined where we have specifically called out the task forces to address the intersections of one or more data sets as they relation to the goals of the DOSP and our recommendations.

Housing Task Force that would include affordability, accessibility, and stability. Addresses Housing, Jobs and Economic Opportunity, and the built Environment, Health & Sustainability. This task force would focus on disparity data detailed above on housing availability, cost and type specifically to meet the needs of disabled, homeless, senior, and black populations especially where these identities intersect. This crosscuts all three themes and goals of DOSP.

Broadway Task Force that would include Transit and Public Use, and the 2-way Street Conversion to address Streets, Connectivity & Mobility and Arts and Culture. Task forces such as these would steward the equity outcomes across departments, sectors, and neighborhoods and support the CAG. The work relates to the disparity data of outdoor space conditions, incidents of crime, built environment, and focuses on the theme of creative community that fosters diverse forms of personal expression, and goal two of the DOSP to preserve and promote creative arts and cultural heritage Downtown.

Restorative justice Task Force Addresses the themes of Outdoor Space and Recreation, the Built Environment, and Health and Wellness. This task force would focus on disparity data detailed above concerning mental health, arrest rates, and environmental disparities around black carbon and trees, which relates to all three themes and goals of the DOSP.

I-980 Task Force focused on Alternatives Evaluation, Addresses Streets, Connectivity & Mobility Could address all four themes of Streets, Connectivity and Mobility and Housing, Jobs, and Economic Opportunity, built environment, health and Sustainability, and Arts & Culture. This task force would address the possibility to unlock massive development potential and restore social cohesion and cultural continuity between West Oakland and the commercial and transit options of Broadway and Lake Merritt. It builds on the disparity data pointing to disproportionate negative environmental and health impacts¹⁴¹. This suggests a need to add acreage to meet this goal, and an approach that would crosscut desired outcomes would be to prioritize areas around freeways with an emphasis on tree planting.

Maker City Task Force that would include, makers, small business, entrepreneurs, and innovation sectors to address the themes of Jobs and Economic Opportunity and Arts and Culture. This task force would focus on disparity data around jobs, education, unemployment, and training, connecting all of Oakland and the region to a wide variety of jobs, resources, and accessible commercial spaces that serve the needs of current and future Oaklanders.

DEPARTMENT LEAD: Planning & Building and Economic and Workforce Development

DISPARITY INDICATOR IMPLICATIONS: Each of the task forces has a specific disparity indicator (or two), which it could address based on topic; A reconstituted CAG has the potential to influence the range of indicators.

¹⁴¹ Specifically, the disparity data shows “the greater Downtown area has around 3.6 acres of open space per 1,000 residents. The City of Oakland Open Space Conservation and Recreation element of the Oakland General Plan sets the desired standard for local-serving park acreage at 4 acres per 1,000 residents.”



Photo credit: Kris Tyler

Recommendation #6: Apply and deepen the intersectional lens to the Downtown Oakland Specific Plan by explicitly considering health, local economic development, and long-term tenure of priority populations and businesses in all land use options and Implementation Strategies.

For each of the Downtown neighborhoods undergoing development strategies, it will be important to focus on the interplay of impacts that support equity outcomes. For example, the choice may not be between 5 stories and 10 stories for each neighborhood. The choice may be: “is the neighborhood best suited to serve small-scale artist production and mixed-use, or larger-scale manufacturing? These types of cross-cutting questions can only be answered with continued engagement of affected residents (via aforementioned task forces and broader forums as needed) set up to address the particular assets of each place-based strategy and the impacts on specific sectors. This approach makes developing the right infrastructure to support ecosystems that are driving innovation, jobs, and equity in Oakland and supports “the plan to introduce new zoning regulations, design guidelines and other development-related policies to shape growth that is focused, promotes transit ridership, builds demand to support businesses, and creates a Downtown that is active at all times of the day. The plan will include clear plans for connecting Downtown Oakland’s distinct neighborhoods and waterfront areas, and help guide the city’s future public investment decisions. The Specific Plan is projected to improve Downtown’s role

as the economic engine of the City, and thereby support the delivery of services to residents throughout the whole city. Policies and initiatives will be included that address social equity. "¹⁴²

ACTION: If Oakland chooses to adopt policies that retain and support its industrial arts legacy, its increasing startup culture that includes technology--while the city is also expanding into clean tech, dispensaries, artisanal food production, and local manufacturing as part of its emergent Maker City identity--then the retention of affordable industrial and commercial spaces near the desirable distribution centers is even more critical for successful outcomes. The alternative is the loss of Downtown Oakland's economic competitiveness to neighboring emerging economies such as San Leandro and Hayward. Companies looking to take advantage of Oakland's entrepreneurial ecosystems, distribution networks, and industrial infrastructure will choose to locate elsewhere if these assets are removed, diminished, or hampered. There are additional considerations for equitable career opportunities that will require, education, skills, and certifications for African-American, Indigenous, and Latinx youth, women of color, re-entry populations, and veterans. If we look at Figure 24: Median Household Income by Race, City of Oakland (2000-2015) in the disparity data, the "median household income in 2014 for the white population in Downtown was nearly twice that of Latino and Asian households. The household income for the white population was nearly \$50,000 higher than the black population."¹⁴³

The data is clear that many workers of color are working full time and are still earning below poverty level and that wages in the last 18 years have stayed the same or fallen for people of color.¹⁴⁴ Investing in new markets, startup enterprises creating tomorrows innovations and the jobs of the future is shaping city wide policy in cities like San Diego, focusing on youth of color specifically with STEAM programs aimed at 8th graders.

"Wage and employment gaps by race (as well as by gender) are not only harmful for people of color—they hold back the entire Oakland economy. Closing these gaps by eliminating discrimination in pay and hiring, boosting educational attainment, and ensuring strong and rising wages for low-wage workers is good for families, good for communities, and good for the economy. Rising wages and incomes, particularly for low-income households, leads to more consumer spending, which is a key driver of economic growth and job creation."¹⁴⁵

This relates in detail to the development options in several Focus Areas. For example, how would eliminating or moving the produce market in Jack London Square negatively impact the produce vendors in Chinatown? Would this decision drive up the cost of produce on the restaurant industry, a key component of Oakland's economic recovery, tourism, and sales tax revenue?)

DEPARTMENT LEAD: Equity, Economic Development, and Planning & Building Departments

¹⁴² City of Long Beach, "City of Long Beach Launches Justice Lab," January 16, 2018, accessed at, <http://longbeach.gov/iteam/press-releases/city-of-long-beach-launches-justice-lab/>.

¹⁴³ City of Oakland Planning & Building Department. (2018.) "Downtown Oakland Disparity Analysis." 34.

¹⁴⁴ Ibid, 33.

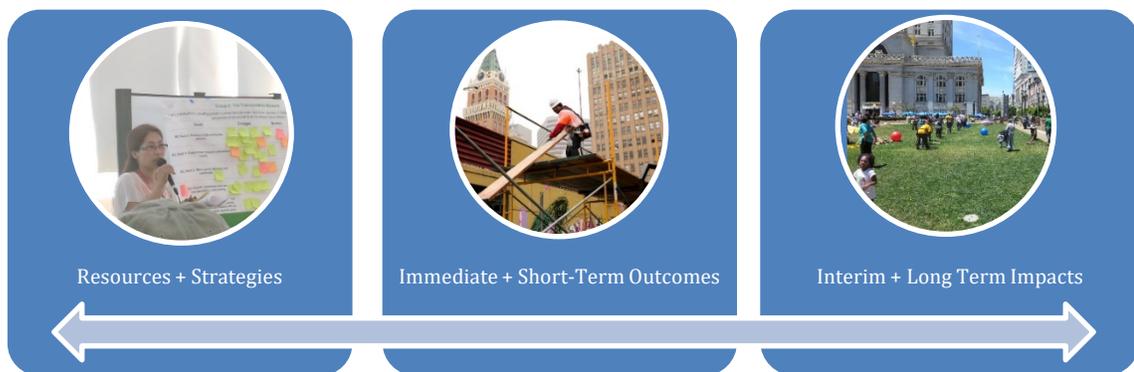
¹⁴⁵ Ibid, 36.

DISPARITY INDICATOR IMPLICATIONS: A pronounced focus on the intersection of health, local economic development, and long-term tenure of priority populations and businesses would most effectively influence disparity indicators around Jobs/Economic Opportunity, Sustainability/Health/Safety, and Arts/Culture.

Recommendation #7: Establish transparent measurement and accountability systems within the DOSP for formal adoption and enforcement.

The Downtown Oakland Specific Plan will have a far greater chance of success if metrics can be established that measure progress, inform adjustments to current efforts, and identify additional strategies to maintain focus on vulnerable populations and accountability for results. It will be critical to the success of the DOSP to create a plan to ultimately identify and track metrics across three categories:

1. Metrics to track how resources + strategies are deployed to execute plans and implement policies (e.g., levels of financial investment, ample staffing, diversity and expertise of staff, launch of named plans + projects)
2. Metrics related to immediate + short-term outcomes related to the DOSP implementation are moving toward equitable results (e.g., community leadership in decision making, effective interagency partnership, achievement of initial project/policy benchmarks)
3. Metrics of interim + long-term impacts reflecting goals related to healthy, equitable and sustainable development in Downtown Oakland for Oakland residents (e.g., population and built-environment changes)



Metrics in the third category focus only on changes that occur over a longer-term. These changes will only be realized if resources and strategies applied now and in the near future are appropriate proportional, and well executed. It will also be important to identify any corrections needed mid-course to improve outcomes. Tracking across all three categories can help the City to remain

accountable to stated outcomes over the course of twenty years, and to make course corrections to remain on a path of success.¹⁴⁶

ACTION: This will be essential to surface priority implementation outcomes from the current list that holds 115+ possibilities. In most cases, the potential for success is wholly dependent on the implementation strategy, and little of that is revealed in the DOSP options. Strategies are typically recommended without an accompanying set of enforceable guidance. The DOSP will have a far greater chance of success if metrics can be established that measure progress, allow for adjustments to current efforts, and identify new strategies to pilot focused on vulnerable populations.

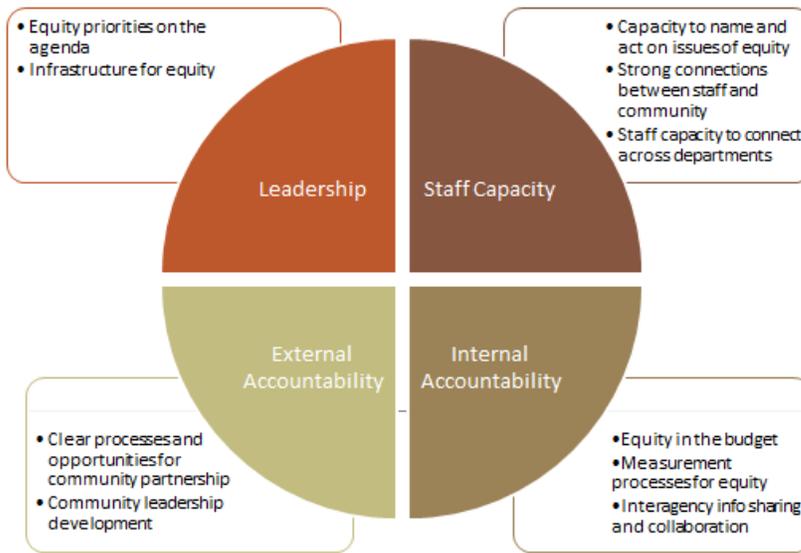
DEPARTMENT LEAD: These metrics can be co-developed between task forces, a reformulated Community Advisory Group, the Planning Commission, the City Council, and relevant City departments, and be accountable through assigned authority to one monitor (such as Oakland’s Office of Equity), and regular reporting to the CAG, the City Council, and Planning Commission.

DISPARITY INDICATOR IMPLICATIONS: Transparent measurement and accountability systems reinforce the recommended actions for enhanced community engagement (Recommendation #5) and have strong promise to positively influence each of the disparity indicators to which supporting strategies are applied.

The following framework shows the components and capacities necessary for equity implementation¹⁴⁷:

¹⁴⁶ Mclean, J, Wilson L, Kent M. (2011). “Health in All Policies, Health Data in All Decisions.” PolicyLink, City of Richmond, Contra Costa Health Services. Accessed at, <http://www.ci.richmond.ca.us/DocumentCenter/View/8663/Health-in-All-Policies-Health-Data-in-all-Decisi>

¹⁴⁷ McLean, J., Rose, K., Rubin, V. (2015). “Securing Solid Commitments, Setting the Stage for Success: Advancing Equity through the Adoption and Implementation of Seattle’s 2016 Comprehensive Plan.” PolicyLink and the City of Seattle. Accessed at, <https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=2ahUKEwjliOLQn87eAhUK658KHfyXABMQFjAAegQIARAC&url=https%3A%2F%2Fwww.seattle.gov%2FDocuments%2FDepartments%2FOPCD%2FOn-goingInitiatives%2FSeattlesComprehensivePlan%2FPolicyLinkSeattleEquityMemoUpdateFall2015.pdf&usg=AOvVaw2d4SXLruX0cwmh1xEgudGy>



PolicyLink Lifting Up What Works®

FIGURE 30: CITY EQUITY IMPLEMENTATION FRAMEWORK

XII. Conclusion

Oakland's Downtown is the heart of the city!

Downtown is Oakland's cultural, commercial, and central artery system. Drawing on the cultural wealth of its neighborhoods – Chinatown, the Lake, Black Arts Movement District, Uptown, Jack London Square, KONO – and connecting to Lower Bottoms, East Oakland, Fruitvale, the Downtown plan should have an outsize role in delivering on the long-term health and vitality of the Oakland community within and beyond Downtown's changing border.

The overarching vision for how Downtown Oakland will grow and develop over the next 20-25 years still needs to be articulated in the guiding documents in order to set a context within which racial equity can be realized. The mix of uses--residential, office, cultural, restaurant, maker, and recreation spaces, and how transportation networks serve the community for reaching these uses--needs to be projected, so that racial equity goals and vision can concretely be applied to them. The land use options that are discussed in the draft options memo, and the strategies that will apply policy or regulatory guidance to Downtown development and operations need to incorporate explicit language articulating racial equity goals, targeted populations, implementation mechanisms, and accountability structures to monitor progress.¹⁴⁸

In these challenging political times for people of color and vulnerable populations everywhere, it is more important than ever to take bold and strategic approaches to eliminating racial inequities - and see equity as far more than a diversity strategy. With this memo, the EQT Team has made citywide racial equity recommendations, which we hope will be useful and used. The Recommendations are designed to encourage and support citywide strategies, build on best practices between departments and agencies, and to create operational suggestions to achieve equitable policies, programs and greater opportunity for the most vulnerable Oaklanders.

This work will engage our creative selves in the forging of our next Downtown.

For all of us. Planned for People. Letting the buildings come along to serve our communities!

¹⁴⁸ The *Development Without Displacement* report by Just Cause / Causa Justa provides a good example of how to center bold equity language within a document. City plans and strategies can increase a commitment to equity by also incorporating simple language to options and strategies (e.g., "...to meet the needs of youth of color," "...to ensure affordable" housing, etc.) to indicate and remind others of desired outcomes.

APPENDIX A. DOSP Data Inventory

LIST OF RELEVANT STUDIES AND BACKGROUND INFORMATION

Produced by City of Oakland and shared with EQTDTO Team on Friday, May 18

(Updated list – new items are at the top of each section)

FIGURE 1: LIST OF RELEVANT STUDIES AND BACKGROUND INFORMATION

Title	Location	Annotation
Specific Plan Products		
Draft Plan Options Memo	Electronic copy*	In progress 5/17/18
Disparity Analysis (Revised)	Electronic copy*	
Downtown Fiscal Analysis	HYPERLINK "http://www2.oaklandnet.com/DowntownPlan/OAK069020" http://www2.oaklandnet.com/DowntownPlan/OAK069020	Strategic Economics
Downtown's Economic Role in the City and Region	HYPERLINK "http://www2.oaklandnet.com/DowntownPlan/OAK069019" http://www2.oaklandnet.com/DowntownPlan/OAK069019	Strategic Economics
Tools to Expand Arts & PDR Workspaces	HYPERLINK "http://www2.oaklandnet.com/DowntownPlan/OAK069018" http://www2.oaklandnet.com/DowntownPlan/OAK069018	Strategic Economics
Housing Toolkit	Electronic copy*	Strategic Economics: in progress 5/17/18 (to be sent once city receives it)

PDA Profile Report	HYPERLINK "http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak055798.pdf" http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak055798.pdf	Existing conditions document (includes demographic and market data)
Plan Alternatives Report	HYPERLINK "http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak057388.pdf" http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak057388.pdf	includes summary of community process and feedback as well as development scenarios for the Downtown
Staff Reports & Public Comments		
PC Staff report (4/6/16)	http://www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak057916.pdf (see also attachments available here under "past meetings: http://www2.oaklandnet.com/Government/o/PBN/OurServices/Plans/OAK051133)	Summarizes community process and key issues
Raw comments spreadsheet	HYPERLINK "http://www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak060485.pdf" http://www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak060485.pdf	Catalogues all public comments received

Comments memo	<p>HYPERLINK "http://www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak060484.pdf" http://www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak060484.pdf</p>	<p>Synthesizes public feedback into a draft set of priorities and questions, organized by topic, to be addressed during forthcoming meetings and discussions</p>
CED Committee staff report (1/10/17)	<p>HYPERLINK "http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak062228.pdf" http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak062228.pdf</p>	<p>Summarizes impetus for adding equity consultant, equity consultant selection process; and how equity work will be folded into specific plan preparation process</p>
Relevant Reports		
Resilience Playbook	<p>http://www2.oaklandnet.com/w/OAK061006</p>	
Cultural Plan	<p>http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak070021.pdf</p>	
Cultural Assets Map	<p>HYPERLINK "http://oakgis.maps.arcgis.com/apps/View/index.html?appid=d03eea33b23c4e679466c52bf3b6844b" http://oakgis.maps.arcgis.com/apps/View/index.html?appid=d03eea33b23c4e679466c52bf3b6844b</p>	<p>From the Cultural Plan</p>

<p>Oakland At Home: Recommendations for Implementing A Roadmap Toward Equity From the Oakland Housing Cabinet</p>	<p>https://www.enterprisecommunity.org/resources/oakland-home-recommendations-implementing-roadmap-toward-equity-oakland-housing-cabinet</p>	
<p>A Roadmap Toward Equity: Housing Solutions for Oakland, CA</p>	<p>https://www.policylink.org/sites/default/files/pl-report-oak-housing-070715.pdf</p>	
<p>Existing Equity Policy & Research</p>		
<p>Economic Development Strategy</p>	<p>HYPERLINK "http://oakland-dev.frb.io/documents/final-draft-economic-development-strategy" http://oakland-dev.frb.io/documents/final-draft-economic-development-strategy</p>	<p>Appendices are available on the website: HYPERLINK "https://oakland-dev.frb.io/documents/appendices-for-the-final-draft-economic-development-strategy" https://oakland-dev.frb.io/documents/appendices-for-the-final-draft-economic-development-strategy</p>
<p>Info from the City's new Dept. of Race & Equity</p>	<p>Dept. webpage: http://www2.oaklandnet.com/government/raceequity/index.htm</p> <p>Initiating resolution: HYPERLINK "https://www.municode.com/library/ca/oakland/codes/code_of_ordinances?nodetid=TIT2ADPE_CH2.29_C1AGDEOF_2.29.160DERAEQ" https://www.municode.com/library/ca/oakland/cod</p>	

	<u>es/code_of_ordinances?nodeId=TIT2ADPE_CH2.29C_IAGDEOF_2.29.160DERAEQ</u>	
DOT Strategic Plan	HYPERLINK "http://www2.oaklandnet.com/oakca1/groups/pwa/documents/report/oak060949.pdf" http://www2.oaklandnet.com/oakca1/groups/pwa/documents/report/oak060949.pdf	Equity is a core value and organizing theme
Economic Development equity focus group notes	Electronic copy*	From Economic Development staff; focus group were held as part of Economic Development Strategy (see drop box "Jan. Background Docs to ISEED")
Economic Development Equity Initiatives Matrix	Electronic copy*	From Economic Development staff; research completed to help support ED Strategy (see drop box "Jan. Background Docs to ISEED")

"BusinessDemographics"	Electronic copy*	From Economic Development staff; Economic Development staff uses this for internal policy work around business development (see drop box "Jan. Background Docs to ISEED")
"eds_datainsert"	Electronic copy*	From Economic Development staff (see drop box "Jan. Background Docs to ISEED")
Community Engagement		
Summary of Community Engagement	See Draft Plan Options Memo intro	Broad summary of the most recent community engagement
Equity Working Group Meeting Matrix Comments	Electronic copy*	Comments consolidated from all four meetings
CAG Meeting Notes	Electronic copy*	Reviewed draft disparity analysis

Creative Solutions Lab & Neighborhood Design Sessions Public Input Report	https://www.oaklandca.gov/news/2018/public-input-report-february-2018-meetings	Summary of input
Creative Solutions Labs Input	Electronic copy*	Summary of input (spreadsheet: each meeting topic is a different tab)
Neighborhood Design Sessions Base Maps	Electronic copy*	Consolidated input from all the maps
Initial Accessibility Survey Results	HYPERLINK "https://www.surveymonkey.com/results/SM-NXQNFVYDL/" https://www.surveymonkey.com/results/SM-NXQNFVYDL/	Distributed 5/7/18; paper surveys are also being collected.
Small Business Meeting Notes	Electronic copy*	April 2018 meeting

<p>“00_Stakeholder Meeting Tracking1”</p>	<p>Electronic copy*</p>	<p>List of meetings we’ve attended; provided as a list of potential groups to reach out to (particularly those groups who were unresponsive or who couldn’t participate); documents attempts made to engage various groups (see drop box “Jan. Background Docs to ISEED”)</p>
<p>Community Advisory Group (CAG) roster</p>	<p>Electronic copy*</p>	<p>Updated list of CAG members</p>

Contacts list	Electronic copy*	<p>Contains multiple worksheets, provides a good overview of neighborhood groups, advocates, public agencies, etc. (i.e., key players, and multitude of stakeholders)</p> <p>(see drop box "Jan. Background Docs to ISEED")</p>	

*Electronic copies sent separately

APPENDIX B. Community Engagement Summary and Materials

Community Engagement Summary

- EQTDTO Community Engagement Timeline, after May 2017
- Summary of Engagement, May 2017-June 2018
- Evaluation of Community Engagement, May 2017-June 2018
- Key Takeaways related to Community Engagement, May 2017-June 2018
- Recommendations for Future Community Engagement, after June 2018

Community Engagement Timeline

April 2017

- Development of Communication Strategy
- Development of Engagement Strategy
- Development of SWOT analysis

May 2017

- Website designers hired
- Web development

June 2017

- Website goes live
- Community Prioritization and Identification
- Community Outreach
- Community Leader Trainings

June-August 2017

- Community Sub-Group meetings

July 2017

- Hiring of videographers
- Development of video treatment
- Video interviews conducted
- Outreach for Equity Working Groups

July-Aug 2017

- Equity Working Groups Meetings
- Community Feedback received from EWGs

Aug 2017

- City issues a stop order on further activities and online engagement until re-scoping is completed, with the exception of preparation for Neighborhood and Topic-based meetings
- Engagement report #1 prepared by ISEED
- Engagement report #2 prepared by ISEED

December 2017-May 2018

- Re-scoping proposal in process, including Communications/Outreach outline

February 2018

- Neighborhood Design Sessions (4)
- Creative Solutions Labs (4)

May 2018

- Re-scoping completed
- Communications and Outreach Strategies developed for Focus Group meeting

May-June 2018

- Outreach for Focus Group meeting

June 2018

- Focus Group meeting
- Summary of Outreach developed
- Summary of Feedback developed
- Summary of Outreach developed

Summary of Engagement May 2017-June 2018

1. Engagement Strategy

On May 1, 2017, EQTOAK—later renamed EQTDTO—developed its Engagement Strategy outline. The strategy, prepared by Popuphood, consisted of three components: Engagement, Vision and Goals, and Outreach. Engagement included Capacity-Building Workshops – later renamed Community Leader Training – and Community Engagement. The strategy outlines a plan to “prepare community leaders to facilitate community engagement sessions to engage others on the Downtown Specific Plan,” build [equity] content knowledge; enhance facilitation skills through a series of workshops led by the EQTDTO Team. The Community Engagement aspect prioritized unengaged populations who had not previously participated in engagement activities led by the City and Dover-Kohl, as well as populations who expressed that prior engagement had been “unsatisfactory or superficial.” The strategy also called for centering engagement around a creative process to “increase buy-in and participation,” align with equity goals, and re-establish trust of the City’s process for the Downtown Oakland Specific Plan (DOSPP).

