BROADWAY STREETSCAPE IMPROVEMENTS

Draft Racial Equity Impact Analysis for public review

CITY OF OAKLAND
DEPARTMENT OF TRANSPORTATION

BROADWAY STREETSCAPE IMPROVEMENTS
Racial Equity Impact Analysis

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1. INTRODUCTION & BACKGROUND

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. 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 & BACKGROUND

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 results based accountability

1. INTRODUCTION & BACKGROUND
Applying REIA to Broadway

This REIA is conducted on the **Broadway Streetscape Improvements,** a project that will be implemented on Broadway between 2nd Street and 11th Street and 20th Street to Grand Avenue. The scope of the project includes:

- Red bus-only lanes to improve transit access and reliability
- Transit Signal Priority (TSP) at all signalized intersections to help keep the signals green for approaching buses
- New bus shelters, seating, and trash cans at bus stops
- Additional street trees, landscaping, and public seating
- Pedestrian safety and accessibility measures such as large curb extensions, new ADA curb ramps, high-visibility crosswalks, upgraded intersection lighting, and wayfinding
- Broadway/I-880 underpass enhancements with lighting and placemaking elements
- Removal of the existing slip turn at 6th Street

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2. PROJECT AREA COMMUNITIES

How does history impact project area communities today?

Broadway is historically Oakland's "main street". Prior to the 1930s, downtown Oakland was the transit hub of a growing East Bay, where most people moved around on streetcars or on foot.

By the 1920s, car ownership began to grow, and Oakland's population increased to 300,000. Traffic congestion became a problem and constructing highways was seen as a solution. With additional highways and suburbs, neighborhoods became physically separated and East Bay suburban drivers began to bypass downtown Oakland.

Source: https://www.spur.org/publications/urbanist-article/2015-02-03/four-plans-shaped-downtown-oaklands-first-100-years

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2. PROJECT AREA COMMUNITIES

How is the project area defined?

The project area is defined by seven census tracts that are within or adjacent to the project corridor.

This area has about 20,600 residents, with the majority living north of I-880.

Broadway is also a major commercial corridor with about 70,000 workers in the project area. Within these seven census tracts are over one-third of all jobs in Oakland.

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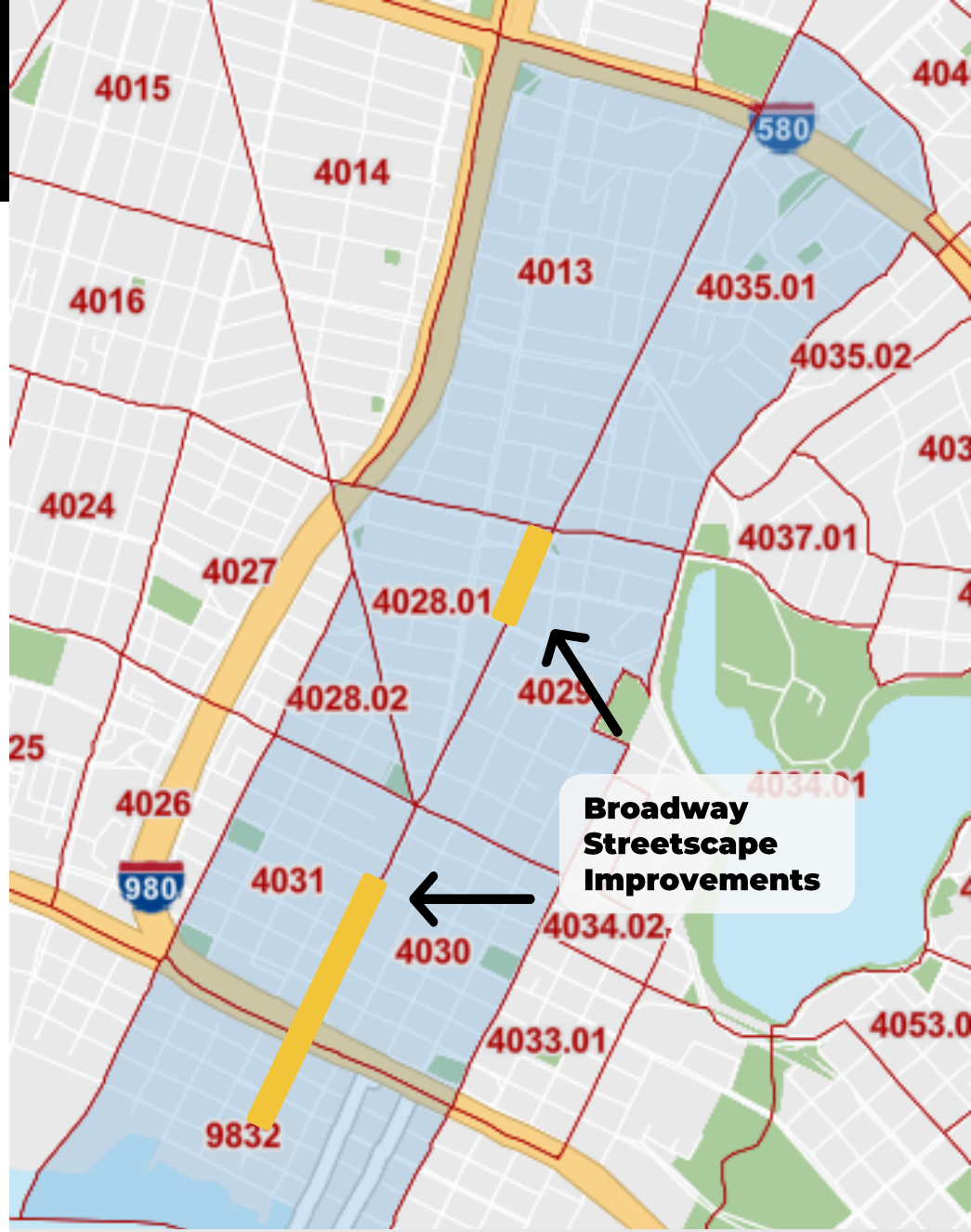
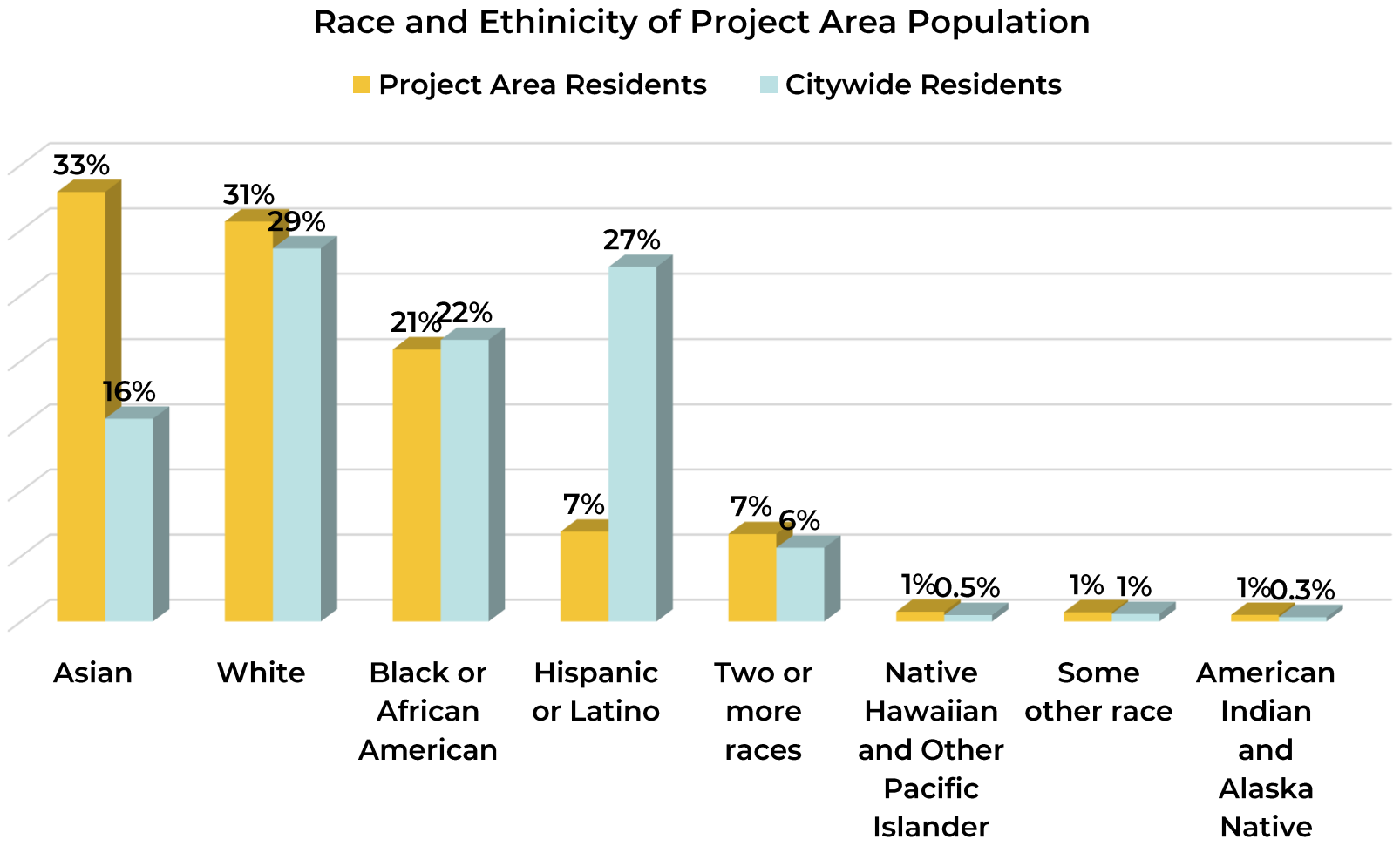


