



Oakland Race and Equity Baseline Indicators Report

An Overview of Existing Conditions for East and West Oakland
Compared to the City of Oakland to Inform the Howard Terminal
Community Benefits Agreement

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1.0 EXECUTIVE SUMMARY

This report will be used to inform the development of a Howard Terminal Community Benefits Agreement (“CBA”) for the Howard Terminal ballpark proposal by the Oakland Athletics (“A’s”) that centers on addressing racial disparities. Specifically, this report establishes and analyzes baseline conditions for Oakland residents to inform the creation of specific CBA elements and the measurements by which outcomes can be tracked over time. In addition, this report includes a brief overview and lessons learned from past CBAs, and concludes with considerations and a racial equity framework to be factored into an Oakland A’s Howard Terminal CBA process.

Social inequities that are predictable by race are the inevitable result of our nation’s history of structural racism. In all indicators analyzed in this report, people of color fare worse than White residents. Due to the enduring legacy of redlining and a host of other exclusionary practices, communities across the country have been segregated by ethnicity, with White residents living in the highest opportunity areas, and people of color living in poorly resourced neighborhoods. The impacts of this is present in the communities adjacent to the parts of Oakland that will be directly and indirectly impacted by the relocation and development of the proposed new Oakland A’s ballpark. West Oakland (94607) and East Oakland (94621)¹, have concentrations and correlations of low opportunity conditions, people of color, and poverty that could be positively impacted through an equity driven CBA.

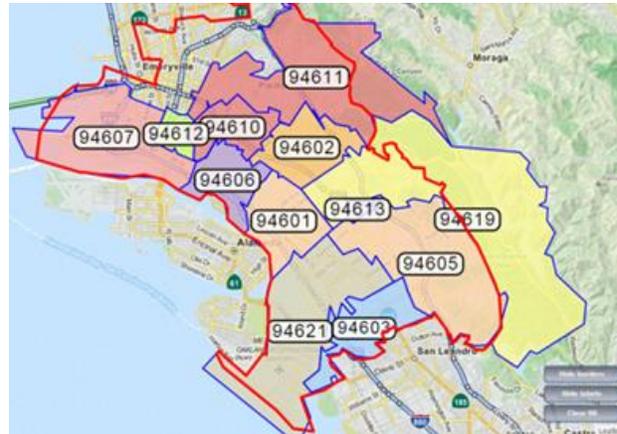


Figure 1.1: City of Oakland Zip Code Map

In 2016, the City of Oakland created the Department of Race and Equity to intentionally integrate “fair and just” into all the City does by supporting efforts to focus on creating equitable outcomes for Oakland’s most marginalized communities. In 2018, the Department of Race and Equity commissioned this baseline conditions report. **Baseline conditions are measurable existing conditions that serve as a benchmark against which equity goals will be established for improvement in the lives of residents who are most impacted by racial inequity.**

This baseline report examines relevant existing conditions for Oakland residents by looking at the following disparity indicators:

- Median Annual Income
- Unemployment Rate
- Housing Burden Levels
- Household Computer Ownership and Internet Subscription
- Educational Attainment

¹ <https://www.ondemandrealty.net/zip-code-map/>

- Means of Transportation to Work
- Health Outcomes

The balance of this report provides the details of the data analysis and process recommendations.

2.0 INTRODUCTION

The City of Oakland is changing, both in its physical form through development projects and in the racial composition of its residents because of displacement. One potential contributor to future change is the construction of a new ballpark project that the A's have proposed to build at Howard Terminal in the Port of Oakland jurisdiction. Such a development could have various kinds of impacts on Oakland, and an equity driven CBA should address or prevent negatives from impacting the most vulnerable communities in Oakland, and improve future conditions for those populations.



Figure 2.1: Howard Terminal Source: ABC 7 News

While there is momentum for the replacement of the current Oakland Coliseum, some community members are opposed to the Howard Terminal development for reasons that include potential residential and economic opportunity displacement. To gain support for the project and to implement AB 734², the Oakland A's have committed to entering a CBA with the City and the Port of Oakland. The A's have partnered with the City of Oakland Race and Equity Department to commission a study that examines baseline conditions of potentially affected community members through a race and equity lens to factor into the CBA.

3.0 BACKGROUND

This section provides a brief background of some of the discriminatory practices that created and maintained racial segregation and economic disparities in the City.

² AB 734 requires that to qualify for streamlined judicial review, the Howard Terminal project must be “subject to a comprehensive package of community benefits approved by the Port of Oakland or the City Council of the City of Oakland, as applicable, which may include local employment and job training programs, local business and small business policies, public access and open space, affordable housing, transportation infrastructure, increased frequency of public transit and transit accessibility and sustainable and healthy development measures for the surrounding community.”

In Oakland, as in cities across the nation, people of color were impacted by the 1930s-1950s federal redlining housing policies that excluded communities of color from the wealth building opportunity of homeownership. Figure 3.1 shows the 1937 Residential Security Map of the east bay and the areas denoted in red signified a hazardous investment.³ Thus, their neighborhoods were abandoned to urban decay after White flight to the suburbs.

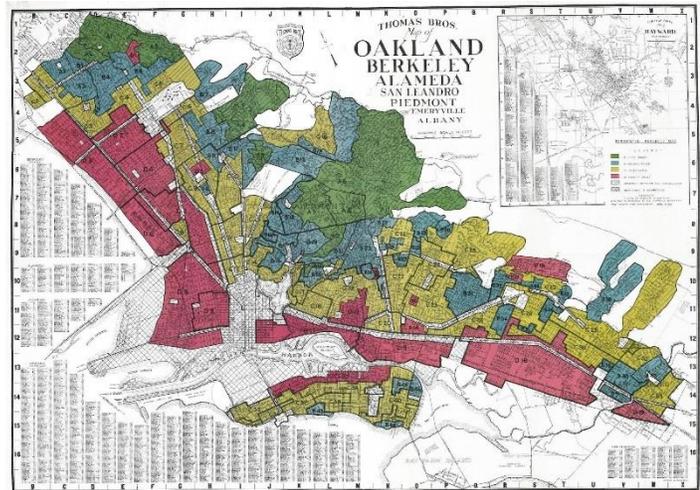


Figure 3.1: 1937 Residential Security

Highway 17 (now I-880 or Nimitz Freeway) was built through the heart of the Black community, disrupting community cohesion, and economic viability by cutting it off from Downtown. Many homes and businesses were destroyed to build the Cypress Viaduct and the rest of the Nimitz Freeway. Further Urban Renewal caused the destruction of the area around Market and 7th Streets to make way for the Acorn High Rise apartments. This Urban Renewal thrust onto West Oakland continued into the 1960s with the construction of BART and the Main Post Office Building at 1675 7th Street. Many Black and Latino families were displaced from West Oakland during this period; Blacks relocated to East Oakland, especially the Elmhurst district and surrounding areas; Latinos moved into the Fruitvale neighborhood.

During this time of White-flight and Urban Renewal, population declined in Oakland. However, beginning in the 1980s until the early 2000s, Oakland began to experience a population increase, adding a net total of 60,147 new residents in two decades⁴. Growth continued at a more modest pace beginning in 2000. Despite the population increase, Oakland was losing a considerable portion of its Black and Native American populations; from 2000-2010, there was a 23.9% reduction in the Black population and 17.5% reduction in the Native American population⁵.