The aspirational “Vision and Goals” section outlined leveraging the EQTDTO Team’s expertise and knowledge of Oakland community as well as best practices in both equity policy and organizing to emphasize intersectionality across a broad demographic sector. Specific engagement activities included conducting a SWOT analysis of prior engagement, identifying community leaders for capacity-building workshops, and developing a comprehensive “constellation map” to highlight intersections between individuals, organizations, and groups, with the goal of developing new pathways for advancing equity around the Downtown planning process. The strategy further called for integrating feedback and input from community stakeholders into ongoing engagement activities to refine and fine-tune best practices for integrating equity into planning processes.

Outreach was further informed by language and aesthetic media design (including web-based platforms and printed material) to “communicate an inclusive, open, and multigenerational process [which] draws from the cultural and historical legacies [that] define Oakland’s unique character.” (This strategy was further enumerated in greater detail in the Communications Outline).

The Communications Outline, also prepared by Popuphood, consisted of four sections: Introduction, Vision and Goals, Communication Channels, and Implementation Schedule. The Introduction section covered the Project Identity (name -- Equity in Oakland; byline – “keeping the Town in Downtown”; and hashtags -- #EQTDTO, #EquityInOakland, #EquityInOak) to be used in social media, as well as an overview of the strategy: “to communicate the goals, process-to-date, timeline, and next steps in the creation of the Downtown specific plan with an equity focus.”

The Vision and Goals section outlined a process “that is inclusive and adaptive to the needs of the communities we are inviting to participate, using methods and technologies that are best suited for each audience” and notes outreach and messaging will be conducted online as well as in-person and will be translated into multiple language. Specific goals included reframing technical language to be more easily understood by laypersons; eliminating barriers to participation and inclusion; re-engaging community members dissatisfied with previous outreach conducted by the City and Dover-Kohl, and engaging populations which had thus far been unengaged and/or under-engaged. Critical aspects of the EQTDTO Team’s mission were defining the term equity in relation to the DOSP and community stakeholders, while also “increase[ing] collective understanding of equity and what equitable outcomes can result from this process.” The Communications Channels section outlined the use of a newly-designed website as a vehicle for introducing equity framing into the DOSP, specifically around racial, social, and economic equity. Website goals for increased inclusivity, ease of communication, and relaying of information in an accessible way to community members were also outlined, as well as design specifications and architecture.

One key aspect of the website was the use of local designers and artists; photographs by EQTDTO Team member Eric Arnold (Oakulture) incorporating equity themes – such as a vibrant shot of Diamano Coura dancing during a block party – were integrated into the website. Another key aspect was the inclusion of blog posts addressing critical issues such as concerns over displacement, engagement of underserved populations, and community viewpoints on equity. The website also included maps of the Downtown Plan, and the Streetwyze app developed by ISEED.

Additional elements of Communications Channels included a Media Kit (including press release and branding guide), outreach letters to community leaders, an outreach strategy for the Capacity-Building Workshops, and a breakdown of Creative Engagement outreach strategies.

Finally, the Communications Outline projected a timeline for roll-out of website, Media Kit, outreach letters, and workshops.

2. Strengths, Weaknesses, Opportunities, Threats (SWOT) Analysis and Community SWOT Review

On May 1, 2017, the EQTDTO Team completed its SWOT analysis of the Downtown Oakland Specific Plan (DOSP). The analysis applied a mixed method approach, meaning it was both qualitative and technical in its assessment. As noted in the Executive Summary, “Our rich and detailed qualitative analysis captures local knowledge and context essential for understanding the complex story of what it means to live, learn, work, and play in Downtown Oakland. This qualitative assessment builds on the knowledge of various networks in Oakland, and provides insights into the social context and lived experience of the people of Oakland and how they interact with their Downtown. Our technical analysis recommends data and actions to support equity-oriented analyses and policy development. The technical analysis draws from best practices and recent innovations in the fields of equity-focused urban policy and planning, and related place-based fields. Together, these approaches reveal patterns, categorizations, and statistical outcomes that can be used to support decisions about the equitable use of urban space.”

As part of the SWOT analysis, EQTDTO Team members completed an extensive and thorough review of previous community engagement efforts, as well as the Plan Alternatives and Existing Conditions Reports. As noted, “This review pays careful attention to the meanings people attach to their experiences with the planning process to date, and in Downtown Oakland in general, in order to paint the most holistic and comprehensive picture of community voice in Downtown Oakland. “

The Community Engagement review was led by Popuphood, ISEED, Asian Health Services, Khepera Consulting, and Eric Arnold, with additional review and feedback by PolicyLink, Center for Social Inclusion, and Mesu Strategies. The Introduction summarized existing conditions and concerns from a community-centric point of view –reminding us that the built environment is built for people: “The changing communities of Oakland are frequently shaped by broad economic and social trends, which in turn impact local residents and small businesses who often struggle to remain. Forces of gentrification are negatively impacting our city and our communities, often leading to the displacement of existing residents, who are unable to reap the benefits of these changes. Locally owned shops close because they can’t afford increases in rent; the empty lot next door is suddenly developed into luxury housing; a school loses funding for an arts program; the mercado that used to serve the community exits and a more expensive one enters. Communities must advocate for their own needs amidst changing environments... Through engagement, outreach, organization, and utilizing a community-driven process, we can develop a plan for Downtown Oakland’s future that will *place the needs of the community front and center.*”

The documents reviewed in this SWOT analysis included:

- Existing Conditions Report
- Plan Alternatives Report
- Stakeholder Meetings Attendance Tracking List
- Full Comments Document
- Final Draft List of CAG Participants

- Full Contact List
- Equity Working Group Meeting Notes (7/2015)
- Affordable Housing Strategy Outline (Strategic Economics)
- Stakeholder Interview Memo (I-SEEEED)
- Summary of Feedback from SpeakUp Website (provided by Dover Kohl)
- Notes and Questions from Stakeholder Meetings (provided by Dover Kohl)
- Notes and Materials from September 1 Kick Off Event (provided by Dover Kohl)
- Open House Pictures/Notes (provided by Dover Kohl)
- Open House - Community Comments on Boards (provided by Dover Kohl)
- Hands-on Design Session - Materials and Notes (provided by Dover Kohl)
- Post-Charrette stakeholder notes and meetings (provided by Dover Kohl)
- Oakland School of the Arts input document (provided by Dover Kohl)
- Input received via email document (provided by Dover Kohl) · External documents (including SPUR DTO [study](#); local media reporting, such as East Bay Express/KQED/Oakland Tribune)

3. Community Leader Trainings (Capacity-Building Workshops)

In preparation for Community Leader Trainings, EQTDTO Team members began a process of identifying priority outreach targets, drawing from existing networks and personal and professional relationships wherever possible. A Google Sheets [doc](#) detailing contacts, engagement activities, was created by ISEEEED, and populated by ISEEEED, Popuphood, Asian Health Services, Khepera Consulting, and Eric Arnold. This document was also used to track outreach by the EQTDTO Team. Next, Sarah Filley of Popuphood led the full team through the communications, engagement, and design strategy including several public-facing documents, a marketing kit, branding guide, and design leadership of all postcards and social media messaging, including a community letter, talking points for media, and a press release. These documents were vetted by EQTDTO Team members and then reviewed and approved by the City.

Outreach then began in earnest. ISEEEED, Popuphood, Asian Health Services, Khepera Consulting, and Eric Arnold all emailed contacts from the priority outreach target list. Team members also followed up with phone calls. The meeting structure and agendas were developed by ISEEEED and Khepera Consulting and the meetings were documented by photographer Eric Arnold and videographer Kris Tyler (ISEEEED). Report—back blog posts were written by Eric Arnold and reviewed by the EQTDTO Team, then reviewed and approved by the City, before posting in the EQTDTO website. Full reports on these meetings were later developed by ISEEEED.

As noted in the report, “In total, roughly thirty community leaders attended the trainings, representing community activist groups; social justice, environmental, food policy, and youth-oriented non-profits; cultural arts advocates; affordable housing developers; economic development specialists; housing rights organizers; university students; small business retailers; urban planning think tank members; and members of city staff.”

4. Community Sub-Group meetings

As ISEED noted in its Community Engagement Report-Back (8/17), “Between June-July 31, 2017, the EQTDTO Team initiated a set of “Community sub-group meetings/workshops”. These meetings/workshops were designed to invite community leaders into the Downtown planning process, bring community members up to speed on what has been done, and what is coming next in the process, provide a space for community leaders to raise concerns or questions about the process in general, and specifically as related to equity, and target concrete ways community leaders to attend upcoming Equity Working Group meetings.” The meetings were coordinated with attendees of the Community Leader workshops and included 214 attendees, “representing the black, Latinx, and Asian communities, as well as community activist groups; social justice, environmental, food policy, and youth-oriented nonprofits; cultural arts advocates; differently-abled; affordable housing developers; economic development specialists; housing rights organizers; university students; small business retailers, artists, and beyond.”

5. Artist-as-Ethnographer/ Creative Engagement

The Artist-as-Ethnographer concept was developed by Eric Arnold, with input from Popuphood and ISEED. The concept revolved around a series of video interviews with community stakeholders, representing underserved and/or at-risk populations, as well as small business owners and the director of a Downtown BID. A short list of five interview questions to be asked of all interviewees (for consistency) was developed by Eric Arnold, along with a brief outlining the concept to be sent to videographers. Community members Jenny Chu and Korise Jubert (Town Futurist Media) were subcontracted to shoot the videos. Interviews were conducted by Eric Arnold and Jubert, with assistance from Kris Tyler. Additional interviews were produced by Malaika Fraley, and intern at Asian Health Services. Approximately 20 videos in all were produced, recording community views on equity in Oakland. Videos were uploaded to YouTube and Vimeo, and links were sent to the City for review. Videos were also screened during the Equity Working Group (“Voice Your Vision”) meetings.

6. Equity Working Groups (EWG)

The purpose of the EWG meetings were to re-engage the public in the DOSP process, share existing conditions of each topic areas of the DOSP and how the racial equity frameworks will be applied to the overall process, as well as receive community input on the equity goals for each topic area. For these set of public-facing meetings facilitated by the EQTDTO Team, the same basic outreach strategy was employed. Priority outreach targets were identified and tracked; outreach letters were developed, vetted, and reviewed; and contacts were emailed and telephoned.

Additionally, flyers were developed by Popuphood and distributed at locations throughout Downtown by Eric Arnold, Popuphood, Asian Health Services and ISEED. Presentations were developed by ISEED, Khepera Consulting, PolicyLink, and Mesu Strategies; the EQTDTO Team also co-facilitated breakout group discussions. Two thirds of attendees were women, 84% of all attendees had college degrees or higher; however, a majority of attendees made less than \$25,000 per year. In terms of race, Asian/Pacific Islanders made up the majority of attendees. Another aspect of engagement was hiring local caterers representing a diverse range of ethnic cuisine.

Multimedia documentation of these meetings were produced by Eric Arnold, who photographed all meetings and coordinated video production with videographer Kris Tyler (ISEED). Attendees were surveyed and provided meaningful feedback as a result.

A community report-back blog post was written by Eric Arnold, vetted by the EQTDTO Team, and reviewed and approved by the City. A full report-back of this meeting was later developed by ISEED and presented to the City as well.

7. Creative Solutions Labs (CSL) and Neighborhood Design Sessions (NDS).

The purpose of the CSL and NDA sessions was to receive feedback on the City and DKP's draft strategies for solutions addressing specific neighborhood and topic area issues. For these meetings, the EQTDTO Team assisted the City by augmenting its outreach, again targeting previously identified priority populations. An outreach-tracking document was developed which included both City outreach and EQTDTO Team outreach; ISEED also developed an RSVP tracking [document](#). EQTDTO Team outreach was again performed by ISEED, Eric Arnold, Asian Health Services and Popuphood, and followed previous methodology (outreach letter, phone calls, flyer).

There were two key differences for these meetings from previous meetings: Neighborhood Design Sessions were specific to neighborhoods within Downtown; invitees were culled from stakeholders appropriate to those areas. Similarly, the Creative Solutions Labs each focused on issue areas, so invitees were selected who were appropriate for those topics.

Once again, the EQTDTO Team developed presentations and co-facilitated small group discussions. Photographer Eric Arnold documented these meetings as well.

8. Re-Scoping and New Communications Outreach/Outline

Between December 2017 and May 2018, the EQTDTO Team paused a significant portion of its work as it focused on a re-scoping process with the City (with the exception of public meetings and outreach in February and early 2018) to focus the remaining contract funds on the equity assessment. During this time, there was nominal outreach and continued engagement, mainly conducted by Asian Health Services, in addition to unofficial engagement conducted by ISEED with community leaders, City staff, and Council members. EQTDTO Team members continued, however, to maintain contacts with community networks – which aided in identifying new priority outreach targets for people had not previously been engaged and/or had not responded to prior engagement attempts.

9. CAG Focus Group

Following completion of the re-scoping process, the EQTDTO Team's final engagement activity was a Community Advisory Group (CAG) Focus Group meeting, intended to achieve a deeper level of engagement and also provide meaningful community feedback for the equity assessment being developed by Mesu Strategies, PolicyLink, Race Forward and Center for Social Inclusion.

Eric Arnold developed a Communications Strategy which was reviewed and vetted by ISEED and EQTDTO Team members, before being sent to the City for review, which was followed by a series of discussions with the City on form, content, and structure. The event was originally conceived as a series of meetings allowing for continued engagement of previously-engaged populations, as well as engagement of issue experts and stakeholders not previously engaged, which would hone in on key topic and issues. Budget and bandwidth limitations resulted in the meeting being integrated into a CAG meeting.

Outreach for this effort was led by Eric Arnold, with support by Popuphood, Asian Health Services, and ISEED, in addition to City outreach to CAG members. As part of outreach, Eric Arnold developed an Engagement Strategy, an outreach letter, and a phone script, all of which were vetted by the EQTDTO Team and reviewed and approved by the City. This engagement effort effectively doubled the attendance of the CAG meeting and included several demographics who had been under-engaged in the DOSP planning process to date and/or were not represented or under-represented on the CAG. A full summary of this engagement was also developed by Eric Arnold, reviewed and vetted by ISEED and the EQTDTO Team, and delivered to the City.

Evaluation of Community Engagement (May 2017-June 2018)

It was apparent from the very beginning that pivoting a Planning and engagement process, which had already begun was going to come with inherent challenges. Every member of the EQTDTO Team was aware of community perceptions that the DOSP process had not been as inclusive as it could have been – some members of the Team had been among community organizers who questioned the City's commitment to equity in 2016—precipitating the formation of the Social Equity Request for Proposals (RFP). Most members of the Team had deep roots in community organizing and advocacy around equity issues impacting historically underserved populations, in addition to technical and/or professional expertise in equity issues. However, setting a goal of overcoming community distrust of City processes while also deepening and focusing engagement set a very high aspirational bar.

The SWOT analysis offered a snapshot of process to date, and clarified some of the questions around the engagement, which had already been conducted. However, it also raised many new questions about engagement methodology moving forward. Many of the recommendations outlined in the SWOT remained relevant over the course of a year, and are still relevant as of June 2018.

The initial Communications and Outreach Strategies took into account community perception, and clearly outlined a need to overcome barriers to equity by being both inclusive and transparent, while engaging community on a deeper level than had been done previously. Yet these efforts were undermined

somewhat by the limitations of the scope, whose structure and form was particularly misaligned with the need for continuing engagement throughout the process called for in the Outreach Strategy. This misalignment prevented some of the aspirational goals, such as community blog posts, from being realized—since the scope, which was finalized *prior* to the development of these Strategies, did not account for the back-end editorial processes, which would have been required to make this goal logistically feasible. In retrospect, the misaligning of the scope impacted engagement efforts more than anyone realized at the time.

Nevertheless, the EQTDTO Team approached engagement vigorously, and undertook months and months of concerted effort identifying target populations, manifesting increased community participation, obtaining both critical and favorable feedback, and attempting to win the hearts and minds of stakeholders by defining, promoting, and relating equity, and how it could play a key role in the DOSP. This was accomplished by continuing the use of the EQTDTO website and building on the contacts list of organizations and community leaders.

Throughout the process, despite several starts and stops by the City which made it challenging to keep momentum cresting, the EQTDTO Team successfully reached out to hundreds of community members and stakeholders, mining this human resource for valuable feedback which was synthesized into salient observations and recommendations at numerous points along the way. In addition to synthesizing the feedback, it was also crucial to allow the community to speak in its own voice, without paraphrasing. This, too, was upheld on numerous occasions.

Documenting the engagement activities undertaken—through blog posts, photos and video, and report-backs—made it evident that the DOSP engagement process was not entirely the same in 2017-2018 as it had been in 2015-2016. This has both internal and external ramifications.

Internally, City staff went through a process of opening up to and embracing equity—from participating in Community Leader Trainings, to interacting directly with community members while facilitating small group discussions. The progress of this process may have seemed incremental, but it was not insignificant. This embracing of equity extended to the main contractor, Dover-Kohl. In 2016, Victor Dover was loudly booed by enraged community members who stormed into a public event at the Rotunda Building. While there were still some critical comments during one of the Neighborhood Design Sessions, they were not personally directed.

Externally, not only were the inner workings of the Planning Bureau demystified to some extent, but many community members did feel more included this time around. Although that feeling didn't completely extend to imparting a sense of ownership in the DOSP, it certainly led to increased participation. A key example of this is the community comments at the end of the Focus Group meeting. Although the comments called for something we've heard before—deeper engagement and involvement—they did not fall on deaf ears. In fact, newly minted Planning Director Bill Gilchrist agreed with the commenters, letting them know explicitly their voices were heard.

Because achieving equity is not instantaneous, its progress can *only* be measured incrementally. To be able to continue to make progress in this process requires active feedback loops and continual adjustments. Some of the most poignant feedback the EQTDTO Team received came from the Equity Working Groups surveys, which afforded a range of community comments. These comments revealed that perceptions of success or failure were linked to community expectations going in. Some people felt

more engaged, but others said the actual community input was too superficial. At public meetings, it is challenging to strike the perfect balance between broadening the activities and information to reach the relative layperson as well as issue experts and advocates who may be more invested in a particular topic. However, gathering that feedback and giving it a careful reading helps identify process points, which could be adjusted in future equity processes.

*To view a list of attendees from community events, please visit the City of Oakland Planning Bureau website.

Key Takeaways related to Community Engagement, May 2017-June 2018

One through-line the EQTDTO Team heard, at nearly every event involving community, was that the activities they were invited to participate in were too structured and/or did not allow for enough input on their behalf. Some of the options community members were asked to choose from didn't relate to their concerns or interests.

Missed opportunities could and should be learning experiences, however. While the EQTDTO website did not become the resource-sharing, informational portal outlined in the Communications Strategy (due to the misaligned scope and, perhaps, the City not fully realizing the need for an online platform which is more accessible than the official City site), that doesn't mean that alternate/supplementary web platforms can't be utilized in the future. The opportunity to collect more real-time data through the Streetwyze app, similarly, remains a viable option for future endeavors.

At the end of the day, what matters is that community engagement feels authentic to community members. No matter the skill level or expertise of the engagement team, the measure of success is authentic participation. If people attend one event, but are hesitant to attend the next one because they didn't feel their input was valued, activities should be redesigned, reformatted, or restructured to allow for engagement which actually feels engaging to those engaged. This requires critical thinking around best practices, but also a willingness to embrace organic and creative processes as opposed to strictly linear processes. As well as a willingness to embrace knowledge and expertise, which resides in the community and integrate that knowledge into the work which comes out of City Hall.

Recommendations for Future Engagement

Add Equitable Representation to the CAG. The current CAG membership is overrepresented by market-rate developers, architects, and business interests, and underrepresents African American, shelterless, disabled, youth, Latinx, affordable housing advocates tenant rights advocates, LGBTQ, environmental

justice, Asian-Pacific Islander, and indigenous populations. This creates the potential for implicit bias and baseline inequity.

Consider Tiered Engagement Strategies. Public events, which target a broad base of stakeholders do not allow for deeply focused engagement. These events are effective at informing general populations but limited in depth of scope. A tiered engagement model would design events around activities based on level of expertise in key issue areas.

Create an Equity Task Force. Oakland’s non-profit and community advocacy community should be seen as a valuable resource which can help better inform City staff on key equity policy issues.

Meet Community Where They Are. One way to advance a restorative justice approach to urban planning decisions is to meet community where they are, i.e. convene meetings at spaces which are known and familiar to community members. For example, if hard to engage constituencies like youth advocates won’t consistently attend City meetings, consider scheduling these meetings at youth-friendly spaces where there is a degree of comfortability and a sense of equal footing.

Create Guidelines for Community Engagement Best Practices. The EQTDTO Team’s work to date has created a roadmap for equity-focused best practices which are community-specific – material which the City did not have back in 2015 when the DOSP planning and engagement process began. As part of this work, the EQTDTO Team made dozens of recommendations, which remain relevant. While some of these recommendations have appeared as strategic options in the draft Plan Options Memo, assembling a set of guidelines pertinent to engagement strategies could bring more clarity and efficiency to future processes.

Intentional Intersectionality. A key challenge to advancing equity goals is the lack of intersectionality within City departments as well as between Council districts. While some of these barriers were transcended during EQTDTO Team events—attended by members of Transportation, Cultural Affairs, Race and Equity, and City Council—there is much room for advancement in this area. For an equity strategy to succeed, it must be both vertically-integrated and horizontally-integrated, i.e. consistent throughout all municipal sectors.

Be Creative. One barrier to meaningful engagement is that average everyday residents of Oakland literally speak a different language than urban planners. Highly technical planner-speak creates challenges to meaningful engagement. However, engaging community in creative ways can overcome these challenges and create resonance and more nuanced understanding.

- Consider utilizing cultural assets such as visual artists and graphic designers to create 3-dimensional representations of Plan options, to help community members grasp these ideas from a visual perspective.
- Consider utilizing youth artists to create printed material such as flyers and posters. Consider commissioning short videos, which can be shared on social media to uplift Oakland’s diverse community and share personal stories.
- Consider featuring local musicians at public events.

Embracing creativity as a methodology can be an effective tool for community buy-in above and beyond “normal” engagement strategies.