Population data source: *American Community Survey (ACS) 2019 and 2021 5-Year Estimates. Census tracts include 4013, 4028, 4029, 4030, 4031, 4035.01, 9832.*

2. PROJECT AREA COMMUNITIES

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

The project area residents differ from the City of Oakland as a whole in that there are more Asian residents (33% versus 16% citywide) and less Hispanic or Latino residents (7% versus 27% citywide).



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Population data source: *American Community Survey (ACS) 2021 5-Year Estimates.*

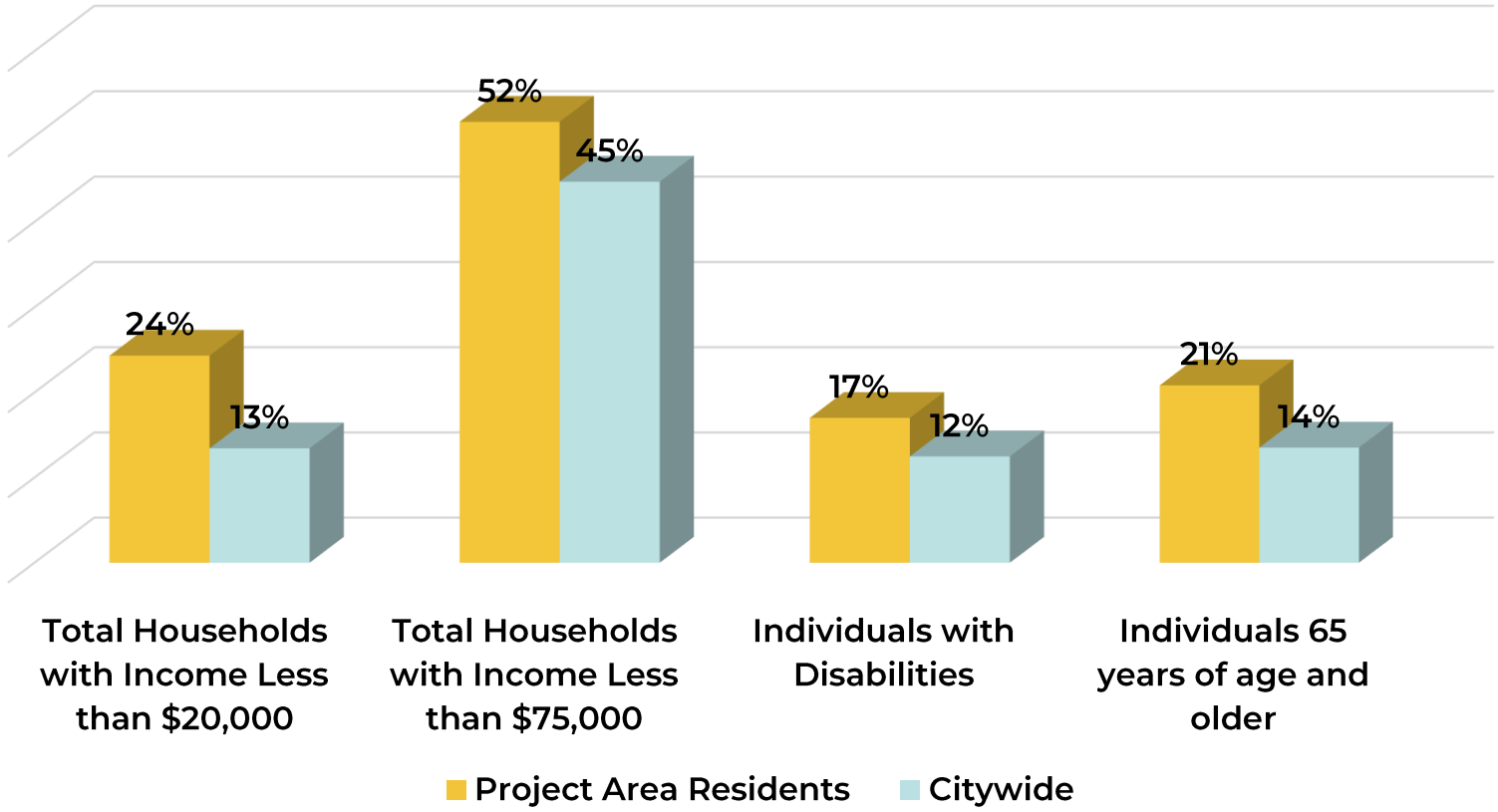
2. PROJECT AREA COMMUNITIES

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

The project area has a high number of residents with very low-income residents—24% of residents make less than $20,000/year, compared to 13% citywide.

The number of residents with disabilities and who are over the age of 65, are also higher than residents citywide.