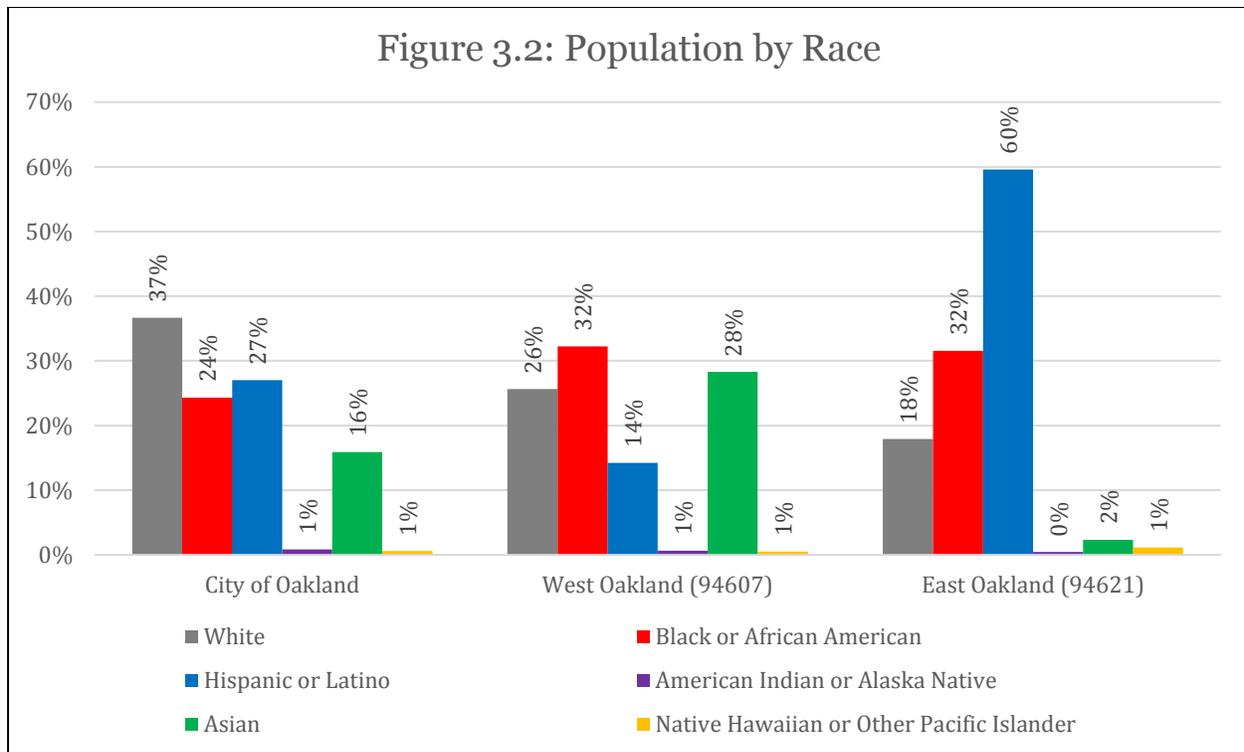
The current population estimate for Oakland is 417,442⁶, with Whites accounting for the largest single-race group at 37% of the overall city population, followed by Latinos/Hispanics at 27%, Blacks at 24%, and Asians at 16%. However, the racial composition differs when viewed by zip code; Blacks are the largest group in West Oakland, and Latinos/Hispanics are the largest group in East Oakland.

³ Robert K. Nelson, LaDale Winling, Richard Marciano, Nathan Connolly, et al., "Mapping Inequality," American Panorama, <https://dsl.richmond.edu/panorama/redlining/#loc=13/37.7976/-122.3111&opacity=0.8&city=oakland-ca&sort=17>.

⁴ worldpopulationreview.com/us-cities/oakland-population/

⁵ https://nationalequityatlas.org/indicators/Population_growth_rates/2000-2010:undefined/Oakland_City,_CA/false/Time_Period:2000-2010/

⁶ 2017 American Community Survey



What differentiates the post-2000 new residents, particularly those who moved to Oakland after 2010, from the pre-2000 transplants were the higher income levels that they brought. Many of the newcomers who moved to Oakland from San Francisco worked in the tech industry and either could not find housing, or they did not want to pay San Francisco market rates, which averaged over \$3,000 for a one-bedroom apartment. Because of the spillover from San Francisco, Oakland's neighborhoods, particularly West Oakland due to it having a BART station and its proximity to San Francisco, experienced rapid gentrification. Many longtime residents of color experienced equally rapid displacement, and communities began to look different.

The recession of 2008, and its recovery, are important considerations when attempting to understand the accelerated levels of displacement that Oakland's non-White residents experienced⁷. The fallout of predatory lending and the real estate crash led to high numbers of foreclosures in historically redlined neighborhoods, disproportionately impacting people of color, particularly Native and Black populations, and especially in East Oakland. Then, with the recovery, longstanding Black homeowners who endured the legacies of redlining for decades sold their homes and moved to areas that had lower costs of living. Simultaneously, landlords recognized the opportunity to charge higher rents and utilized loopholes in tenant protection laws to circumvent rent control restrictions and Just Cause eviction protections to evict tenants⁸. The confluence of events resulted in the aforementioned rapid gentrification and displacement, leading to a dramatic demographic shift and composition of neighborhoods that were historically lower-income and composed of people of color.

⁷ <https://www.eastbayexpress.com/oakland/the-forces-driving-gentrification-in-oakland/Content?oid=20312733>

⁸ <http://www.antievictionmappingproject.net/oakland.html>

As this report will demonstrate, even with these demographic changes, East and West Oakland have the highest racial disparity levels relative the City. Redlining boxed people of color into segregation, and Urban Renewal razed through these neighborhoods to construct freeways, creating a contradictory dual existence of mobility and isolation. Now, increasing gentrification pressures continue to present a threat to achieving the City's racial equity goals.

The history and legacy of public policy in Oakland is why the Howard Terminal CBA should be intentional in its design to mitigate disparate impacts to the fullest extent possible. The Howard Terminal proposal brings about high levels of skepticism and fears that the Oaklanders with the least will continue to be the ones who stand to lose the most, whether through residential and/or economic displacement, or negative health outcomes.

An equity-centered approach to the design of the Howard Terminal CBA through inclusive and exhaustive public engagement will be critical not only to inform the Oakland City Council when it votes on the project but to also build public support and more importantly, public trust and confidence that the project will bring about shared prosperity and beneficial outcomes for all, particularly for our city's most vulnerable residents.

4.0 METHODOLOGY: BASELINE CONDITIONS EXAMINED

This section establishes the baseline indicators that were examined by race to inform the creation of specific CBA elements and the metrics by which outcomes can be measured for impact over time. The baseline indicators were analyzed for the City of Oakland as well as for the zip codes in which the Howard Terminal and current Coliseum are located, West Oakland (94607) and East Oakland (94621):

- **Median Annual Income:** What is the median annual income?
- **Unemployment Rate:** What are the unemployment rates?
- **Housing:** What are the levels of rent burden⁹?
- **Computer and Internet Subscription:** How many households do not have a computer? How many households do not have an internet subscription?
- **Educational Attainment:** What are the levels of educational attainment? What are the high school dropout rates by race?
- **Means of Transportation to Work¹⁰:** How do people commute to work when traveling by car or public transportation?
- **Health Outcomes:** What are the health disparities for the following indicators: asthma, cardiovascular disease, stroke, cancer, obesity?

Quantitative data disaggregated by race has been compiled using data primarily from the 2017 American Community Survey administered by the U.S. Census, which is the most recent year that information is available. Other data sources include the

⁹ Rent burden is defined as paying more than 30% of one's income on rent.

¹⁰ Data was not available by race and zip code for people who use non-vehicle transportation modes such as walking or bicycling.

Alameda County Public Health Department, Oakland Unified School District, the State of California Department of Education, and PolicyLink.

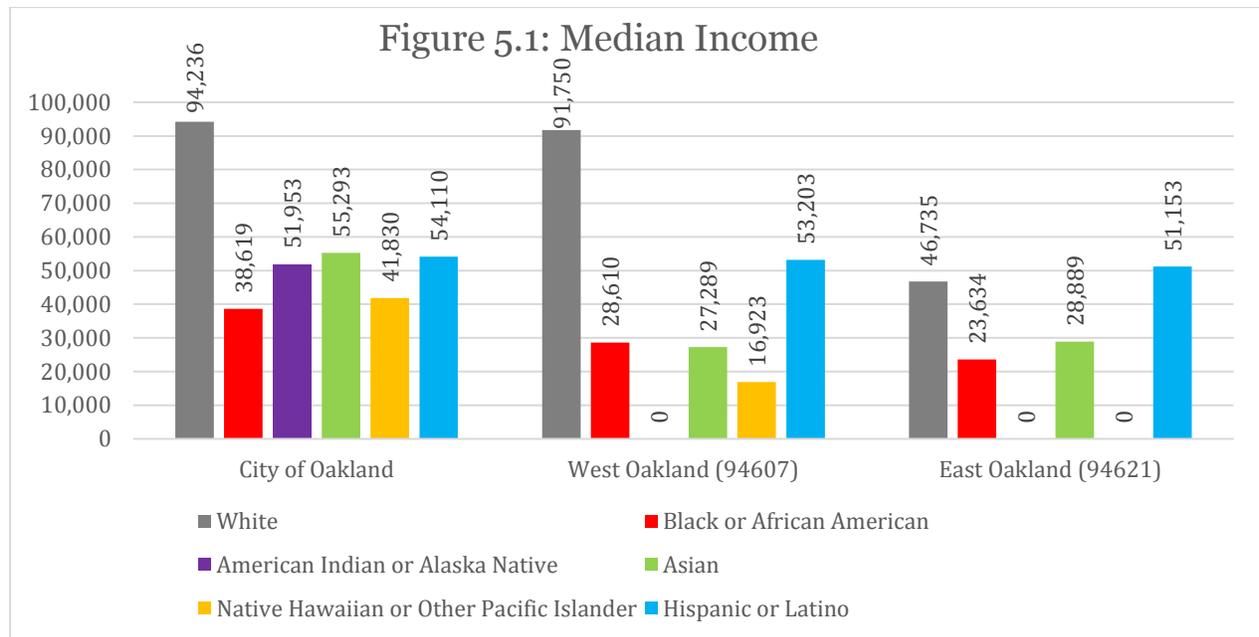
Recognizing that groups are not monoliths, every effort was made to disaggregate the data into as many ethnicities as possible. However, data was not consistently available by ethnic group for all of the indicators, and when this was the case, the data was presented into four major groupings: Black or African-American, Asian, Hispanic/Latino, and White.

