

8TH STREET CORRIDOR IMPROVEMENTS

APRIL 2025

Racial Equity Impact Analysis



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1. INTRODUCTION

What is Racial Equity Impact Analysis?

The framework for **Racial Equity Impact Analysis (REIA)** was developed by the Department of Race and Equity to explicitly embed racial equity into the City's decisions and policies. Unlike the blatantly discriminatory policies of the past, most policies today are not designed to intentionally exclude or to create additional barriers for people of color. But unfortunately, many policies still have real consequences that adversely affect how people of color experience and are impacted by systems.

For these conditions to change, City staff and policymakers must grow the capacity to assess and design explicitly for racial equity. REIA is a template to guide this process of change.

REIA is a tool for revealing racial disparities, unearthing root causes, engaging impacted communities and ultimately provides a set of specific recommendations to work with and a framework for evaluating impacts of decisions on equity.

1. INTRODUCTION

What is Racial Equity Impact Analysis?

The City of Oakland REIA framework aims to:

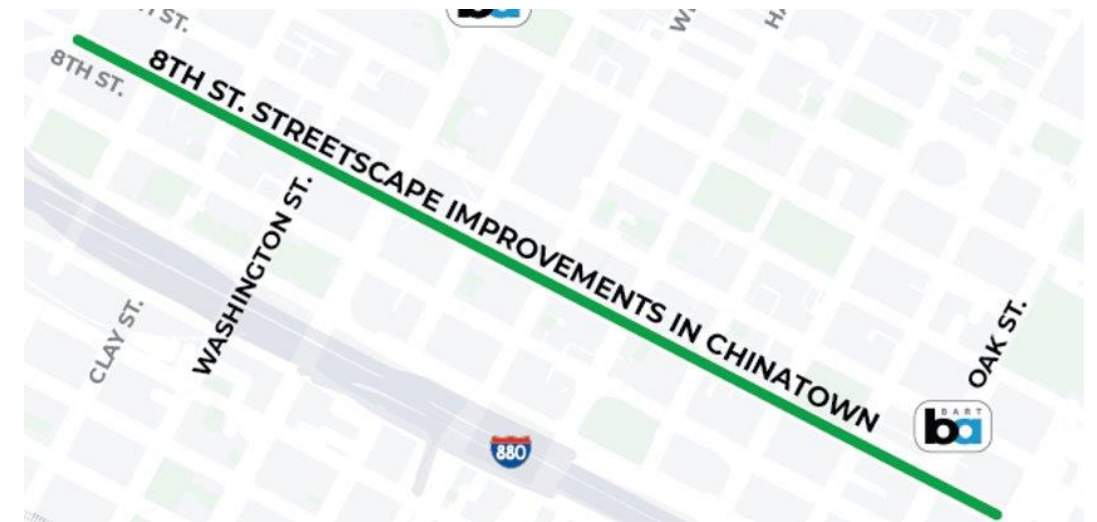
- Explicitly address issues of social and economic injustice, and structural racism
- Use data to identify groups impacted by racial disparities and racial equity outcomes
- Disrupt racial bias and assumptions embedded in policies, procedures and systems
- Build in decision-making prompts that evoke consideration of equity and inclusion of community
- Foster focused engagement of underserved stakeholders
- Systemically analyze potential impacts of City action or inaction on groups impacted by disparities
- Increase institution's capacity for, and commitment to using data to measure progress

1. INTRODUCTION

8th Street Corridor Improvements – Project Scope

The 8th Street Corridor Improvements will:

- Improve safety at pedestrian crossings
- Enhance the pedestrian experience by removing sidewalk tripping hazards, installing wayfinding signage, upgrading pedestrian lighting
- Remove one vehicle lane and using that space to expand pedestrian space, add diagonal parking, and/or add ADA passenger and commercial loading zones
- Add new amenities, such as benches and trash cans (where feasible)



The project is on 8th Street between Fallon Street and MLK Jr. Way.

This next section seeks to answer the following question:

How does the history of immigration, transportation, and land use impact the area today in which the project is located?

2. PROJECT AREA COMMUNITIES

How does history impact project area communities today?

History of Old Oakland

In the 1860s, the Central Pacific Railroad located its western terminus on 7th Street and Broadway. Oakland's original downtown sprung up around the railroad station. Many Victorian hotels were constructed on the surrounding blocks for travelers.

The construction of the terminus also attracted immigrant workers to the area. However, that area began to decline in the early 1900s as the shopping district moved northward past 14th St.



Source: Oakland History Center, Oakland Public Library, City of Oakland

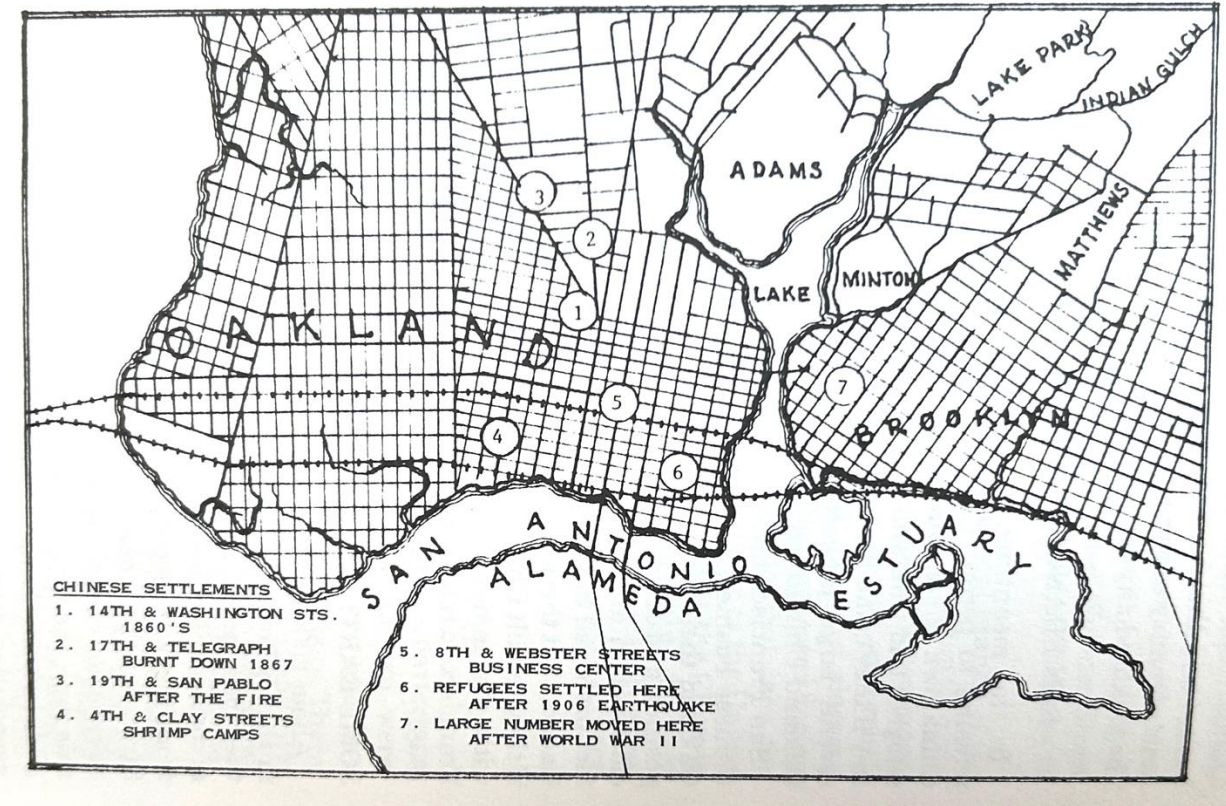
2. PROJECT AREA COMMUNITIES

How does history impact project area communities today?

Chinese immigration to California

In the 1850s, Chinese people immigrated to California to construct the Central Pacific Railroad and to mine for gold. Due to racism and local exclusion laws, immigrants attempted to settle in a few different areas in Oakland before finally locating in current day Chinatown, centered at 8th St and Webster St in the 1870s.

The Chinese built the early local lines in California and throughout the western states. Many of these are no longer in existence. In Oakland, there were hundreds of Chinese workers laying tracks and constructing bridges. Oakland's great railroad construction era was in the 1860s.



Source: *The Chinese of Oakland – Unsung Builders*

2. PROJECT AREA COMMUNITIES

How does history impact project area communities today?

Population changes

The Chinese Exclusion Act of 1882 restricted the immigration of Chinese laborers in the US and denied them a path to citizenship. Consequently, the Chinese population declined and living conditions for Chinese worsened as the legislation legitimized housing and employment discrimination.

However, after the 1906 earthquake and fire in San Francisco, around 1500 people who were displaced settled in Oakland's Chinatown, tripling its population and expanding the extents of the neighborhood.



1278 A typical scene in the Chinese quarter, Oakland, California.

Source: Oakland's Chinatown

2. PROJECT AREA COMMUNITIES

How does history impact project area communities today?

Discrimination and organizing

Chinese immigrants worked in canning, cotton mills, explosives, shipyards, farming, laundries, and shrimping. However, anti-Chinese sentiments in Oakland rose with the decline of the California economy in the early 1900s. White workers scapegoated Chinese laborers for the economic depression.

Discriminatory ordinances, modeled after those passed in San Francisco, isolated the Chinese community. Chinese immigrants were targeted through the criminalization of street peddling, closure of Chinese laundries, and prohibition of crowded tenement housing. In 1912, the Chinese American Citizen's Alliance (CACA) opened an Oakland branch. The group's primary objective was lobbying against anti-Chinese legislation.



CACA Bay Area Delegation to 1925 Chicago Convention

Source: *The Chinese of Oakland – Unsung Builders*

2. PROJECT AREA COMMUNITIES

How does history impact project area communities today?

Redlining

In 1906, a local redlining measure was brought to City Council and Board of Health by Louis Schaffer, former chief of Oakland police. Schaffer requested that the growth of Chinatown be restricted in the interest of "public health and good morals." Later, the 1913 Alien Law made it impossible for Chinese to own land. Throughout the 1920s, restrictive housing codes, zoning ordinances, and neighborhood covenants kept Chinese immigrants within the boundaries of Chinatown.

The map to the right shows the official redlining designation. Redlining created racially-restricted neighborhoods where communities of color were barred from homeownership. Considered undesirable, redlined areas were targeted for urban renewal projects and slum clearance.



Source: Home Owners' Loan Corporation Map (1937)

2. PROJECT AREA COMMUNITIES

How does history impact project area communities today?

Freeway construction impacts

In the mid-1950s, sections on the western side of the neighborhood below 7th Street were demolished to make way for the construction of I-880, also known as the Eastshore or Nimitz Freeway. As a result, Chinatown lost over 2,000 low-rent housing units along 6th St and Castro St, forcing residents to relocate. A community anchor, the Buddhist Church of Oakland, was also relocated to make space for the freeway.

The highway served as a physical demarcation of redlining and created a barrier between Chinatown and the waterfront. The impacts of the freeway can be felt today as it exposes residents to higher levels of pollution, putting them at risk for respiratory illnesses and other health impacts.



Source: [Chinatown Memory Map](#)



Source: [Chinatown Memory Map](#)

2. PROJECT AREA COMMUNITIES

How does history impact project area communities today?

Development leading to further encroachment into Chinatown

Encroachment into Chinatown accelerated in the 1960s in favor of large capital projects like the Webster Tube, which connected Alameda and Oakland, and the Lake Merritt BART station. Oakland Mayor John Houlihan demanded that the Bay Area Rapid Transit District (BARTD) build its headquarters in Oakland in return for the City's agreement to allow tunneling and/or cut-and-cover construction where practical along City streets. In 1964, the City sold two square blocks to BART that was bounded by Madison Street, Oak Street, and 7th and 9th Streets (which made up Madison Square Park), displacing hundreds of residents.

The Chinatown Redevelopment Plan and construction of the Oakland Museum and Laney College led to further displacement throughout the decade. In total, over 10,000 residents were pushed out to make way for these projects. Seventy-five homes, an all-girls orphanage, and the Chinese True Sunshine Episcopal Church were destroyed in the process.