Income, disability, and age of project area residents versus residents citywide



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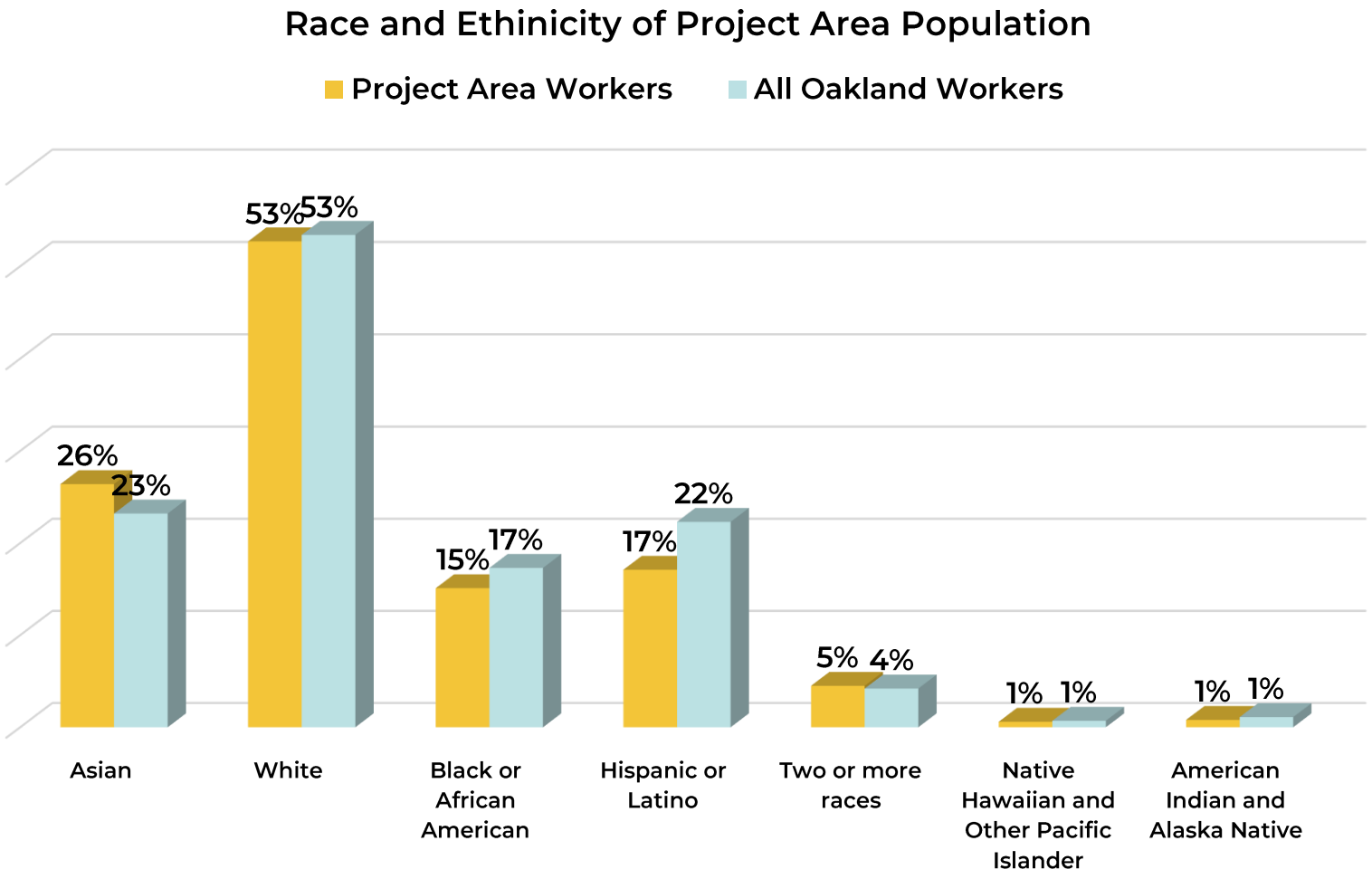
Population data source: *American Community Survey (ACS)* 2021 5-Year Estimates.

2. PROJECT AREA COMMUNITIES

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

The race and ethnicity of workers in the project area is similar to that of all Oakland workers.

Data also shows that workers in the project area have higher incomes when compared to all Oakland workers.



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Population data source: *U.S. Census Bureau, OnTheMap Application, https://onthemap.ces.census.gov (2021)*

2. PROJECT AREA COMMUNITIES

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

The demographics of AC Transit users were captured in the 2023 Realign Survey. This survey showed that about 44% of frequent bus riders identify as a person of color and 50% of frequent rider householders have an annual income less than $75,000.

These results are different from the 2017 survey which showed that 75% of riders identify as people of color and about 67% are from low-income households. These changes in demographics may be a result of differing strategies to promote the surveys.

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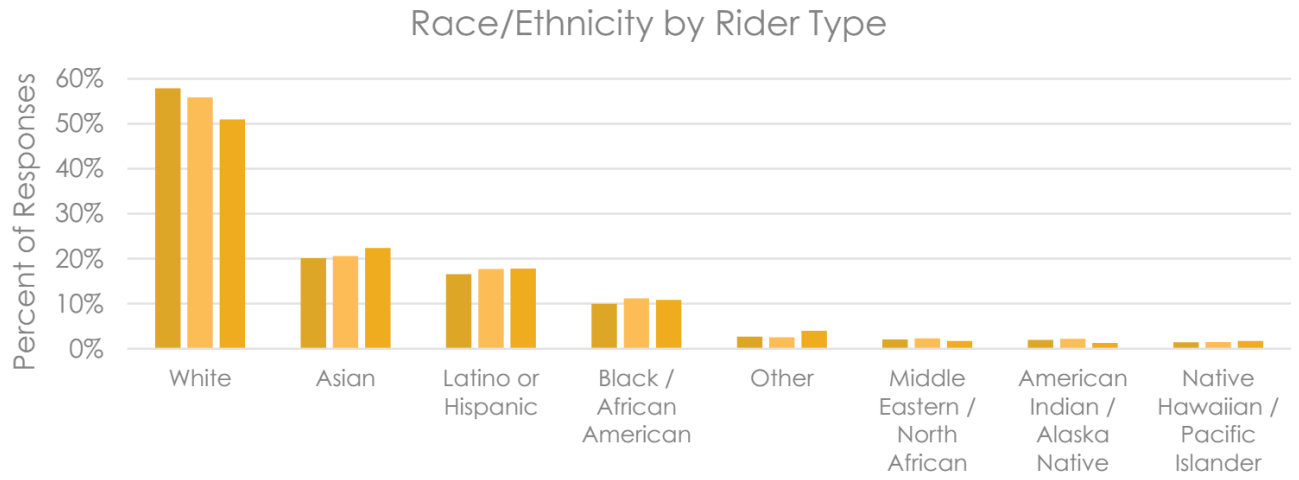
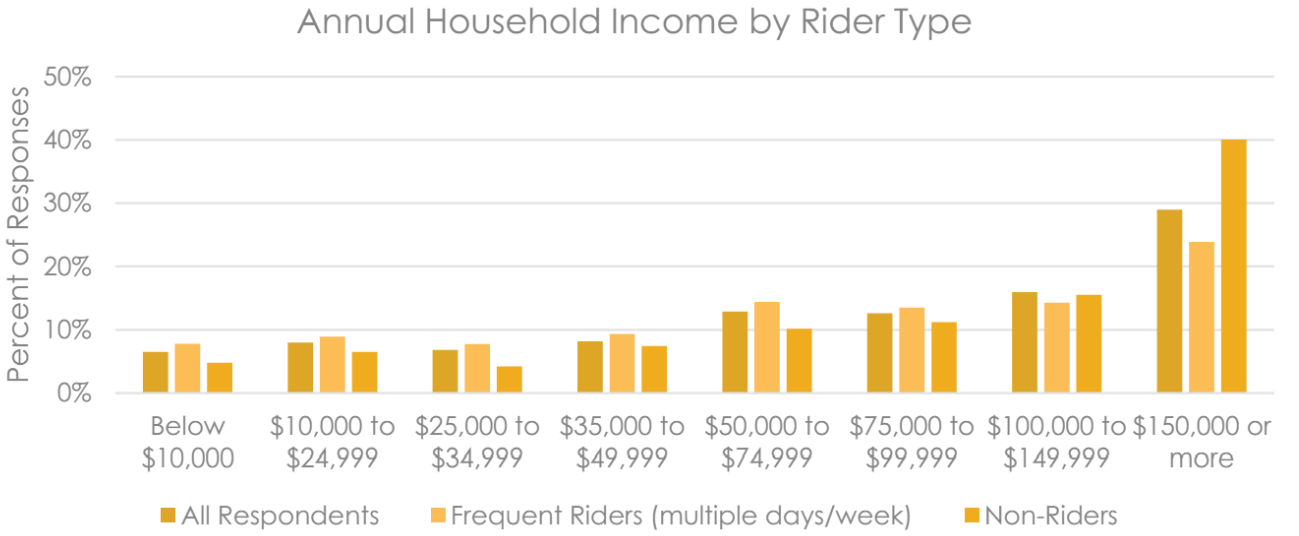