5.0 BASELINE INDICATORS

The indicators included in this report are consistent with the 2018 City of Oakland Equity Indicators Report¹¹. However, the scope is narrower to focus on indicators for which data can be disaggregated by race¹² and that the Howard Terminal CBA can reasonably affect¹³.

5.1 Indicator #1: Median Annual Income

Median income means that fifty-percent of the population earns above the median income and fifty-percent earns below the median income. Median income as an indicator was chosen over mean, or average, income because it is a more accurate reflection of the population. Measuring income by an average risks the number skewing higher or lower due to outliers. Median income is generally higher for Whites, with the exception that Latino households in East Oakland have a slightly higher median income, as shown below.



¹¹ 2018, <https://www.oaklandca.gov/documents/2018-oakland-equity-indicators-report>

¹² Data was not available by race and by zip code for all the indicators that were in the 2018 report.

¹³ The indicators included in this report do not intend to be indicative or exhaustive of all that will be considered in the Howard Terminal CBA. Inclusive public engagement with residents and other community members such as businesses and non-profits will inform the design of the CBA.

Citywide

The citywide median household income for Whites, who are experiencing the best outcomes, is \$94,236, which is:

- 244% of the citywide median household income for Blacks (\$38,619)
- 174% of the citywide median household income for Latinos/Hispanics (\$54,110)
- 170% of the citywide median household income for Asians (\$55,293)
- 181% of the citywide median household income for American Indian and Alaskan Native (\$51,953)
- 225% of the citywide median household income for Native Hawaiian or other Pacific Islander (\$41,830)

94607 (West Oakland)

The West Oakland (94607) median household income¹⁴ for Whites is \$91,750, which is:

- 320% of the median household income for Blacks (\$28,610)
- 172% of the median household income for Latinos/Hispanics (\$53,203)
- 336% of the median household income for Asians (\$27,289)
- 563% of the median household income for Native Hawaiian or other Pacific Islander (\$16,293)

East Oakland (94621)

The East Oakland (94621) median household income¹⁵ for Whites is \$46,735, which is:

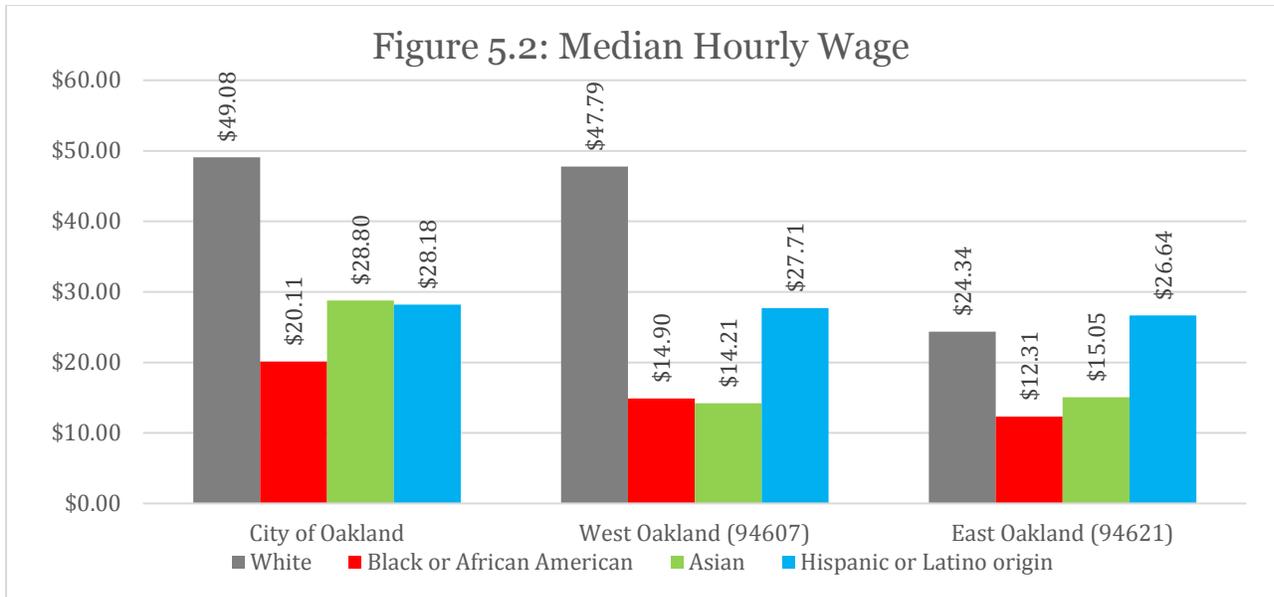
- 197% of the median household income for Blacks (\$23,634)
- 91% of the median household income for Latinos/Hispanics (\$51,153)
- 161% of the median household income for Asians (\$28,889)

Why Does This Matter?

Median household income is often used to capture how typical households are faring in an area. Income is also related to many other economic indicators, including poverty, unemployment/under employment, and drives collateral impacts, such as food and housing insecurity, and homelessness.

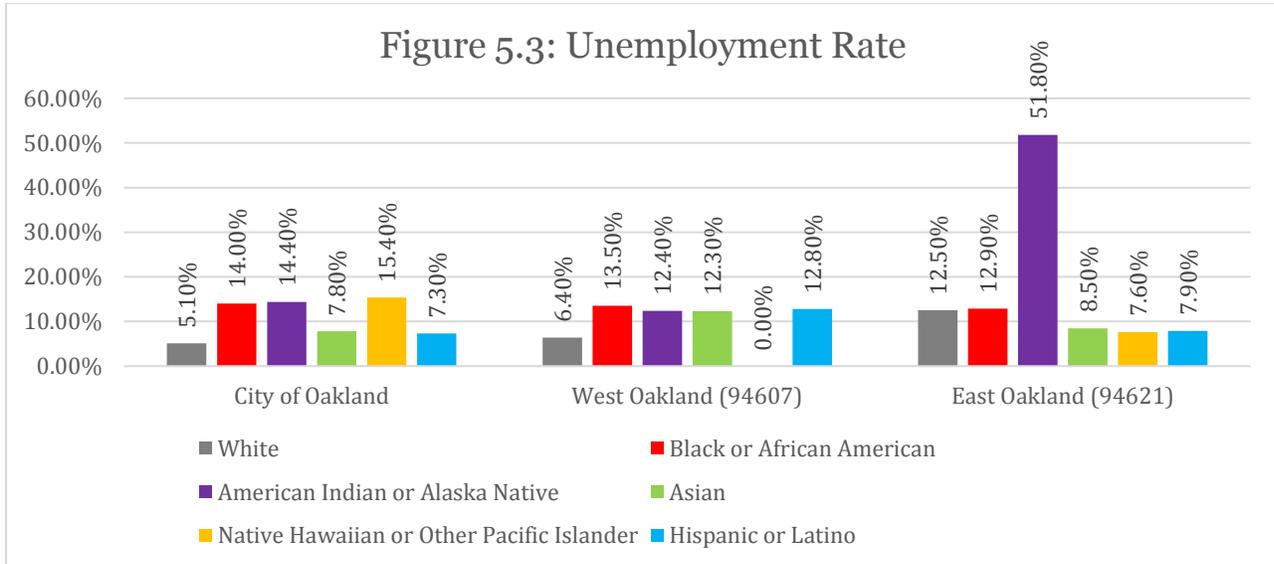
¹⁴ 94607 median household income information was not available for American Indians/Alaskan Natives.

¹⁵ 94621 median household income information was not available for American Indians/Alaskan Natives and Native Hawaiian/Other Pacific Islander.



5.2 Indicator #2: Unemployment Rate

Unemployment measures the number of people who do not have a job **and** are actively searching for work **and** are available to work against the total labor force (employed people and non-discouraged workers). Unemployment rates are higher for people of color than for Whites, as evidenced in Figure 5.3.