Source: *Democracy in the Space Age: Regional Government under a California State Plan*



Source: *Chinatown Memory Map*

2. PROJECT AREA COMMUNITIES

How does history impact project area communities today?

Community development and organizing

Changes in immigration law in the 1960s lifted previous restrictions and ushered in a renaissance in Chinatown. Many community organizations like the Oakland Chinese Community Council sprung up to provide social services, bring people together, and support new immigrants and seniors. These organizations played an influential role in the redevelopment efforts of the 1970s and 1980s.

In 1981, the East Bay Asian Local Development Corporation (EBALDC) developed the Asian Resource Center, which became a hub of community and social services in Chinatown.



Source: *The Chinese of Oakland – Unsung Builders*

2. PROJECT AREA COMMUNITIES

How does history impact project area communities today?

Anti-Asian violence during the pandemic

During and after the 2020 COVID-19 pandemic, Chinatown experienced an increase in incidences of violence, particularly targeted at elder Asian individuals. Such events created an unsafe environment, making individuals fearful of being in public spaces alone. Many of these assaults were fueled by President Trump's use of racist terms when referring to the spread of the COVID-19.

In response, community organizations like the Oakland Chinatown Coalition organized volunteers to assist community members with daily activities, hosted bystander intervention trainings, and held a safety education workshop series to help bridge cultural divides and foster intergenerational connections.



Source: [Asian Pacific Environmental Network](#)

2. PROJECT AREA COMMUNITIES

How does history impact project area communities today?

Key Takeaways

Discriminatory housing codes and employment practices led to the spatial formation of the Chinatown neighborhood today. Mass demolition and displacement was imposed on the community in the name of large capital projects like the I-880 freeway and Lake Merritt BART station and institutions like the Oakland Museum and Laney College.

Despite these external forces, Chinatown adapted and continues to be one of the few places Asian immigrants can live and work. To this day, it remains an important part of the Chinese community in Oakland, providing housing, social services, and more.



Source: [Oakland North](#)

How is the project area defined? Who are the people who will be impacted by this project?

2. PROJECT AREA COMMUNITIES

Who will benefit from the project? Who will be burdened by the project?

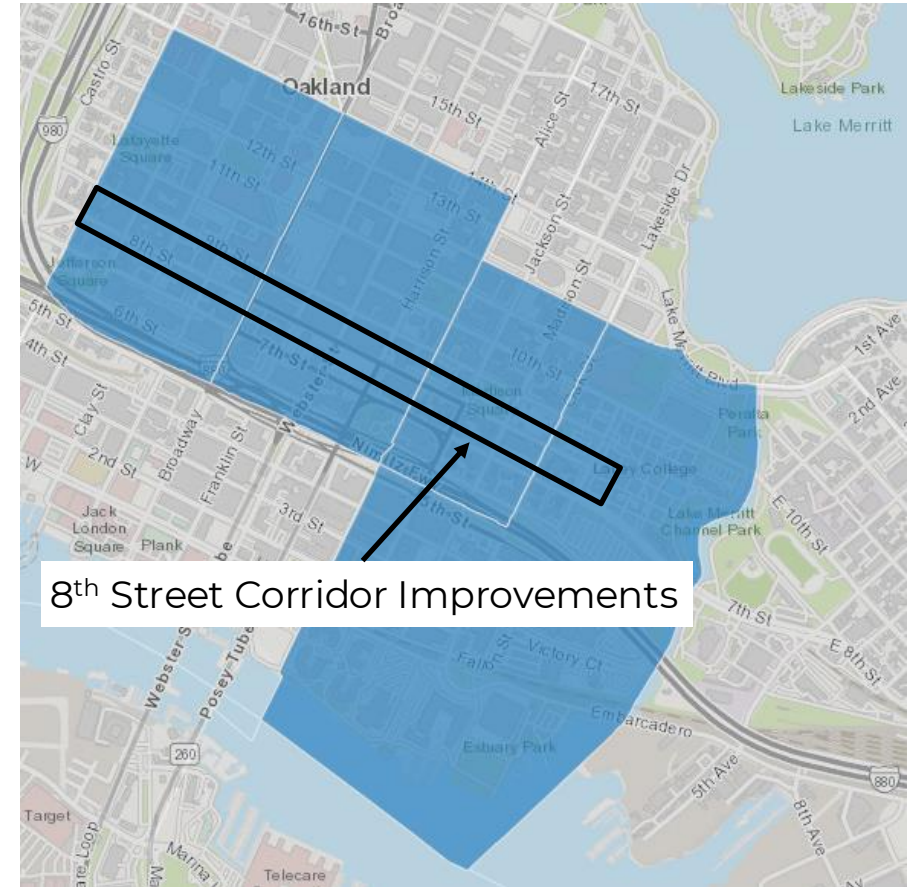
People who may benefit or be burdened by the project	How will they benefit or be burdened?
People who live on or near the 8 th Street project corridor	This project will improve transportation conditions along 8 th Street, particularly for people who live and work along the corridor.
Businesses and employers located along 8 th Street	This project will improve loading and parking conditions along the 8 th Street corridor, which could benefit businesses. However, businesses may be impacted during construction of the project.
People who take the bus along the 8 th Street project corridor	Improving access to AC Transit bus stops will improve transit riders' experiences. However, transit riders could be impacted during construction.
People who go to/from Lake Merritt BART station	Improvements to bus transit stops and to the pedestrian environment on 8 th Street will improve first & last mile connections.

This section of the Racial Equity Impact Analysis analyzes demographic data and equity indicators so that the project team can refine its understanding of particular groups who may be more impacted by the project.

2. PROJECT AREA COMMUNITIES

How is the project area defined?

- 4 Census Tracts overlap with 8th Street between MLK Jr. Way and Fallon Street
- The Census Tract Numbers are:
 - #4031
 - #4030
 - #4033.01
 - #4033.02



Source of Census Tract map: [Alameda County Open Data Hub](https://data.alamedacounty.gov/)

2. PROJECT AREA COMMUNITIES

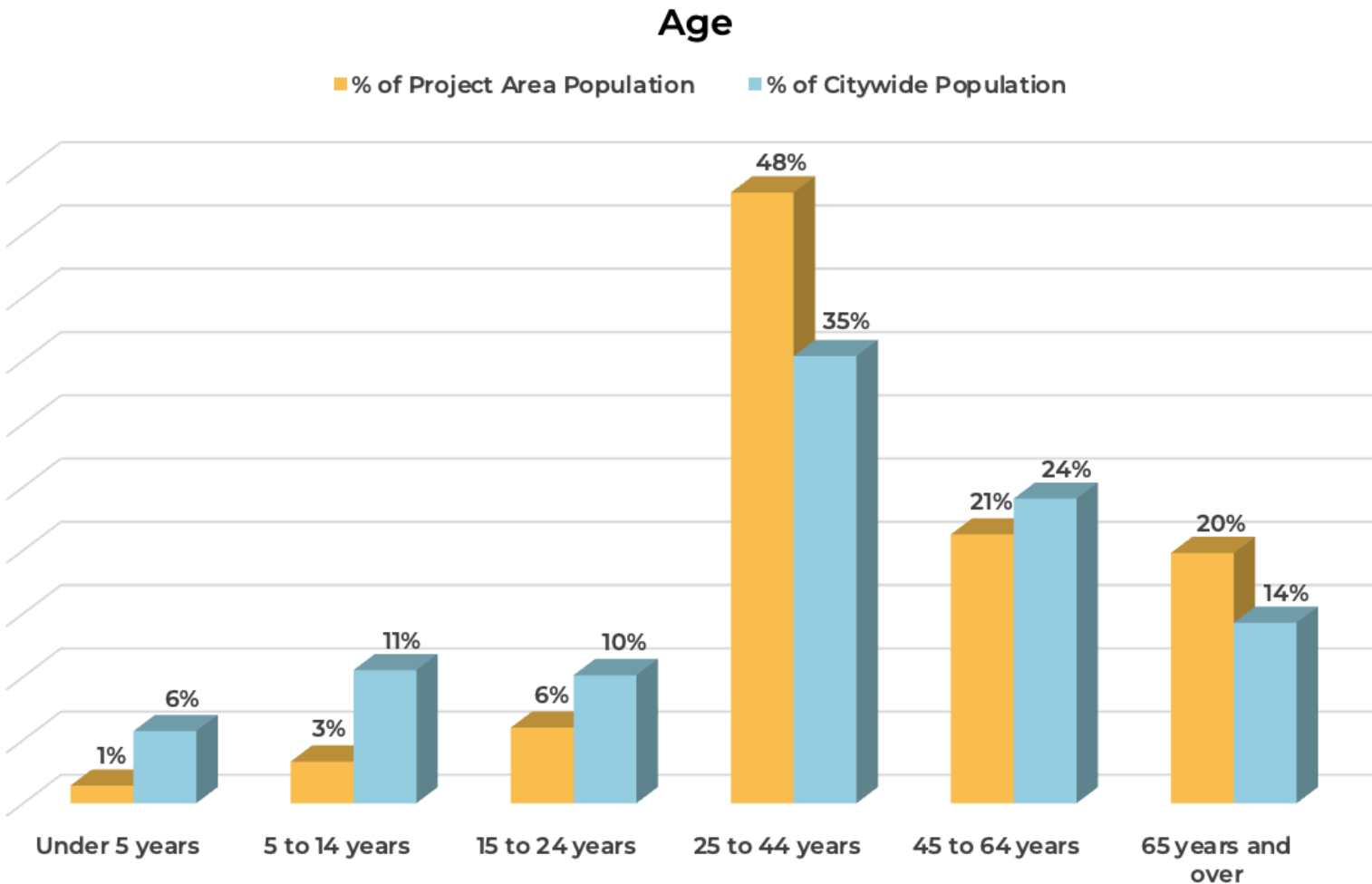
Who are the people who will be impacted by this project?

The 8th Street Corridor Improvements is on 8th Street between Fallon Street and MLK Jr. Way. The project corridor is within 2 census tracts identified as highest equity priority neighborhoods, according to OakDOT's Geographic Equity Toolbox. It also borders one census tract (west of MLK Jr. Way), which is also identified as a highest equity priority neighborhood.



2. PROJECT AREA COMMUNITIES

Who are the people who will be impacted by this project?



Elderly individuals will be impacted by this project.