Source: *AC Transit Realign – Survey Results Technical Memo (2023). https://www.actransit.org/realign. A total of 11,265 responded to the survey question about their race and ethnicity.*

2. PROJECT AREA COMMUNITIES

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

Broadway Streetscape Improvements Project Stakeholders

- Residents who live near Broadway
- Businesses, organizations, and places of worship along and near Broadway
- People who take transit, walk, and roll along Broadway
- Neighbor Councils
- City of Oakland Commissions and Boards
- Advocacy groups
- Community-based organizations
- Other local agencies

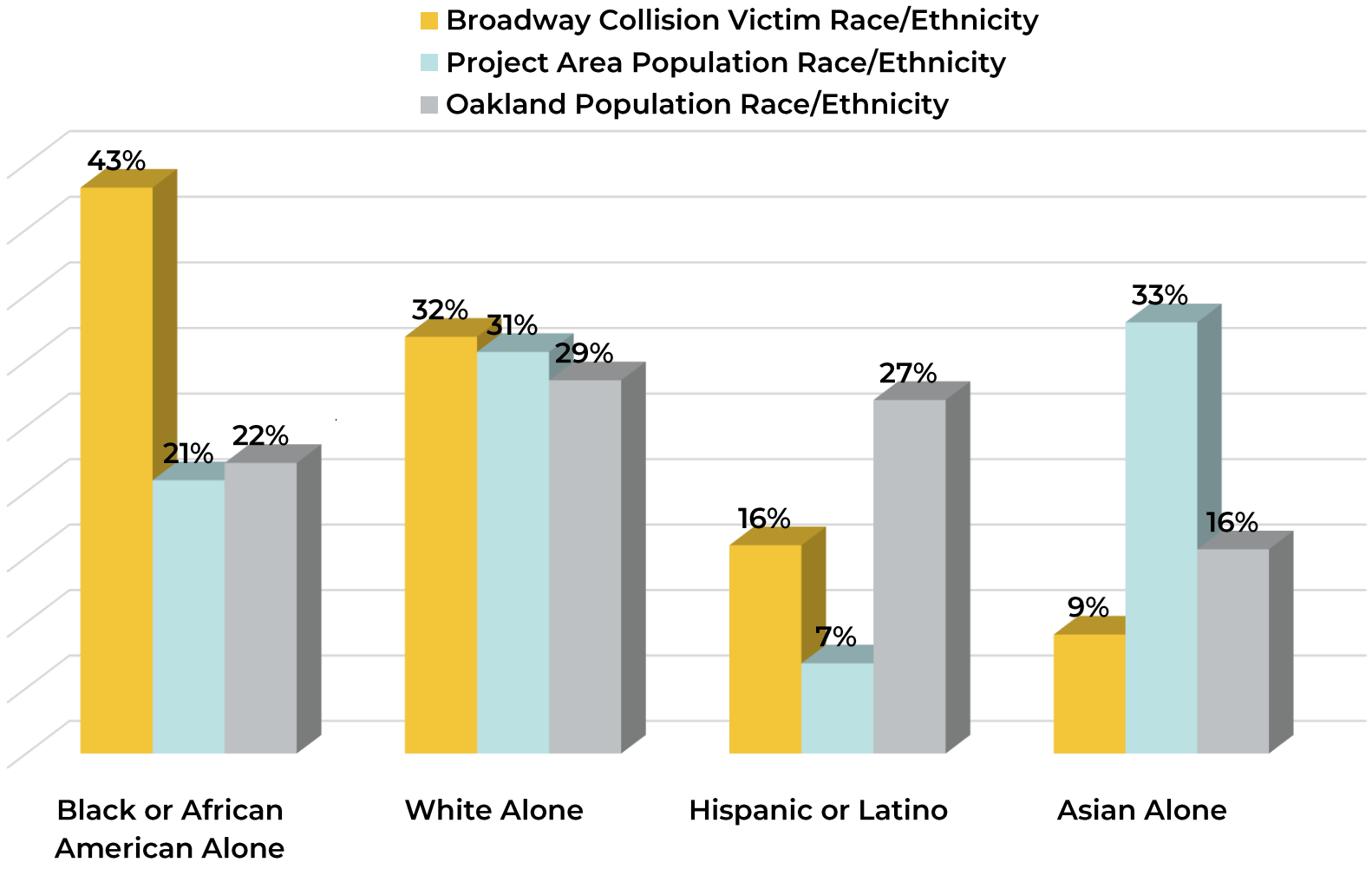
3. EQUITY INDICATORS
Overview of equity indicators

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

- Traffic collisions by race and age
- Traffic-related air pollution (TRAP)
- Mortality, attributed to Nitrogen Dioxide (NO_2)—an emission that results from burning fuel
- Urban tree canopy
- Internet access at home
- Household vehicle availability
- Community-identified AC Transit needs

3. EQUITY INDICATORS: *Race and ethnicity of collision victims*

Collision victims on the Broadway corridor were twice as likely to be Black Oaklanders when compared to Oakland's population as a whole. This is similar to outcomes found in the citywide crash data analysis.