Citywide

The citywide unemployment rate for Whites was 5.10%, which is:

- 2.75 times lower than for Blacks or African-Americans (14%)
- 2.82 times lower than for American Indians/Alaskan Natives (14.4%)
- 1.53 times lower than for Asians (7.8%)

- 3.01 times lower than for Native Hawaiians/other Pacific Islanders (15.4%)
- 1.43 times lower than for Hispanics/Latinos (7.3%)

94607 (West Oakland)

The 94607 (West Oakland) unemployment rate for Whites¹⁶ was 6.4%, which is:

- 2.75 times lower than for Blacks or African-Americans (13.5%)
- 2.82 times lower than for American Indians/Alaskan Natives (12.4%)
- 1.53 times lower than for Asians (12.3%)
- 1.43 times lower than for Hispanics/Latinos (12.8%)

94621 (East Oakland)

The 94621 (East Oakland) unemployment rate for Whites was 12.5%, which is:

- Almost equal to Blacks or African-Americans (12.9%)
- 4.14 times lower than for American Indians/Alaskan Natives (51.8%)
- 1.47 times higher than for Asians (8.5%)
- 1.64 times higher than for Native Hawaiians/other Pacific Islanders (7.6%)
- 1.58 times higher than for Hispanics/Latinos (7.9%)

Why Does This Matter?

Employment provides the means to participate in the economy and is a foundational driver of other disparities for communities of color in Oakland. Nationally, unemployment rates are higher among African Americans than their White counterparts. Furthermore, the African American unemployment rate rose more than the rate for Whites during the Great Recession and has been slower to fall as the economy has recovered. Differences across racial and ethnic groups may point to a number of barriers racial and ethnic minorities face to securing and maintaining employment, including job availability, educational attainment, and discrimination in hiring¹⁷.

5.3 Indicator #3: Housing Burden Levels

Housing burden is defined as paying more than thirty percent of one's income on rent. White residents have the lowest housing burden at 40.1%, and Black residents have the highest at 63.4% in the City of Oakland. Data was not available by zip code, but if the racial composition and median income levels for West and East Oakland are used as proxies, then it can be surmised there are higher housing burden levels for people of color than for Whites.

¹⁶ 94607 (West Oakland) unemployment rate for Native Hawaiians/Other Pacific Islanders not available.

¹⁷ <https://news.stanford.edu/2017/06/16/report-finds-significant-racial-ethnic-disparities/>

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

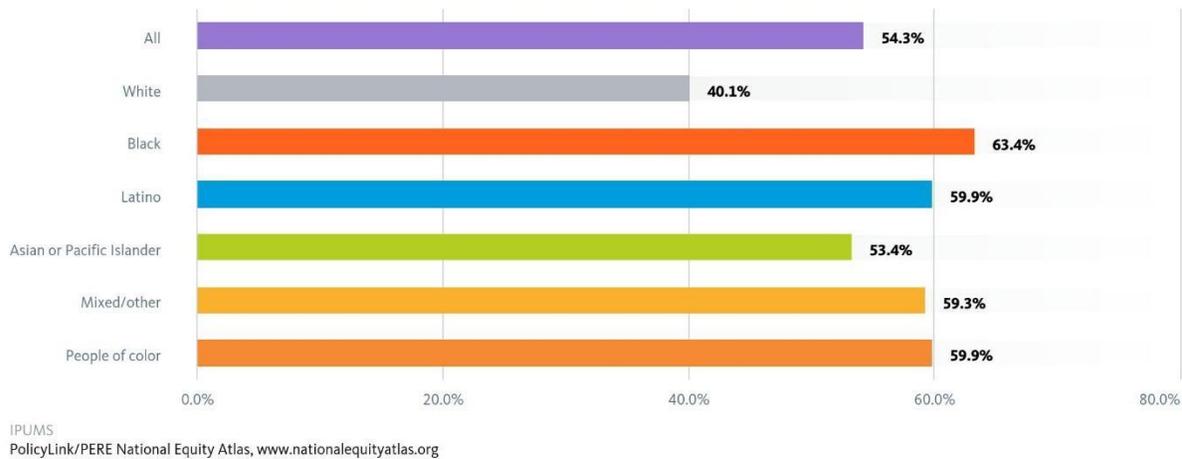


Figure 5.4: Housing Burden Levels

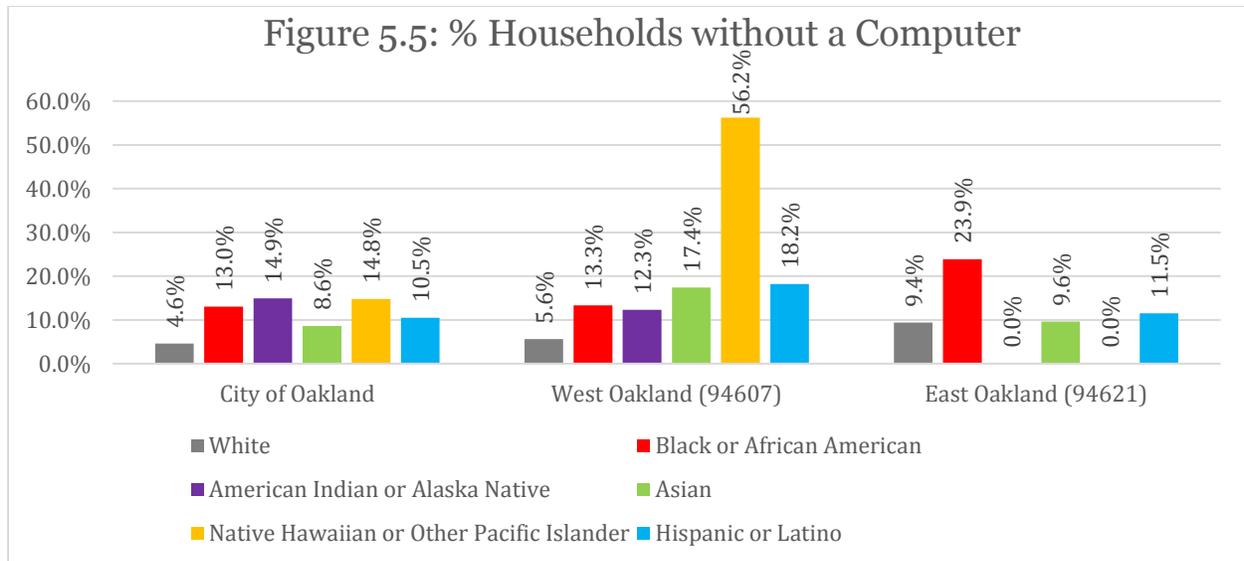
Why does this matter?

One of the key factors in determining housing affordability is how much a household pays for their housing, compared to their ability to pay. Housing is considered affordable if the housing costs are less than 30% of the annual household income. The higher percent of income needed to pay for a necessity like housing means fewer resources are available to meet other essential needs, such as food, utilities, and transportation, and limits whether a household can spend money in other areas or build up savings in case of emergencies. In a city and region with a high rent market and a housing crisis, rent burden affects individuals across the income spectrum. However, people with lower incomes will experience the brunt of the impact. Households with lower incomes will be forced to spend a higher percent of their incomes on rent due to limited affordable options, compared to households with higher incomes and therefore more housing options¹⁸.

5.4 Indicator #4: Computer Ownership and Internet Subscription

Computer ownership describes whether a household owns a computer, with “computer” defined as either a desktop or laptop device. Internet subscription is defined as accessing the internet on a computer through an Internet Service Provider such as a cable company; internet subscription does not refer to accessing the internet via a mobile device. White households constitute the lowest without a computer, as well as the lowest without an internet subscription except for the marginally lower rate of West Oakland Native Hawaiian or other Pacific Islander households without an internet subscription.