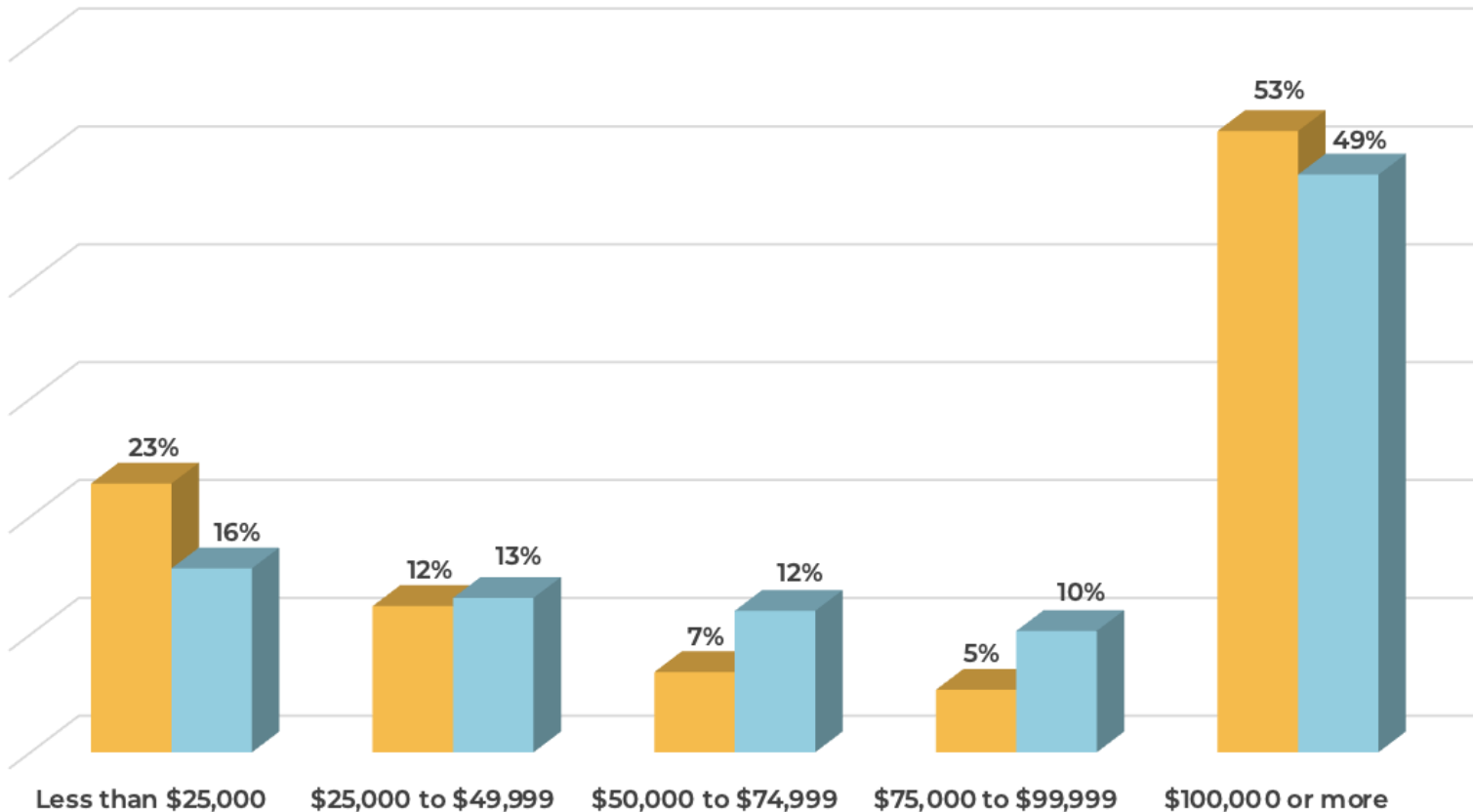
The project area residents differ from the City of Oakland in that there are fewer people under 25 years old, are more individuals aged 25 to 44 years (48% versus 35% citywide), and more elderly individuals (20% versus 14%).

2. PROJECT AREA COMMUNITIES

Who are the people who will be impacted by this project?

Household Income

■ % of Project Area Households ■ % of Citywide Households



Lower income households will be impacted by this project.

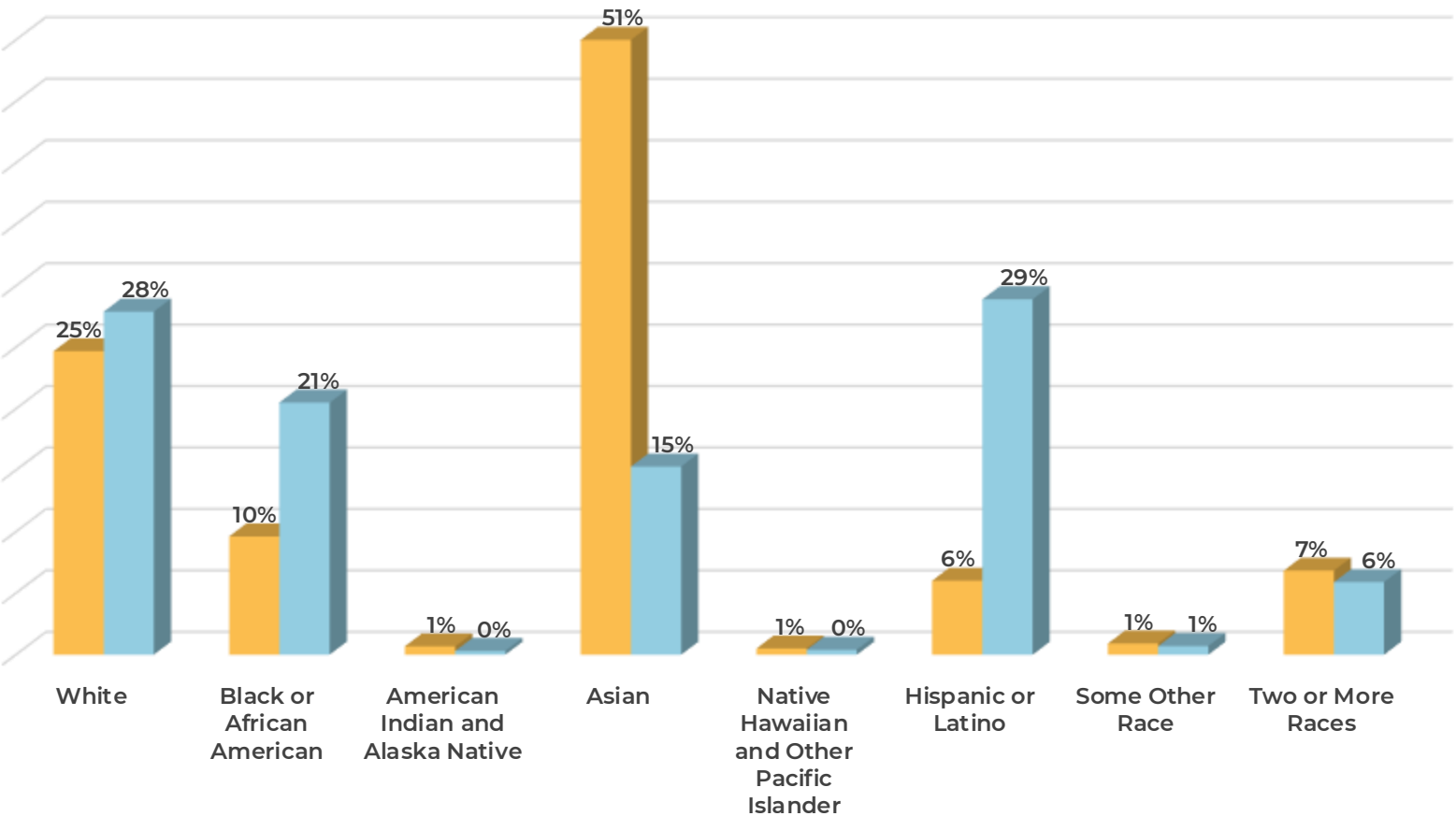
The project area residents differ from the City of Oakland in that there is greater income disparity. In the project area, there are more households at the tail ends of the income spectrum. There is a greater proportion of residents that make less than \$25,000 a year (23% versus 16% citywide) and there is a greater proportion of residents that make \$100,000 or more (53% versus 49% citywide).

2. PROJECT AREA COMMUNITIES

Who are the people who will be impacted by this project?

Race and Ethnicity

■ % of Project Area Population ■ % of Citywide Population



Asian individuals will be particularly impacted by this project.

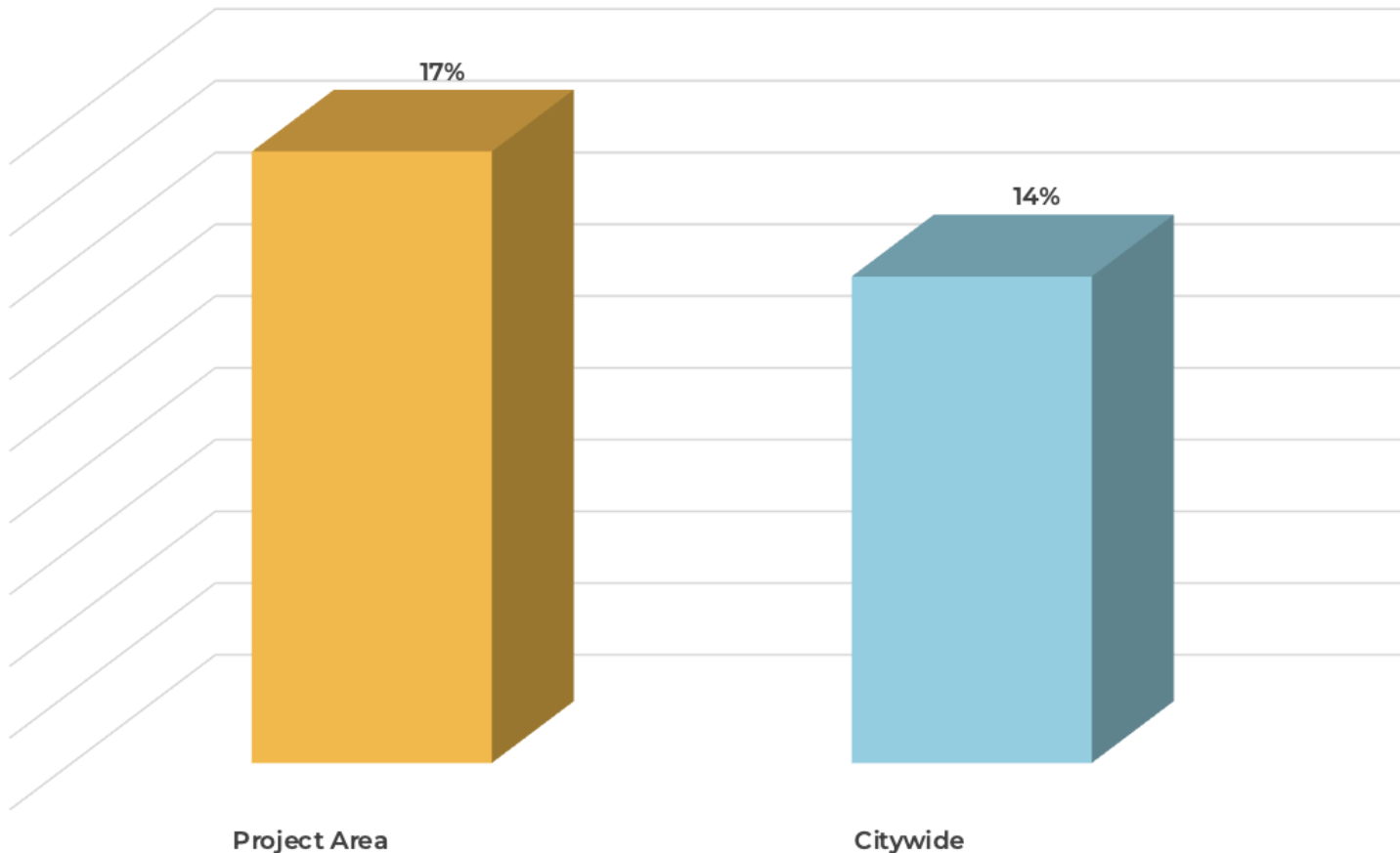
The project area residents differ from the City of Oakland in that there are three times as many Asian residents (51% versus 15% citywide). There is a lower percentage of residents of every other race and ethnicity group compared to the City as a whole.

Source: American Community Survey (ACS) 2023 5-Year Estimates

2. PROJECT AREA COMMUNITIES

Who are the people who will be impacted by this project?

Percentage of Disabled Individuals



People with disabilities will be impacted by this project.