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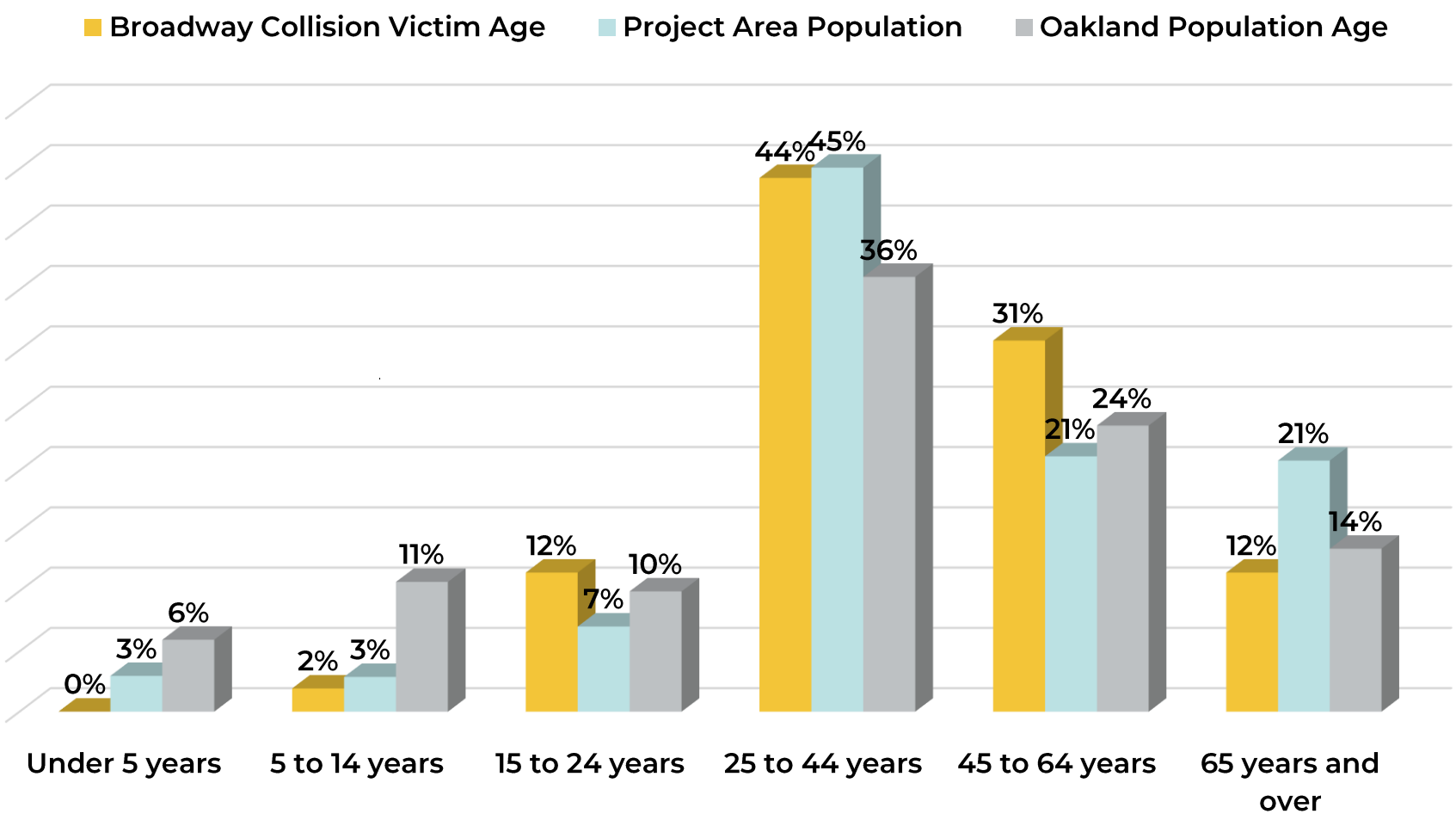
Collision data source: Transportation Injury Mapping System (TIMS), *Safe Transportation Research and Education Center, University of California, Berkeley*. Analysis used 5 years of data (2016 – 2020). **Population data source:** *American Community Survey (ACS)* 2021 5-Year Estimates.

3. EQUITY INDICATORS: *Age of collision victims*

Collision victims on the Broadway corridor were more likely to be between the ages of 15 and 24 and 45 and 64. Other age groups were underrepresented.



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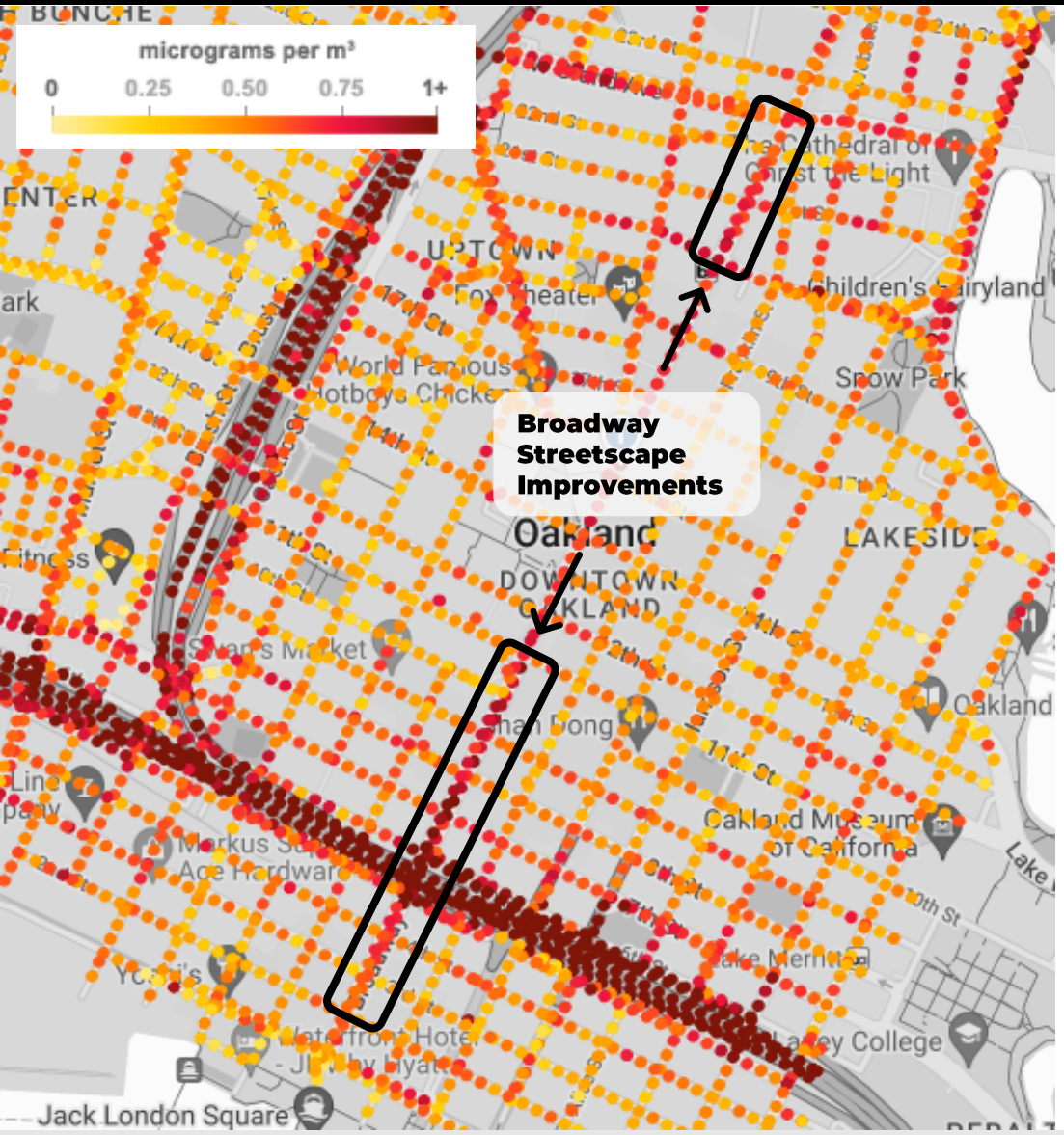
Collision data source: Transportation Injury Mapping System (TIMS), *Safe Transportation Research and Education Center, University of California, Berkeley*. Analysis used 5 years of data (2016 – 2020). **Population data source:** *American Community Survey (ACS)* 2021 5-Year Estimates.