¹⁸ <https://www.mercurynews.com/2017/11/09/high-rents-still-a-struggle-for-many-in-bay-area/>

Computer Ownership:*Citywide*

The citywide rate for White households that do not have a computer was 4.6%, which is:

- 2.83 times lower than for Blacks or African-Americans (13%)
- 3.24 times lower than for American Indians/Alaskan Natives (14.9%)
- 1.87 times lower than for Asians (8.6%)
- 3.01 times lower than for Native Hawaiians/other Pacific Islanders (14.8%)
- 2.28 times lower than for Hispanics/Latinos (10.5%)

94607 (West Oakland)

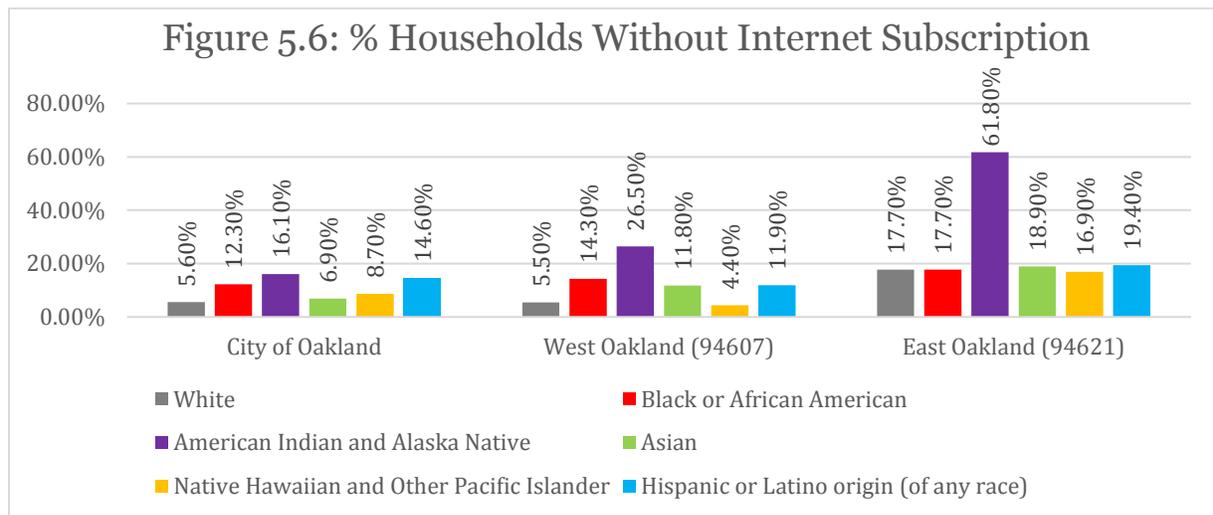
The 94607 (West Oakland) rate for White households that do not have a computer was 5.6%, which is:

- 2.34 times lower than for Blacks or African-Americans (13.3%)
- 2.2 times lower than for American Indians/Alaskan Natives (12.3%)
- 3.11 times lower than for Asians (17.4%)
- 10.04 times lower than for Native Hawaiians/other Pacific Islanders (56.2%)
- 3.25 times lower than for Hispanics/Latinos (18.2%)

94621 (East Oakland)

The 94621 (East Oakland) rate for White households that do not have a computer¹⁹ was 9.4%, which is:

- 2.54 times lower than Blacks or African-Americans (23.9%)
- Almost equal to Asians (9.6%)
- 1.22 times lower than for Hispanics/Latinos (11.5%)

Internet Subscription:*Citywide*

The citywide rate for White households without internet subscription was 5.6%, which is:

- 2.2 times lower than for Blacks or African-Americans (12.3%)
- 2.9 times lower than for American Indians/Alaskan Natives (16.1%)
- 1.23 times lower than for Asians (6.9%)
- 1.6 times lower than for Native Hawaiians/other Pacific Islanders (8.7%)
- 2.6 times lower than for Hispanics/Latinos (14.6%)

94607 (West Oakland)

The 94607 (West Oakland) rate for White households without internet subscription was 5.5%, which is:

- 2.6 times lower than for Blacks or African-Americans (14.3%)
- 4.81 times lower than for American Indians/Alaskan Natives (26.5%)
- 2.15 times lower than for Asians (11.8%)
- .8 times higher than for Native Hawaiians/Other Pacific Islanders (4.4%)

¹⁹ 94621 (East Oakland) data for American Indians/Alaskan Natives and Native Hawaiians/Other Pacific Islanders was not available.

- 2.16 times lower than for Hispanics/Latinos (11.9%)

94621 (East Oakland)

The 94621 (East Oakland) rate for White households without internet subscription was 17.7%, which is:

- Identical to Blacks or African-Americans (17.7%)
- 3.5 times lower than for American Indians/Alaskan Natives (61.8%)
- 1.1 times lower than for Asians (18.9%)
- .95 times higher than for Native Hawaiians/Other Pacific Islanders (16.9%)
- 1.1 times lower than for Hispanics/Latinos (19.4%)

Why Does This Matter?

It is becoming increasingly and virtually impossible to participate in modern life without access to a computer and the internet. Schools have incorporated technology both inside and outside the classroom, and students must have access to a computer and the internet to complete their homework. Additionally, searching for and applying to well-paying jobs is a process that is almost entirely relegated to the internet, and a higher number of households without a computer and/or internet subscriptions means they may experience higher levels of exclusion from this process and related opportunities.

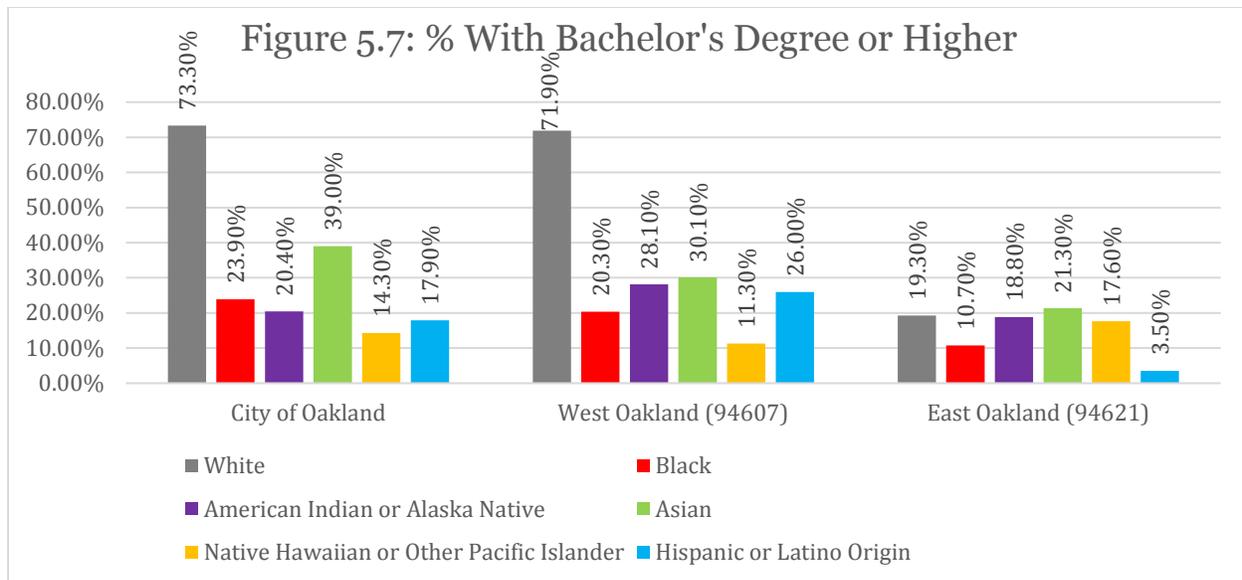
Furthermore, health and human service providers have switched to online application processes for recipients to sign-up for benefits and services such as unemployment benefits, social security, disability, food assistance programs, etc. Although it is possible to complete paper applications and mail them to a processing center, this is a slow process, and generally applicants/recipients cannot afford a delay in the delivery of benefits.

Smartphones provide internet access, but unless websites are mobile first designed²⁰, households without a computer and/or internet subscription are excluded from the access and benefits provided by reliable internet access.

5.5 Indicator # 5: Educational Attainment

In this section, educational attainment is reflected in two ways. First, it reflects the percentage of individuals with a Bachelor's Degree or higher. Second, it reflects the percentage of Oakland Unified School District high school dropouts. Whites have the highest attainment of Bachelor's degrees except for East Oakland Asians having a marginally higher rate. Whites also have the lowest high school dropout rate.

²⁰ Mobile first designed means webpages are designed for mobile devices first, and then expanded for tablet or PC use.