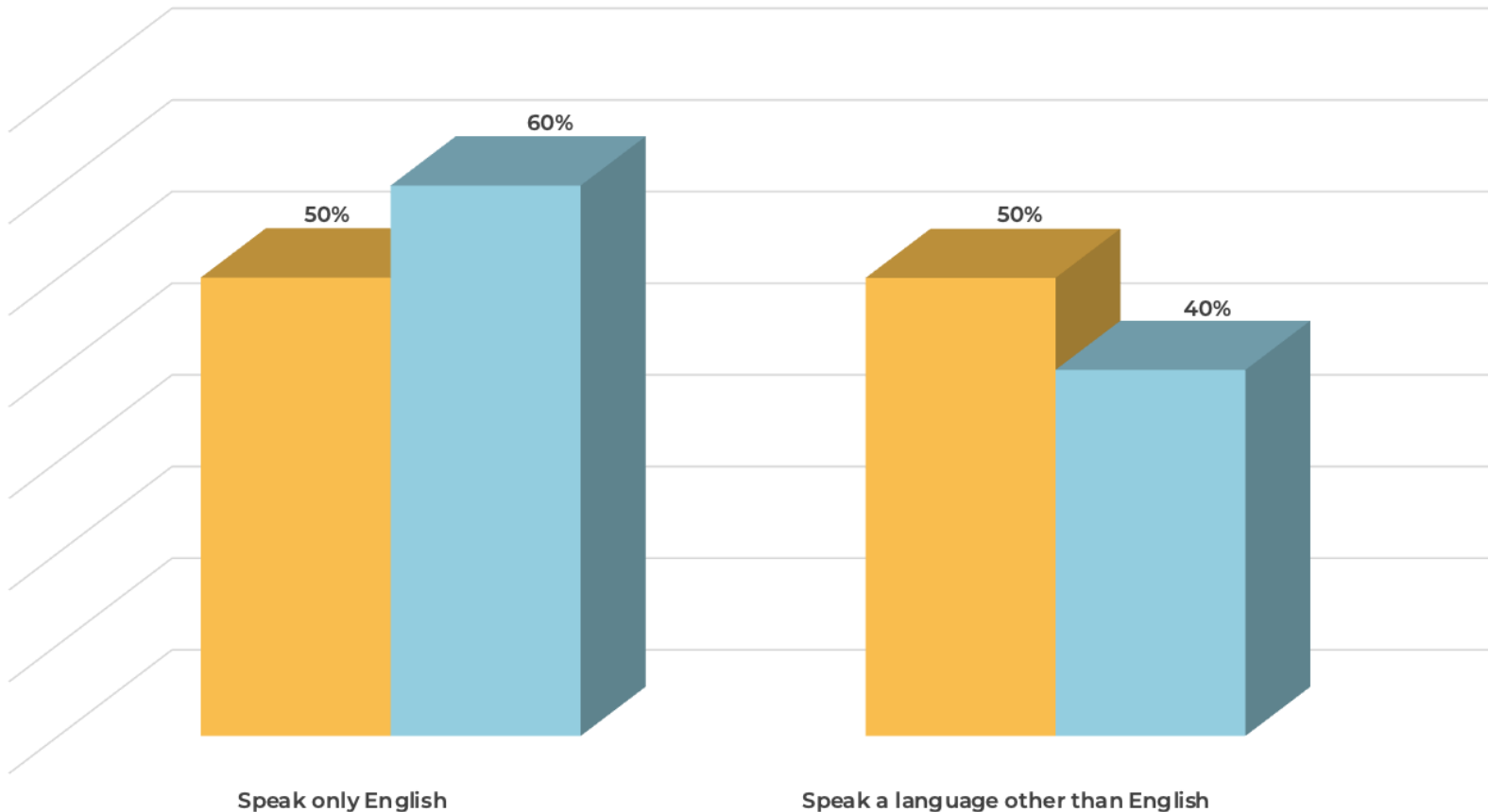
The project area residents differ from the City of Oakland in that there are a greater proportion of individuals with disabilities (17% versus 14% citywide).

2. PROJECT AREA COMMUNITIES

Who are the people who will be impacted by this project?

Language Spoken at Home

■ % of Project Area Population 5 Years or Older ■ % of City Population 5 Years or Older



People who speak more than one language will be impacted by this project.

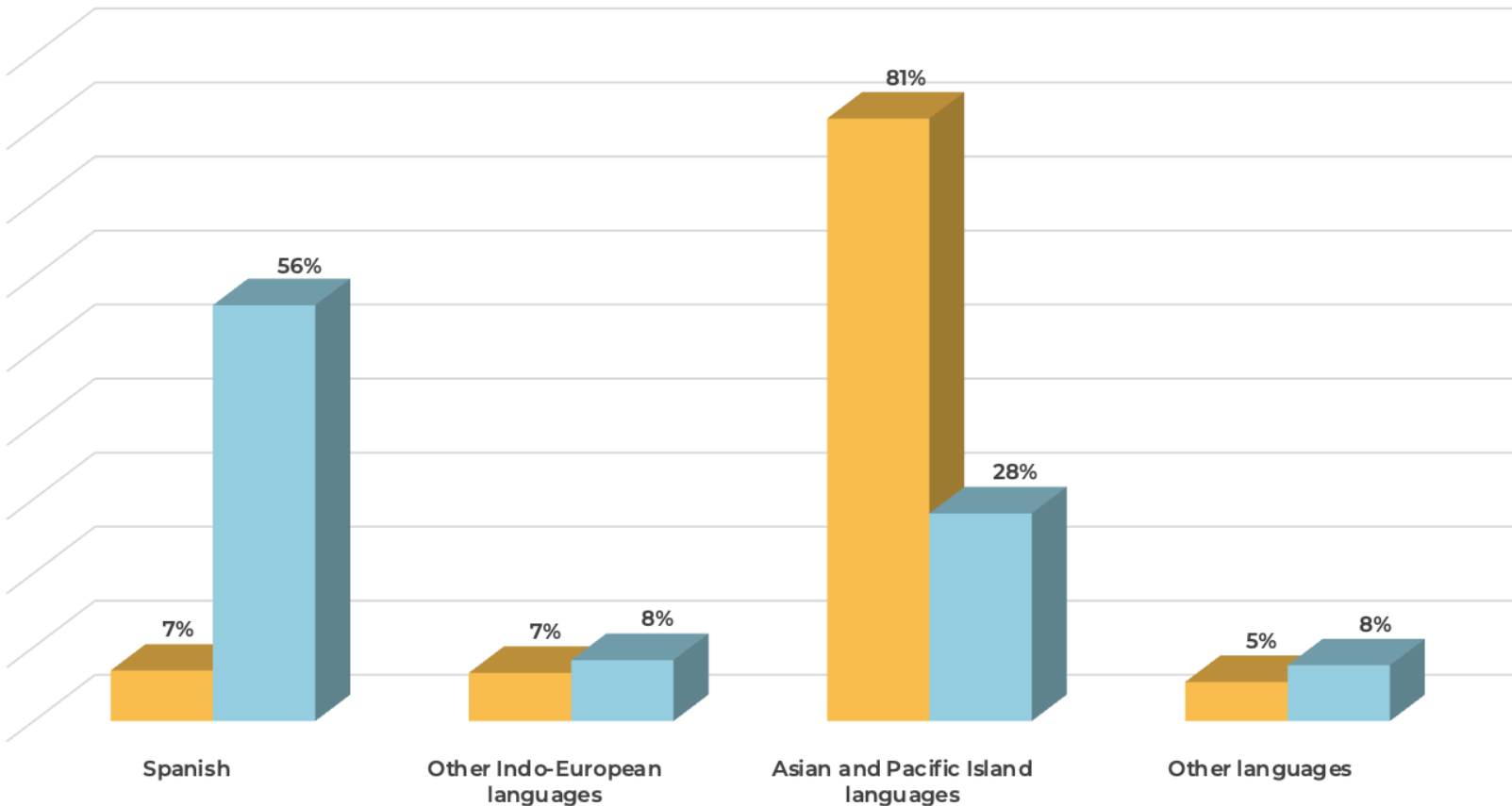
The project area residents differ from the City of Oakland in that there are a greater proportion of multilingual individuals (50% versus 40% citywide).

2. PROJECT AREA COMMUNITIES

Who are the people who will be impacted by this project?

Language Spoken at Home Other than English

■ % of Project Area Population 5 Years or Older ■ % of City Population 5 Years or Older



People who speak Asian and Pacific Island languages will be impacted by this project.

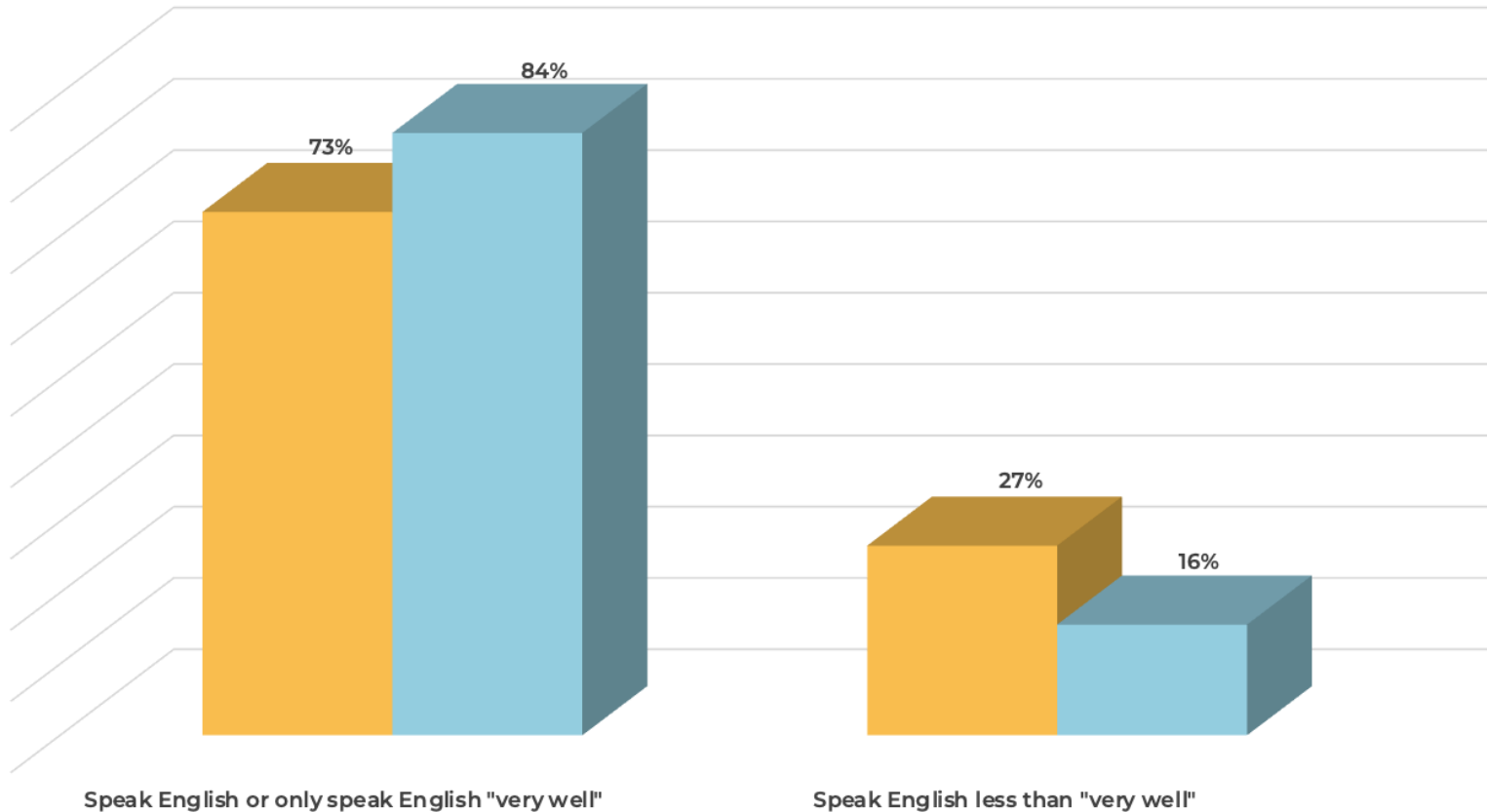
The project area population is almost three times as likely to speak an Asian or Pacific Island language at home.

2. PROJECT AREA COMMUNITIES

Who are the people who will be impacted by this project?

English Proficiency

■ % of Project Area Population 5 Years or Older ■ % of City Population 5 Years or Older



People whose first language is not English will be impacted by this project.