3. EQUITY INDICATORS: *Air quality – Black Carbon (BC)*



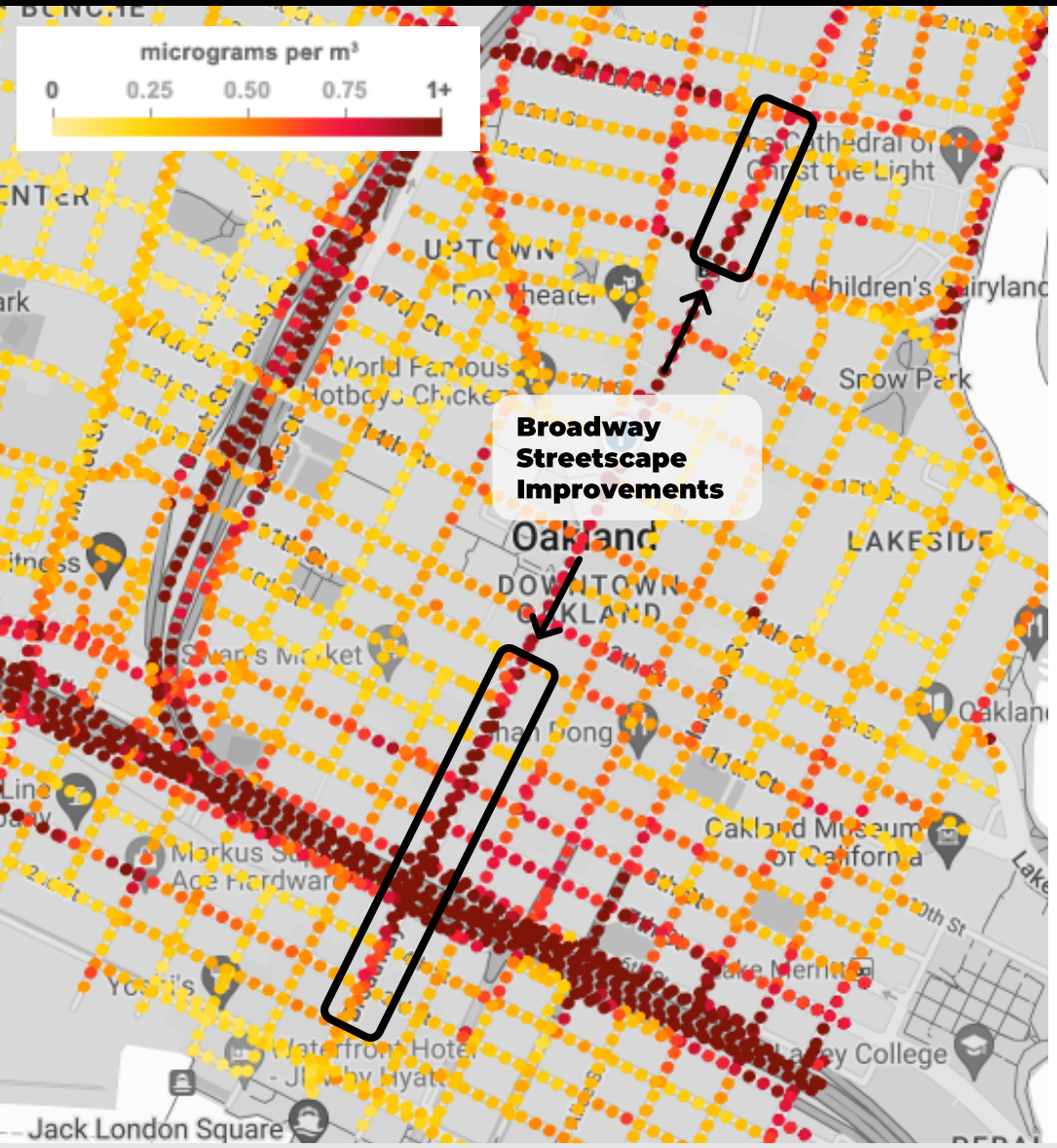
The Broadway project corridor has a high concentration of black carbon compared to nearby streets.

Black carbon particles come from burning fuel, especially diesel, wood and coal. High exposure is associated with heart attacks, stroke, and some forms of cancer.

The main source of black carbon particles on Broadway is likely from diesel powered trucks and buses. Broadway intersects with multiple truck routes and is the busiest transit corridor in AC Transit's system. Additionally, tall buildings can cause pockets of stagnant air flow, trapping pollutants.

Source: https://www.edf.org/airqualitymaps/oakland/pollution-and-health-concerns-west-oakland

3. EQUITY INDICATORS: *Air quality – Nitric Oxide (NO)*



The Broadway project corridor has a very high concentration of nitric oxide (NO) compared to nearby streets.

Nitric oxide is strongly associated with heavy traffic. It forms smog and acid rain and can cause respiratory problems.

Source: https://www.edf.org/airqualitymaps/oakland/pollution-and-health-concerns-west-oakland

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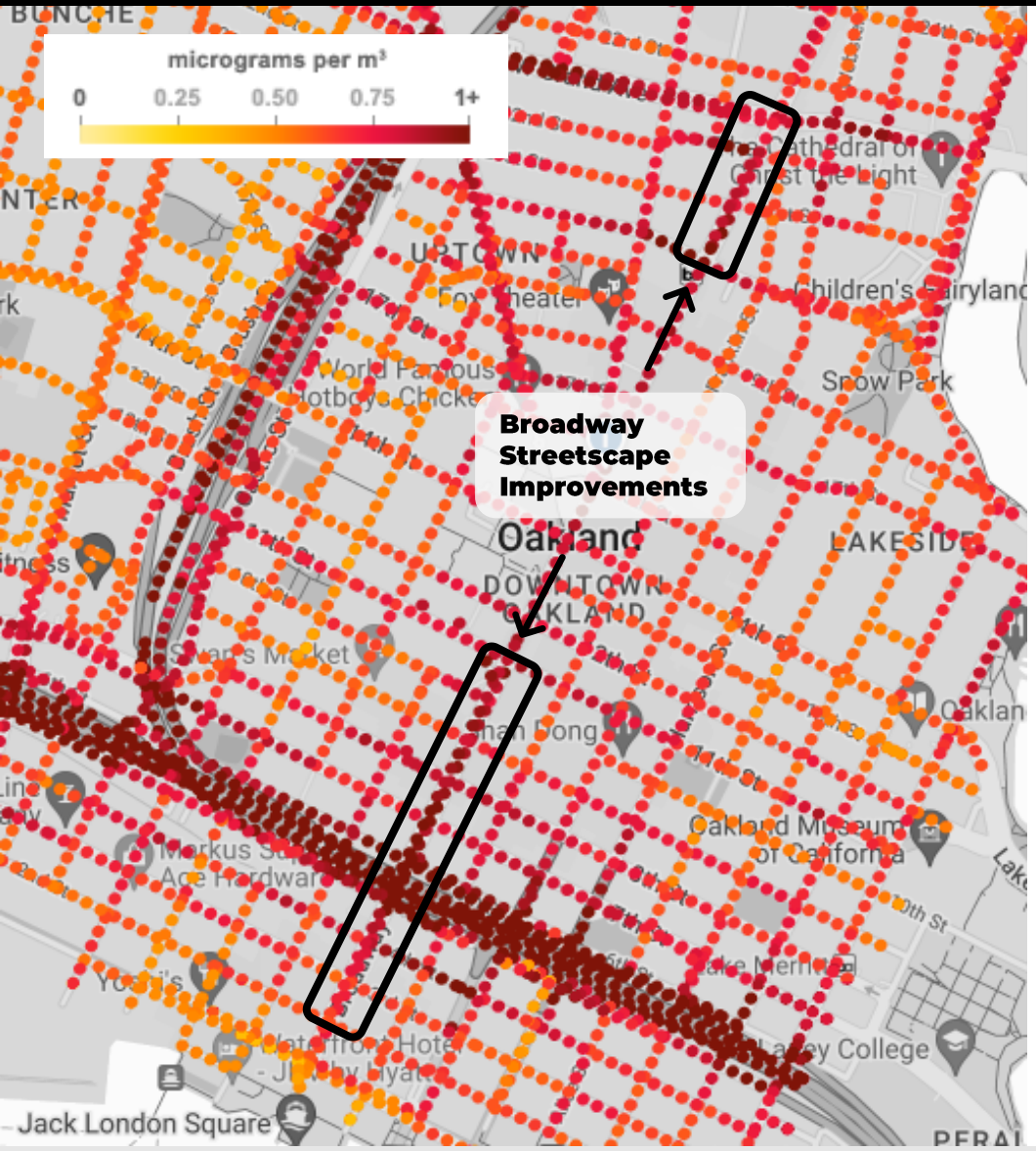
3. EQUITY INDICATORS: *Air quality – Nitrogen Dioxide (NO2)*