Citywide

The citywide rate for White residents who have a Bachelor's Degree or higher is 73.3%, which is:

- 3.07 times higher than for Blacks or African-Americans (23.9%)
- 3.6 times higher than for American Indians/Alaskan Natives (20.4%)
- 1.9 times higher than for Asians (39%)
- 5.13 times higher than for Native Hawaiians/Other Pacific Islanders (14.3%)
- 4.09 times higher than for Hispanics/Latinos (17.9%)

94607 (West Oakland)

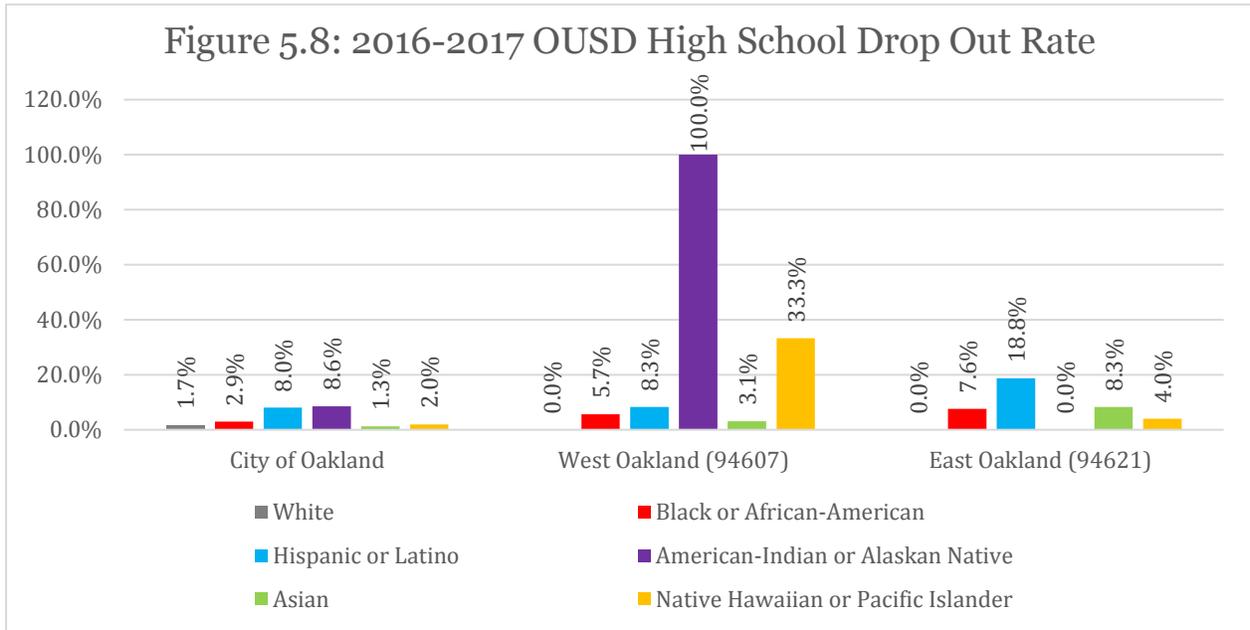
71.9% of White 94607 (West Oakland) residents have a Bachelor's Degree or higher, which is:

- 3.54 times higher than for Blacks or African-Americans (20.3%)
- 2.6 times higher than for American Indians/Alaskan Natives (28.1%)
- 2.4 times higher than for Asians (30.1%)
- 6.36 times higher than for Native Hawaiians/Other Pacific Islanders (11.3%)
- 2.8 times higher than for Hispanics/Latinos (26%)

94621 (East Oakland)

19.3% of White 94621 (East Oakland) residents have a Bachelor's Degree or higher, which is:

- 1.8 times higher than for Blacks or African-Americans (10.7%)
- 1.03 times higher than for American Indians/Alaskan Natives (18.8%)
- .9 times lower than for Asians (21.3%)
- 1.1 times higher than for Native Hawaiians/Other Pacific Islanders (17.6%)
- 5.51 times higher than for Hispanics/Latinos (3.5%)



The dropout rate for people of color is higher in every instance than it is for White people, and is as follows:

Citywide

- Black: 6.4%
- Hispanic or Latino: 12.4%
- Asian: 5.2%
- White: 2.7%

94607 (West Oakland)

- Black: 6.2%
- Hispanic or Latino: 9.4%
- Asian: 11.1%
- White: 0%

94621 (East Oakland)

- Black: 12.4%
- Hispanic or Latino: 23%
- Asian: 5%
- White: 0%

Why Does This Matter?

Successful completion of high school is a critical step toward opportunity and success later in life, and there can be many barriers to attaining a high school diploma or GED later in life. Although a college degree is not an absolute requirement to obtain a well-paying job, per the U.S. Bureau of Labor Statistics as shown in the chart below, on average, individuals with Bachelor’s degrees and higher earn significantly more than individuals who do not have a Bachelor’s degree and have lower unemployment levels. Individuals who do not have a high school diploma have the highest unemployment levels and the lowest earnings.

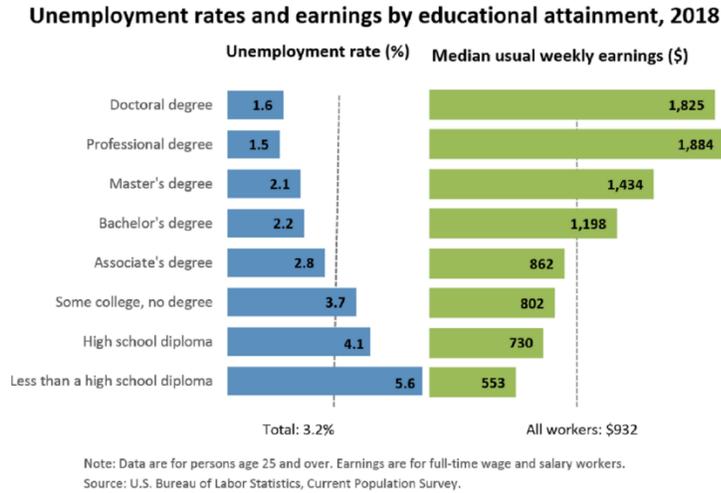
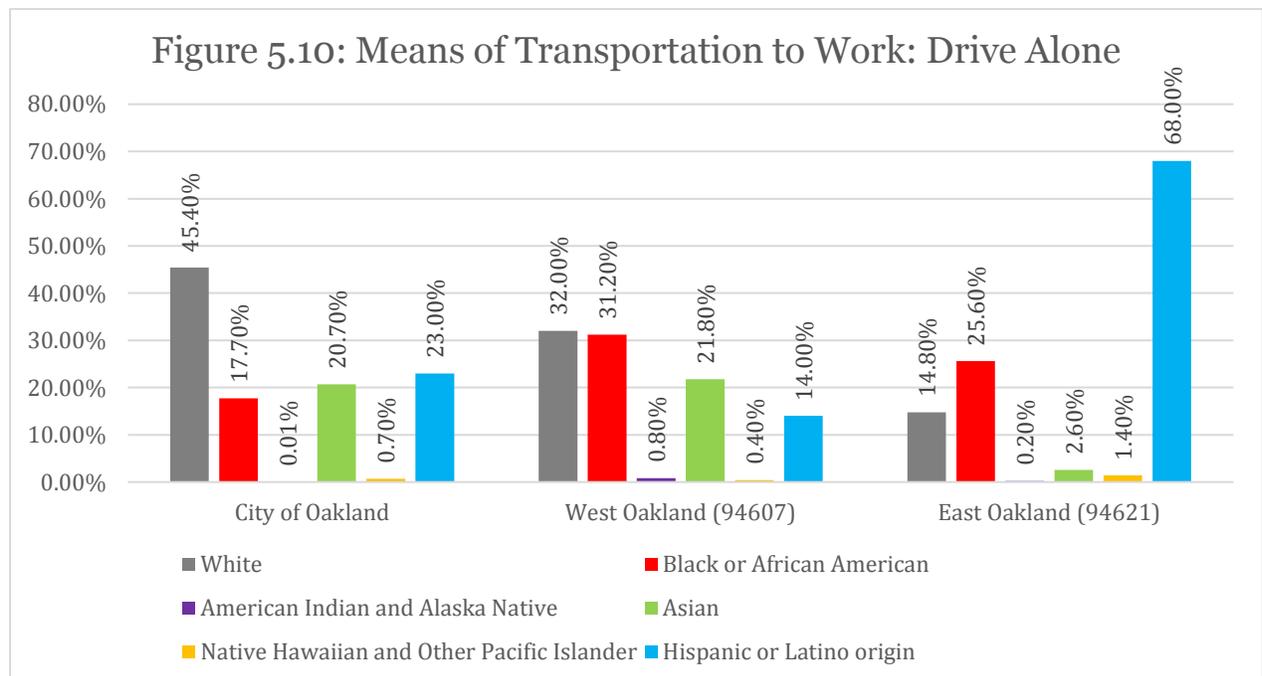


Figure 9.9: Unemployment Rates and Earnings

5.6 Indicator #6: Means of Transportation to Work

This indicator reflects the means by which residents traveled to work, whether via driving alone or by public transportation per the 2017 American Community Survey, each of which is analyzed below. There are two limitations to this section: First, public transportation was not distinguished between BART or bus. Second, walking and bicycling were not options in the data. The data is inconclusive in determining if differences in means of transportation are indicative of racial disparities.