Maintain Engagement Activities Throughout the Process. One common frustration the EQTDTO Team has heard from community members is that there have been long gaps between public-facing activities, thus necessitating re-engagement of people who have previously been engaged. The EQTDTO Team has also heard that community has had some confusion about what stage the Plan is at. While public-facing events and activities require significant bandwidth to organize and implement tools such as web portals and social media can be used to keep community discussion and dialogues going during breaks in-between public events, and require significantly less oversight. Such methods also help to establish a sense of transparency and openness about the planning process and offer a platform for community expression, while also keeping community “plugged-in” to the planning process—which theoretically should make re-engagement easier.

Prepare and Assign Homework. Community members who are actively engaged in urban policy and planning issues are perhaps not best served by engagement activities which require a relatively short time to give meaningful feedback. The EQTDTO Team feels community might be more efficiently-engaged by utilizing either or both of the following methods: 1) Prepare and make available background materials to better prepare stakeholders for engagement activities; and 2) assign “homework” which allows them more time to develop their feedback. These methods would help address the perception that engagement activities have been structured in a way, which does not allow for community to give nuanced input on issues which are priority concerns for them.

Get Out in Front of Events. Often meeting dates are not released to the public until a week or two before the event. This complicates engagement by making it more likely that intended participants will have schedule conflicts and be unable to attend. Giving the community at least a three-week notice will facilitate people’s ability to participate in the process.

DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Focus Area A: Art & Garage District		
Option 1. Preserve historic nature and character of development by maintaining existing height limits. Memorialize existing uses as the long-term vision for the area.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
(-) Limits housing supply when demand is high (-) Severely limits affordable housing potential (-) Threatens to exacerbate displacement with rising market-place rents	(-) Limits housing supply when demand is high (-) Severely limits affordable housing potential (-) Limits job/economic opportunity for Oakland residents who reside outside of downtown	(+) Promises to preserve historic physical character of neighborhood (-) Limits maker potential as well as long-term economic development of the entrepreneurial, start-up, and innovative tech hardware ecosystem and emerging economy
Option 2. Allow housing and increase height limits up to 10 stories. Consider an art overlay.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
(+) Promises some relief to housing crisis by increasing supply (/) No guarantee that housing will be <i>truly affordable</i> , risking exacerbation of housing affordability crisis and possibility of accelerating displacement (/) No guarantee that bundle of senior housing, social services and community resources will be maintained or expanded for Asian seniors in the area (/) No guaranteed increase to family units (/) No discussion of amenities such as green space and better connectivity, visibility to artists, and increased pedestrian connectivity to Broadway	(/) No discussion of amenities such as green space and better connectivity, visibility to artists, and increased connectivity to Broadway for pedestrians (/) Building here without incentives or conditions to protect or promote youth-serving businesses could lead to displacement of existing youth-serving retail infrastructure, which could leave youth of color who attend First Friday with nowhere to go, which has negative public safety implications.	(/) Displacement of existing artists and communities of color will result if affordable housing is not central to this alternative; language does not specify affordable housing (-) New development and the “Arts Overlay” for an “Arts & Garage District” could disrupt cultural continuity for the Korean Identity of the neighborhood and eclipse the visibility of the Korean history of the district. (/) No guarantee to preserve existing or cultivate new arts/maker spaces for artists of color (-) No guarantees to preserve the walkability, visibility, and continuity contributing to current success of the neighborhood; without continuity, the economic viability of people of color-owned businesses may be at risk (-) Construction in this area will threaten fragile ecosystem of galleries and small businesses (such as existing Korean retail establishments and other people of color-owned businesses in the neighborhood) that rely on foot traffic, and may negatively impact legacy business without implementing a specific program to relocate or support them in some way

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

<p>Heights</p> <ul style="list-style-type: none"> ● Capping development does not ease housing crisis; if affordable/mixed income housing is built, displacement can be mitigated. ● Raising height limits can maintain existing affordable housing stock in the district <i>if</i> height limit increases were to prioritize affordable housing, artists and creatives, and innovative hybrid zoning for ground floor to support flexible uses for creativity and innovation. ● More residents in a district supports local business development, particularly retail. ● Density bonuses can be leveraged in for public benefits to create below-market-rate retail, etc., so this could be a necessary tradeoff to maintain cultural character, ethnic diversity, and neighborhood identity, depending on how robust and community/small-business focused benefits are. <p>Arts Overlay</p> <ul style="list-style-type: none"> ● Many community members have been advocating for cultural overlays for over two years, and have also advocated for inclusionary zoning to be implemented before adoption of DOSP to slow further attrition of cultural spaces. ● Clearly define “arts overlay” as a “cultural overlay” to mitigate displacement of Korean businesses, and include light manufacturing, makers, and artisanal production including food. The overlay should aim to protect people of color-owned businesses with standardized public benefits that guarantee onsite affordable housing and anti-displacement/stabilization investments to reinforce positive racial equity impacts. ● Market the district a “cultural arts & maker district,” and to subsidize the housing elsewhere in the city at greater density (like empty lots in KONO). ● Specific design parameters, like setbacks, signage, and POPS, should be used to avoid bland buildings that are out of scale with the amount of foot-traffic in this cultural hub. Large sidewalks, parking parameters that accommodate mobile retail trucks & delivery, etc. ● Consider the definition of “cultural spaces” to include businesses or organizations that: serve neighborhood culture needs through programming or mission, serve ethnic populations specifically, offer gallery/studio/event space for arts and culture-makers, or offer a cultural theme. ● It will be important to explore strategies to retain and cultivate cultural space, given the loss of Prop 10 in 2018. Some ideas include: incentivizing below-market retail in ground-floor development, incentivizing artist live/work in new development, offering build-out assistance for tenants who meet cultural space criteria, and combining some or all of these tools with a robust public benefit value capture program that specifically cultivates cultural space as part of a diversity retention and equitable economic development initiative-- in alignment with the framing of Cultural Equity in the City's new Cultural Plan
<p>Recommended Partners for Engagement</p> <p>Local renters, Senior Centers, co-working spaces, maker spaces, and local and national incubators. KONO, Art Murmur, First Fridays, Oakland Food Policy Council, Maker City Associations: Urban Manufacturing Alliance, Mayors Maker Challenge, Crucible, Libraries, and Architects like DJ+DS, and Ken Lowney</p>

Focus Area B: Lake Merritt Office Core		
Option 1. Continue to allow residential and let market forces prevail.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
(+) The area is already dominated by corporate interests and market forces; concentrating them here might help to limit them in other parts of downtown	(-) Limited availability of affordable housing keeps Oakland residents from relocating to this desirable neighborhood of opportunity	(-) Market forces are generally prohibitive for meeting the demands for the public services, social and entertainment resources, and cultural venues of Oakland residents and communities central to Oakland's historic and cultural identity
(-) Maintaining status quo will not help to alleviate significant housing crisis, and in fact, is likely to help	(-) Market forces are generally prohibitive for meeting the demands for the public services, social and	

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

drive up residential costs and accelerate displacement within the designated area and into other parts of downtown	entertainment resources, and cultural venues of Oakland residents and communities central to Oakland's historic and cultural identity	
Option 2. Designate "Office Priority" sites that limit residential development, and/or require a certain percentage of office in mixed-use buildings on said sites/overlay designation.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
<p>(+) Offers potential to mitigate sky-rocketing commercial rents unaffordable for non-profits/service providers, although increased supply does not guarantee affordability unless specific protections are included for non-profits and co-working spaces that specifically serve POC</p> <p>(/) Language does not indicate that affordable units will be made for non-profits/service providers that are currently being displaced from Downtown; which are a vital resource for communities of color</p> <p>(/) Language unclear if commercial space will be at market-rate or if affordability provisions will be included; market rate will pressure small business and non-profits for people of color already at risk of displacement</p> <p>(-) Limits new housing stock in urban core, without guarantee around housing development in other neighborhoods</p>	<p>(+) With a strong equity-focused public benefit value capture program, increased tax base resulting from new economic activity in the city could benefit all of Oakland, bringing indirect benefits to Oakland's communities of color, unless benefits in the program will be specifically leveraged to support equity</p> <p>(/) Production of new "office priority sites" might draw businesses away from existing commercial spaces and attract in their place bland retail not in alignment with Oakland's character or history. Provisions are needed to ensure commercial uses are consistent with desired character of downtown to serve Oakland's broader population.</p>	<p>(-) Without provisions to preserve local character and prioritize local businesses of color, this option could actually increase the demand for office space in Oakland and continue to drive up prices and accelerate displacement due to affordability issues</p> <p>(-) Influx of tech businesses (which are known to be riddled with equity challenges across race and gender) could distort economic ecosystem; if commercial space is at market-rate, this puts pressure on small business and non-profits.</p>
Focus Area B: Lake Merritt Office Core		
Equity Impacts		
<p>Relevant Disparity Indicators: The Development Alternatives, as presented, threaten to increase racial disparities in Oakland across all priority stakeholder groups if greater attention and specificity are not made to articulating the equity provisions in the options. Relevant indicators include:</p> <ul style="list-style-type: none"> ● New Development ● Displacement Index ● Artist Displacement ● Housing Cost Burden (owners) ● Housing Cost Burden (renters) ● Median Household Income ● Unemployment Rate 		

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Recommendations and Comments:

- Reframe language to specifically address equity priorities and the needs of low-income people and communities of color

Public Benefits Program

- The City currently has no standardized policy with a menu of public benefits for new development. The creation of any such program could be guided by existing community benefit agreement models, such as the baselines set by the Community coalition for Equitable Development.
- Development of a program to recapture for public benefit a portion of the land value created by land use policy would require a high level of community input and involvement in determining specific community/neighborhood needs within a standardized framework, to allow for unique aspects of each neighborhood (i.e., public space, cultural institutions, etc.) to be included within a standardized framework. An overly top-down approach to a public benefit program that doesn't allow for community determination of neighborhood priorities runs the risk of missing key equity targets and reinforcing inequity and exclusion of historically-underserved populations.

Market Forces

- The market forces could only be considered beneficial from an equity perspective if a public benefit program were required to deliver equity goals in other parts of the Plan Area and the city at large – but this would be a reach. While each community benefits agreement is unique because all development projects are different in scope, scale, and impact, recent community benefit agreements in the downtown area have included some or all of the following:
 - onsite affordable housing;
 - contributions to an anti-displacement/stabilization fund;
 - contributions to public spaces (i.e. nearby parks);
 - contributions and/or capital improvements to nearby cultural institutions;
 - contributions to community organizations for infrastructure-building;
 - contributions to technical assistance programs for small business; below-market retail opportunities;
 - parking loss mitigation;
 - dedication of % for art contribution to local artists and/or capital improvements to City-owned cultural institutions;
 - creation of Art Advisory Boards and/or Retail Advisory Boards in partnership with community organizations;
 - and direct contributions to neighborhood non-profit organizations and/or community-based organizations representing stakeholders in the neighborhood.

Additionally, community benefit agreement contributions have been leveraged as matching funds for grant proposals by the City in collaboration/ partnership with neighborhood organizations.

Essentially, community needs are for displacement mitigation across a wide range of cultural and economic containers which address specific needs of vulnerable populations within the development area.

While affordable housing remains the most urgent need, the entire economic and cultural ecosystem of a neighborhood must be considered in a public benefit value capture program, including direct service non-profit organizations serving vulnerable constituents (i.e., CSEC, homeless, youth, LGBTQ, POC. etc.); cultural organizations, institutions, and event spaces; and small businesses owned by at-risk populations.

To standardize a public benefit program for downtown would require developing a formula based on total size and cost of the development, with contributions scaled accordingly, using an economic analysis study as a guideline. (Note that City-imposed impact fees **do not** offer direct displacement mitigation, as *developer contributions to the City's affordable housing fund do not guarantee nor stipulate affordable housing or other community benefits will be implemented in the area affected by development, and currently contain no specific guidelines around equity.*)

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

- Increasing housing supply will not result in more affordable housing without specific provisions to ensure truly affordable housing – rates based on 80% AMI are beyond reach as regional income inequality deepens – 50% AMI more appropriate.
- To bring more specificity to this Focus Area, the City can move beyond the blunt tool of equating office demand with economic growth in general and explore with greater specificity the demands of the medical field or the demand for creative office suites and coworking. The nature of work will continue to change and the City can provide updated parameters to meet unique and specialized needs. To accurately meet the demand, there will need to be an alignment of the creative needs of the Arts & Garage district with the nearby Pill Hill as a major industry which has specific needs. For example, medical office spaces will need different buildings and layouts, scale, and lobbies, than a startup.

Mixed Uses

- There is specific housing in mixed-use development that could serve the medical professionals of Kaiser (as a major employer of Oakland outside of the Port). If market forces respond to the needs of these workers, it may attract skilled new graduates in the field to stay in Oakland and fill the positions in the medical field. If there is a medical hotel for visiting families that would also add value, but this is not due to market forces, and usually necessitates a nonprofit partner and/or subsidized. Populations requiring housing include African Americans specifically and low-income POC in general, along with non-profit employees, people in the service industry, artists, re-entry populations, those on a fixed income including seniors, and populations with barriers to higher-income (i.e., tech industry) jobs. Special consideration should be given to workers in professions serving people of color: social workers, nurses, medical aides, etc.
- Large-scale office buildings being built in other neighborhoods might: a) compete in the near future and should be taken into account as a whole, not just in each specific plan, and b) neighborhoods offer different clusters and amenities that will attract different types of office tenants, and that consideration for this would assist in measuring demand, type, and character for “office space” in each neighborhood.

Recommended Partners for Engagement

Oakland Tenants Union; Greenlining Institute; PolicyLink; EBALDC, Oakstop, Impact Hub. Residents of Oakland outside of downtown for whom Downtown should be a center of opportunity, communities central to Oakland’s historic and cultural identity. Nonprofit leaders.

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Focus Area C: Lower Broadway (South of 5th Street)		
Option 1. Retain as an activity node supporting light industrial/manufacturing uses; maintain building intensity (small-to-medium-footprint buildings; 3-5 stories).		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
<p>(+) Does not disrupt existing uses and businesses</p> <p>(-) Threatens to exacerbate housing crisis and need for more affordable housing by not addressing these issues and/or relationship of housing between this and other neighborhoods</p>	<p>(-) Threatens to exacerbate housing crisis and need for more affordable housing by not addressing these issues and/or relationship of housing between this and other neighborhoods</p> <p>(/) No discussion of public benefits such as green space and better connectivity, visibility to artists, and increased connectivity to Broadway for pedestrians</p>	<p>(/) Promises to preserve historic physical character of neighborhood, although historic connection with Oakland's non-white population has long been lost</p> <p>(+) Promises to preserve historic uses of neighborhood</p> <p>(-) Does not address local business owner desire for more foot traffic in a mixed-use area</p> <p>(-) Misses opportunity to generate tourism revenues, build local economy and support arts by prioritizing light industrial/ manufacturing over new hotel construction</p>
Option 2. Allow higher intensity building types to strengthen activity node and support surrounding light industrial/manufacturing; allow increase of building intensity (small-to-medium-footprint buildings; 5-8 stories).		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
<p>(+) Promises to increase housing supply by increasing building intensity</p> <p>(/) Unclear how increased housing in this area will meet demand; could potentially compete with Brooklyn Basin and Alameda developments</p> <p>(/) No guarantee that housing will be <i>truly affordable</i>, risking exacerbation of housing affordability crisis and possibility of accelerating displacement</p>	<p>(/) No discussion of public benefits such as green space and better connectivity, visibility to artists, and increased pedestrian connectivity to Broadway</p>	<p>(-) Adding non-affordable residential disrupts existing uses and businesses, and is very difficult to reverse in the future</p>
Focus Area C: Lower Broadway (South of 5th Street)		
Equity Impacts		
<p>Relevant Disparity Indicators: The Development Alternatives, as presented, threaten to increase racial disparities in Oakland across all stakeholder groups if greater attention and specificity are not made to articulating the equity provisions in the options. Relevant indicators include:</p> <ul style="list-style-type: none"> ● Housing Cost Burden (Owners) ● Housing Cost Burden (Renters) ● Displacement Index ● Public Realm Conditions ● Unemployment Rate ● New Development 		

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Recommendations and Comments:
<ul style="list-style-type: none"> Equity working group meetings, Neighborhood Design Sessions meetings and Creative Solutions Labs meetings held during the period of EQTDTO Team involvement did not focus on Jack London populations – however, community members in other areas did not have much to say (positive or negative) about building in Jack London. This could mean that Jack London could be a focus area for growth, while protecting other neighborhoods from unwanted growth. The Jack London Square neighborhood design session was held prior to the February 2018 sessions. The City reports that “an equity activity was included to consider the needs of marginalized populations,” although sessions occurring before February 2018 did not overtly prioritize equity. The City has reported that attendees in those meetings did NOT recommend Jack London overall as a focus area for growth – they were more concerned with protecting industrial land West of Broadway. Could take advantage of some residential around the ferry terminal and Caltrain but keep industrial spaces and commit lower floors to PDR. Hotels are exempt from impact fees and therefore do not add to affordable housing fund. They do contribute to tourist occupancy taxes, which would need reallocation to be truly equitable. As it is, 50% TOT allocation (12%) goes to Visit Oakland, which markets the city to tourists but does not guarantee equity for vulnerable populations and in fact may accelerate displacement. To make Jack London District more attractive for Oakland’s diverse residents, this neighborhood could focus on increasing cultural retail (possibly at below-market-rate rents), more affordable housing, and cultural overlays, which cultivate and preserve ethnic businesses. The AMI for this area is more than 2x the AMI of the average Black household in Oakland. Any decisions to allow market forces to prevail here will require consideration of trade-offs in other neighborhoods to advance equity. Reframe language to specifically address equity priorities and the needs of low-income people and communities of color
Recommended Partners for Engagement
Jack London BID, Alameda County, the Port, residents of Oakland outside of downtown for whom Downtown should be a center of opportunity, communities central to Oakland’s historic and cultural identity

Focus Area D: 3 rd Street West of Broadway		
Option 1. Retain industrial nature of the area; update zoning designation to City’s modern industrial designations.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland’s Historic and Cultural Identity
(-) Threatens to exacerbate housing crisis and need for more affordable housing by not addressing these issues and/or relationship of housing between this and other neighborhoods	(+) Retains blue-collar jobs for Oakland’s residents of color and their families (+) Creates entry and middle wage jobs in emerging sectors, supporting existing middle-class residents of color who work in these sectors. "Incentivizes" companies to locate, grow, and stay in Oakland.	(-) Prevents potential for tourism and associated impacts on artists, local businesses, transient occupancy taxes (+) Leverages Oakland’s robust distribution and industrial infrastructure and regional draw for manufacturing, innovation, and food producers.
Option 2. Allow mixed-use/housing at periphery of industrial area. Maintain 3rd street core as special industrial district surrounded by other uses.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland’s Historic and Cultural Identity
(+) Promises some relief to housing crisis by increasing supply	(+) Opens up opportunity for recreation and social activity through proposed connectivity to waterfront recreational and green space uses, Lake Merritt, and	(-) Restricts possibility of expanding industrial job base, possibly causing displacement of small businesses and businesses of color

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

<p>(/) No guarantee that housing will be <u>truly affordable</u>, risking exacerbation of housing affordability crisis and possibility of accelerating displacement</p> <p>(/) Does not guarantee affordability for seniors or existing Asian populations</p> <p>(/) No guarantee of increase to family units</p> <p>(/) No discussion of public benefits such as green space and better connectivity, visibility to artists</p>	<p>takes advantage of transportation connectivity with TOD</p> <p>(+) Supports intra-neighborhood economic activity</p>	
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Focus Area D: 3rd Street West of Broadway

Equity Impacts

Relevant Disparity Indicators:
 The Development Alternatives, as presented, threaten to increase racial disparities in Oakland if greater attention and specificity are not made to articulating the equity provisions in the options. Both proposals, however, promise to improve access to Oakland communities of color not living in the downtown area. Relevant indicators include:

- Housing Cost Burden (Owners)
- Housing Cost Burden (Renters)
- Displacement Index
- Unemployment Rate
- Median Household Income
- Black Carbon/Communities of Concern
- Asthma Hospitalization
- Public Realm Conditions

Recommendations and Comments:

- National trends in economic development focus on retaining future job growth. Retaining the industrial nature of this area offers Oakland a *regional* advantage because of its highly desirable coastal access and Port Authority infrastructure as the 5th busiest Port in the country. This makes Oakland attractive to many tech hardware and food manufacturing companies
- Converting commercial and industrial uses in West Oakland to market-rate or luxury residential has driven up costs for industrial and commercial space. Smaller manufacturers need support to find and expand into spaces when deciding to choose Oakland over San Leandro, for example, and need support to comply with business regulations and manufacturing. Concerted effort between governmental departments, non-profits like ICA, and planning needs to align.
- Jack London District is 75% or higher in Cal EnviroScreen rankings, making it among the top 25% in the state in terms of GHG emissions, mainly from vehicles – there are 10,000 truck trips to the Port per day, as well as freeway and train emissions. As a result, asthma and respiratory health problems are endemic among nearby low-income communities such as Black elders and youth in West Oakland. Consider industrial health implications.
- Study the impacts of tourism on displacement and identify measures to protect local residents while bringing in increased sales tax and transient occupancy tax revenues. Without specific equity language in Visit Oakland's guidelines/mission and increased collaboration with Cultural Affairs Department around cultural equity initiatives, tourism could accelerate displacement.
- Reframe language to specifically address equity priorities and the needs of low-income people and communities of color

Recommended Partners for Engagement

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Industrial development advocates, West Oakland Commerce Association, Fabcity Initiative with Jose Corona and the fablabs in Alameda, Laney College, and Castlemont High School.
Residents of Oakland outside of downtown for whom Downtown should be a center of opportunity, communities central to Oakland's historic and cultural identity, homeless populations.