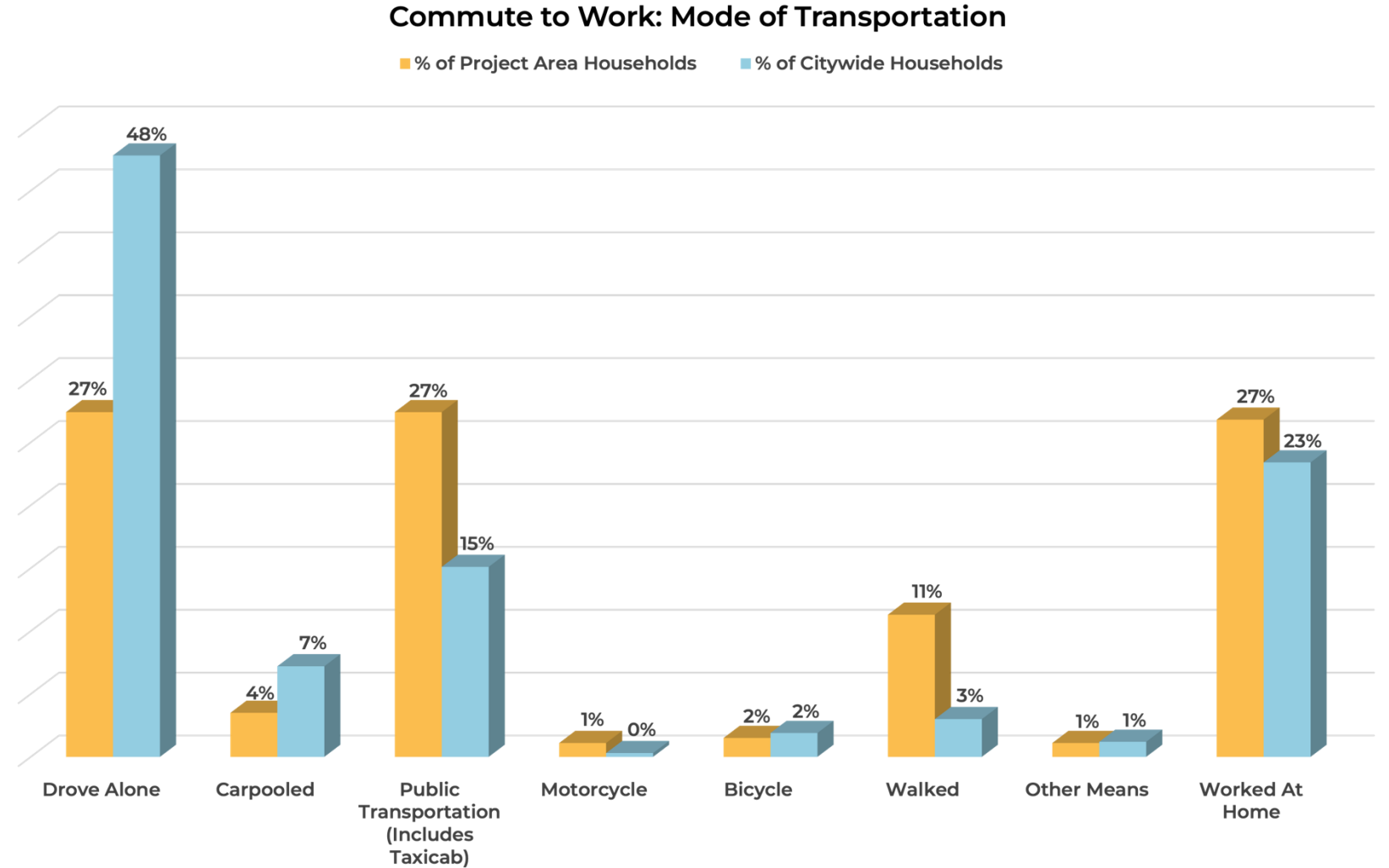
The project area residents differ from the City of Oakland in that there are a greater proportion of individuals who speak English less than "very well" (27% versus 16% citywide).

2. PROJECT AREA COMMUNITIES

Who are the people who will be impacted by this project?

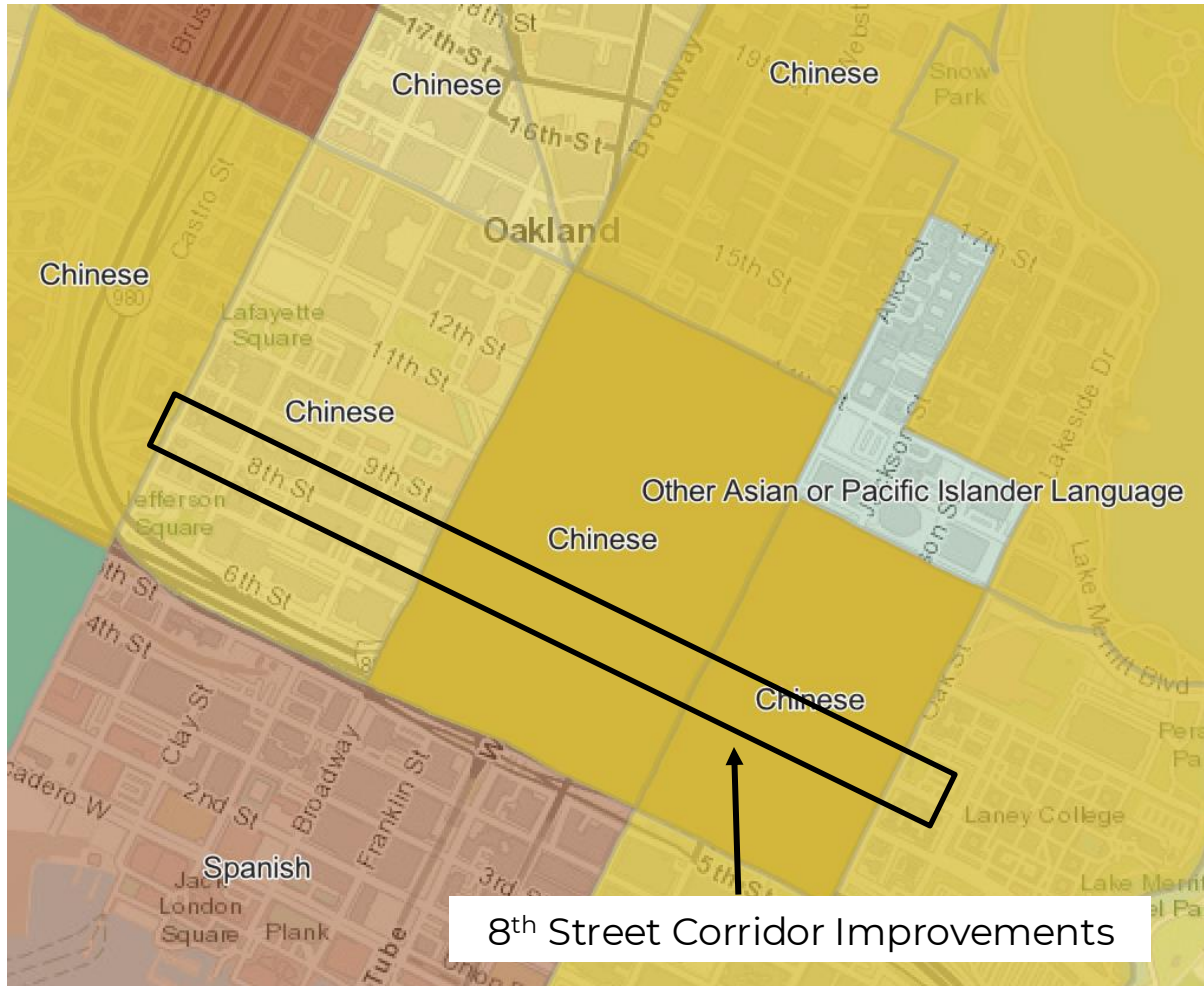
31% of households in the project area used an automobile to get to work compared to 55% of citywide households.

Residents in the project area are more likely to rely on public transit and walking to get to work. They are less likely to drive alone to work compared to citywide households.



2. PROJECT AREA COMMUNITIES

Who are the people who will be impacted by this project?



The map to the left shows that Chinese is the primary language spoken at home for people who live in the census tracts that the project corridor is located in.

3. EQUITY INDICATORS

Overview of equity indicators

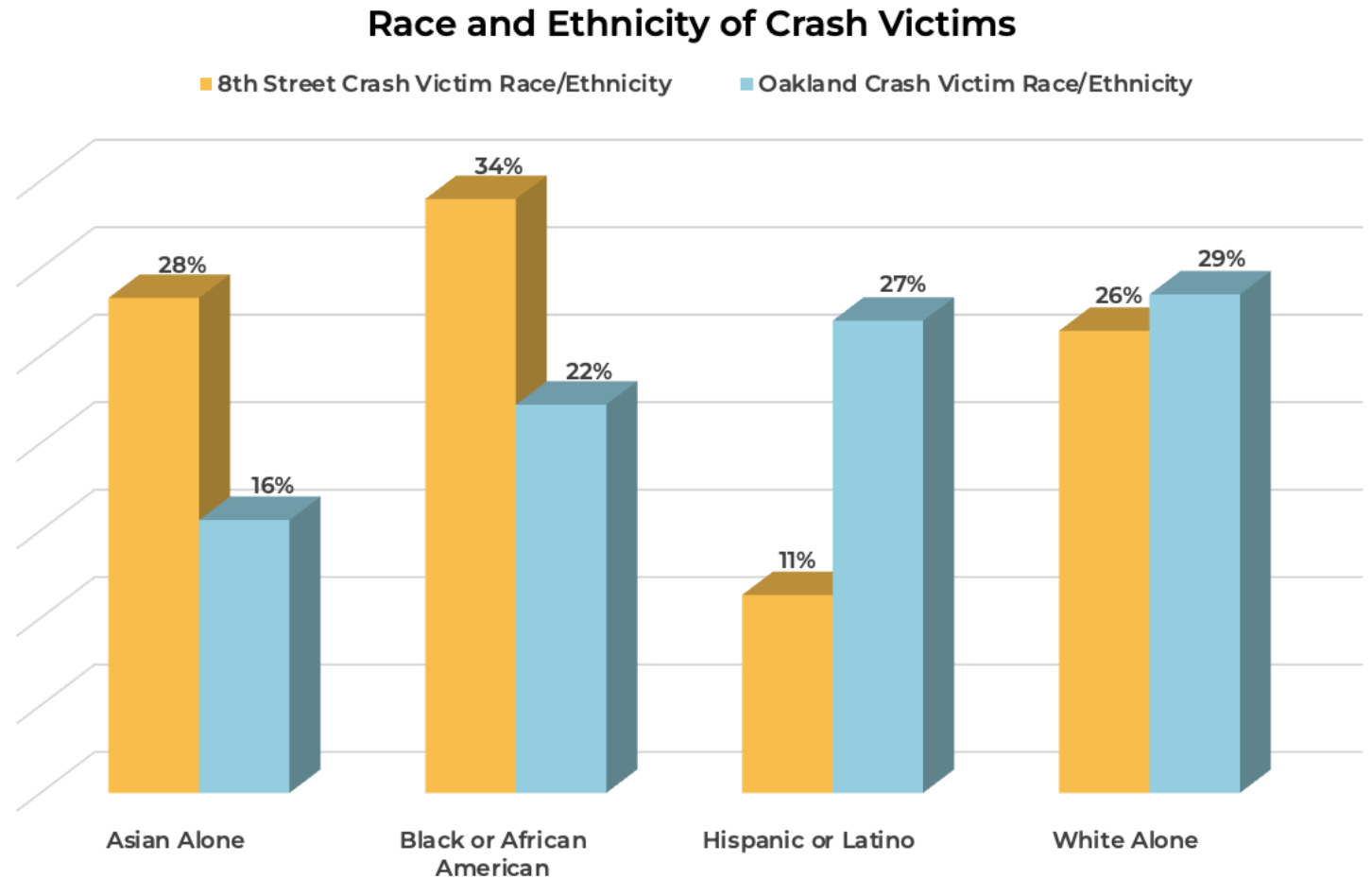
Equity indicators help us quantify, measure, and understand complex disparities. Indicators are chosen based on the anticipated project impacts. The indicators selected for this REIA include:

- Mode of transportation to commute to work
- Household Vehicle Access
- Traffic Collision Victim Age
- Traffic Collision Victim Race and Ethnicity
- High injury network
- Barriers to biking
- Transit ridership and reliability
- Diesel particulate matter
- Nitrogen dioxide exposure

3. EQUITY INDICATORS

Race and ethnicity of traffic crash victims

Between 2018 and 2022, crash victims on 8th Street were more likely to be Asian or Black or African American compared to Oakland's population.