Drive Alone



Citywide: Drive Alone

- American Indian/Alaskan Native: .001%
- Asians: 20.7%
- Black or African-American: 17.7%
- Hispanic or Latino: 23.0%
- Native Hawaiian or Other Pacific Islander: 0.7%
- White: 45.4%

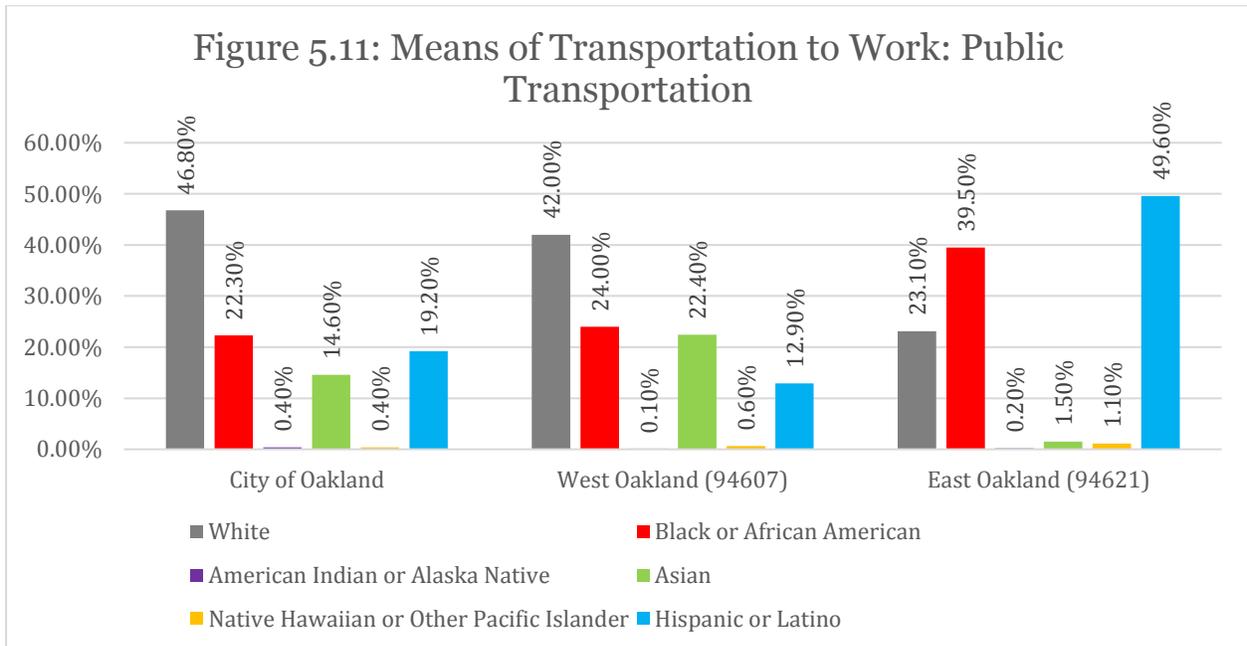
94607 (West Oakland): Drive Alone

- American Indian/Alaskan Native: 0.80%
- Asians: 21.8%
- Black or African-American: 31.2%
- Hispanic or Latino: 23.0%
- Native Hawaiian or Other Pacific Islander: 0.4%
- White: 32.0%

94621 (East Oakland): Drive Alone

- American Indian/Alaskan Native: 0.2%
- Asians: 2.6%
- Black or African-American: 25.6%
- Hispanic or Latino: 68%
- Native Hawaiian or Other Pacific Islander: 1.4%
- White: 14.8%

Public Transportation



Citywide: Public Transportation

- American Indian/Alaskan Native: 0.4%
- Asians: 14.6%
- Black or African-American: 22.3%
- Hispanic or Latino: 19.2%
- Native Hawaiian or Other Pacific Islander: 0.4%
- White: 46.8%

94607 (West Oakland): Public Transportation

- American Indian/Alaskan Native: 0.1%
- Asians: 22.4%
- Black or African-American: 24%
- Hispanic or Latino: 12.9%
- Native Hawaiian or Other Pacific Islander: 0.6%
- White: 42%

94621 (East Oakland): Public Transportation

- American Indian/Alaskan Native: 0.2%
- Asians: 1.5%
- Black or African-American: 39.5%
- Hispanic or Latino: 49.6%
- Native Hawaiian or Other Pacific Islander: 1.1%
- White: 23.1%

Why Does This Matter?

Understanding residents' commuting behaviors and transportation needs is highly relevant to addressing economic disparities because transportation cost burden is the second most impactful economic necessity for low income residents, after housing cost. Concerns about transportation and parking, as well as possible increased congestion, have been frequently cited as one of the top reasons why West Oakland residents may oppose the Howard Terminal proposal. Residents who drive to work are concerned that they will be unable to find street-parking when they return home.

5.7 Indicator #7: Health Outcomes

For health outcome indicators, the same data disaggregated by race and zip code was sought for asthma, cardiovascular disease, stroke, cancer, obesity; however, this information was unavailable. Therefore, data for asthma emergency department visits from the Alameda County Public Health Department *East and West Oakland Health Data Existing Cumulative Health Impacts*²¹ report are used as proxies.

²¹ <http://www.acphd.org/media/401560/cumulative-health-impacts-east-west-oakland.pdf>

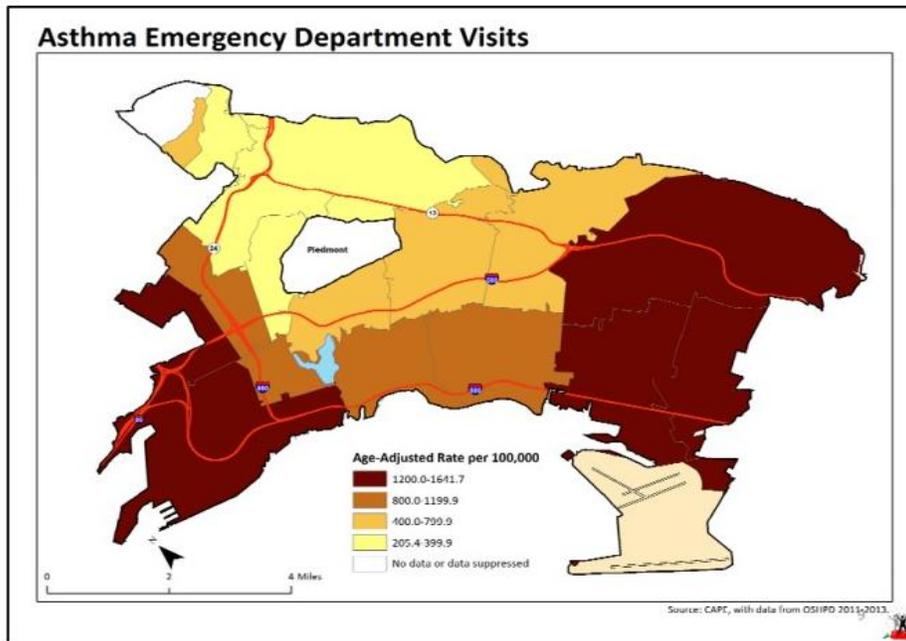


Figure 5.12: Asthma Emergency Department Visits

West and East Oakland have the highest incidences of asthma-related emergency department visits relative to the rest of the city. This can be attributed to higher levels of air pollution due to their proximity to the maritime uses, industrial zones, freeways, and other emitters of high levels of air pollution. Per the West Oakland Environmental Indicators Project, West Oakland residents, most whom are people of color, experience higher levels of illnesses that are related to black carbon²², which include asthma, emphysema, and Chronic Obstructive Pulmonary Disease, than residents from other parts of our city due to prolonged exposure to air pollution caused by freeway traffic and emissions from neighboring industrial zones.

Why Does This Matter?

East and West Oakland residents experience higher levels of illnesses related to black carbon illnesses and higher mortality rates than residents from other parts of our city due to prolonged exposure to air pollution caused by freeway traffic and emissions from neighboring industrial zones. East and West Oakland residents, particularly the elderly, are more likely than other Oakland residents to experience black carbon-related illnesses such as asthma, emphysema, and Chronic Obstruction Pulmonary Disease.

²² Black carbon is the sooty black particulates that are emitted from gas and diesel trucks, coal-fired power plants, and other sources that burn fossil fuels.

6.0 COMMUNITY BENEFITS AGREEMENTS

This section provides a brief overview of CBAs and lessons learned that is used in conjunction with the baseline indicators analysis to inform the Considerations section below.