The Broadway project corridor has a somewhat higher concentration of nitrogen dioxide (NO2) compared to nearby streets.

Nitrogen dioxide is formed when nitric oxide mixes with oxygen in the air. It's associated with respiratory problems.

Source: https://www.edf.org/airqualitymaps/oakland/pollution-and-health-concerns-west-oakland

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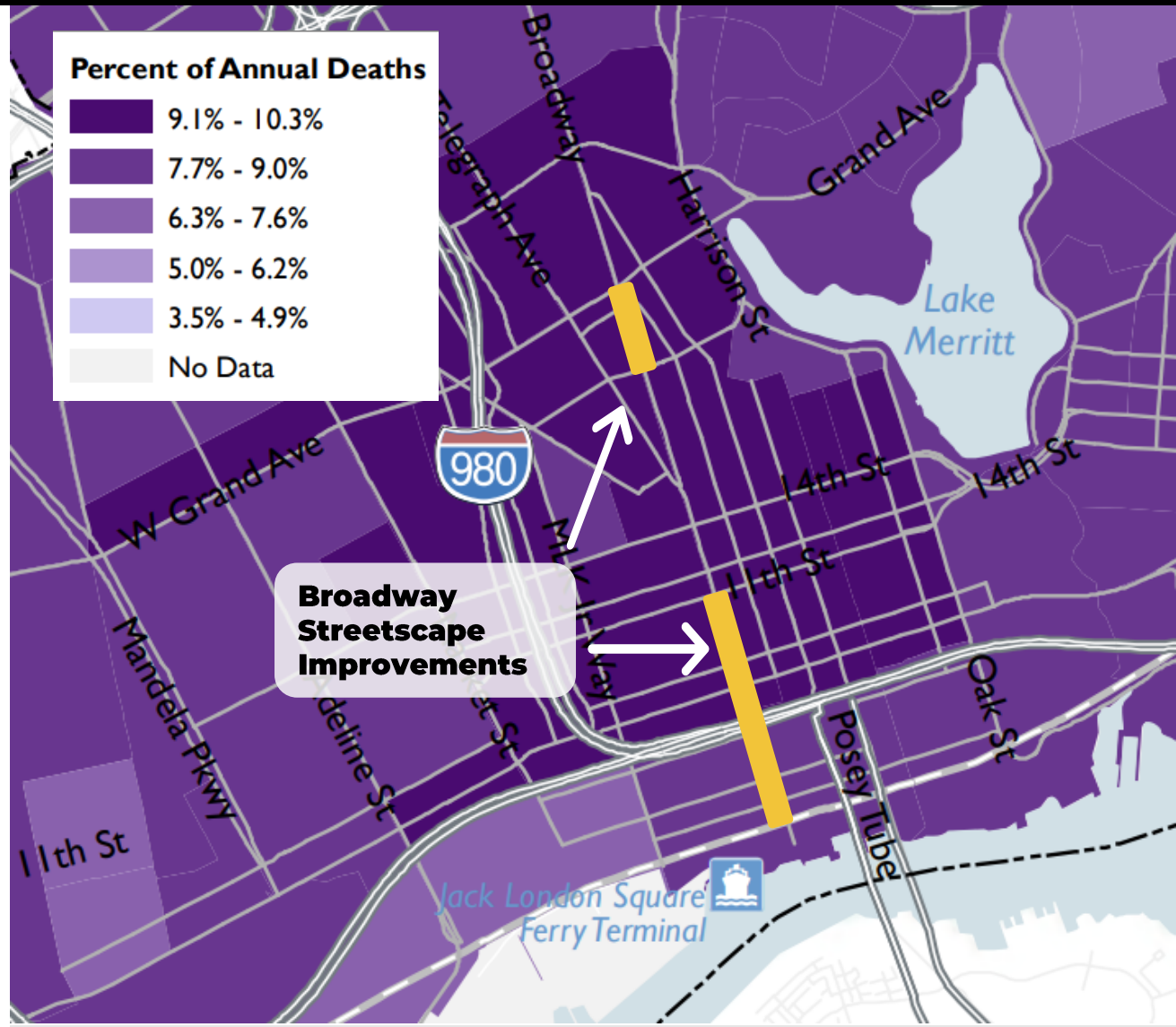
3. EQUITY INDICATORS: *Outcomes of poor air quality*

The Broadway project corridor is in an area with the highest number of deaths attributable to nitrogen dioxide (NO_2) in Oakland.

Nitrogen dioxide is a traffic-related emission, and results from burning fuel. This data indicates that residents in this area likely to face negative health outcomes from traffic-related emissions.



Source: Oakland 2045 General Plan | Environmental Justice Element | September 2023