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Focus Area E: Produce Market		
Option 1. Retain Produce Market; no change in form or height limit. Current businesses can remain in their current facilities; variation of businesses at the periphery would likely continue.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland’s Historic and Cultural Identity
(-) Threatens to exacerbate housing crisis and need for more affordable housing by not addressing these issues and/or relationship of housing between this and other neighborhoods (+) Does not disrupt current businesses and uses of legacy businesses. Allows for important clustering of business which rely on this produce (industrial food producers) and tertiary support services.	(+) Retains blue collar jobs for Oakland workers of color and their families	(+) Promises to preserve historic physical character of neighborhood (+) Promises to preserve historic uses of neighborhood
Option 2. Retain Produce Market but allow residential development above. Architectural character can be preserved (awnings, wide sidewalks, industrial character). Could allow some variation in uses (breweries, wine merchants, pop-ups) to have activity more hours. Height 4-5 stories.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland’s Historic and Cultural Identity
(-) Displaces existing business during construction. (-) Exacerbates conflict of use for the street level activities required for produce market. For example noise complaints, parking, lack of sidewalks. (-) No language in current Option of safeguarding existing businesses’ costs or jobs during construction, like temporary disruption, relocation, or restrictions.	(/) No guarantee that this will be a viable entertainment district serving Oakland’s residents of color	(+) Promises to preserve historic physical character of neighborhood (/) No guarantee that historic uses of neighborhood (-) Unclear how proposed “varied uses” matches or upholds existing character or history of Oakland or Jack London Square

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Focus Area E: Produce Market		
Option 3. Relocate Produce Market and have new mixed-use development (residential above commercial/retail). This would eliminate noise/conflicts of market activity with neighbors. Height from 4-5 stories, or up to 14 stories.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland’s Historic and Cultural Identity
<i>This is not an evaluable option without a proposal for where to relocate the Produce Market</i>	<i>This is not an evaluable option without a proposal for where to relocate the Produce Market</i>	<i>This is not an evaluable option without a proposal for where to relocate the Produce Market</i>
Equity Impacts		
<p>Relevant Disparity Indicators: The Development Alternatives, as presented, could exacerbate racial disparities in Oakland if greater attention and specificity are not made to articulating the equity provisions in the options. If displacement mitigations are prioritized for Option 1, this approach has potential to augment equity and reduce disparity indicators in Oakland. Relevant indicators include:</p> <ul style="list-style-type: none"> ● Housing Cost Burden (Owners) ● Housing Cost Burden (Renters) ● Displacement Index ● Unemployment Rate ● Median Household Income ● Map of Arts, Cultural, and Entertainment Districts 		
Recommendations and Comments:		
<ul style="list-style-type: none"> ● Equity working group meetings, Neighborhood Design Sessions meetings and Creative Solutions Labs meetings held during the period of EQTDTO Team involvement did not focus on Jack London populations – however, community members in other areas did not have much to say (positive or negative) about building in Jack London. This could mean that Jack London could be a focus area for growth, while protecting other neighborhoods from unwanted growth. ● The Jack London Square neighborhood design session was held prior to the February 2018 sessions. The City reports that “an equity activity was included to consider the needs of marginalized populations,” although sessions occurring before February 2018 did not overtly prioritize equity. The City has reported that attendees in those meetings did NOT recommend Jack London overall as a focus area for growth – they were more concerned with protecting industrial land West of Broadway. ● Without significant affordable housing and/or below-market-rate, none of these options advance racial equity where communities and businesses of color are concerned, and could adversely impact adjacent neighborhoods. It’s also unclear how Jack London District could better serve existing residents from outside downtown. It has some of the most expensive restaurants in the City, and the majority of the entertainment options are designed to appeal to non-residents. ● Residential might not be feasible here because of lack of access to street, limited parking, and ongoing noise (forklifts, etc.) – consider this strategy in the KONO or on the waterfront near Brooklyn Basin. ● Without a strategy to relocate the produce market and incentivize the businesses to absorb the additional cost of added distance to shipping and distribution, this is not viable. ● To make Jack London District more attractive for Oakland’s diverse residents, this neighborhood could focus on increasing cultural retail (possibly at below-market-rate rents), more affordable housing, and cultural overlays, which cultivate and preserve ethnic businesses. The AMI for this area is more than 2x the AMI of the average Black household in Oakland. Any decisions to allow market forces to prevail here will require consideration of trade-offs in other neighborhoods to advance equity. 		

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

- Study the impacts of tourism on displacement and identify measures to protect local residents while bringing in increased sales tax and transient occupancy tax revenues. Without specific equity language in Visit Oakland's guidelines/mission and increased collaboration with Cultural Affairs Department around cultural equity initiatives, tourism could accelerate displacement.
- Reframe language to specifically address equity priorities and the needs of low-income people and communities of color

Recommended Partners for Engagement
 Jack London Improvement District, West Oakland Commerce Association, Laney College Fablab & Oakland's (Jose Corona) Fabcity Initiative for Innovation, Oakland food Council, Chinatown Coalition, Old Oakland Farmers Market, The Port of Oakland (i.e. studies around produce distribution and financial impacts on local restaurants, and restaurant supply ecosystem in that neighborhood).
 Residents of Oakland outside of downtown for whom Downtown should be a center of opportunity, communities central to Oakland's historic and cultural identity.

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Focus Area F: Oak Street (South of 10th Street)		
Option 1. Retain industrial zoning.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
(-) Threatens to exacerbate housing crisis and need for more affordable housing by not addressing these issues and/or relationship of housing between this and other neighborhoods	(+) Retains blue-collar jobs for Oakland workers of color and their families (+) Creates entry and middle wage jobs in emerging sectors. Prevents companies from moving or leaving Oakland for San Leandro and Hayward. (+) Complements the developments already underway at Brooklyn Basin. (-) Sustains health threats due to air quality	(-) Prevents potential for tourism and associated impacts on artists, local businesses, transit occupancy taxes (+) Leverages Oakland's robust distribution and industrial infrastructure and regional draw for manufacturing, innovation, and food producers.
Option 2. Mixed-use, greater intensity leading to Lake Merritt BART.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
(/) Increases support for local small businesses but does not offer protections for small businesses serving communities of color (-) Downtown development without protections for Chinatown communities increases displacement potential for residents of the East Lake and Chinatown community;	(+) Creates more foot traffic, bike traffic, viability as entertainment district for residents in other parts of Oakland (-) No clear amenities serving POC (+) Increased connectivity	(/) Risks limiting new industrial growth; (/) There already exists a Lake Merritt Specific Plan. The DOSP has been inconsistent in its inclusion of the Chinatown community. Members of the Chinatown community see Chinatown as an integral part of Oakland's downtown, and have also invested a great deal of time making their priorities known for the Lake Merritt Plan. The community wants previously communicated wishes to be respected and future plans to involve them. (+) Supports emerging Chinatown and BAMBD cultural districts. (-) Increased heights and zoning in the LM BART Station area will have significant impacts on Chinatown. Several land parcels were taken away from Chinatown via eminent domain in the recent past and any actions by the City suggesting further acquisition of Chinatown land would negatively impact the community in the area, the majority of residents here are Asian, low-income renters who speak limited English. This option states no protections or consideration of these impacts.

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Focus Area F: Oak Street (South of 10th Street)
Equity Impacts
<p>Relevant Disparity Indicators: The Development Alternatives, as presented, threaten to increase racial disparities in Oakland if greater attention and specificity are not made to articulating the equity provisions in the options. Relevant indicators include:</p> <ul style="list-style-type: none"> ● Housing Cost Burden (Owners) ● Housing Cost Burden (Renters) ● Displacement Index ● Unemployment Rate ● Median Household Income ● Black Carbon/Communities of Concern ● Asthma Hospitalizations ● Map of Arts, Cultural, and Entertainment Districts ● Transportation Modes to and from Downtown ● Households without Vehicles ● New Development
Recommendations and Comments:
<p>Industrial Growth:</p> <ul style="list-style-type: none"> ● "Insatiable demand for industrial space (particularly distribution centers to support the e-commerce boom) in the I-880 corridor will likely provide a great deal of downward pressure on vacancy rates going forward...Industrial space less than 100,000 s.f., but greater than or equal to 50,000 s.f. jumped 17.65% quarter-over-quarter. All other size ranges decreased slightly quarter-over-quarter suggesting that demand for industrial space is starting to be focused more on mid-size industrial properties. General industrial properties experienced a 19.78% increase in rental rates by the close of the third quarter. This suggests some advanced manufacturing is starting to be more highly valued in a territory dominated by warehouse and distribution center development...logistical advantages that the East Bay provides due to its proximity to the San Francisco and Silicon Valley markets will continue to drive demand for warehouses and distribution centers that are required to service the booming demand emanating from e-commerce sales." -http://www.kiddermathews.com/downloads/research/industrial-market-research-east-bay-2018-3q.pdf 3rd Quarter 2018 Real Estate Market Review, East Bay Industrial, Kidder Mathews. ● The plan area pushes up against Lake Merritt Specific Plan boundaries, and it is unclear how the City is integrating community input from previous engagement processes to uphold promises or attention to concerns, or reconciling competing demands emerging with this new process. It is important to note that the equity orientation to specific planning is new with the <i>Downtown Oakland Specific Plan</i> and prior processes used different techniques and priorities for gathering community feedback. ● Need further study to understand impacts of proposals to local industry, and recommend future coordination of task forces with Economic Development Department and Planning to strategize for long term retention and creation of new manufacturing spaces with "innovation" zones and incentives. ● Reframe language to specifically address equity priorities and the needs of low-income people and communities of color
Recommended Partners for Engagement
AHS, APEN, EBALDC, Oakland Chinatown Coalition, Chinatown Chamber of Commerce

Focus Area G: Victory Court

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Option 1. Retain industrial zoning and allow for special uses such as makerspaces, arts, and light manufacturing.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland’s Historic and Cultural Identity
<p>(/) Increases supply of makerspace, but with no guarantees that new spaces will be affordable without provisions for affordability, for all artist and maker types</p> <p>(-) Could secure industrial land with jobs for locals, which is currently at risk</p> <p>(-) Large developments could have negative environmental health impacts</p>	<p>(-) Limits development and growth possibilities-- especially since this site is being discussed for new A’s ballpark¹</p> <p>(-) Could secure industrial land with jobs for locals, which is currently at risk</p>	<p>(+) Could help establish Jack London as a cultural district with maker spaces, especially if designations are made for artists and makers of color. Supports new (as of October, 2018) “Fab City” initiative.</p> <p>(+) Provides needed space for makers and light industry, if affordable.</p> <p>(-) Could set up a third competitive district for makers/artists/industry and erode vision for Arts & Garage area without a clear emphasis and incentives for larger manufacturing and industry in Jack London District.</p> <p>(-) Could secure industrial land with jobs for locals blue collar workers of color, which are currently at risk</p>
Option 2. Change industrial zoning to mixed-use, 5-8 stories, potentially up to 16+ (near Oak Street or near highway).		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland’s Historic and Cultural Identity
<p>(-) Misaligned with best use for area, given the proximity of the Port and rail – there are plenty of other areas for mixed use</p> <p>(+) Could be a good location for growth to happen because it is not in immediate proximity to residents in fear of displacement</p> <p>(-) Large developments could have negative environmental health impacts</p>	<p>(-) Places blue-collar jobs/workforce at risk through displacement of industrial businesses, risking further displacement of middle-income residents of color</p>	<p>(-) Risks displacement of blue-collar history and communities of color</p> <p>(/) Current AMI and market-rate rents may prove unaffordable and exclusionary to low- and middle-income makers and makers of color.</p>
Focus Area G: Victory Court		
Equity Impacts		
<p>Relevant Disparity Indicators: The Development Alternatives, as presented, threaten to increase racial disparities in Oakland if greater attention and specificity are not made to articulating the equity provisions in the options. Relevant indicators include:</p> <ul style="list-style-type: none"> ● New Development 		

¹ Ostler, Scott. (October 8th, 2016). “Should A’s build stadium at Howard Terminal site? Scott Ostler answers questions.” San Francisco Chronicle. Accessed at, <https://www.sfchronicle.com/sports/ostler/article/Should-A-s-build-stadium-at-Howard-Terminal-13290807.php>

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

<ul style="list-style-type: none"> ● Artist Displacement ● Displacement Index ● Unemployment Rate ● Median Household Income ● Black Carbon/Communities of Concern ● Asthma Hospitalization ● Map of Arts, Cultural, and Entertainment Districts
<p>Recommendations and Comments:</p> <ul style="list-style-type: none"> ● Improve services for equal access for public (e.g. permitting) ● Maintain housing/residency for <i>all</i> artist types ● Set affordable housing targets and incentivize to ensure mixed-income populations can stay in Oakland. ● Reframe language to specifically address equity priorities and the needs of low-income people and communities of color
<p>Recommended Partners for Engagement</p> <p>Current Victory Court residents and local neighborhoods, Union workers. Residents of Oakland outside of downtown for whom Downtown should be a center of opportunity, communities central to Oakland’s historic and cultural identity.</p>

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Focus Area H: Howard Terminal		
Option 1. Retain industrial zoning and continue Water Street through to MLK Jr. Way. Move the fence and existing port shipping containers to MLK Jr. Way and continue Jack London Square development (including the waterfront path).		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
(+) Promises to increase the number of entry-level and mid-level jobs and incomes in the downtown area	(+) Leverages Port and legacy industrial distribution networks that position Oakland well for future growth in economy and opportunity as 5th busiest port in the Nation. (+) Creates connectivity between underinvested area west of freeway and links industry with transit options (Bart, highway, busses, and Ferry)	(+) Maintains existing industrial use addressing labor community needs
Option 2. Oakland A's at Howard Terminal.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
(-) Major development will increase traffic, congestion, and air pollution in a highly walkable area, influencing residential patterns and costs and accessibility (-) Threatens to exacerbate rising costs of living downtown and the displacement and gentrification that is already pushing many residents of color out (/) No guarantee of benefits to communities without clarity of community benefits content	(/) Impact on jobs/economic resources in the East Oakland community where the stadium is currently located are unclear (+) Promises to increase access to entry-level and mid-level job opportunities because of nature of development and proximity to transit (+) Could increase sales tax revenue and local tourism and drive up revenues benefiting city (/) No guarantee of benefits to communities without clarity of community benefits content	(-) Promises to significantly favor commercial environment in and near downtown, causing ripple effects in local neighborhoods that can destroy local character if left unchecked, potential negative impacts on Chinatown and BAMBD without protections (/) No guarantee of benefits to communities without clarity of public benefits content (-) Sacrifices highly developed port infrastructure, which will impact Oakland's blue-collar workers by limiting jobs from industries that are dependent on mid-size industrial stock for continued growth in manufacturing.

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Focus Area H: Howard Terminal		
Option 3. Waterfront park/new mixed-use development at Howard Terminal		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
(+) Increases number of parks available to residents and businesses downtown; public resource increases accessibility to open space and bay views	(+) Increases available park space in Oakland (-) Risks loss of labor jobs impacting residents of color (/) No guarantee that this park will serve as a citywide amenity, particularly for those in West Oakland or East Oakland, KONO, Chinatown, etc., who currently experience park access disparities – location of park and transit to park must be prioritized to support aims to serve as citywide amenity (-) Threatens to draw limited park maintenance resources away from building parks in communities of great need in other parts of Oakland, and maintaining other existing parks (e.g., nearby parks that are not well maintained, promoted, or programmed)	(-) Threatens Oakland's blue-collar community and employment opportunities for residents of color
Equity Impacts		
Relevant Disparity Indicators: The Development Alternatives, as presented, threaten to increase racial disparities in Oakland if greater attention and specificity are not made to articulating the equity provisions in the options. Relevant indicators include: <ul style="list-style-type: none"> ● New Development ● Unemployment Rate ● Median Household Income ● Transit Modes to and from Downtown ● AC Transit and BART Ridership by Race/Ethnicity ● Access to Outdoor Space ● Outdoor Space Conditions ● Displacement Index ● Asthma Hospitalization ● Black Carbon/Communities of Concern 		
Recommendations and Comments:		
<ul style="list-style-type: none"> ● Need to address connectivity between waterfront and other neighborhoods ● Reframe language to specifically address equity priorities and the needs of low-income people and communities of color 		
Recommended Partners for Engagement		

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yellow - effect on disparity indicators depends on intent of option (e.g., equal number positive and negative impacts, or too many ambiguities) (/) – ambiguities

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Jack London BID, Port, Chinatown Chamber, Chinatown Coalition, BAMBD CDC, Residents of Oakland outside of downtown for whom Downtown should be a center of opportunity, communities central to Oakland's historic and cultural identity

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Focus Area I: I-980 Corridor		
Option 1. Maintain highway and improve pedestrian and bicycle connections on existing connections.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
(+) Increases downtown accessibility to West Oakland and affordable housing and jobs (-) Limits wide variety of opportunities that are offered by developing I-980 for equity	(+) Increases downtown accessibility of downtown to those living in West Oakland, alleviating negative impacts of urban renewal on West Oakland Black community through restorative mitigation--but would need specific intention to achieve this (-) Limits wide variety of opportunities that are offered by developing I-980 for equity (/) No guarantee that maintaining I-980 brings positive value to communities (/) No guarantee that increased connectivity to West Oakland will <i>not</i> fuel displacement of residents of color there, <i>unless</i> safeguards are implemented to ensure that local residents benefit from development	(-) Limits wide variety of opportunities that are offered by developing I-980 for equity
Option 2. Cap the highway, creating a new linear park between West Oakland and downtown, with potential for some new development above (depending on structural feasibility and cost).		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
<i>Although this proposal might increase connectivity to West Oakland (+), it is not a viable option without greater detail on where a cap would be located or what type of development would be allowed.</i>	<i>Although this proposal might increase connectivity to West Oakland(+), it is not a viable option without greater detail on where a cap would be located or what type of development would be allowed.</i>	<i>Although this proposal might increase connectivity to West Oakland (+), it is not a viable option without greater detail on where a cap would be located or what type of development would be allowed.</i>

Focus Area I: I-980 Corridor		
Option 3. Replace highway with multiway boulevard faced by mixed-use development, high quality parks/plazas; potential for underground transit connection at existing highway level.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
(/) No guarantee that development of I-980 will address the needs of downtown Oakland's residents and businesses at risk of displacement when the plan option does not explicitly call out <u>equity priorities</u>	(+) Increases downtown accessibility of downtown to those living in West Oakland (/) No guarantee that development of I-980 will address the needs of West Oakland's Black residents and small businesses, who suffered great losses at the	(/) No guarantee that development of I-980 will address the needs of West Oakland's residents at large and small businesses when the plan option does not explicitly call out equity priorities

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

(+) Increases downtown accessibility to West Oakland and affordable housing and jobs	hands of urban renewal when the plan option does not explicitly call out equity priorities (/) No guarantee that increased connectivity to West Oakland will not fuel displacement of residents there, unless safeguards are implemented to ensure that local residents benefit from development (/) No guarantee that costs for this major development project will ensure no harms to resource availability for other Oakland neighborhoods	
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Equity Impacts

Relevant Disparity Indicators:
 The Development Alternatives, as presented, threaten to increase racial disparities in Oakland if greater attention and specificity are not made to articulating the equity provisions in the options. Relevant indicators include:

- New Development
- Unemployment Rate
- Median Household Income
- Housing Cost Burden (renters)
- Housing Cost Burden (owners)
- Public Realm Conditions
- Displacement Index
- Transportation Modes to and from Downtown

Recommendations and Comments:

- Cap the highway and specifically designate the area as an “Equity Zone” where the City helps to produce a national model for best practices in equitable neighborhood design and equitable social practices for the country and world. Create a robust plan to build a fund for it from diverse philanthropic and public sources, as well as from the contributions of social enterprises. Build affordable housing in mixed-use developments in this area, provide social services, jobs, and access to transit, make arts a priority, ensure there is a mix of jobs. Include sidewalks and parks and bike lanes and employ folks to serve and protect the area with living wages.
- Develop comprehensive and specific restorative initiative to address historical inequities of urban renewal for West Oakland's Black community. Work with community stakeholders to develop a vision and identify funding sources to make it a reality.

Recommended Partners for Engagement

SUDA, BAMBD CDC, District 3 Council office, West Oakland Neighbors, OAK DOT, Caltrans, BART, HUD, federal/state entities
 Residents of Oakland outside of downtown for whom Downtown should be a center of opportunity, communities central to Oakland’s historic and cultural identity

Focus Area J: City-Owned Opportunity Sites

Option 1. In coordination with the City of Oakland Public Lands Policy, consider the following emphasis for City-owned parcels: affordable housing, job generating (commercial) uses or cultural uses, or some combination of these uses, to support the overall development program for downtown.

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland’s Historic and Cultural Identity
(+) Promotes affordability (-) Lacks specificity regarding which parcels and which uses to ensure that vision is aligned with implementation	(+) Promotes social and cultural uses that are important for Oakland residents to use downtown (/) No guarantee that social and cultural uses will be prioritized for current Oaklanders (-) Lacks specificity regarding which parcels and which uses to ensure that vision is aligned with implementation	(+) Promotes social and cultural uses (-) Lacks specificity regarding which parcels and which uses to ensure that vision is aligned with implementation
Focus Area J: City-Owned Opportunity Sites		
Equity Impacts		
<p>Relevant Disparity Indicators: The Development Alternatives, as presented, threaten to increase racial disparities in Oakland if greater attention and specificity are not made to articulating the equity provisions in the options. Relevant indicators include:</p> <ul style="list-style-type: none"> ● Housing Cost Burden (renters) ● Housing Cost Burden (owners) ● New Development ● Unemployment Rate ● Median Household Income ● Maps of Arts, Cultural, and Entertainment Districts 		
Recommendations and Comments:		
<ul style="list-style-type: none"> ● Very difficult to assess equity impacts due to lack of specifics here. Need to understand which parcels are being considered, and where, and how these choices fit into an overall equity framework ● This approach could be considered aligned with equity principles depending on the larger vision under which it is undertaken, and the leadership approach. Important for each “node” Downtown to have a specific yet connected function. For example, if the parcel is in KONO along Telegraph, it can support high density affordable residential. If it is in Jack London District, it can support large scale manufacturing, etc. ● Would have to attach a value capture on the land to benefit the community in which it is located, and the stated priorities of that community as well as the vision and leadership of the city to support the best use for the long term. ● Could offset environmental effects of black carbon with reforestation. ● Could offset congestion on Broadway by incorporating a dedicated BRT and bicycle route. 		
Recommended Partners for Engagement		
EBALDC, KONO, CAST, BAMBD CDC, CCLT, OAKCLY, Oakland Tenants Union, Oakland Warehouse Coalition, Causa Justa, ACCCE, Indigenous Land Trust. Residents of Oakland outside of downtown for whom Downtown should be a center of opportunity, communities central to Oakland’s historic and cultural identity		

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Focus Corridor A: Accessible Chinatown		
Option 1. Two-way streets with wider sidewalks on 8th Street.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
(/) No guarantee that improvements will benefit local residents when protections are not in place	(+) Promotes social and cultural uses that are important for Oakland residents to use downtown	(/) No guarantee that improvements will benefit local residents when protections aren't in place
(+) Community perception of safety increases	(-) Increase of traffic flow, idling and air pollution	(-) Increase of traffic flow, idling and air pollution
(-) Increase of traffic flow, idling and air pollution		
Option 2. One-way streets with wider sidewalks.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
(+) Some residents feel safer with one way	(-) Allows traffic at higher speeds	(-) Allows traffic at higher speeds
(-) Allows traffic at higher speeds		
Focus Corridor A: Accessible Chinatown		
Equity Impacts		
<p>Relevant Disparity Indicators: The Development Alternatives, as presented, threaten to increase racial disparities in Oakland if greater attention and specificity are not made to articulating the equity provisions in the options. Relevant indicators include:</p> <ul style="list-style-type: none"> ● Black Carbon/Communities of Concern ● Asthma Hospitalizations ● Pedestrian/Vehicle Accidents ● Public Realm Conditions 		
Recommendations and Comments:		
<ul style="list-style-type: none"> ● The local community (people who live on the street, have businesses on the street, etc.) should have the most say (their opinions should be weighted highly) in whether or not the Street is converted ● Include the historical context of the location in mind - how did the street become 1-way? Why? How did the local community feel about it then? What impact did this change have on the local community? ● Some community members feel that 2-way conversion is a priority on 8th AND 10th street ● Consider an air pollution analysis between 1-way and 2-way street traffic flow. ● Consider scramble crosswalks for both 1-way or 2-way, which are highly regarded by all three target populations ● Consider how trucks will utilize both options giving the heavy use of mid-size vehicles in the area 		

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

- Consider impact of BRT from East Oakland to Chinatown

Recommended Partners for Engagement

Chinatown Coalition, Asian Health Services, EBALDC, local business owners and residents including students and elders.