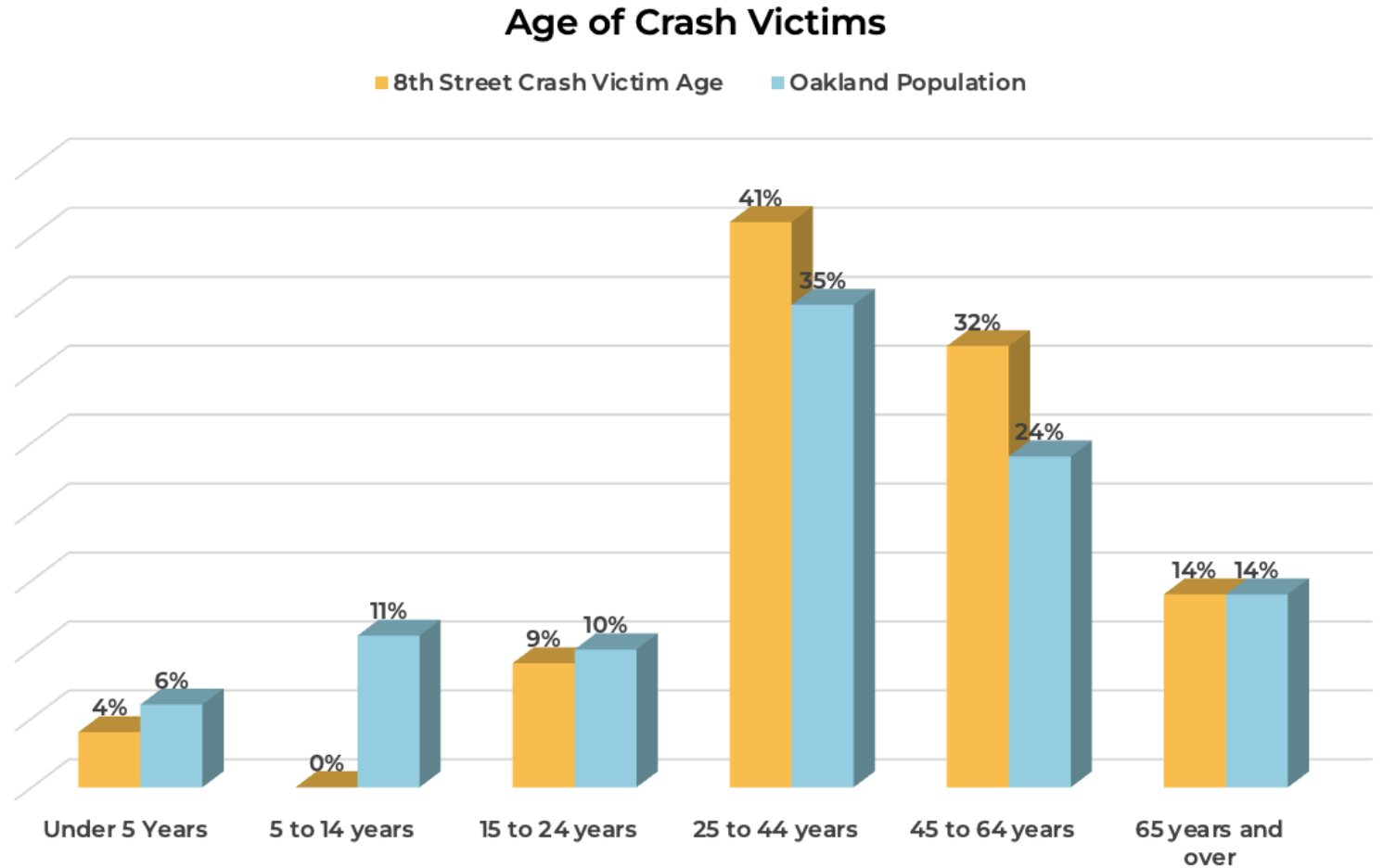


Source: Transportation Injury Mapping System (TIMS), 1/1/2018-12/31/2022

3. EQUITY INDICATORS

Age of traffic crash victims

Between 2018 and 2022, crash victims on 8th Street were more likely to be between the ages of 25 to 44 and 45 to 64 years old.



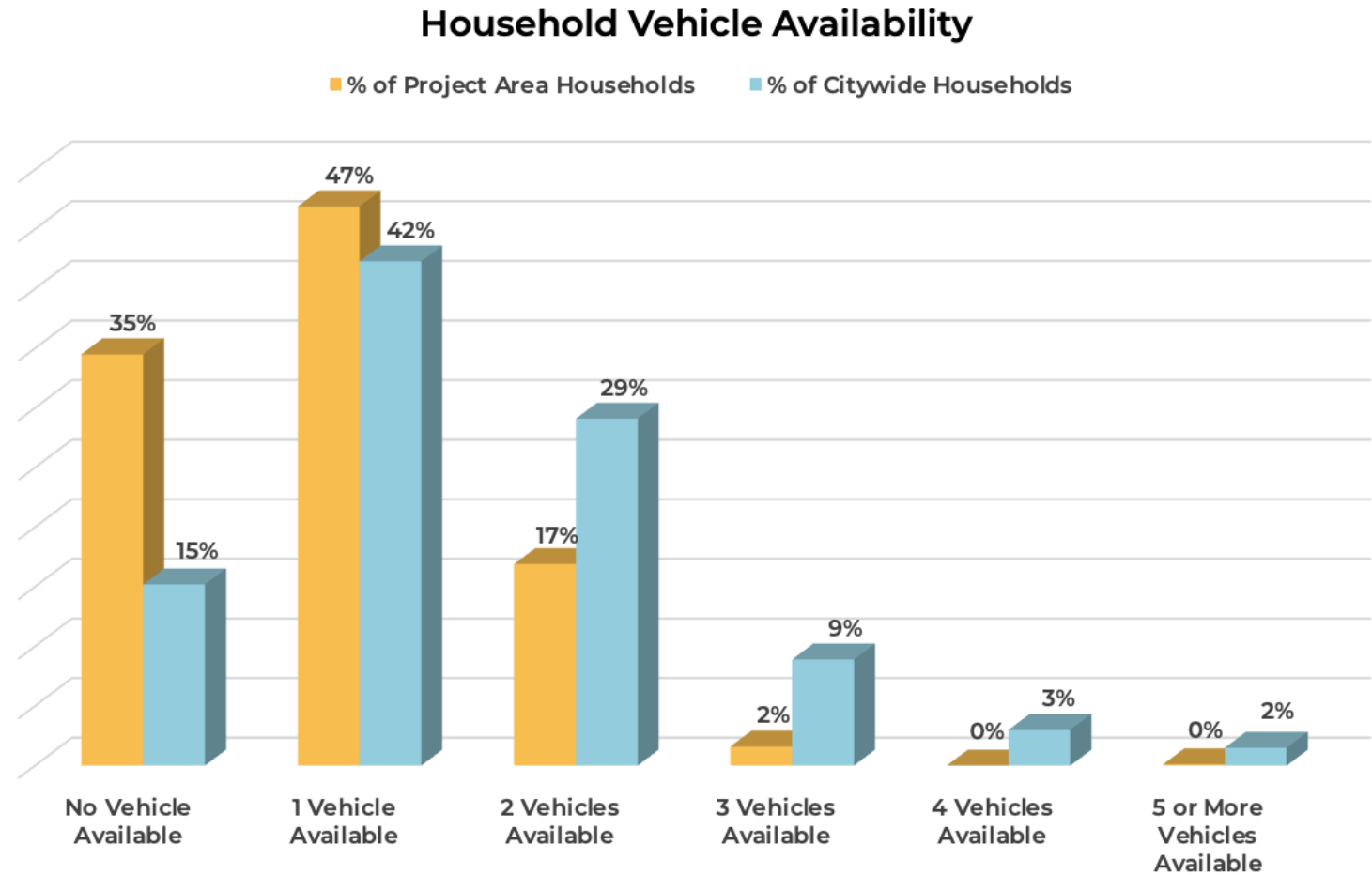
Source: Transportation Injury Mapping System (TIMS), 1/1/2018-12/31/2022

3. EQUITY INDICATORS

Household vehicle availability

Households living near the 8th Street project corridor have less access to vehicles than other households in Oakland. 35% of project area households do not have access to a vehicle at home, compared to 15% of households citywide.

Cars remain an important mode of transportation for traveling to work, school, appointments, social gatherings, and getting groceries or other basic needs. Car access is particularly beneficial in areas of the city where public transit is either inconsistent or unavailable and where streets are unsafe or inaccessible for pedestrians and bicyclists.



Source: American Community Survey (ACS) 2023 5-Year Estimates

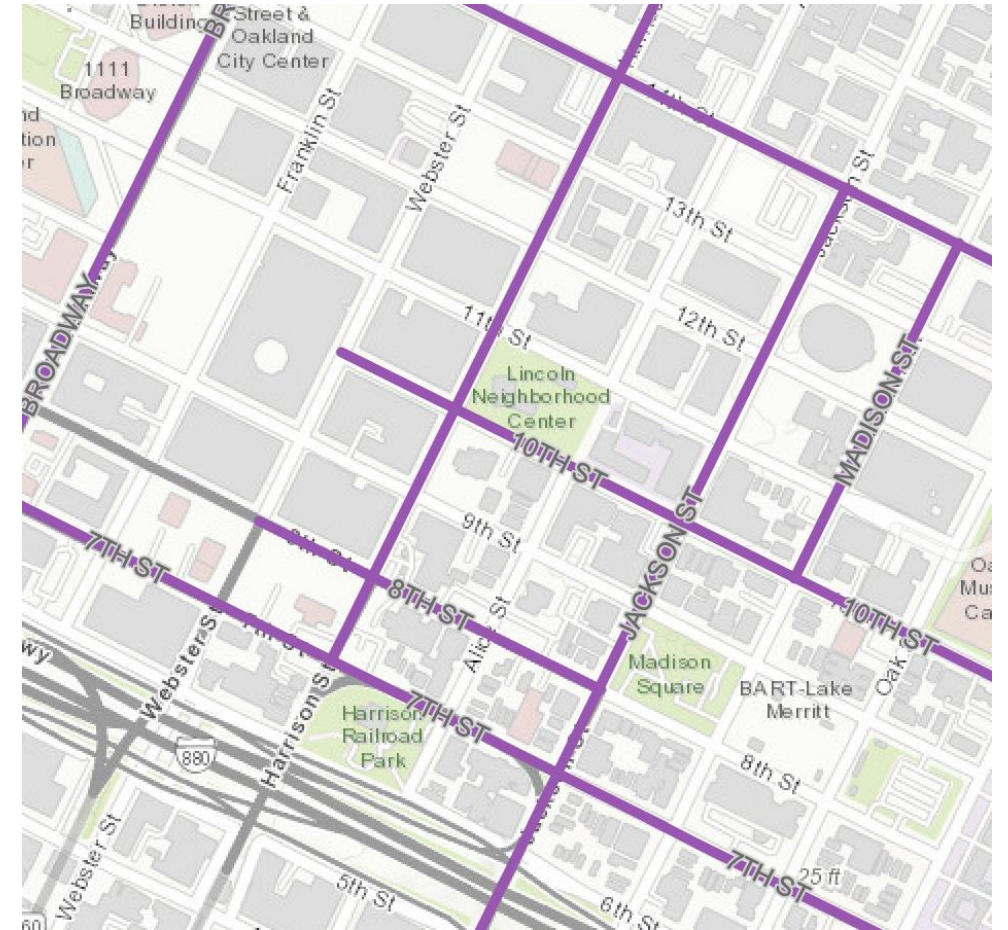
3. EQUITY INDICATORS

Barriers to walking – High Injury Network

Jackson, Madison, Broadway, Harrison, 10th, 8th, and 7th Streets are corridors in the 2024 City of Oakland High Injury Network (HIN) where pedestrians in face particularly high safety risks compared to all other streets in Oakland.

The HIN identifies corridors with the highest density of fatal and severe crashes. The map represents the 8% of streets responsible for 60% of the severe and fatal collisions in the Oakland and guides investment in roadway safety improvements.

Uneven and aged sidewalks and curb ramps that are misaligned with crosswalks are physical infrastructure that pose safety risks to people who walk to and from the 8th Street project corridor.



Source: 2024 High Injury Network Webmap

3. EQUITY INDICATORS

Barriers to walking – Non-compliant curb ramps

The City of Oakland Department of Transportation tracks the condition of all curb ramps in the city.