CBAs, first used in California in the late 1990s/early 2000s, are a relatively new phenomenon in urban commercial real estate development projects and can serve as a means to improve community outcomes. The use of CBAs is not mandatory; however, once/if they are negotiated and signed, they are a legally-binding document.

Because development projects take years to complete, affected communities experience short-term negative effects such as traffic congestion and detours, air and noise pollution from construction, business disruption/dislocation, and sometimes residential displacement. Long-term negative effects can include permanent residential displacement, loss of local jobs/small businesses, and loss of public transportation access.

Despite historically lacking political power, communities began to organize and oppose development projects because they were tired of experiencing compounded negative effects. Opposition included building coalitions, organizing campaigns, protesting, and more effectively voting elected officials who supported the development projects that communities were against out of office. Developers, and elected officials, recognized the importance of community support and began to utilize the CBA process to avoid construction delays and bad public relations.

Previously the developer negotiated CBAs directly with community-based organizations, but as CBAs' sophistication and policy implications increased, local officials became involved in the negotiations and often served as intermediaries, or even arbitrators.

The CBA process eventually evolved to become somewhat standardized, in that subsequent CBAs included the same general components, though not necessarily identical in substance because of the multifirmity of communities. Most CBAs include the following main components:

- **Local Hire:** A percentage of the jobs created by the project must be filled by members from the local community.
- **Job Training:** Developer provides funding for a jobs training center to create a pipeline of qualified candidates from the local community, primarily youth or displaced workers, to the jobs created by the project.
- **Livable Wage:** This requires jobs created by the project to pay a livable wage, which is not the same as minimum wage. A livable wage is usually higher than the federal minimum wage and calculated based on the city's cost of living.
- **Affordable Housing:** Requires a certain percentage of the housing units that are created as part of the development to be affordable for low-income households.

6.1 CBA 2.0: The Oakland Army Base

The \$800 million Oakland Army Base redevelopment project signified the evolution and expansion of CBAs by explicitly advocating for the most vulnerable and marginalized community members, and was hailed nationally as a model for equitable development²³. The Oakland Army Base CBA was negotiated and completed in July 2012 by multiple stakeholders who represented elected officials, the developer, and community-based organizations such as the West Oakland Environmental Indicators Project and the coalition Revive Oakland!. The Oakland Army Base CBA advanced equitable employment terms that included:

- Prioritization of employing disadvantaged workers, defined as a resident that is a single parent, emancipated from foster care within the last five years, or meets the following eligibility criteria²⁴:
 - Individuals who were unemployed for the 6 months preceding employment;
 - Veterans who separated from service within the last 12 months prior to employment;
 - Ex-offenders previously convicted of a felony.
- Employer shall exclusively consider workers referred by the West Oakland Jobs Resource Center during a five-day period;
- Unless required in limited circumstances, employers shall not research or inquire about a prospective workers' criminal background;
- Provide living wage compensation.

While its actual outcomes may be an issue, the Oakland Army Base CBA was the first of its kind to include provisions whose benefits were in tacit reference to race, such as the inclusion of Ban the Box, which is a policy that prohibits employers from asking about an applicant's conviction history until an offer is forthcoming. However, the Oakland Army Base CBA was not informed explicitly by data that measured race and equity baseline indicators and therefore metrics were not established by which equitable progress and/or effectiveness could be measured.

6.2 CBA 3.0: Howard Terminal

The Howard Terminal CBA will be the first to explicitly factor race and equity into its formation and to establish metrics accordingly. It will be the first to attempt to define equity and inclusion by answering the questions, "What does it mean to do community benefits using an equity framework?" and relatedly, "What is a community benefit, *when viewed through an equity frame?*" It will use the baseline indicators from this report and inclusive public engagement to assess the following:

- What are the needs, *by race?*
- Who is most affected, *by race?*
- Who is the most vulnerable, *by race?*

²³ Smith, 2016

²⁴ Partnership for Working Families, n.d.

7.0 CONSIDERATIONS

This section lists considerations that should be factored into the Howard Terminal CBA process to reflect the unique needs of Oakland’s communities. With the combination of the baseline indicators in the first part of this report, and the history of CBAs and feedback from stakeholders who were involved in previous CBA formations discussed in the second part, the preliminary considerations related to an equity-designed CBA for Howard Terminal are:

7.1 Defining the Community

It will be important to define the “community” in the Howard Terminal CBA to determine who represents the community when designing the CBA. There is not a universally accepted identification and definition of “community” when negotiating community benefits. However, there is generally wide acceptance that “community” can be comprised of the following groups:

- **Immediate:** These are communities that are in the immediate geographic vicinity of the project and can be measured by a one-mile radius. The Howard Terminal CBA would need to clearly define what the immediate community is, whether by radius, zip code, or another agreed-upon definition by the stakeholders.
- **District:** These are communities that are further out from the immediate one-mile radius of the project but are within the same district, “district” usually referring to the city council district in which the development project occurs. The Howard Terminal CBA would need to clarify if the community benefits extend beyond the immediate radius to include Council District 3 entirely, which is the district in which it is located.
- **Citywide:** These are communities located within city limits but not necessarily in the immediate proximity and/or district of the development project. Because of the potential Howard Terminal CBA job implications, the CBA will need to account for the current citywide employees who work at the current Coliseum who may not necessarily live in the immediate vicinity or District 3 but who are affected.
- **Region:** These are cities within a geographical region that can be affected by the development (e.g. traffic congestion on game days). The entire Alameda County and/or Bay Area region will not need to be included in the Howard Terminal CBA; however, there should be the consideration of Alameda County and/or Bay Area residents in the CBA if, for example, the construction company that is hired

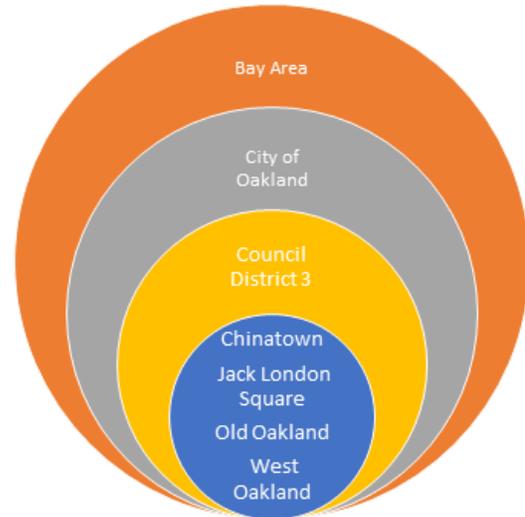


Figure 7.1: Defining Community by Proximity to Howard Terminal

to build the ballpark has previously hired out-of-state workers instead of workers from the region.

7.2 Racial Equity Framework

A critical difference between this approach and others is to tie the CBA element development to equity outcomes and measurements to intentionally focus on driving and tracking activities toward reducing specific racial disparities. The following process elements should be factored into the Howard Terminal CBA design process to focus on closing racial disparities in the affected communities:

- **Articulated Equity Outcomes:** The goal(s) or targets that speak to the needs of those most impacted by racial disparities. Goals will be advised by relevant disaggregated outcome data, to be explicit about, and to begin by working backwards from disparities with the community, to identify the most meaningful possible CBA components.
- **Inclusive Public Engagement:** The development of the CBA should include the implementation of an Inclusive Public Engagement Plan to ensure the inclusion of the most marginalized individuals and communities who have been historically underrepresented in such processes, and whose perspective is necessary to effectively define problems and solutions;
- **Meaningful Measurement:** Metrics that will be used to track progress, and the reporting mechanism(s) by which progress will be conveyed, the frequency of progress updates, and the person(s) responsible for tracking goals;
- **Monitoring and Enforcement:** The CBA should include clear monitoring, enforcement provisions, and penalties for noncompliance, enforceable by City/Port authority with adequate staffing for monitoring; and multiple signers from various stakeholder groups to ensure greater accountability to community interests over time.

8.0 CONCLUSION

This existing conditions report provides a baseline against which to develop meaningful equity outcome components and measurements for the Howard Terminal CBA that will capture its impact and provides a list of considerations for use in designing the CBA. The Oakland A's have shared a stated objective for their new ballpark project that is to generate transformative economic and community benefits for Oakland communities. An equity approach takes into consideration the historic impacts of structural marginalization based on race, and identifies those who are impacted and the degree of impact by analyzing resulting racial disparities. Those most impacted by disparities are not equally situated to be able to tap into the community benefits process unless the process contains the specific services they need, and barriers to their participation have been removed or addressed.

CBAs cannot be expected to mitigate all disparities in entirety because there are other variables that affect and contribute to existing inequitable conditions. However,

CBAAs can, with sufficient intentionality, be designed to improve conditions in the lives of those most impacted by racial disparities.

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