Residents of Oakland outside of downtown for whom Downtown should be a center of opportunity, communities central to Oakland's historic and cultural identity

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Focus Corridor B: Central Corridors		
Option 1. One-way protected bike lanes on one-way Franklin and Webster Streets.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
(+/-) Risks impacting local businesses – e.g., bike racks? (/) No guarantee that improvements will benefit local residents when protections aren't in place	(+) Increased connectivity with new option (/) No guarantee that improvements will benefit residents of neighborhoods who have limited access to downtown (East/West Oakland)	Information is insufficient for evaluation
Option 2. Two-way protected bike lanes on one-way Franklin and Webster Streets.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
Information is insufficient for evaluation	(+) Increased connectivity with new option (/) No guarantee that improvements will benefit residents of neighborhoods who have limited access to downtown (East/West Oakland)	Information is insufficient for evaluation
Option 3. One-way protected bike lanes on two-way Franklin Street and optional bike facilities or street conversion on Webster Street.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
Information is insufficient for evaluation of impact on local communities of color.	Information is insufficient for evaluation	Information is insufficient for evaluation
Equity Impacts		
<p>Relevant Disparity Indicators: The Development Alternatives, as presented, threaten to increase racial disparities in Oakland if greater attention and specificity are not made to articulating the equity provisions in the options. Relevant indicators include:</p> <ul style="list-style-type: none"> • Public Realm Conditions • Displacement Index • Transportation Modes to and from Downtown 		
Recommendations and Comments:		
<ul style="list-style-type: none"> • These alternatives really require input from the community that lives here; adding bikes is a controversial issue for communities of color who find bikes are not the answer to the questions and concerns they are raising, but rather a perk for others. Bike lanes and directionality will require input from residents who might use bikes, or who might be impacted by bike safety issues and increased traffic from bicyclists. 		

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Recommended Partners for Engagement

Chinatown Coalition, BAOBAB, Small Business Coalition, Bike East Bay, BAMBD CDC, Downtown Lake Merritt Business Association

Residents of Oakland outside of downtown for whom Downtown should be a center of opportunity, communities central to Oakland's historic and cultural identity

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Focus Corridor C: Jack London Lake Merritt		
Option 1. One-way protected bike lane on one-way Madison Street, two-way protected bike lane on two-way Oak Street with one parking lane removed.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
<i>Information is insufficient for evaluation</i>	<i>Information is insufficient for evaluation</i>	<i>Information is insufficient for evaluation</i>
Option 2. One-way protected bike lanes on two-way Madison Street with one parking lane removed, no bike facilities on two-way Oak Street.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
<i>Information is insufficient for evaluation</i>	<i>Information is insufficient for evaluation</i>	<i>Information is insufficient for evaluation</i>
Focus Corridor C: Jack London Lake Merritt		
Equity Impacts		
Relevant Disparity Indicators:		
Recommendations and Comments:		
<ul style="list-style-type: none"> • Need to speak to businesses and residents to understand equity implications 		
Recommended Partners for Engagement		
Residents of Oakland outside of downtown for whom Downtown should be a center of opportunity, communities central to Oakland's historic and cultural identity		

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DOSP Equity Assessment Appendix C: Analysis of Focus Area Options

Focus Corridor D: Big on Broadway		
Near-Term Option. Transit Priority Corridor Implementation.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
<i>Information is insufficient for evaluation</i>	<i>Information is insufficient for evaluation</i>	<i>Information is insufficient for evaluation</i>
Long-Term Option 1. Broadway limited to buses, trucks, TNCs - shared travel lanes, truck/TNC parking.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
<i>Information is insufficient for evaluation</i>	<i>Information is insufficient for evaluation</i>	<i>Information is insufficient for evaluation</i>
Long-Term Option 2. Broadway limited to buses, trucks, TNCs - exclusive bus lanes, one-way truck/TNC travel and parking lane.		
Residents and Businesses Downtown at Risk of Displacement	Oakland Residents for whom Downtown Should Be a Center of Opportunity	Communities Central to Oakland's Historic and Cultural Identity
<i>Information is insufficient for evaluation</i>	<i>Information is insufficient for evaluation</i>	<i>Information is insufficient for evaluation</i>
Focus Corridor D: Big on Broadway		
Equity Impacts		
Relevant Disparity Indicators:		
Recommendations and Comments:		
<ul style="list-style-type: none"> • Why Broadway and not another corridor? • Need to speak to businesses and residents to understand equity implications 		
Recommended Partners for Engagement		
Social justice groups that consider Broadway to be an extension of their rights, Celebratory parades and festivals that utilize Broadway as a "main Street" and Walk Oakland Bike Oakland, Bike East Bay. Residents of Oakland outside of downtown for whom Downtown should be a center of opportunity, communities central to Oakland's historic and cultural identity.		

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Goals / Outcomes / Strategy Options		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
	<i>Ratings</i>	Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Plan Goal 1	Enhance the quality of life for all of downtown’s residents, workers, and visitors through inclusive and accessible housing, thoughtful urban design, and high-quality infrastructure and public services.						
Outcome 1.1 (Current Outcome L-1)	Development and design serve Oakland’s diverse needs, contribute to improved conditions for all people of the City and enhance downtown’s authentic, creative and dynamic character.						
Strategy Option 1.1.1 (Current Strategy Option L-1.2)	Encourage incremental infill development to fill in gaps in the existing urban fabric and where appropriate, facilitate the aggregation of multiple parcels to unlock additional development potential	Requires amendments	Requires amendments	Requires amendments	Incremental infill can help to promote equity if equity is a central question or concern to decision-making around infill projects. As stated, the language in this memo does not guarantee incremental infill will consider the needs or priorities of the priority communities for equity in Oakland. To strengthen this strategy, the language must include language concerning meaningful community input, and also assessment of how well community housing, services, and entertainment needs are being met in the neighborhood where infill development is proposed. Infill development should occur (incrementally) over time to allow emerging priorities to be addressed. Parking accommodations together with increased transit needs will be essential for this strategy, particularly as it focuses on infill and development of current parking structures/lots. Loss of parking in downtown lots impacts businesses and venues whose clients do not rely on public transportation. Development of three former parking lots in the immediate vicinity of 14th Street corridor reduces available parking for retail, nightclubs and cultural institutions in BAMB, such as Malonga Center, Geoffrey’s Inner Circle, Complex, and New Karibbean City; Without readily-available parking, retail shopping may be impacted along Broadway, Telegraph, 14th St. 15th. St. and 17th St. corridors. (Alco lot at 12th and Madison closes at 5pm).	New Development	Impacts to disparity indicators cannot be defined without greater specificity in development strategy’s intent and addressing comments in assessment.
Strategy Option 1.1.2 (Current Strategy Option L-1.3)	Evaluate standards permitting additions and modifications to historic structures to ensure that they relate to the height, bulk and intensity of the desired vision. In addition to preservation of specific identified buildings/sites, development on parcels adjacent to contributing structures should consider the existing historic context.	Threatening	Threatening	Threatening	This option refers to "desired vision" in general, and does not specify which vision (Plan overall vision and/or neighborhood vision), and the language around visions in those sections of the Plan Options Memo do not describe whose visions are reflected. To bring this option up to a more acceptable level, actions are needed to review and affirm stated visions with relevant communities.	New Development	This strategy, as presented, threatens to heighten racial disparities across all stakeholder groups by imposing development decisions on relevant communities.
Strategy Option 1.1.3 (Current Strategy Option L-1.4)	Study and develop an updated Transfer of Development Rights (TDR) program that will assist in overall preservation efforts downtown.	Requires amendments	Requires amendments	Requires amendments	A study is in and of itself innocuous. To assure that future decisions resulting from study findings remain consistent with the vision and outcomes set forth in this plan, the plan should include enforceable guidance regarding criteria for study decisions. The Plan Options Memo narrative surrounding this strategy only requires evaluation of legal and financial feasibility. The language related to this strategy included in the final plan should explicitly call for the TDR study to name approaches that will reduce disparities and advance equity for target populations.	New Development	Impacts to disparity indicators cannot be defined without greater specificity in strategy’s intent and how development rights could increase equity.
Strategy Option 1.1.4 (Current Strategy Option L-1.1)	Create a streamlined development incentive program for downtown that features a small set of pre-defined benefits to choose from that address the community’s most pressing needs and goals.	Requires amendments	Requires amendments	Requires amendments	This option, along with options articulated in section 1.7, offers a lot of promise to equity in downtown Oakland -- IF the language reflects a meaningful commitment to identifying community priorities. Arriving at a set of community "most pressing needs and goals" will be a political process and the City will have to courageously work across diverse groups to arrive at common ground. This is surprisingly listed as a "CON" in the current analysis but in the long term will be a major "PRO" for Oakland residents, the City, and downtown itself by building stronger community support for the long-term, strengthening the existing character of downtown Oakland, and reducing disparities and subsequently helping to reduce related external costs. Recommend removing the language "a small set of" and including more specific language related to community leadership (supported by City staff as needed) in the development of the program. Community benefits agreements have proven to be very effective at addressing community needs when done thoughtfully with community partnership. Any standardized public benefit value capture policy would have to work closely with existing community organizations and stakeholders, including relevant Council districts, to ensure equity is upheld and priorities reflect community desires. Common, consistent definitions of community benefits or what constitutes sufficient community engagement, will be helpful for achieving consistency in expectations with developers and the Planning Commission.	New Development	Impacts to disparity indicators cannot be defined without greater specificity in strategy’s intent and addressing comments in assessment.
Strategy Option 1.1.5 (Current Strategy Option L-1.5)	Draft and adopt an Adaptive Reuse Ordinance that facilitates the reuse of older and underutilized buildings by relaxing parking, density, and other typical zoning requirements and by providing flexibility in the approval and permitting process	Requires amendments	Threatening	Threatening	AROs can galvanize gentrification by incentivizing new development that appeals to higher-income demographics that raises the cost of living and pushes out the poor. AROs can also undercut affordability by removing requirements for below-market rate units included in new developments. Additionally, existing developments that may not be as lucrative (e.g. SROs) can then be wiped out to pave the way for luxury condominiums, fuelling displacement. To ensure AROs promote equitable impacts, it is important for the ARO to name equity as a priority and to articulate equity strategies throughout.	New Development, Displacement Index, Housing Cost Burden (owners), Housing Cost Burden (renters)	This strategy, as presented, threatens to heighten racial disparities across majority of stakeholder populations unless major revisions are made to protect vulnerable populations from displacement and higher housing costs.

<p>Strategy Option 1.1.6 (Current Strategy Option S-1.11)</p>	<p>Require that new development allow for public access and views to Oakland's waterfront areas (Lake Merritt and channel, and estuary shoreline)</p>	<p>Promising</p>	<p>Promising</p>	<p>Promising</p>	<p>The lake is a historic and cultural asset to the city and its residents and other waterfront areas serve as important public spaces for multiple populations. Prioritizing public access in development downtown, as opposed to privatizing that land and the views, will be important for keeping Oakland Oakland. This strategy will be particularly beneficial to Oakland communities if public space requirements are included for all high-rise buildings downtown. Consider including also views of Bay (Bay Bridge/SF/Golden Gate Bridge); b/c there are currently buildings going up in Downtown that have eliminated Bay views for dozens of properties</p>	<p>Access to Outdoor Space, Outdoor Space Conditions</p>	<p>This strategy, as presented, would improve conditions for all stakeholder communities to enjoy downtown's outdoor spaces.</p>
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This collection of strategies looks to ensure that "development and design" address resident needs, community conditions, and creative/dynamic character. The tools employed in this section include: infill development, historic preservation, TDRs, development incentives, AROs, and public access to waterfront areas. There are numerous other "development and design" approaches and tools of relevance here, and it is unclear why they are not included or at least cross-referenced with other sections. For instance, this section does not address the creation of social/civic spaces, supportive services for local communities, streetscapes and landscapes for promoting health, and/or the creation of economic opportunities. Here are some possibilities for consideration: (1) local hire requirements for all developments downtown, (2) incentives for local sourcing and procurement related to construction downtown, (3) requirements related to participatory design for new projects and renovations downtown, (4) incentives for local design firms and/or consultants of color on City development and design projects downtown, (5) ordinances prioritizing the rights of workers on new projects downtown, (6) required design standards or incentives for inclusion of art and/or historic details in new projects. From what is listed here now, Option 1.1.4 (with modifications suggested) would be very promising for equity outcomes.

Goals / Outcomes / Strategy Options		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
		<i>Ratings</i> Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Plan Goal 1	Enhance the quality of life for all of downtown's residents, workers, and visitors through inclusive and accessible housing, thoughtful urban design, and high-quality infrastructure and public services.						
Outcome 1.2 (Current Outcome H-1)	Sufficient housing is built and retained which leverages all of Downtown Oakland's existing advantages and investments in transit, employment, services, and culture to support the full range of lifestyles and choices that are essential to Oaklanders						
Strategy Option 1.2.1 (Current Strategy Option H-1.1)	Leverage private development to address affordable housing needs through incentive programs (see also Plan Option 1.1.4).	Uncertain	Uncertain	Uncertain	Need to be clear about affordability standards. Need also definitions of "low-income" and "affordable" before introducing strategies so everyone is aligned and understanding which populations are included and which populations are excluded. At present, unclear and inconsistent terms are driving inequities. The City's Affordable Housing Fund, which is generated by Impact Fees, does not explicitly require new affordable housing stock to be built in areas where development is taking place, such as downtown. This accelerates economic inequity and displacement of vulnerable populations.	New Development, Housing Cost Burden (renters)	Impacts to disparity indicators cannot be defined without greater specificity around development strategy's intent and addressing comments in assessment.
Strategy Option 1.2.2 (Current Strategy Option H-1.2)	Direct public funding sources and resources to assist in the creation of new affordable housing in Downtown.	Requires modification	Requires modification	Requires modification	Public funds should promote best practices for creating affordable housing for Oakland residents, including requirements that ensure that Oaklanders have preference in new AH developments, prioritize the construction of accessory dwelling units and/or secondary units and other projects "by right" to make AH available specifically to target communities; require AH review of public land uses; etc. This strategy is inconsistent with other strategies in this document. There are so many actions listed in the write up associated with this strategy; we recommend breaking them out and prioritizing where possible. Recommend also creating health guidance to ensure affordable housing located in safe spaces. Affordable housing requires the same construction cost as market-rate housing; affordable housing is often placed in areas which are exposed to higher risks of environmental pollution, such as in close proximity to freeways and vehicle traffic emissions.	New Development, Housing Cost Burden (renters)	Impacts to disparity indicators cannot be defined without refining discussion of public funding for housing programs as named in comments in assessment.
Strategy Option 1.2.3 (Current Strategy Option H-1.3)	Expand the supply of housing overall and encourage the production of diverse housing unit types – including larger family-friendly units – by ensuring regulations and policies support financially feasible development opportunities.	Requires modification	Requires modification	Requires modification	Would help also to include in this section provisions to build capacity of partners to support AH developments for more diverse housing types.	New Development, Housing Cost Burden (renters), Housing Cost Burden (owners)	Impacts to disparity indicators need to address how new housing projects would be instituted.
Strategy Option 1.2.4 (Current Strategy Option H-1.4)	Facilitate retention of existing income-restricted and "naturally occurring" affordable housing.	Requires modification	Requires modification	Requires modification	What about transfer tax rebates?	Housing Cost Burden (renters), Housing Cost Burden (owners)	Impacts to disparity indicators cannot be defined without further clarity in how housing rehabilitation and acquisition would be instituted.
Strategy Option 1.2.5 (Current Strategy Option H-1.5)	Continue to utilize City housing funds to support the purchase and rehab existing housing, including residential hotels, as a way to guarantee ongoing affordability	Requires modification	Requires modification	Requires modification	Consider calling out the acquisition of financially distressed single family homes within the plan area. Consider the importance of a task force/advisory group to oversee the details of this.	Housing Cost Burden (renters), Housing Cost Burden (owners), SRO inventory	Impacts to disparity indicators cannot be defined without further clarity in how housing rehabilitation and acquisition would be instituted.
Strategy Option 1.2.6 (Current Strategy Option H-1.6)	Pursue the creation of a Downtown-specific affordable housing fund supported by major employers in the area.	Promising	Promising	Promising	The memo calls for adding to SRO stock; while this provides a safety net against homelessness, the strategy needs to include more specifics.	Housing Cost Burden (renters), Housing Cost Burden (owners), SRO inventory	This strategy, as presented, would improve access to affordable shelter for Oaklanders across all stakeholder groups.

This outline of strategies was accompanied by a lengthy memo produced by Dover Kohl. There is so much detail in the memo related to each of these strategies; strongly recommend breaking them out into more detailed strategies so that they are better understood and so they don't get lost. Across this outcome, it's important to remember that "sufficient" housing does not guarantee that housing will serve Oakland residents, people of color or low-income, given rising costs. Also, strategies to address housing and transportation should not be considered separately from strategies to prevent or reduce displacement (section 1.6). Consider the value of philanthropic funds to support activity related to affordable housing development and programs, emergency funds, and where applicable, capital costs (listed as 1.2.8 in the memo but not in this chart). Consider also how the City gathers and analyzes data related to understand needs of tenants (nonprofits, small businesses, downtown residents and residents of Oakland overall who might benefit from living downtown).

Goals / Outcomes / Strategy Options		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
	<i>Ratings</i>	Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Plan Goal 1	Enhance the quality of life for all of downtown's residents, workers, and visitors through inclusive and accessible housing, thoughtful urban design, and high-quality infrastructure and public services.						
Outcome 1.3 (Current Outcome L-2)	Vibrant and inclusive streets, public spaces, and parks welcome and serve everyone.						
Strategy Option 1.3.1 (Current Strategy Option L-2.1)	Working with the community, prioritize and implement specific public realm improvements and coordinate development with new parks, gathering spaces, and street enhancements to create a more connected network of high-quality public open spaces	Requires amendment	Requires amendment	Requires amendment	It is clear that a lot of thought went into the creation of this strategy in response to input from the community. This strategy references specific community comments and includes a provision to work with the community on decisions/improvements. There should be tighter language related to "working with the community," but it is a (+) to see that this clause was included here, because it is missing from most other strategies. To strengthen this option, include specifics to prevent gentrification as a result of public investment.	Public Realm Conditions, Outdoor Space Conditions, Access to Outdoor Space	Impacts to disparity indicators must include further discussion of how public realm conditions would be improved in line with community vision.
Strategy Option 1.3.2 (Current Strategy Option L-2.2)	Draft and adopt new design standards for development located along key pedestrian corridors to improve walkability and connectivity.	Requires amendment	Requires amendment	Requires amendment	How are "key pedestrian corridors" identified? It will be important for that process to be inclusive -- key corridors vary by community and how they interact with neighborhoods. Needs for youth, access to transit, disabled might not match those for tourists or workers. Also, pedestrian corridors are increasingly being crowded with use of shared bikes and scooters. Important to include a forward-orientation to adapt to new technologies.	Public Realm Conditions, Vehicle/Pedestrian Accidents	Impacts to disparity indicators cannot be defined without further discussion of how areas will be selected and accommodate diverse populations.
Strategy Option 1.3.3 (Current Strategy Option S-1.4)	Transform Webster Street into a greenway connecting to the waterfront.	Requires amendment	Requires amendment	Requires amendment	Beautification of Webster St. could raise property values and rents in surrounding areas, accelerating displacement of low-income populations and small businesses in Chinatown. Chinatown should be afforded cultural protections to mitigate this outcome. Need input on this idea from residents/neighbors of Victory Court/Jack London. Also, how can a greenway such as this serve other Oakland residents? The costs and benefits of prioritizing this project over another project competing for similar resources should be weighed against service provided to non-downtown residents. Also, this is a more place-based and neighborhood-oriented recommendation, and might belong better in Part III of the memo (Development Alternative), rather than here (generic strategies).	Public Realm Conditions, Access to Outdoor Space, Outdoor Space Conditions, Housing Cost Burden (owners), Housing Cost Burden (renters), Displacement Index	Impacts to disparity indicators cannot be defined without further discussion around measures to prevent displacement and maintain affordability.
Strategy Option 1.3.4 (Current Strategy Option M-3.7)	Improve pedestrian/bike crossings of I-980 to better connect West Oakland and downtown (see Plan Option 3.4.3 and development alternatives detailed in Part III).				Redundancy with Plan Alternative in Section 3 and Plan Option 3.4.3. No comment.	Public Realm Conditions, Vehicle/Pedestrian Accidents	
Strategy Option 1.3.5 (Current Plan Option M-3.6)	Consider replacing I-980 with a multiway boulevard to better connect West Oakland and downtown, create opportunity for new housing and other uses, and support new accommodations for walking, biking, and transit.	Threatening	Threatening	Threatening	While promising for increasing affordable housing and addressing needs of historically/culturally relevant communities, this strategy presents major risks for the land to fall prey to developer interests without explicit policy for community prioritization. The strategy would have to more explicitly call out equity benefits and requirements to move up from "threatening." Also, this is a more place-based and neighborhood-oriented recommendation, and already appears in Part III of the memo (Development Alternative). See comments in that section.	New Development, Public Realm Conditions, Displacement Index	This strategy, as presented, threatens to increase racial disparities across all stakeholder groups by heightening market-driven development without requisite community priority.
Strategy Option 1.3.6 (Current Strategy Option L-2.3)	Increase waterfront access at Howard Terminal (through new paths and trails or new development that include public uses and amenities (see alternatives detailed in Part III).				Redundancy with Plan Alternative in Section 3. No comment.	Public Realm Conditions	
Strategy Option 1.3.7 (Current Strategy Option L-2.4)	Use zoning changes and economic development incentives to make the iconic and historic waterfront a regional and local amenity with dining, living, entertainment, and civic uses.	Requires amendment	Requires amendment	Requires amendment	Stronger language is needed here to assure that the needs of Oakland residents outside of downtown are served, and that changes to fuel displacement. This strategy can benefit from inclusion of certain guidances: e.g., local hire, small business designation/priority, cultural assets priority, etc.	New Development, Public Realm Conditions, Displacement Index, Map of Arts, Culture, and Entertainment Districts	Impacts to disparity indicators could threaten to increase racial disparities if steps are not outlined to include diverse populations.
Strategy Option 1.3.8 (Current Strategy Option L-2.5)	Protect, maintain, and enhance the natural resources that surround downtown, including Lake Merritt, waterfront areas, and parks/plazas/open spaces	Requires amendment	Requires amendment	Requires amendment	Stronger language is needed here to address homeless care, service provision, and displacement mitigation.	Public Realm Conditions, Outdoor Space Conditions, Displacement Index	Impacts to disparity indicators could threaten to increase racial disparities if steps are not included to provide services for homeless and prevent displacement.
Strategy Option 1.3.9 (Current Strategy Option L-2.6)	Draft and adopt streetscape standards to better connect parks and open spaces to one another and to neighborhoods outside downtown, including connecting the downtown core and East & West Oakland with the waterfront. Public streets and rights-of-way can be used for active recreation, community gathering, economic activity, art, cultural activities, and urban greening (see also Plan Options 2.1.7, 2.1.8, and 3.6.5).	Requires amendment	Requires amendment	Requires amendment	Stronger language is needed here to address how choices will be made to promote equity. Recommend	Public Realm Conditions, Access to Outdoor Space, Outdoor Space Conditions	Impacts to disparity indicators could threaten to increase racial disparities across all stakeholder groups without more explicit discussion of equity in public realm conditions improvement.

Strategy Option 1.3.10 (Current Strategy Option L-2.7)	Encourage activity and use of public spaces by designing and implementing a new wayfinding system.	Promising	Promising	Promising	Recommend upgrading to ensure wayfinding system is in multiple languages and caters to multiple disability needs. Process for prioritizing wayfinding/signage should forefront vulnerable populations, culture and history (for example making sure signage around Chinatown, KONO, or BAMBD are not at the bottom of the priority list. This option should be coordinated with cultivation of arts/cultural districts, i.e. signage for BAMBD, Arts + Garage, etc. Potential funding sources include OakDOT and /or state/federal grants and private foundations.	Map of Arts, Culture, and Entertainment Districts	This strategy, as presented, would improve access to downtown communities.
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The outcome itself is aspirational, and would benefit from more specificity about 'everyone' to include the three target populations mentioned in this analysis. The strategies are more detailed than in other sections, which supports greater clarity in communication and collaboration with others, and greater accountability by the City. The strategies remain siloed to transportation and parks, and more strategies are needed here to address non-green community recreational spaces, such as rec centers and structures serving specific populations (e.g., shaded social spaces for the elderly or playgrounds for children). There is a mix of implementation-oriented policy and programming strategies here and also place-based changes that appear to belong better in the previous section of the plan (part 3). Excluding the place-based strategies, strategies 1.3.1, 1.3.2 and 1.3.9, 1.3.10 have the strongest equity orientation.