On 8th Street between Fallon Street and MLK Jr. Way, there are 26 curb ramps that are non-compliant. They are located at the intersections of 8th Street and:

- Fallon Street
- Alice Street
- Webster Street
- Franklin Street
- Broadway
- Washington Street
- Clay Street



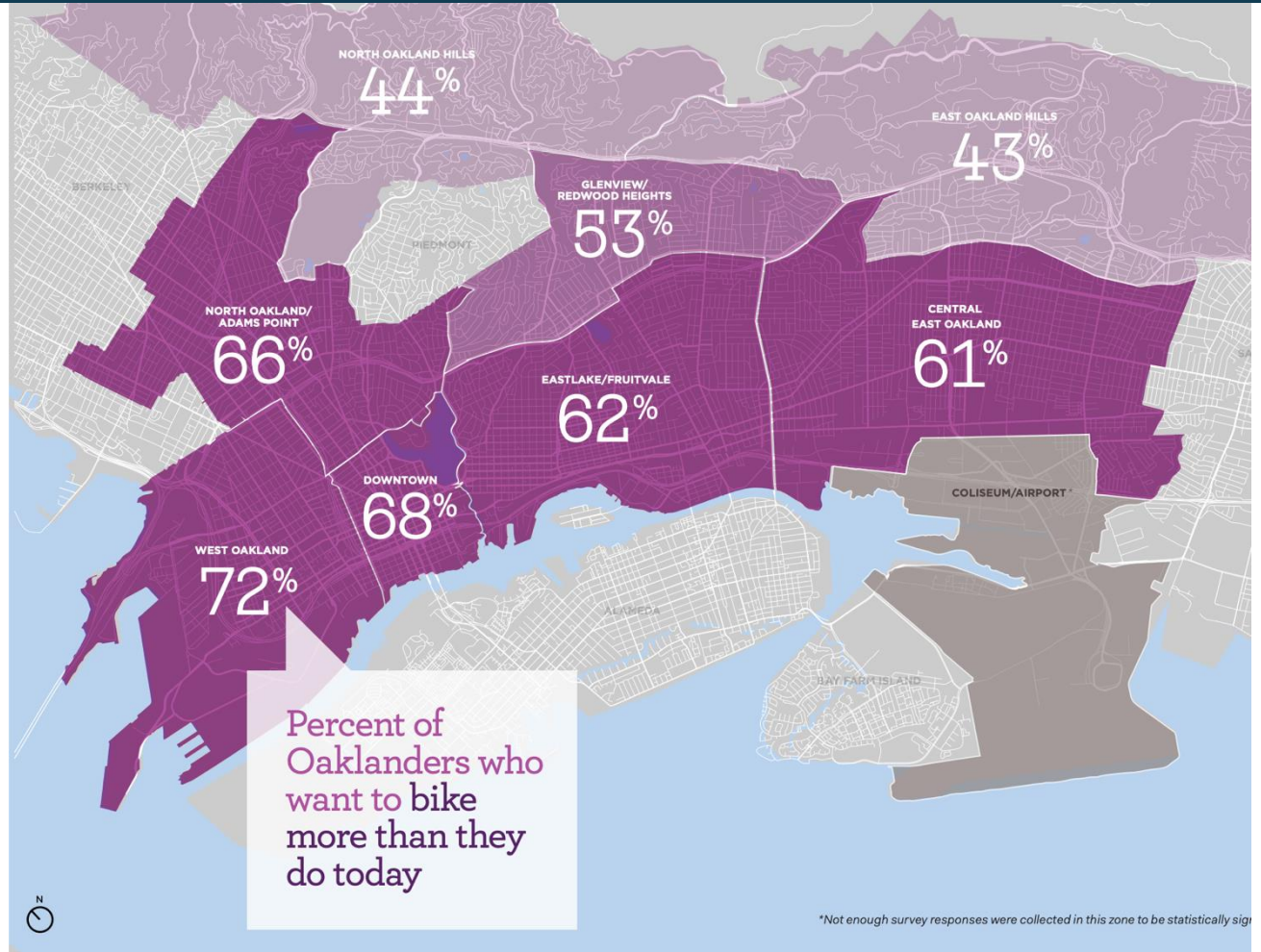
Source: [City of Oakland Department of Transportation](#)

3. EQUITY INDICATORS

Barriers to biking

Survey results from the Let's Bike Oakland 2019 Bike Plan showed that 68% of Downtown Oakland residents want to bike more than they did currently. In the survey, Downtown residents marked aggressive drivers, collisions, and lack of bike parking at their destination as top concerns about biking in the city.

In a survey for the [Broadway Streetscape Improvements](#) project, which intersects with the project area, 20% of respondents said they would like improved access for cyclists. People surveyed in engagement for the [Chinatown Complete Streets Plan](#) showed some interest in adding bike lanes.



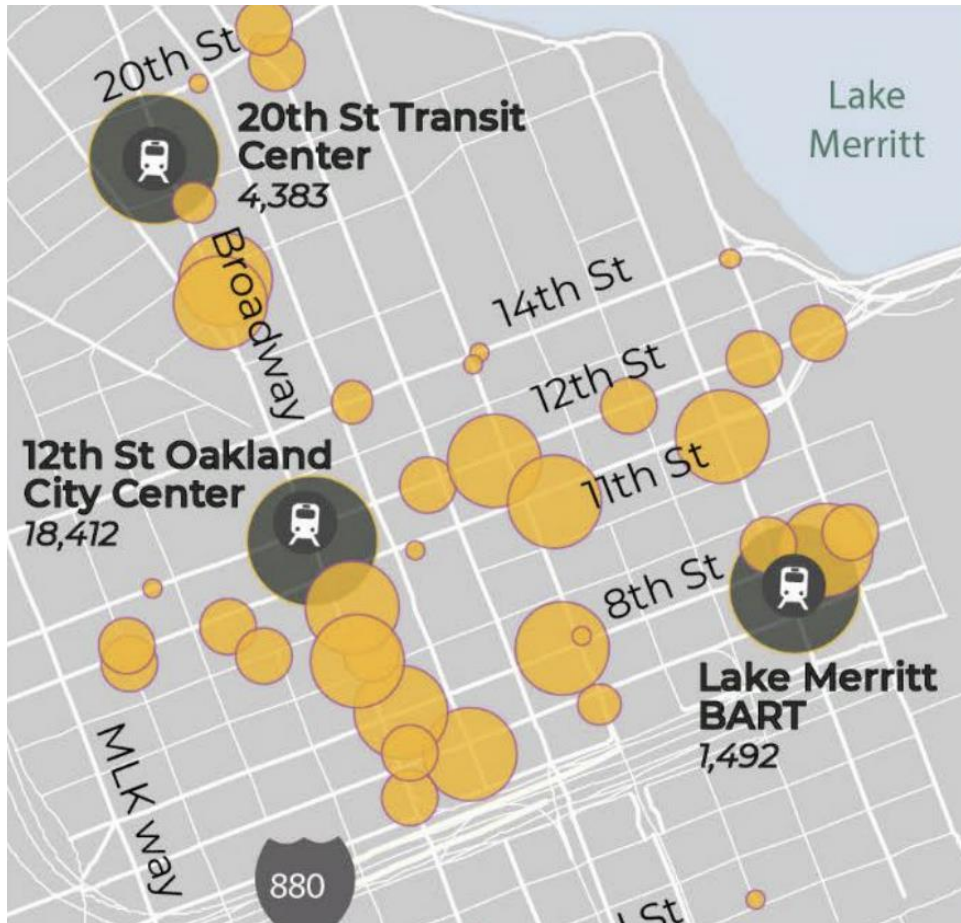
Source: *Let's Bike Oakland 2019 Oakland Bike Plan*

3. EQUITY INDICATORS

Transit ridership

Chinatown is one of the most transit-dependent neighborhoods in Oakland. Residents in the project area are almost twice as likely to take transit versus driving alone, whereas, the opposite is true citywide.

As shown in the map to the right, Chinatown is near three major transit centers. There are high levels of bus ridership throughout the neighborhood.



Source: [Transit Action Strategy \(2020-2021\)](#)

3. EQUITY INDICATORS

Transit reliability

AC Transit lines 18, 51A, 62, 96, and 851 have stops along the 8th Street project corridor.

In 2024, transit service reliability varied for these AC Transit lines. Among these five AC Transit lines, line 18 had the lowest percentages for on-time service. 54-71% of all buses on Line 18 arrived on time. On the other hand, 80-85% of buses for Line 62 arrived on time in 2024.

This data is for entire AC Transit bus lines and not only for bus stops on 8th Street. This data provides a snapshot of overall reliability for people who ride these bus lines and the likelihood of a bus arriving on time for someone who is waiting for a bus on 8th Street.

	% of time bus is early (2024)	% of time bus is on time (2024)	% of time bus is late (2024)
Line 18	5 - 7%	54 - 71%	23 - 40%
Line 51A	5 - 6%	75 - 78%	17 - 19%
Line 62	4 - 6%	80 - 85%	10 - 16%
Line 96	1 - 3%	57 - 70%	28 - 41%
Line 851	2 - 8%	62 - 70%	25 - 33%

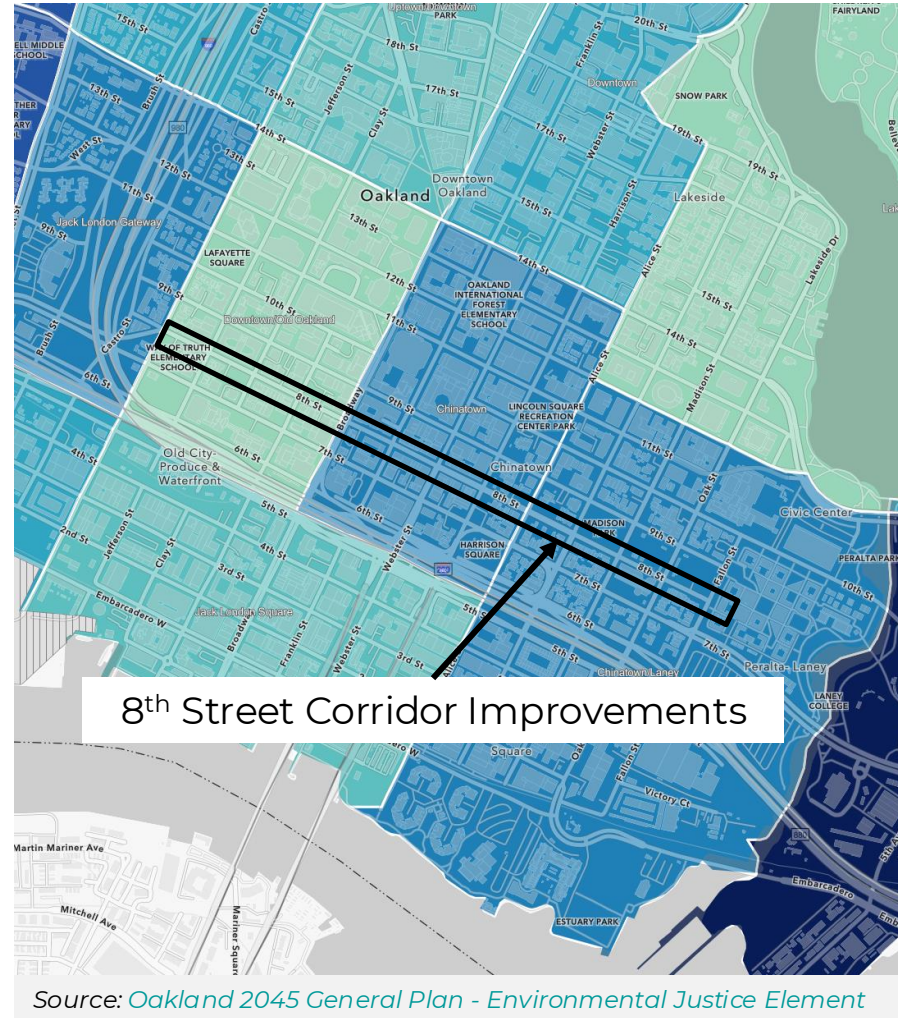
Source: AC Transit -

3. EQUITY INDICATORS

Environmental Justice Communities

In 2023, the City of Oakland developed a screening analysis to identify Environmental Justice Communities.