Goals / Outcomes / Strategy Options		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
	<i>Ratings</i>	Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Plan Goal 1	Enhance the quality of life for all of downtown's residents, workers, and visitors through inclusive and accessible housing, thoughtful urban design, and high-quality infrastructure and public services.						
Outcome 1.4 (Current Outcome S-1)	All Oaklanders can lead safe and healthy lives, enjoying outdoor spaces downtown that provide opportunities to stay active and build community.						
Strategy Option 1.4.1 (Current Strategy Option S-1.1)	Draft and adopt active design guidelines with policies and design standards that create healthier streets, open spaces, and buildings, promote healthy behaviors, and improve the safety and quality of life for people of all ages and abilities.	Threatening	Threatening	Threatening	While active design guidelines promote health for those who access them, guidelines will not promote health equity without consideration to who benefits from such community changes. Often, the guidelines apply to predominantly white neighborhoods, or, when applied to communities of color, accelerate rates of displacement. To ensure these guidelines reach the communities they were intended to benefit, it is critical that this language be adjusted to mitigate the potential deepening of racial inequities.	Public Realm Conditions, Outdoor Space Conditions, Access to Outdoor Space, Pedestrian/Vehicular Accidents, Displacement Index	This strategy, as presented, threatens to increase racial disparities across all stakeholder groups without further attention to concerns around displacement of vulnerable communities.
Strategy Option 1.4.2 (Current Strategy Option S-1.2)	Explore implementation of community safety initiatives, including restorative justice programs and methods.	Promising	Promising	Promising	Important to specify inclusion of community engagement processes and specifically community organizations and justice nonprofits to identify appropriate programming details. Good to see a mix of programs in with the policies and tools.	Crime by arrestee and victim race, crime reports by type, crime density	This strategy would reduce racial disparities across all stakeholder groups by implementing alternative forms of support for communities disproportionately impacted by criminal justice system.
Strategy Option 1.4.3 (Current Strategy Option S-1.3)	Require transportation amenities, including transit stations and parking garages, be lined with active uses, stay open late and be well-lit, well-maintained, and landscaped.	Uncertain	Uncertain	Uncertain	Unclear how this applies to emerging transportation amenities, such as bike and scooter share, rideshare, and considerations to communities of color.	Public Realm Conditions, Transportation Mode to and From Downtown	Impacts to disparity indicators cannot be defined without greater specificity around how these measures would benefit communities of color and innovative transit modes.
Strategy Option 1.4.4 (Current Strategy Option S-1.5)	Facilitate the implementation of updated Crime Prevention Through Environmental Design (CPTED) principles in the built environment by encouraging active uses and transparency on the ground floor of buildings adjacent to parks and public spaces; the DOSP can identify specific opportunity areas, ensure proper zoning/design guidelines are in place, and recommend incentives to facilitate active uses locating there.	Requires amendment	Requires amendment	Requires amendment	The language here overlooks several important components of CPTED: guided and implemented by cross-sector partnership and shaped by input from community stakeholders.	Crime by arrestee and victim race, crime reports by type, crime density	Impacts to disparity indicators cannot be defined without addressing comments in assessment.
Strategy Option 1.4.5 (Current Strategy Option S-1.6)	Invest in youth-driven programming for public spaces.	Promising	Promising	Promising	Strengthen the language by including more specificity around which youth and what types of programming. Important to include development of youth-driven spaces in addition to programming. Would like to see these ideas given more serious consideration and fleshed out with an equity framework.	Disconnected Youth	This strategy would reduce racial disparities across all stakeholder groups and improve opportunity for youth from these communities.
Strategy Option 1.4.6 (Current Strategy Option S-1.7)	Activate public spaces by allowing vendors to sell there. (See also Strategy 2.3.5)	Uncertain	Uncertain	Uncertain	Strengthen the language by including more specificity around priority vendor types and locations. Recommend reviewing community data to ascertain specifics around Oakland community priorities pertaining to public vendors. Vendors in spaces such as 12 st city center, ogawa plaza, and latham square could help drive foot traffic to nearby retail.	Map of arts, culture, and entertainment districts	Impacts to disparity indicators cannot be defined without greater specificity in supporting community visions for these districts.
Strategy Option 1.4.7 (Current Strategy Option S-1.8)	Implement an edible parks program, include garden spaces and amenities in public spaces.	Requires amendment	Promising	Requires amendment	Can drive displacement if safeguards are not included for priority pops.. Urban forestry should be considered to mitigate urban heat island effect.	Outdoor Space Conditions, Displacement Index	This strategy, as presented, could heighten displacement and should necessarily leverage outdoor space conditions to address environmental burdens from climate change.
Strategy Option 1.4.8 (Current Strategy Option S-1.9)	Create urban heat island refuges and add green buffers along highway edges to filter air pollutants.	Promising	Promising	Promising		Outdoor Space Conditions	This strategy would reduce racial disparities and benefit all stakeholder groups by addressing environmental burdens.
Strategy Option 1.4.9 (Current Strategy Option S-1.10)	Prioritize pedestrian/transit improvements that provide access to community resources such as recreation, schools, healthcare, grocery stores, and jobs (see Outcome 3.4 and 3.5).	Promising	Promising	Promising	need to be clear about which resources for which communities	Public Realm Conditions, Outdoor Space Conditions, Transportation Mode to and From Downtown	This strategy would reduce racial disparities and benefit all stakeholder groups in improved public realm conditions and mobility.
Ideas to Explore Further (i.e., "parking lot")	Focus and invest in mental health programs and assistance.	Promising	Promising	Promising	priority for collaboration need to be clear; relates to restorative justice programs and methods.	N/A	N/A
Ideas to Explore Further (i.e., "parking lot")	Increase access to affordable and high-quality childcare and healthcare.	Requires amendment	Requires amendment	Requires amendment	Must include greater specificity around community engagement.	N/A	N/A
Ideas to Explore Further (i.e., "parking lot")	Implement health/cleanliness construction standards: construction-related air pollution controls, contaminant reduction during construction, reduce impacts for truck loading and delivery, reduce noise pollution in construction, on-sight trash and blight removal.	Requires amendment	Requires amendment	Requires amendment	seems promising but might favor more wealthy developers/chains over local mom and pops	N/A	N/A
Ideas to Explore Further (i.e., "parking lot")	Support Uptown and downtown Community Benefit District, which provides clean and safe programs including Ambassadors.	Requires amendment	Requires amendment	Requires amendment	seems promising but need more specifics	N/A	N/A
Ideas to Explore Further (i.e., "parking lot")	Enhance pedestrian and bike safety on downtown streets	Promising	Promising	Promising	Particularly with youth, elderly, and disabled riders/walkers in mind.	Public Realm Conditions, Pedestrian/Vehicular Accidents	This strategy would reduce racial disparities and benefit all stakeholder groups by improving landscape for active transportation.

There are a lot of undefined strategy ideas here that offer important equity benefits and should be developed further. Small modifications are needed to most of the "yellow" categories to bring them up to a higher level. However, the most impactful strategy related to the outcome, 1.4.2, was rated "red." It doesn't discuss or consider equity beyond health equity, which is fallible due to the links between unchecked community improvements and displacement. It will be critical to upgrade the language here to make sure that these important changes will benefit current residents.

Goals / Outcomes / Strategy Options		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
	<i>Ratings</i>	Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Plan Goal 1	Enhance the quality of life for all of downtown's residents, workers, and visitors through inclusive and accessible housing, thoughtful urban design, and high-quality infrastructure and public services.						
Outcome 1.5 (Current Outcome S-3)	Environmental stewardship informs operational, planning, and capital improvement decisions to create a more sustainable downtown where everyone can adapt and thrive in the face of changing conditions.						
Strategy Option 1.5.1 (Current Strategy Option S-3.1)	Develop land-use regulations and transportation networks that meet city-wide targets set in the Energy and Climate Action Plan (ECAP) for reductions in vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions.	Threatening	Threatening	Threatening	This strategy is so broad and far reaching, if implemented without attention to equity, it can exacerbate inequities. Break down into multiple relevant strategies now to ensure its contents do not conflict with existing strategies. Identify how equity discrepancies will be addressed.	Asthma hospitalization, Black Carbon/Communities of Concern	This strategy, as presented, threatens to heighten racial disparities without refining to consider environmental racism.
Strategy Option 1.5.2 (Current Strategy Option S-3.2)	Require new developments to install low-impact stormwater detention systems on private property to limit the amount of runoff into drains or surface water bodies including Lake Merritt, the Lake Merritt Channel, or the Oakland Estuary.	Promising	Promising	Promising	There is need to include incentives or progressive fees/payment systems to differentiate low-income homeowners from other private developers. We also need to adapt city infrastructure to adhere to same standards when improvements are implemented.	N/A	N/A
Strategy Option 1.5.3 (Strategy Option S-3.3)	Develop a Green Infrastructure Plan to improve social, environmental, and economic resilience outcomes with standards and guidelines for the integration of low-impact design elements for all public realm and capital improvement projects Downtown.	Requires amendment	Requires amendment	Requires amendment	Need to include specific language to address how the needs of low income communities of color who use, live or work in downtown Oakland will be addressed - these communities are hit first and worst by the impacts of climate change.	Asthma hospitalization, Black Carbon/Communities of Concern	This strategy, as presented, threatens to heighten racial disparities without refining to consider environmental racism.
Strategy Option 1.5.4 (Current Strategy Option S-3.4)	Support the implementation of the Port of Oakland's Sea Level Rise Vulnerability Assessment and Improvement Plan which evaluates the potential effects of sea level rise on maritime facilities and outlines near-term and long-term strategies to address potential impacts.	Additional Follow-Up	Additional Follow-Up	Additional Follow-Up	need to review this plan	N/A	N/A
Strategy Option 1.5.5 (Current Strategy Option S-3.5)	Reduce car trips downtown implementing transportation demand management (TDM) strategies, and providing safe access to clean modes of transportation (see also Plan Options 1.5.1 and 3.6.3)		Threatening		would need to see data on how many low income Oaklanders/Oaklanders of color rely on car as means of transportation. Making it harder to drive/park in Downtown could prohibit communities that rely on cars and/or are travelling from far reaches of Oakland (Deep East, Deep West) from being able to access Downtown. Investment in this strategy would need to be coupled with improvements in public/other forms of transportation for Oakland's most vulnerable populations	Asthma hospitalization, Black Carbon/Communities of Concern, Percentage of Vehicles Without Vehicles, Transportation Mode to and from Downtown	This strategy, as presented, threatens to heighten racial disparities without considering unequal access to transit among vulnerable populations.
Strategy Option 1.5.6 (Current Strategy Option S-3.6)	Develop and implement a plan to accommodate electric vehicle infrastructure and develop new processes to facilitate community adoption of electric vehicle technologies (see also Plan Options 1.5.1).	Promising	Promising	Promising	There is a need to explicitly state this is going to be an equitable plan and that it will focus on private sources for funding. Include future modalities as well, look to emerging programs in Los Angeles regarding airspace, dockless services, and streamlined procurement processes to onboard new tech.	Asthma hospitalization, Black Carbon/Communities of Concern	This strategy would reduce racial disparities and benefit all stakeholder groups by reducing greenhouse gas emissions, though further emphasis must be made around equity.
Strategy Option 1.5.7 (Current Strategy Option S-3.7)	Create commercial and residential retrofit programs to help property owners improve energy efficiency.	Promising	Promising	Promising	need to include incentives or progressive fees/payment systems to differentiate low-income homeowners from other private developers	N/A	N/A
Strategy Option 1.5.8 (Current Strategy Option S-3.8)	Require high-albedo (reflective) surfaces where appropriate, such as on rooftops, to reduce the urban heat island effect in downtown.	Promising	Promising	Promising	would this apply only to commercial buildings? There should be some thinking about other arena, including stormwater capture.	N/A	N/A
Strategy Option 1.5.9 (Current Strategy Option S-3.9)	Establish a network of green streets incorporating landscaping and permeable surfaces to sequester carbon, reduce noise pollution, buffer pedestrians from cars, and manage stormwater and water quality. (See Plan Options 1.3.2, 1.3.9, 2.1.7, and 2.1.8)	Requires amendment	Requires amendment	Requires amendment	Does not indicate which streets will benefit; cities tend not to bring benefits to low-income communities who need them most, unless provisions are put into place to prioritize these communities. Recommend conducting an analysis of communities impacted by stormwater and water quality, and addressing the needs of communities who are most impacted and have the fewest choices for mitigation.	Asthma hospitalization, Black Carbon/Communities of Concern, Outdoor Space Conditions, Pedestrian/Vehicle Accidents	Impacts to disparity indicators cannot be defined without greater discussion of environmental equity.
Strategy Option 1.5.10 (Current Strategy Option S-3.6.10)	Grow Oakland's urban forest by requiring that each new development over a minimum size install at least one street tree if there are missing trees along its frontage. Adjust this to size of business/project (see Plan Option 1.4.1).	Promising	Promising	Promising	"New development" should specify differential expectations for developments of different types. Include incentives or progressive fees/payment systems to differentiate affordable housing developers from other private developers. Would be ideal to include requirements for developers of a certain size and above to plant trees in Oakland neighborhoods as well (e.g., East or West Oakland). This would help create more equitable outcomes for all of Oakland, not just Downtown.	Asthma hospitalization, Black Carbon/Communities of Concern, Outdoor Space Conditions	This strategy would reduce racial disparities and benefit all stakeholder groups by improving environmental quality for vulnerable groups.
Strategy Option 1.5.11 (Current Strategy Option S-3.6.11)	Encourage private development to construct or restore buildings in a durable manner to stand the test of time by using local building materials and enabling adaptive reuse.	Promising	Promising	Promising	need to include incentives or progressive fees/payment systems to differentiate low-income homeowners from other private developers	New Development	This strategy would reduce racial disparities and benefit all stakeholder groups through ecological benefits, assuming measures are taken to support housing for diverse populations.

all of these options should be reviewed by local environmental advocates such as WOEIP, Greenlining, and OCAC.

Goals / Outcomes / Strategy Options		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
	<i>Ratings</i>	Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Plan Goal 1	Enhance the quality of life for all of downtown's residents, workers, and visitors through inclusive and accessible housing, thoughtful urban design, and high-quality infrastructure and public services						
Outcome 1.6 (Renumbered: Outcome H-2)	Current & long-time Oaklanders remain a big part of downtown's success despite the ongoing threat of displacement.						
Strategy Option 1.6.1 (Re-numbered: Strategy Option H-2.1)	Increase protections and assistance for low-income renter households and other residents at risk of displacement.	Requires Modification	Requires Modification	Requires Modification	Promising but the specifics could do more to address specifics in Enterprise report to implement Blueprint for Affordable Housing. Additionally, need definitions for what "low-income" actually means and what these protections might be; also perhaps this is opportunity to explore legal limitations to identify innovative protections for culturally relevant populations and other historic populations. This could be combined with a standardized public benefit value capture policy and existing resources to more effectively mitigate displacement.	Housing Cost Burden (renters), Displacement Index, SRO Inventory	Impacts to disparity indicators cannot be defined without further refining discussion to ensure actual housing affordability.
Strategy Option 1.6.2 (Re-numbered: Strategy Option H-2.2)	Provide additional shelters and services for homeless residents.	Requires Modification	Requires Modification	Requires Modification	Is this the only strategy listed for addressing homelessness? Recommendations here need to be more detailed and teased apart to make City's commitment clearer and easier to understand. More than one strategy is required to prevent homelessness and options should be more creative. Start by separating recs around shelters from services, and also be more explicit in considerations related to SRO management/maintenance, RV parking, alternative dwellings, renter protections, etc.	SRO Inventory, Displacement Index, Homeless Count	This strategy, as presented, threatens to increase disparity by insufficiently addressing needs of stakeholder groups in efforts to support homeless population.
Strategy Option 1.6.3 (Re-numbered: Strategy Option H-2.3)	Strengthen protections for retaining downtown's rental housing stock	Requires Modification	Promising	Requires Modification	Heavy focus on condominium conversion here but lacking in detail related to multiple renter needs. More analysis needed to understand needs of nonprofits and foundations downtown. What about policies to regulate turnover of commercial leases (Prop 13 bypass)? Many commercial leases durations are currently being limited to 5 years or less and non-profits are getting severely priced out of Downtown.	Housing Cost Burden (renters), Displacement Index, SRO Inventory	This could benefit vulnerable populations who are exposed to the tide of displacement downtown.
Strategy Option 1.6.4 (Re-numbered: Strategy Option H-2.4)	To ensure habitability standards for residents, consider proactive residential inspections for all residential rental properties, including residential hotels (SROs)	Requires Modification	Requires Modification	Requires Modification	This is at a level of code enforcement that seems inconsistent with other parts of the document. If this is here, why for instance, isn't there more detail around the needs for affordable housing? When addressing "habitability," consider adapting "universal design" mandates to accommodate the very old, and the very young.	SRO Inventory	Impacts to disparity indicators cannot be defined without addressing comments in assessment, but promising in expanding access to affordable housing.
Strategy Option 1.6.5 (Re-numbered: Strategy Option J-1.5)	Create a Legacy Business Fund like the SF Legacy Business Registry and Preservation Fund (Proposition J) to provide technical assistance, tax breaks, subsidies, and rental controls for qualified ethnic businesses & cultural institutions.	Additional Follow-Up	Additional Follow-Up	Additional Follow-Up		Map of Arts, Culture, and Entertainment District, Displacement Index	
Strategy Option 1.6.6 (Re-numbered: Strategy Option J-1.6)	Propose legislation to protect commercial tenants from landlord abuses and provide them with equal negotiating terms when renewing leases.	Requires Modification	Requires Modification	Requires Modification	This option does not specify the needs of those commercial tenants who most need protection; should be more targeted to nonprofits, small businesses, art entrepreneurs, and other commercial tenants focused on Oakland's history and identity.	Map of Arts, Culture, and Entertainment District, Displacement Index, Artist Displacement	Impacts to disparity indicators cannot be defined without addressing comments in assessment, but could protect relevant populations.

Strategy Option 1.6.7 (Re-numbered: Strategy Option H-2.5)	Encourage home ownership in Downtown Oakland by deploying current and new State and local first-time homebuyer programs, rehabilitation grant programs, and foreclosure assistance.	Additional Follow-Up	Additional Follow-Up	Additional Follow-Up	Will encouraging homeownership downtown really promote affordability and slow displacement? Given current market, buyers are likely not coming from target population. How far are we willing to go to revise this to ensure that "local character" is preserved? Would like to see this fleshed-out with equity focus for at-risk populations, i.e. African Americans	Owner vs. Renter Population, Housing Cost Burden (owners), Displacement Index, New Development	
Strategy Option 1.6.8 (Re-numbered: Strategy Option H-2.6)	Explore expanded use of the community land trust model in downtown to establish "shared equity" home ownership (and wealth-building) opportunities for low- and moderate-income households.	Promising	Promising	Promising	Cultural easements or other considerations for Indigenous Peoples rights to land, habitat, and stewardship need to be considered; there is the need for significantly more detail here.	Owner vs. Renter Population, Housing Cost Burden (owners), Housing Cost Burden (renters), Displacement Index	This strategy would reduce racial disparities and benefit all stakeholder groups by increasing access to affordable housing and community control over land.

The outcome appears to center on displacement, an issue which should be considered in and across all strategies (e.g., transportation policies can help or hurt displacement trends). For instance, consider parking maximums in areas near transit to boost production of AH units. Jobs and economic opportunity are important here as well as housing policies. Recommend referencing to other sections or making more integrated strategy recommendations; siloed approach can present problems. Consider including here neighborhood stabilization ordinance, more details related to land trusts, consideration of how public lands will be used for affordable housing (e.g., specific policy, checklist, or oversight committee). No mention of bond measures to increase supply of affordable housing...?