The 8th Street corridor is within census tracts that have EJ index scores that range from 38.4 to 69.6. This means that some of the census tracts have higher proportions of low-income households and are disproportionately impacted by pollution, socioeconomic vulnerability, and adverse health impacts.



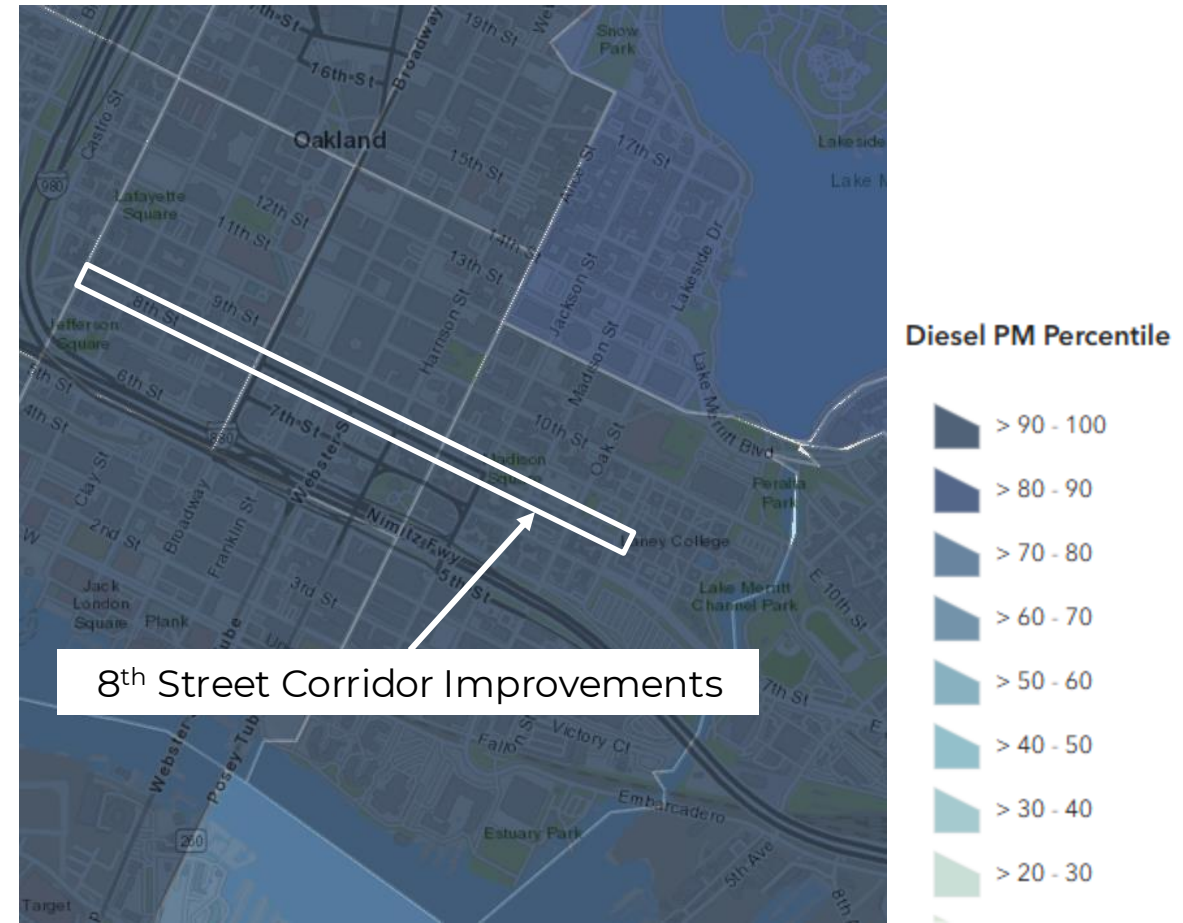
3. EQUITY INDICATORS

Diesel Particulate Matter

Exhaust from trucks, trains, ships and other equipment with diesel engines contains a mixture of gases and solid particles. These solid particles are known as diesel particulate matter (diesel PM). The highest levels of diesel PM are near ports, rail yards, and freeways.

The particles in diesel PM can reach deep into the lungs, where they can contribute to health issues such as nose irritation, heart and lung disease, and lung cancer.

The diesel PM percentiles for the census tracts within the project limits are 98-99%, meaning it is higher than 98-99% of census tracts in California.



Source: CalEnviroScreen 4.0 Indicator Maps

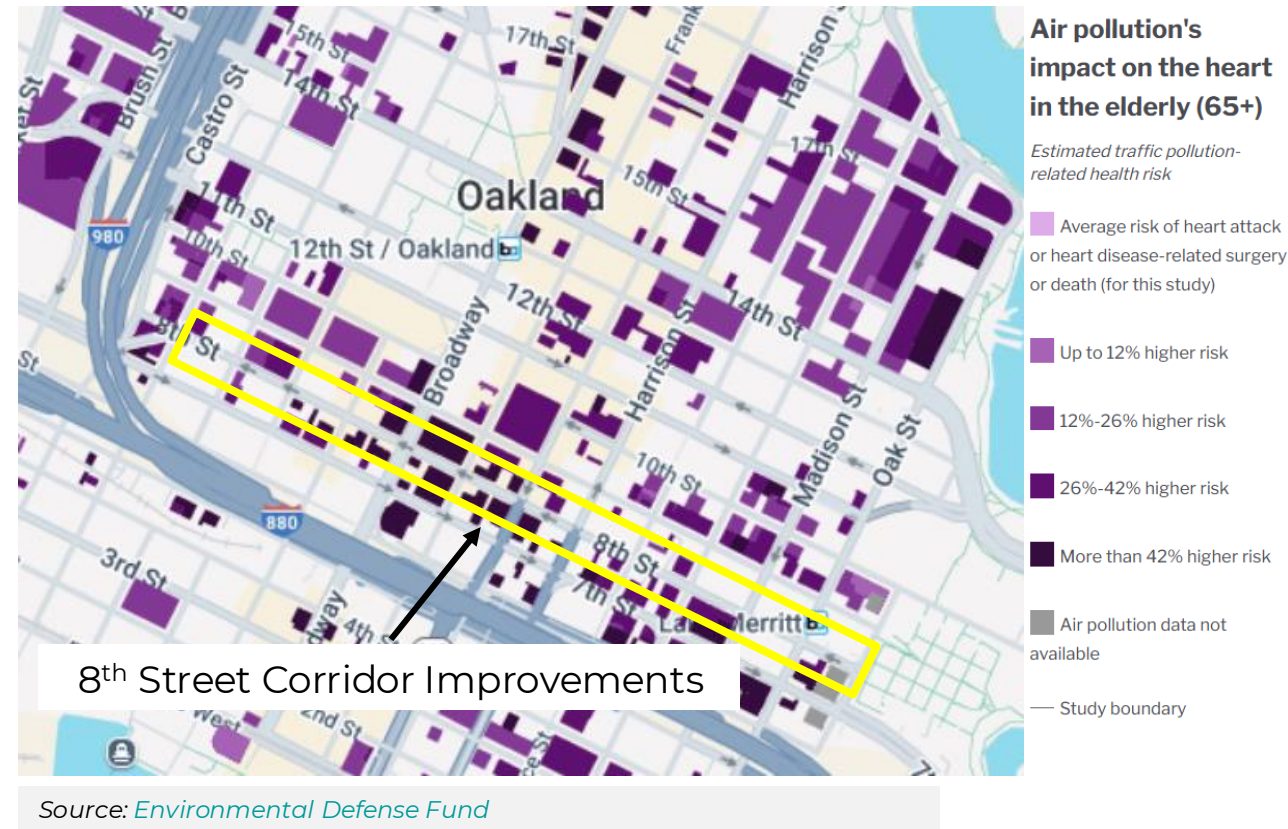
3. EQUITY INDICATORS

Air pollution impact on the heart in the elderly (65+)

Exposure to air pollution can increase risks of heart attack and deaths from heart disease. This is due to repeated cumulative exposure to air pollution over time, and vulnerable populations, such as elderly individuals, are more likely to experience health impacts.

The map on this slide displays the nitrogen dioxide (NO₂) pollution-associated increases in risk of having heart attacks, heart surgery, and/or dying due to coronary heart disease among the elderly (65+) for residential land parcels.

Residents along the 8th Street project corridor have higher than average risks of heart attack or heart disease related surgery, with some residents having more than 40% higher risk.



3. EQUITY INDICATORS

Summary of existing disparities

- There are more people over 65 years old in the project area compared to the City of Oakland.
- There is a slightly higher proportion of people with disabilities in the project area (17%) compared with the City of Oakland (14%).
- There is a greater proportion of people who speak a language other than English at home (50%) compared to the City of Oakland (40%).
- Collision victims on 8th Street are more likely to be Asian or Black or African American compared to Oakland's population
- Households in the project area have less access to personal vehicles compared to the rest of Oakland. 35% of households in the project area do not have access to a personal vehicle compared to 15% of all households in Oakland.
- Transit ridership is high for bus stops on 8th Street as well as for bus stops within Chinatown. However, bus reliability varies for the AC Transit lines that run along 8th Street.
- Due to the presence of particulate matter and nitrogen dioxide, residents along the 8th Street project corridor have higher than average risks of heart attack or heart disease related surgery.

How can this project address existing inequities?

4. PROPOSED STRATEGIES TO ADDRESS INEQUITIES

Disparity	How Project Addresses Disparities	Equity Gaps	Additional Recommended Actions for the City of Oakland
<p>The project area has a higher proportion of people over the age of 65, people with disabilities, and people with limited English proficiency.</p>	<p>Due to the higher likelihood of residents walking or taking transit in the project area, the project will construct improvements, such as Americans with Disabilities Act (ADA) compliant curb ramps, that improve accessibility for seniors and people with disabilities. This addresses the issue of existing non-compliant curb ramps along the project corridor.</p> <p>The project team will translate project material into other languages, including Chinese. They will work with community-based organizations to obtain feedback from residents and workers who do not speak English as their primary language.</p>	<p>Residents and workers may have other barriers to participation, such as not having time off work.</p>	<p>Explore other ways to disseminate information about the project and other transportation improvements to seniors, people with disabilities, and populations that do not speak English proficiently</p> <p>Explore translation of any new wayfinding that is installed as part of this project.</p>

4. PROPOSED STRATEGIES TO ADDRESS INEQUITIES

Disparity	How Project Addresses Disparities	Equity Gaps	Additional Recommended Actions for the City of Oakland
Traffic collisions	The project will construct safety improvements at intersections, including curb ramps, bulb outs, protected intersections, and leading pedestrian intervals. This will make pedestrians more visible to drivers and provide more time for crossing the street.	The project intends to reduce overall traffic collisions. Post project evaluation will be conducted to determine if there are differences in the race and ethnicity of collision victims.	Further explore the underlying causes of traffic collisions in the project area
Bus reliability varies for the bus lines that serve the 8 th Street corridor.	This project will implement pedestrian safety improvements, which will improve access to transit. It will also construct new amenities at bus stops.	Delays to bus service in other locations will affect transit reliability.	Explore whether this project can implement further transit improvements, such as signal upgrades, to improve bus transit reliability. Continue to collaborate with AC Transit on potential transit improvements near the project area.

4. PROPOSED STRATEGIES TO ADDRESS INEQUITIES

Disparity	How Project Addresses Disparities	Equity Gaps	Additional Recommended Actions for the City of Oakland
Less access to personal vehicles	This project will implement improvements that will make walking and taking public transit safer and more accessible forms of transportation.	Some households may still need access to a personal vehicle for work or other types of trips.	Further explore barriers to walking, biking, and taking public transit Help to disseminate information about Clipper program for youth and low-income adults.
Exposure to air pollution	The project will design and construct improvements for walking, biking, and transit, which may contribute to more people utilizing these modes and less people relying on automobiles. This would help to reduce greenhouse gas emissions.	The project corridor is located near the I-880 freeway, which is a major source of particulate matter.	Continue to partner with the Alameda County Transportation Commission to construct the Oakland Alameda Access Project, which will reconfigure freeway on and off ramps near Chinatown and Downtown Oakland

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