Goals / Outcomes / Strategy Options		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/ Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
	<i>Ratings</i>	Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Plan Goal 1	Enhance the quality of life for all of downtown's residents, workers, and visitors through inclusive and accessible housing, thoughtful urban design, and high-quality infrastructure and public services.						
Outcome 1.7 (Re-numbered: Outcome I-1)	Residents and stakeholders are included in the ongoing decision-making and implementation of the Downtown Oakland Specific Plan, and are accountable for current initiatives and for the successful adaptation of the Specific Plan over time as conditions change. (added as outcome 2.7 in Plan Options Memo)						
Strategy Option 1.7.1 (Re-numbered: Strategy Option I-1.1)	Develop a citywide Specific Plan Implementation Committee with broad community participation.	Requires Modification	Requires Modification	Requires Modification	The DOSP Implementation Committee in and of itself is a promising idea. To ensure equitable implementation, ensure this body matches the recommended criteria set forth below. The Planning Commission is appointed by the Mayor and is not representative of all community stakeholders' interests (i.e., flatlanders, low-income, communities of color). A new body could address this disparity.	N/A	N/A
Strategy Option 1.7.2 (Re-numbered: Strategy Option I-1.2)	Continue regular meetings of the DOSP Interdepartmental Coordinating Committee to coordinate implementation between departments across specific plans.	Requires Modification	Requires Modification	Requires Modification	This is a promising idea that would be improved with a more specific outcome. Meetings are to support greater cross-disciplinary, cross-departmental problem-solving and coordination toward integrated, supported, healthy and sustainable communities.	N/A	N/A
Strategy Option 1.7.3 (Re-numbered: Strategy Option I-1.3)	Dedicate resources to and develop a structure for ongoing implementation of specific plans, including policy projects, ongoing coordination between departments, and organization of the Interdepartmental Coordinating Committee and Specific Plan Implementation Committee.	Requires Modification	Requires Modification	Requires Modification	This option is important, but does not specifically address meaningful participation + effective collaboration with targeted populations. This could be amended by specifically mentioning intentions around inclusion here.	N/A	N/A
Strategy Option 1.7.4 (Re-numbered: Strategy Option I-1.4)	With the participation of the Specific Plan Implementation Committee, review the Downtown Oakland Specific Plan every five years to report on progress, evaluate whether the strategies are achieving the desired equity and other outcomes, evaluate whether strategies are still appropriate, and update as needed.	Threatening	Threatening	Threatening	While self-evaluation is important, it is most effective when carried out together with external evaluation. Self-evaluation can be biased threaten accountability, thereby threatening to deepen disparities. Recommend adding an option to bring in an external evaluator to support the work.	N/A	N/A

This outcome is one of the most critical outcomes for ensuring the equitable development of downtown Oakland now and into the future. This outcome must be included as a priority across every single one of the Plan Alternatives listed in

Goals / Outcomes / Strategy Options		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
	<i>Ratings</i>	Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Plan Goal 2	Preserve and promote cultural belonging downtown.						
Outcome 2.1 (Renumbered: Outcome A.1)	Downtown Oakland is a place where all our city's residents can express themselves and their culture.						
Strategy Option 2.1.1 (Re-numbered: Strategy Option A-1.1)	Explore zoning and land-use changes to preserve existing and encourage more arts, culture, PDR, and makerspaces.	Uncertain	Uncertain	Uncertain	this could be promising if there was a system of tracking space, of accountability for space going to community needs, of cultural orgs ability to sign up for space, and a system on ongoing monitoring. Accountability assigned to Arts & Cultural Affairs? Broad equity implications for arts and culture spaces, venues, artists, especially artists of color. Connects with options around cultivating cultural districts in DTO, i.e., BAMB, Arts + Garage. Aligns with Cultural Equity focus of Cultural Affairs department.	Map of Arts, Cultural, and Entertainment Districts, Displacement Index, Artist Displacement	Impacts to disparity indicators cannot be defined without greater specificity around how this would support relevant populations' visions.
Strategy Option 2.1.2 (Re-numbered: Strategy Option A-1.2)	Strengthen connections between downtown's existing and future cultural assets and districts by investing in a network of public spaces and culturally-relevant streetscape elements, such as wayfinding, signage, and historical markers.	Uncertain	Promising	Uncertain	Broad equity implications for arts and culture spaces, venues, artists, especially artists of color. Connects with options around cultivating cultural districts in DTO, i.e., BAMB, Arts + Garage. Aligns with Cultural Equity focus of Cultural Affairs department. This would need to be paired with commercial space rent protections or land trust ownership of the cultural assets/neighborhoods being 'networked',	Map of Arts, Cultural, and Entertainment Districts, Public Realm Improvements	Impacts to disparity indicators cannot be defined without greater specificity around how this approach protect cultural legacies for relevant populations.
Strategy Option 2.1.3 (Re-numbered: Strategy Option A-1.3)	Provide support for Black-owned businesses in the Black Arts Movement Business District (BAMB), and support the district with marketing and branding materials, including signage, banners, and historical markers	Uncertain	Promising	Uncertain	This has far-ranging equity implications. Could help leverage existing and ongoing grantmaking. "Favoritism" allegation is ironic considering anti-black bias of Brown administration and overall displacement of African American residents and businesses over past 20 years. Aligns with Cultural Equity target of Cultural Affairs Department. Aligns with District 3 goals for BAMB. Would help create sense of "destination" needed for tourism and thriving retail corridor. Could create increased funding opportunities for artists, cultural venues, and small business. Could encourage African Americans in other parts of Oakland to patronize DTO. Could become a national model for cultural diversity retention and economic development. This could be promising if Black owned businesses stabilized by locating them in city-owned, self-owned, community-controlled or rent-restricted buildings, and coupling stable tenancy with small business support and access to capital. Without these other supports, improvements could lead to rent hikes and displacement.	Map of Arts, Cultural, and Entertainment Districts, Public Realm Improvements, Displacement Index	Impacts to disparity indicators cannot be defined without greater specificity around how this approach protects cultural legacies for relevant populations, but can improve community control for historically disenfranchised populations.
Strategy Option 2.1.4 (Re-numbered: Strategy Option A-1.4)	Support the creation of a Chinatown Cultural Heritage District.	Uncertain	Uncertain	Promising	This has broad equity implications. Would require input and coordination with existing neighborhood organizations, i.e., Chinatown Coalition. Could lead to accelerated displacement of small business and low-income/monolingual Senior population. Aligns with Cultural Equity focus of Cultural Affairs. Could create increased funding opportunities for artists, cultural venues, and small business. To deliver on equity for residents & businesses of Chinatown, these two alternatives both rely on community ownership of land or rent stabilization, and cultural investments and TA	Map of Arts, Cultural, and Entertainment Districts, Public Realm Improvements, Displacement Index	Impacts to disparity indicators cannot be defined without greater specificity around how this approach protect cultural legacies for relevant populations, but can improve community control for historically disenfranchised populations.
Strategy Option 2.1.5 (Re-numbered: Strategy Option A-1.5)	[Alternative to Plan Option 2.1.4] Maintain Chinatown as a Naturally Occurring Cultural District (NOCD), while providing support to local ethnic businesses and existing cultural institutions.	Uncertain	Uncertain	Promising	Overall, this option seems like it equates to less investment in Chinatown. Working closely with neighborhood stakeholders in Option 2.1.3. could accomplish the same intended result while also boosting economic viability of existing businesses and foot traffic.	Map of Arts, Cultural, and Entertainment Districts, Public Realm Improvements, Displacement Index	Impacts to disparity indicators could reduce racial disparities, but more refinement is needed to preserve cultural legacies of marginalized groups.

Strategy Option 2.1.6 (Re-numbered: Strategy Option A-1.6)	Support the creation of an Arts + Garage District in KONO	Uncertain	Uncertain	Threatening	Without specific Korean-cultural or racial-equity population targeting, of affordability provisions on space, these land use changes likely to benefit higher income populations. Important to note that A+G organizers worked with D3 for 2 years to get a Council resolution passed naming this district officially, only to be shut down with one phone call from Signature Development—who holds 6 seats on the CAG. So there are major equity implications here and an obvious tradeoff between promoting development and small arts-oriented business. To maintain Oakland's character and cultural identity, will need to overcome trends to privilege market development over cultural identity.	Map of Arts, Cultural, and Entertainment Districts, Public Realm Improvements, Displacement Index, Artist Displacement	This strategy, as presented, would heighten racial disparities among historically relevant communities, but cannot be defined further without addressing comments in assessment to ensure incorporation of historically relevant communities and vulnerable populations.
Strategy Option 2.1.7 (Re-numbered: Strategy Option A-1.7)	Support the creation of the Jack London Maker District	Promising	Uncertain	Threatening	The equity implications of this option are that A+G would become a development hotbed, resulting in loss of current character. This option really only works if rent protection is afforded to makers in JLS through a cultural overlay, and even then may not be the preferred option of the maker community.		
Strategy Option 2.1.8 (Re-numbered: Strategy Option A-1.11)	Implement the "Oakland Green Loop" to help connect all the cultural districts within downtown together.	Uncertain	Uncertain	Uncertain		Public Realm Conditions, Outdoor Space Conditions, Map of Arts, Cultural, and Entertainment Districts	
Strategy Option 2.1.9 (Re-numbered: Strategy Option A-1.12)	Implement the "West Oakland Walk" to help connect West Oakland to arts and cultural districts within downtown.	Uncertain	Uncertain	Threatening	Would recommend that if this were implemented it is done in partnership with groups like BAMBBD and Chinatown Coalition - as well as key West Oakland Stakeholders. Additionally - there is a threat that making West Oakland "more accessible" to folks in Downtown will lead to the continued displacement and gentrification of the neighborhood if protections are not put into place for current residents	Public Realm Conditions, Map of Arts, Cultural, and Entertainment Districts, Displacement Index, Artist Displacement	
Strategy Option 2.1.10 (Re-numbered: Strategy Option A-1.13)	Enhance the Oakland Cultural Asset Map (2018), created by the City of Oakland Department of Cultural Affairs, to identify specific cultural assets facing displacement , as well as those that have already been lost.	Promising	Uncertain	Uncertain	Sounds good, but almost no details. If purpose is to protect existing cultural assets, tie the idea of mapping to resource allocation and anti-displacement overlays. Note that reallocating TOT would require a ballot measure; a short-term solution/workaround would be for Visit Oakland to adopt cultural equity guidelines and work more closely with Cultural Affairs, i.e. fund cultural initiatives which support the idea of Oakland as a destination WITHOUT promoting gentrification. City investment into technical assistance programs such as BAMBBD CDC's would also be a way to achieve equity targets for small business cultivation and retention.	Public Realm Conditions, Map of Arts, Cultural, and Entertainment Districts, Displacement Index, Artist Displacement	
Strategy Option 2.1.11 (Re-numbered: Strategy Option A-1.14)	Support the preservation and celebration of historic buildings and civic spaces that have played a significant role in Oakland's history and culture (see Plan Options 1.1.2 and 1.1.3).	Uncertain	Uncertain	Uncertain	This option could be meaningful if buildings were leased/sold to cultural organizations serving communities of color. A transparent process of space allocation, monitoring, and enforcement to ensure culturally-relevant occupancy over time.	Map of Arts, Cultural, and Entertainment Districts	
Ideas to Explore Further (i.e., "parking lot")	Expand existing technical assistance and direct financial support for artists, particularly artists of color and artists from vulnerable communities.	Promising	Promising	Promising	This is cited as best practice in every city working to advance cultural equity.	Map of Arts, Cultural, and Entertainment Districts, Artist Displacement	
Ideas to Explore Further (i.e., "parking lot")	Increase funding and support for arts & culture programs and organizations, particularly for ethnic minority groups and artists of color, by reallocating Measure C Funds (TOT/Hotel Tax).	Promising	Promising	Promising	This was a strategy that was supported by many in the Arts & Culture CSL meeting in February. More detail would be needed in terms of the actual amount of reallocation - and how funds would be distributed. Aligned to this strategy is increasing the total TOT pot of funds in general by encouraging equitable hotel development and/or changing existing AirBNB policies to increase taxes City takes	Map of Arts, Cultural, and Entertainment Districts	
<p><i>This bundle of strategies could promote cultural belonging and equity outcomes if core constituencies were organized into taskforces that CO-CREATE the strategies in play, and mitigate the 'uncertain' or 'threatening' by putting in place protections for the cultural communities being highlighted through signage or mapping or linked by greenways or walk ways; by mitigating adjacent or related neighborhood pressures by ensuring rental protections are enforced; by putting in place 'cultural district monitor' that can track occupancy, rents, equity indicators, applicants for space - to meet the spirit of cultural belonging and counter commercial pressures for high end market activities.</i></p>							

Goals / Outcomes / Strategy Options		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
	Ratings	Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Plan Goal 2	Preserve and promote cultural belonging downtown.						
Outcome 2.2 (Re-numbered: Outcome H-3)	Oakland's artists and creative community are able to find housing, studios, and galleries in downtown they can afford and access.						
Strategy Option 2.2.1 (Re-numbered: Strategy Option H-3.1)	Create an affordable housing policy that sets aside a certain number of units for individuals who meet income & occupational requirements .	Promising	Promising	Promising	The timeframe of this (3-20 years) does not address current crisis and artist needs. 25% of Oakland artists have already been displaced according to Cultural Arts Department 2018 survey. More immediate interim measures are needed. Also lack of potential available space in DTO is a problem. Exploring alternatives such as West Oakland may prove more viable. This would rely on affirmative marketing/targeting to have racial equity outcomes	Housing Cost Burden (renters), Displacement Index, Artist Displacement, Map of Arts, Cultural, and Entertainment Districts	This strategy would reduce racial disparities and benefit all stakeholder groups by increasing affordability downtown.
Strategy Option 2.2.2 (Re-numbered: Strategy Option A-1.8)	Continue leasing city-owned properties downtown at below-market rents for arts and culture uses utilizing the City's existing process.	Promising	Promising	Promising	This seems like a no-brainer from an equity perspective, but it should be noted there are only a few City-owned spaces, such as Betti Ono and Pro Arts-- the City needs to prioritize buying more real estate for this purpose (such as the vacant Norman Marks Health Club on 14th st.) if it wants to retain artists and cultural spaces. This is a critical tool but must include affirmative targeting tool to reach artists of color or displaced Oakland artists, and it must offer long term leases to allow these spaces to make capital investments in the build out of their spaces (not possible with limited term leases)	Displacement Index, Artist Displacement, Map of Arts, Cultural, and Entertainment Districts	This strategy would reduce racial disparities and benefit all stakeholder groups by increasing access to downtown's cultural landscape.
Strategy Option 2.2.3 (Re-numbered: Strategy Option A-1.9)	Incentivize the use of existing privately-owned vacant or underutilized buildings as temporary affordable art, retail, or social enterprise space.	Uncertain	Uncertain	Promising	Permanent use of space seems more promising in environment of displacement. Pop-up retail only works if businesses are able to transition into permanent spaces--such as Betti Ono and Owl 'n' Wood (which started out as Oakcollective). The City would have to develop a program to manage this process.	Displacement Index, Artist Displacement, Map of Arts, Cultural, and Entertainment Districts	This strategy could reduce racial disparities for historical populations, but requires greater specificity around how this program would be implemented to practically reduce displacement.
Strategy Option 2.2.4 (Re-numbered: Strategy Option A-1.15)	Study the possibility for implementing 'Creative Enterprise Zones' in Jack London and KONO as an alternative to creating a formal arts district with a zoning overlay.	Uncertain	Uncertain	Uncertain	This would make equity strides if it had outcomes associated with it: those providing maker development space to low income Oakland communities of color.	Displacement Index, Artist Displacement, Map of Arts, Cultural, and Entertainment Districts	Impacts to disparity indicators cannot be defined without greater specificity around strategy's intent.
Strategy Option 2.2.5 (Re-numbered: Strategy Option A-1.16)	Create a Cultural Space Certification Program to publicly acknowledge and market developments that create and preserve cultural spaces.	Uncertain	Uncertain	Uncertain	If this is a system of PR, it will not yield equity results as no protections would be in place or enforceable	Artist Displacement, Map of Arts, Cultural, and Entertainment Districts	Impacts to disparity indicators cannot be defined without greater specificity around strategy's intent.
Ideas to Explore Further (i.e., "parking lot")	Foster more collaborative practices between arts organizations to better assess needs, distribute resources, and share knowledge between them.	Uncertain	Uncertain	Uncertain	This process would be most valuable for developing a space availability and public benefit value capture program monitoring system that was transparent	Map of Arts, Cultural, and Entertainment Districts	Impacts to disparity indicators cannot be defined without greater specificity around strategy's intent, but greater connection between groups with strong cultural legacies shows promise.
Ideas to Explore Further (i.e., "parking lot")	Provide technical assistance and direct financial support to artists, particularly artists of color and artists from vulnerable communities	Promising	Promising	Promising	Create linkage with revenue sources to make this option possible: greater general revenue;	Map of Arts, Cultural, and Entertainment Districts, Artist Displacement	This strategy would reduce racial disparities and benefit all stakeholder groups by benefitting Oakland's cultural producers.
<p><i>The subject of this Outcome are crucial to delivering on equity, but greater urgency and more proactive focus to expand affordable space, allocate it, & monitor it is needed to energize it and make it impactful. A much fuller vetting of city owned land, and an articulated strategy for expanding inventory and managing it is imperative. Affordable housing units that will receive certificates of occupancy this year should be approached to direct affirmative marketing to artists in Oakland's communities of color.</i></p>							

Goals / Outcomes / Strategy Options		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
	<i>Ratings</i>	Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Plan Goal 2	Preserve and promote cultural belonging downtown.						
Outcome 2.3 (Re-numbered: Outcome S-2)	Art and culture are integral elements in the conception, construction, use and celebration of downtown's public spaces.						
Strategy Option 2.3.1 (Re-numbered: Plan Option A-1.10)	Facilitate the permitting process and reduce the cost of permit fees, fire inspections, and police overtime needed for special events downtown, particularly for events supporting cultural minority groups and artists of color.	Uncertain	Promising	Promising	This is a no-brainer for promoting cultural equity but also creating a sense of destination. Broad equity implications. TOT reallocation requires ballot measure. Visit Oakland grants would make sense if they work more closely with Cultural Affairs to cultivate neighborhood-level events and activities. This option addresses many of the shortcomings and criticisms of Art + Soul, which is both inorganic and corporate and could help cultivate neighborhood character as well as economic development while supporting artisans and vendors. This reflects community input that was received at the Arts & Culture CSL	Map of Arts, Cultural, and Entertainment Districts	This strategy would reduce racial disparities and benefit majority of stakeholders, but impact remains undefined for vulnerable downtown residents and businesses.
Strategy Option 2.3.2 (Re-numbered: Strategy Option S-2.1)	Implement a new pedestrian paseo connecting 24th and 25 Street to serve as the heart of the Arts + Garage District.	Uncertain	Uncertain	Uncertain	Nothing culturally specific about this idea that would make it for existing residents	Map of Arts, Cultural, and Entertainment Districts, Public Realm Conditions	Impacts to disparity indicators cannot be defined without greater discussion of how improvements to public realm would benefit extant vulnerable populations.
Strategy Option 2.3.3 (Re-numbered: Strategy Option S-2.1)	Transform 15th Street into a shared street for cars, bicycles, and pedestrians alike, providing a plaza-like experience in which to display and appreciate local art and host community events.	Uncertain	Uncertain	Uncertain	ISEEED team does not recall this strategy being suggested at any community meeting held by the EQT Team. Curious as to how this may add impact vehicle traffic, foot traffic, and business development from 14th Street plan to become a Black Arts Cultural District. How would cars work for 'plaza-like' events? Did current merchants recommend this? Which of current merchants own their buildings? What anti-displacement measures could couple with this to center current merchants? Unless this option is combined with some sort of cultural protection, it could ultimately force out the art spaces currently on 15th St. through increased property values and higher market-rate rents. Unless this option is combined with some sort of cultural protection, it could ultimately force out the art spaces currently on 15th St. through increased property values and higher market-rate rents.	Pedestrian/Vehicle Accidents, Map of Arts, Cultural, and Entertainment Districts, Public Realm Conditions, Displacement Index, Artist Displacement	Impacts to disparity indicators cannot be defined without greater specificity around how this can preserve cultural legacies and benefit vulnerable populations without fomenting displacement.
Strategy Option 2.3.4 (Re-numbered: Strategy Option A-1.17)	Connect available and underutilized venues with those seeking spaces for special events.	Uncertain	Promising	Uncertain	Long term space seems most valuable in times of displacement for those at risk of displacement. For groups needing performing or exhibition space that don't currently have such, this access could be valuable for greater cultural connection and opportunity.	Map of Arts, Cultural, and Entertainment Districts	Impacts to disparity indicators cannot be defined without further refinement of how this could benefit cultural legacies of relevant populations.
Strategy Option 2.3.5 Strategy Option 2.3.4 (Re-numbered: Strategy Option A-1.18)	Reduce regulatory barriers to outdoor vendors in downtown particularly within arts and culture districts, parks, and public gathering spaces (see also Strategy 1.4.6).	Promising	Uncertain	Uncertain	This strategy would help support and cultivate local artists and vendors and could be deployed strategically to increase foot traffic in emerging retail corridors.	Map of Arts, Cultural, and Entertainment Districts	Impacts to disparity indicators cannot be defined without more discussion of how this would benefit relevant populations.
Strategy Option 2.3.6 Strategy Option 2.3.4 (Re-numbered: Strategy Option A-1.19)	Establish guidelines for cultural activities/festivals and street artists to help encourage public performers and community gatherings celebrating all cultures, particularly those relevant to downtown's history	Uncertain	Uncertain	Uncertain	What problem is being solved or what result is being achieved by 'guidelines'? Is this in contrast to Option 2.3.5 that reduces regulatory options? A current challenge seems to be over-policing of informal cultural uses by people of color of public space. "Guidelines" to address this problem seems to be needed for newcomers & white users. The strategy named here could serve equity purposes if its aim is to help support and cultivate local artists and vendors: this strategy could be deployed strategically to increase foot traffic in emerging retail corridors.	Map of Arts, Cultural, and Entertainment Districts	This strategy, as presented, threatens to heighten racial disparities experienced by historically relevant communities, but requires greater specificity around intent.
Strategy Option 2.3.7 (Re-numbered: Strategy Option S-2.3)	Transform Fallon Street north of I-880 into a festival street than can be blocked off for special events (see Lake Merritt Station Area Plan policies LU-9; LU-43; OS-23; L-8 and CR-11 for policies related to the Fallon festival street).	Uncertain	Promising	Uncertain	If cultural orgs that serve communities of color want this option, and they have affordable use of space, could be promising. If not, it would mean public resources dedicated to non-equity goals.	Map of Arts, Cultural, and Entertainment Districts	Impacts to disparity indicators cannot be defined without ensuring that priority groups can benefit.
<i>Most of these options are found to be 'uncertain' in cultural equity terms because the purpose of most options are largely not explicit to equity outcomes. Where there is explicit focus, the strategies of reducing permitting and costs for cultural events for communities of color, for residents needing downtown access, for enabling emerging vendors access to new markets, or for making pedestrian protections for new cultural spaces can be good. Where uncertain or threatening, make more explicit protections for communities of color and low income residents.</i>							

Goals / Outcomes / Strategy Options		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
	<i>Ratings</i>	Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Diversity of Opportunities							
Plan Goal 3	Connect all of Oakland and the region to a wide variety of jobs, resources, and commercial spaces that serve the needs of current and future Oaklanders.						
Outcome 3.1 (Re-numbered: Outcome J.1)	Economic activity builds community wealth and fuels the constant improvement of community conditions.						
Strategy Option 3.1.1 (Re-numbered: Strategy Option J-1.1)	Pursue reinvestment of ongoing revenues generated in Downtown to support Downtown-focused efforts related to small, local businesses and businesses owned by people of color.	Uncertain	Uncertain	Promising	While this strategy could support historically relevant cultural communities, to ensure that it could benefit residents and businesses at risk of displacement would require a targeting mechanism which would prioritize existing downtown constituents who show indicators for high risk of displacement. Are there mechanisms to also help retain non-profit/service providers of color as well?	Map of Arts, Cultural, Entertainment Districts, Displacement Index, Artist Displacement	Impacts to disparity indicators cannot be defined without considering impact on affordable housing and displacement.
Strategy Option 3.1.2 (Re-numbered: Strategy Option J-1.2)	Encourage growth of commercial spaces and hotels to generate additional public revenues and community-serving uses	Uncertain	Uncertain	Uncertain	Traditionally, additional funding revenue that is not specifically committed to low-income preservation efforts has provided improvements which increase property values and the attractiveness of the neighborhood, which could increase displacement pressures.	Map of Arts, Cultural, Entertainment Districts, Displacement Index, Artist Displacement	Impacts to disparity indicators cannot be defined without considering impact on affordable housing and displacement.
Strategy Option 3.1.3 (Re-numbered: Strategy Option J-1.3)	Encourage youth activities and opportunities Downtown, including integration with the citywide Oakland Promise program.	Uncertain	Promising	Uncertain	This has to go hand in hand with rent affordability for youth-serving organizations and businesses as well as an ethos of acceptance that allows young people to do the things youth like to do (for example skateboarding, skater biking, playing music, gathering in plazas) so that youth from the neighborhoods don't feel they are being watched, profiled or unfairly targeted by local business owners, police, and general public. Bringing additional equity criteria to existing programs has the potential to benefit young people in the target populations of downtown residents at risk of displacement and cultural communities. pro: Downtown's central proximity to public transportation is accessible for youth	Disconnected Youth	Impacts to disparity indicators cannot be defined adequately without addressing concomitant issues that impact disconnected youth, such as residential instability and poverty.
Strategy Option 3.1.4 (Re-numbered: Strategy Option J-1.4)	Provide assistance to support small, locally-owned, businesses, and businesses owned by people of color.	Uncertain	Promising	Promising	Assistance to small and locally-owned businesses of color has solid potential to support the targeted cultural communities, but could still have negligible effect on those at risk of displacement if they are not identified based on measurable criteria so that they can participate (or better yet, be prioritized) in the assistance. potential tools utilized: Coordinate with existing/soon to be implemented efforts like BAMBD CDC/OAACC/BAOBAB TAP program; leverage state, federal and private funding sources	Map of Arts, Culture, and Entertainment District, Displacement Index	This strategy would reduce racial disparities across majority of stakeholder groups, but needs refinement in implementation to thoroughly support relevant communities.
Strategy Option 3.1.5 (Re-numbered: Strategy Option J-1.5)	Create a Legacy Business Fund like the SF Legacy Business Registry and Preservation Fund (Proposition J) to provide technical assistance, tax breaks, subsidies, and rental controls for qualified ethnic businesses & cultural institutions	Promising	Uncertain	Promising	This policy has the opportunity to support directly populations most at risk of displacement - ethnic businesses, cultural institutions, and property owners in need of fiscal relief for their enterprises to remain viable.	Map of Arts, Culture, and Entertainment District, Artist Displacement, Displacement Index	This strategy would reduce racial disparities across majority of stakeholder groups, but needs further refinement to ensure protection of relevant populations.
Strategy Option 3.1.6 (Re-numbered: Strategy Option J-1.6)	Propose legislation to protect commercial tenants from landlord abuses and provide them with equal negotiating terms when renewing leases.	Promising	Uncertain	Uncertain	The nature of threats that are frequently faced by small businesses facing displacement pressures because of the lost value that property owners are experiencing due to escalating prices makes this a viable policy lever to reduce risk for the operators. It would require designing an incentive for property owners to demur from excessive rent escalation. This could also protect cultural businesses that are the next line of defense against gentrification.	Map of Arts, Culture, and Entertainment District, Displacement Index, Artist Displacement	Impacts to disparity indicators cannot be adequately defined without introducing programs to prevent rent increases that harm vulnerable communities.

Goals / Outcomes / Strategy Options		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
	<i>Ratings</i>	Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Diversity of Opportunities							
Plan Goal 3	Connect all of Oakland and the region to a wide variety of jobs, resources, and commercial spaces that serve the needs of current and future Oaklanders.						
Outcome 3.2 (Re-numbered: Outcome J-2)	Downtown commercial space meets current employment needs, adapts to future employment opportunities, sustains a broad array of job skills, and is affordable to nonprofits and other community-desired businesses.						
Strategy Option 3.2.1 (Re-numbered: Strategy Option J-2.1)	Expand and maintain the inventory of office and other commercial space in Downtown.	Threatening	Uncertain	Threatening	Expanded office inventory without guidelines for residential and small business retention could accelerate cost increased and directly contribute to the price increases and heated market that is the catalyst for displacement. Alternately, putting intentional targets on the prioritized inventory could pay specific dividends for vulnerable populations.	Unemployment Rate, Median Household Income, Displacement Index	This strategy, as presented, threatens to heighten racial disparities across majority of stakeholder groups by undermining existing residential and commercial occupants.
Strategy Option 3.2.2 (Re-numbered: Strategy Option J-2.2)	Incentivize retention and growth of commercial and industrial spaces suitable and affordable for non-profit organizations (including community organizations), and arts/artists.	Uncertain	Uncertain	Promising	Prioritizing nonprofits and artists goes to the heart of the priority populations identified during community engagement on the DOSP, but there will have to be effective implementation to ensure that those benefiting squarely includes those with historical ties to the neighborhood. Adapt a Maker City Status that acknowledges the vital role that creative design, industrial arts, startups, and entrepreneurial small scale manufacturing play in the economic vitality of downtown Oakland. Nonprofit direct service providers may be more accessible to constituents, especially youth, than in other parts of the City due to public transit proximity and central location	Displacement Index, Artist Displacement, Map of Arts, Cultural, and Entertainment Districts	Impacts to disparity indicators cannot be defined without addressing comments in assessment, but necessitates further detail on implementation to support relevant community organizations.
Strategy Option 3.2.3 (Re-numbered: Strategy Option J-2.3)	Reinforce downtown as a growing retail, dining, and entertainment destination for all.	Threatening	Uncertain	Uncertain	Potential tools used: coordinate equity targets with Cultural Affairs Department, in alignment with Cultural Plan Con: if equity targets are not incorporated, entertainment districts might only support upper-middle and upper income patrons, resulting in overall loss of cultural diversity and downgrading of "cool factor." The frame of a place for all is often the precursor to a set of policies with unbalanced prioritization that can directly jeopardize the ability of long-tenured but at-risk residents to remain.	Displacement Index, Artist Displacement, Map of Arts, Cultural, and Entertainment Districts	This strategy, as written, could threaten racial disparities, if sufficient measures are not implemented to ensure equity and cater to privileged populations.
Strategy Option 3.2.4 (Re-numbered: Strategy Option J-2.4)	Pursue retention and growth of affordable, healthy, and local retail and services.	Uncertain	Uncertain	Uncertain	This sentiment is admirable, but without more specifics its impact on the low-income, small businesses, and culturally relevant communities is wholly ambiguous. the more specific measures can be identified which center those most directly impacted by displacement pressures, the more likely they are to remain in the neighborhood. Consider a formal popup program	Displacement Index, Map of Arts, Cultural, and Entertainment Districts	Impacts to disparity indicators cannot be defined without greater specificity around strategy's intent and how this would actually address displacement.
Strategy Option 3.2.5 (Re-numbered: Strategy Option J-2.5)	Retain a mix of light industrial and port-related uses and pursue resolution of trucking-related issues in the Jack London and Howard Terminal areas (see Part III for more information about development alternatives on these sites).	Uncertain	Uncertain	Uncertain	Correct shepherding of light industrial uses will be vital for the economic diversity of the district, but it is too early to tell whether that will have positive or negative impact on priority populations.	Unemployment Rate, Median Household Income, Black Carbon/Communities of Concern	Impacts to disparity indicators cannot be defined without greater specificity around how this could benefit or harm relevant communities.
Strategy Option 3.2.6 (Re-numbered: Strategy Option J-2.6)	Establish a means of regularly tracking the metrics that support Outcome 3.1, such as the number of nonprofit organizations, or small, start-ups, minority-owned, businesses in downtown (criteria would need to be defined).	Promising	Promising	Promising	Would encourage that not only quantitative data is used in tracking metrics, but that qualitative data is also collected and considered equally .Advancing racial equity via the Downtown Oakland Specific Plan will have a far greater chance of success if metrics can be established that measure progress, allow for adjustments to current efforts, and identify new strategies to pilot focused on vulnerable populations.	Displacement Index, Artist Displacement, Map of Arts, Cultural, and Entertainment Districts	This strategy would reduce racial disparities across all stakeholder groups and benefit vulnerable populations by maintaining communication and connections with relevant communities.

Goals / Outcomes / Strategy Options		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
	<i>Ratings</i>	Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Diversity of Opportunities							
Plan Goal 3	Connect all of Oakland and the region to a wide variety of jobs, resources, and commercial spaces that serve the needs of current and future Oaklanders.						
Outcome 3.3	Access to services, jobs, education and training gives all Oaklanders an opportunity to find local employment.						
Strategy Option 3.3.1	Leverage Downtown development to provide jobs for Oakland residents of all education and skill levels.	Uncertain	Promising	Uncertain	If the commitment is that all residents have the outcome of being job ready and securing employment (versus the potential for that to occur) then specific actions will need to be taken that elevate the barriers facing the hardest to employ, working in partnership with community and workforce sector agencies that have developed promising practice in this arena.	Unemployment Rate, Median Household Income, New Development, Working Poor	Impacts to disparity indicators cannot be defined without concerted efforts to expand economic opportunity to relevant populations.
Strategy Option 3.3.2	Partner with large Downtown businesses and industries to enhance employment opportunities for Oakland residents.	Uncertain	Promising	Uncertain	Bringing the will of the corporate sector to bear in benefit of targeted populations could be potentially powerful if City leadership can be committed to serving its most vulnerable. Is it possible to also include displaced populations? From an equity perspective the most vulnerable Oaklanders have already been displaced.	Unemployment Rate, Median Household Income, New Development, Working Poor	Impacts to disparity indicators cannot be defined without concerted efforts to expand economic opportunity to relevant populations.
Strategy Option 3.3.3	Support the expansion of job training programs and use of existing programs in the Downtown area.	Uncertain	Promising	Uncertain	There is no mention of entrepreneurship, startups, innovation, or training for STEM and STEAM towards establishing downtown and a center of Oakland's innovation. The increase in programs could provide a boost to downtown residents in search of employment opportunities. But for this to come to pass, attention will need to be focused on populations of concern. Potential tools utilized: coordinate with BAMBD CDC TAP and similar programs	Disconnected Youth, Unemployment Rate, Median Household Income, New Development, Working Poor, Educational Attainment	Impacts to disparity indicators cannot be defined without concerted efforts to expand economic opportunity and educational resources to relevant populations.

Goals / Outcomes / Strategy Options		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
	<i>Ratings</i>	Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Diversity of Opportunities							
Plan Goal 3	Connect all of Oakland and the region to a wide variety of jobs, resources, and commercial spaces that serve the needs of current and future Oaklanders.						
Outcome 3.4	Downtown is well-connected across its internal and adjacent neighborhoods with bicycle and pedestrian networks that are accessible and safe for people of all ages and abilities.						
Strategy Option 3.4.1	Make improvements to the high-injury network.	Promising	Promising	Promising	This is the rare policy that can have general benefit to the population as a whole and still have additional positive impact for the priority populations because of their disproportionate experience of high-injury.	Public Realm Conditions, Pedestrian/Vehicle Accidents	This strategy would reduce racial disparities and benefit all stakeholder groups by improving local infrastructure that leads to disproportionate harm endured by communities of color.
Strategy Option 3.4.2	Improve connectivity and access throughout Downtown and to the surrounding parts of the city through infrastructure and streetscape improvements.	Uncertain	Promising	Uncertain	The benefit of this policy for target populations is uncertain and wholly depends upon the implementation strategy and its attention to the needs of those populations and whether connectivity priorities historically/culturally relevant communities and residents/businesses at risk of displacement.	Public Realm Conditions, Pedestrian/Vehicle Accidents, Displacement Index	This strategy would reduce racial disparities and benefit stakeholders, but necessitates greater discussion of how to protect most vulnerable groups from displacement that may occur through enhanced connectivity.
Strategy Option 3.4.3	Improve I-980 and I-880 freeway over- and under-crossings and on- and off ramps.	Uncertain	Uncertain	Uncertain	This currently represents a stress to the transitional homeless communities that have emerged in the last two years as a consequence of the superheated housing market.	Public Realm Conditions, Pedestrian/Vehicle Accidents	Impacts to disparity indicators cannot be defined without further refinement of implementation plans, and should also go hand in hand with homeless service provision based on comments named in assessment.
Strategy Option 3.4.4	Construct a low-stress bicycle network throughout Downtown.	Threatening	Uncertain	Uncertain	Perception of priority for some will indicate preference going toward those who are often seem as a precursor.	Public Realm Conditions	This strategy, as presented, poses threat to already vulnerable populations, and great attention must be paid to how improvements to public realm can benefit these relevant groups.
Strategy Option 3.4.5	Require one bike parking space per unit for residential land uses and increase bike parking requirements for commercial land uses.	Threatening	Uncertain	Uncertain	It is not clear that the bike revolution that the City's policymakers is prioritizing holds any positive benefit for the target populations. It should be noted that community input from vulnerable populations did not put bike-accessibility as a priority.	Public Realm Conditions	This strategy, as presented, poses threat to already vulnerable populations, and great attention must be paid to how improvements to public realm can benefit these relevant groups.
Strategy Option 3.4.6	Develop a program to enhance the pedestrian environment by widening sidewalks, removing obstacles on sidewalks, improving intersections, installing accessibility features, and eliminating slip lanes and double turn lanes where possible.	Promising	Promising	Promising	These physical improvements will have widespread benefit and will likely mean some focus on underserved populations in the implementation of the policies.	Public Realm Conditions, Pedestrian/Vehicle Accidents	This strategy would reduce racial disparities and benefit all stakeholder groups by improving local infrastructure that leads to disproportionate harm endured by communities of color.
Strategy Option 3.4.7	Update the American with Disabilities Act (ADA) Transition Plan and carry out its recommendations.	Promising	Promising	Promising	These physical improvements will have widespread benefit and will likely mean some focus on underserved populations in the implementation of the policies.	Public Realm Conditions, Pedestrian/Vehicle Accidents	This strategy would reduce racial disparities and benefit all stakeholder groups by improving local infrastructure that leads to disproportionate harm endured by vulnerable populations.
Strategy Option 3.4.8	Develop a universal design strategy that stipulates that infrastructure should be designed so that all people can access it safely and comfortably.	Uncertain	Uncertain	Uncertain	There is no guarantee that these improvements will have any appreciable impact on the low-income, rent vulnerable, and other priority populations, though its contribution to those with disabilities is laudable and considerable.	Public Realm Conditions, Pedestrian/Vehicle Accidents	Impacts to disparity indicators cannot be defined without further refinement that adequately discusses how this would benefit relevant populations.

Strategy Option 3.4.9	Develop a program to reprogram the signals throughout downtown to reduce the delay for bicyclists, and pedestrians and transit.	Uncertain	Uncertain	Uncertain	To the degree that they are serving the targeted population these programs have the potential to provide benefit.	Public Realm Conditions, Pedestrian/Vehicle Accidents, Transportation Modes to and from Downtown	Impacts to disparity indicators cannot be defined without further refinement that adequately discusses how this would benefit relevant populations.
Strategy Option 3.4.10	Provide resources to support low-income property owners in repairing sidewalks through the City's Façade Improvement Program.	Promising	Promising	Promising	This project as configured has the potential to support all three priority populations.	Public Realm Conditions	This strategy would reduce racial disparities and benefit most stakeholder groups by improving public realm conditions in areas populated by relevant populations.
Strategy Option 3.4.11	Create a program to update and maintain the City's sidewalk inventory in Downtown.	Uncertain	Uncertain	Uncertain	These physical improvements will have widespread benefit and will likely mean some focus on underserved populations in the implementation of the policies.	Public Realm Conditions	This strategy could benefit most stakeholder groups by improving public realm conditions in areas populated by relevant populations, but further details must be outlined.
Strategy Option 3.4.12	Develop a temporary traffic control protocol for new developments that affect the pedestrian environment.	Uncertain	Uncertain	Uncertain	Traffic and circulation programs can have ambivalent impacts of populations depending on how they are implemented. Criteria should be developed that ensure that the priority populations are elevated for consideration.	Public Realm Conditions, Pedestrian/Vehicle Accidents	This strategy could benefit most stakeholder groups by improving public realm conditions in areas populated by relevant populations, but further details must be outlined.
Strategy Option 3.4.13	Develop a pedestrian and bicycle count program.	Uncertain	Uncertain	Uncertain		N/A	N/A
Strategy Option 3.4.14	Develop a prioritization strategy for implementing the City's Safe Routes to Schools program.	Uncertain	Promising	Uncertain		Public Realm Conditions, Pedestrian/Vehicle Accidents	Impacts to disparity indicators cannot be defined without greater specificity in strategy's intent and addressing comments in assessment, but can reduce racial disparities in harm borne by communities of color caused by infrastructure.
Strategy Option 3.4.15	Create a Safe Routes to Transit Program.	Uncertain	Promising	Uncertain		Public Realm Conditions, Pedestrian/Vehicle Accidents, Transportation Modes to and from Downtown	Impacts to disparity indicators cannot be defined without greater specificity in strategy's intent and addressing comments in assessment, but can improve mobility for most vulnerable groups who depend on public transit.

c		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
	Ratings	Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Diversity of Opportunities							
Plan Goal 3	Connect all of Oakland and the region to a wide variety of jobs, resources, and commercial spaces that serve the needs of current and future Oaklanders.						
Outcome 3.5	Communities that are most transit-dependent are well-served to enter or depart downtown with frequent, reliable, and safe transit service.						
Strategy Option 3.5.1	Implement transit priority treatments on key corridors within Downtown and improved transit reliability, transit travel times, and overall transit access to, from and within Downtown.	Threatening	Promising	Uncertain	Improve transit treatments could bring direct benefit to the general population of downtown users while still being a threat to the low-income and price-vulnerable populations in downtown Oakland. Curious as to how these transit improvements in Downtown would be prioritized in relation to immense transit improvements that are needed in other Oakland neighborhoods in order to efficiently get to Downtown.	Public Realm Conditions, Transportation Modes to and from Downtown	Impacts to disparity indicators cannot be defined without greater specificity in strategy's intent and addressing comments in assessment, and could threaten vulnerable downtown populations if adequate measures are not taken to prevent displacement.
Strategy Option 3.5.2	Reconfigure transit service in Jack London and Chinatown to better connect with regional transit (ferry terminal, Amtrak, and Lake Merritt BART) and improve bus transit connections between Downtown and East Oakland.	Threatening	Promising	Threatening	Improved transit connections could be the gateway to a renewed wave of displacement pressure on the targeted communities, making the details around implementation particularly critical.	Public Realm Conditions, Transportation Modes to and from Downtown, Race/Ethnicity of AC Transit and BART riders, Displacement Index	Impacts to disparity indicators cannot be defined without greater specificity in strategy's intent and addressing comments in assessment, and could threaten vulnerable downtown populations if adequate measures are not taken to prevent displacement.
Strategy Option 3.5.3	Improve passenger amenities (including wayfinding) and security at bus stops on all transit streets throughout Downtown.	Promising	Promising	Promising	Include multiple languages when updating signage/wayfinding. Transit users of all stations should find these amenities beneficial.	N/A	N/A
Strategy Option 3.5.4	Preserve sufficient bus layover capacity around Lafayette Square, Lake Merritt BART, and Jack London Square to serve existing and future transit service needs to and from Downtown.	Uncertain	Promising	Promising	Stronger transit capacity for Downtown will have general benefit for an array of populations; determining how to impact specifically the populations in question will be the next question.	Public Realm Conditions, Transportation Modes to and from Downtown	This strategy would reduce racial disparities across majority of stakeholder populations by improving mobility for relevant populations, but greater attention must be made to vulnerable downtown populations.
Strategy Option 3.5.5	Capitalize on potential regional transit expansion opportunities for BART, Capitol Corridor, and ferry service.	Threatening	Promising	Uncertain	Regional transit improvements can benefit everyone in the DOSP catchment, but create the conditions that lead to gentrification of low-income residents and small businesses.	Public Realm Conditions, Transportation Modes to and from Downtown, Displacement Index	Impacts to disparity indicators cannot be defined without greater specificity in strategy's intent and addressing comments in assessment, and could threaten vulnerable downtown populations if adequate measures are not taken to prevent displacement.
Strategy Option 3.5.6	Work with transit agencies to develop a low-income transit pass to reduce the cost of transit fare, particularly for priority populations.	Promising	Promising	Promising	Reduced fares create improved access for a wide range of populations to participate in the economic activity of Downtown Oakland.	Public Realm Conditions, Transportation Modes to and from Downtown, Race/Ethnicity of AC Transit and BART riders, Households Without Vehicles	This strategy would reduce racial disparities and benefit all stakeholder populations by making public transit more affordable and removing or lowering barriers to transit service for relevant populations.
Strategy Option 3.5.7	Leverage new development to fund increased AC Transit bus service on key routes that connect East Oakland to downtown with tools such as impact fees or requirements to provide transit passes to residents. Alternatively, enact a fare-free zone for all buses within the Downtown area.	Promising	Promising	Promising		Public Realm Conditions, Transportation Modes to and from Downtown, Race/Ethnicity of AC Transit and BART riders, Households Without Vehicles	This strategy would reduce racial disparities and benefit all stakeholder populations by making public transit more affordable and removing or lowering barriers to transit service for relevant populations.
Strategy Option 3.5.8	Rename the Lake Merritt BART Station to better identify its location in Oakland Chinatown, as was recommended in the adopted Lake Merritt Station Area Plan, Section 8.2.	Uncertain	Uncertain	Uncertain	The deep participation of the Chinatown neighborhood and other affected communities is essential to determine a pathway for this policy that centers equity.	N/A	N/A

Goals / Outcomes / Strategy Options		Downtown Residents and Businesses at Risk of Displacement	Oakland Residents Needing Downtown Access	Historically/Culturally Relevant Communities	Comments	Most Relevant Disparity Indicator(s)*	Potential Impact(s)
	<i>Ratings</i>	Promise to Reduce Racial Disparities	Uncertain	Threaten to Deepen Racial Disparities			
Diversity of Opportunities							
Plan Goal 3	Connect all of Oakland and the region to a wide variety of jobs, resources, and commercial spaces that serve the needs of current and future Oaklanders.						
Outcome 3.6	Oaklanders connect to downtown's resources with intermodal and multimodal means that accommodate people of all ages and abilities from their front door to their destination and back.						
Strategy Option 3.6.1	Implement the City's adopted Complete Streets Policies and focus on reconfiguring road space on public streets by shifting excess motor vehicle capacity to other modes, such bicycles, pedestrians, and transit.	Uncertain	Promising	Uncertain	Complete Streets have general positive benefit for community members, but the reconfigured traffic patterns can affect small businesses and other cultural enterprises in reconfiguration leads to decreased pedestrian or auto traffic circulating their businesses.	Public Realm Conditions, Pedestrian/Vehicle Accidents, Transportation Modes to and from Downtown	Impacts to disparity indicators cannot be defined without addressing comments in assessment in a manner that accounts for harm to local businesses as these projects are implemented, but could benefit populations in need of access to downtown.
Strategy Option 3.6.2	Decrease freeway traffic on local streets through improvements proposed as part of the Oakland/Alameda Access Project.	Promising	Promising	Promising	This strategy has a public safety benefit that cuts across economic stations and supports all communities.	Public Realm Conditions, Black Carbon/Communities of Concern	This strategy would reduce racial disparities and benefit all stakeholder populations by removing environmental hazards from greenhouse gas emissions and threats to public safety from injury endured disproportionately by communities of color.
Strategy Option 3.6.3	Improve the parking system throughout Downtown Oakland.	Uncertain	Promising	Promising	Improved parking is in general a very good thing, but as with all improvements, increased attractiveness of Downtown Oakland from escalating rent burden from commercial real estate pressure without attention to protecting vulnerable residents and small businesses always increases the risk of displacement.	Public Realm Conditions, Displacement Index	This strategy would reduce racial disparities and benefit populations needing access to downtown and historically relevant populations, but requires greater attention to vulnerable downtown populations in light of displacement threats associated with infrastructure improvement.
Strategy Option 3.6.4	Actively manage curbside space to serve the diverse needs of Oakland's residents, merchants, and visitors.	Uncertain	Promising	Promising	Improved open space is in general a very good thing, but as with all improvements, increased attractiveness of Downtown Oakland without attention to protecting vulnerable residents and small businesses from escalating rent burden from commercial real estate pressure always increases the risk of displacement. Potential tool utilized: OakDOT funding.	Public Realm Conditions, Displacement Index	This strategy would reduce racial disparities and benefit populations needing access to downtown and historically relevant populations, but requires greater attention to vulnerable downtown populations in light of displacement threats associated with infrastructure improvement.
Strategy Option 3.6.5	Develop and implement a downtown wayfinding program to direct people to parks, cultural districts, popular attractions, critical services, and parking (see Plan Option 2.1.2).	Uncertain	Promising	Promising	Improved wayfinding is in general a very good thing, but as with all improvements, increased attractiveness of Downtown Oakland without attention to protecting vulnerable residents and small businesses always increases the risk of displacement.	Public Realm Conditions, Displacement Index	This strategy would reduce racial disparities and benefit populations needing access to downtown and historically relevant populations, but requires greater attention to vulnerable downtown populations in light of displacement threats associated with infrastructure improvement.
Strategy Option 3.6.6	Replace I-980 with a multiway boulevard to better connect West Oakland and downtown, create opportunities for new housing and other uses, and support walking, biking, and transit (see Part III 'Focus Area Development Scenarios and Plan Options 1.3.4 and 1.3.5).	Uncertain	Uncertain	Uncertain	This strategy could be the source of its own Specific Plan and at this point is so conceptual as to deny solid analysis. There are many equity concerns and opportunities to be explored in regards to the 980 potential conversion.	Public Realm Conditions, Outdoor Space Conditions, Access to Outdoor Space, Displacement Index	Impacts to disparity indicators cannot be defined without greater specificity in strategic implementation, and the far-reaching impact of this infrastructure project requires much further research and discussion with respect to the equity visions of this plan.