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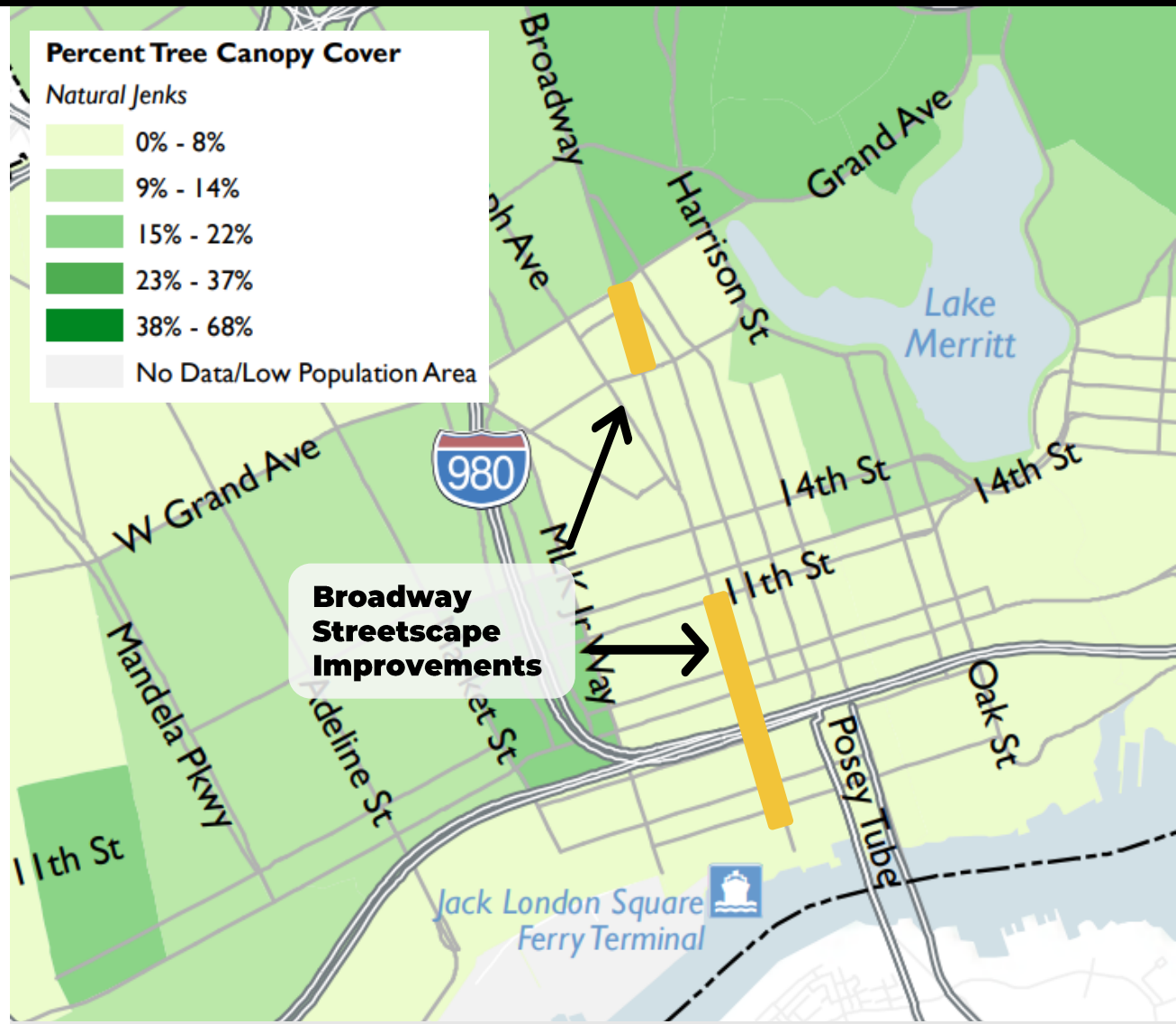
3. EQUITY INDICATORS: *Urban tree canopy*

The Broadway project corridor is in an area with less urban trees than most of Oakland.

Trees play a key role in the climate as they absorb carbon dioxide and help manage stormwater runoff. They also help fight pollution by improving air quality, aid in cooling on hot days, and generally make it more pleasant to recreate outside.



Source: Oakland 2045 General Plan | Environmental Justice Element | September 2023

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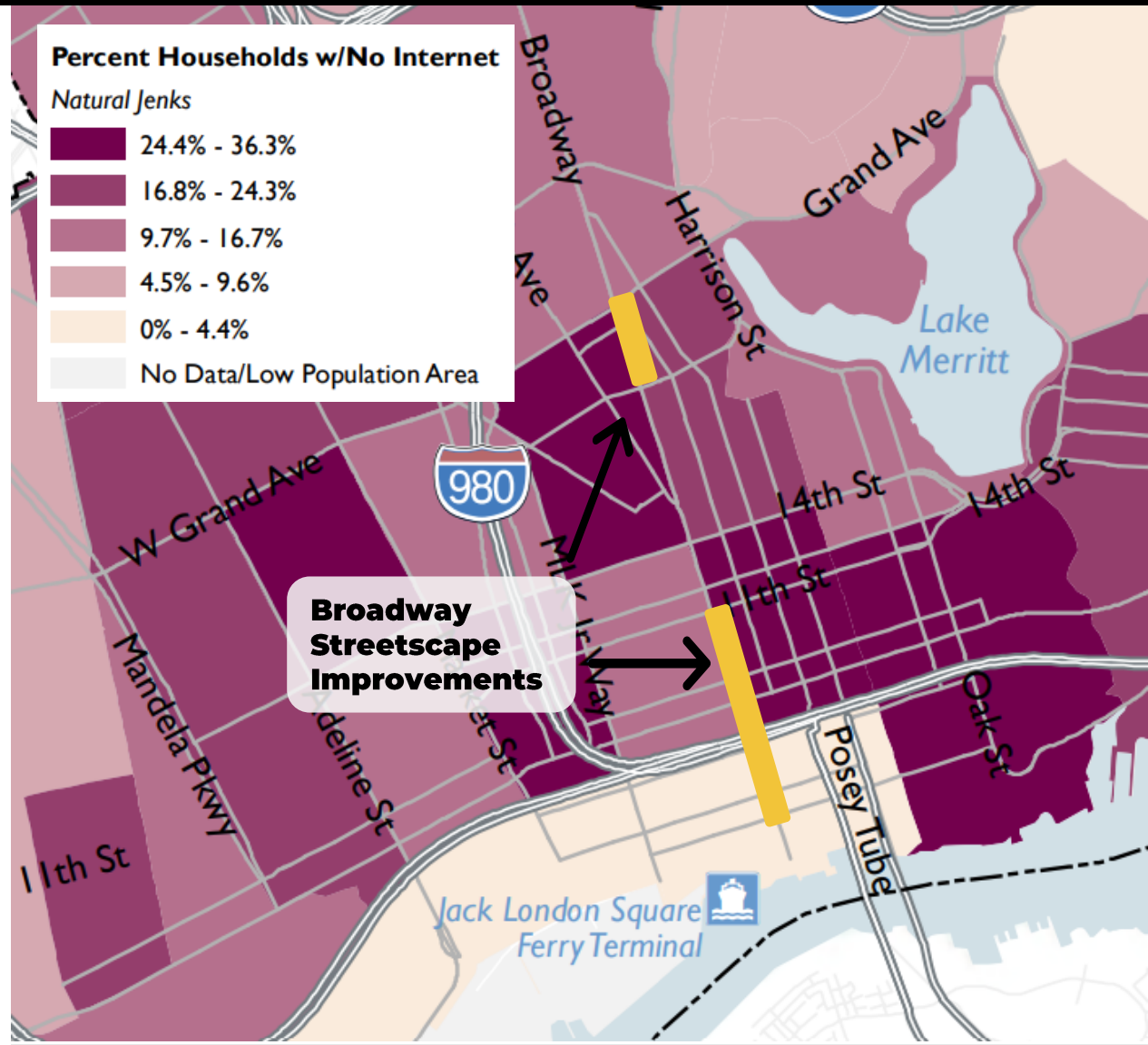
3. EQUITY INDICATORS: *Home internet access*

The Broadway project corridor borders areas where more residents do not have internet access at home compared to the rest of Oakland. In two high density census tracts that border Broadway, approximately 24-36% of households do not have internet access.

The impacts of digital isolation, especially for older adults, people with disabilities, and communities of color, include less access to resources and decreased ability to participate in civic, political, and non-political activities, which compounds other barriers to civic engagement and increases impacts of racial disparities in access to resources and opportunities.



Source: Oakland 2045 General Plan | Environmental Justice Element | September 2023

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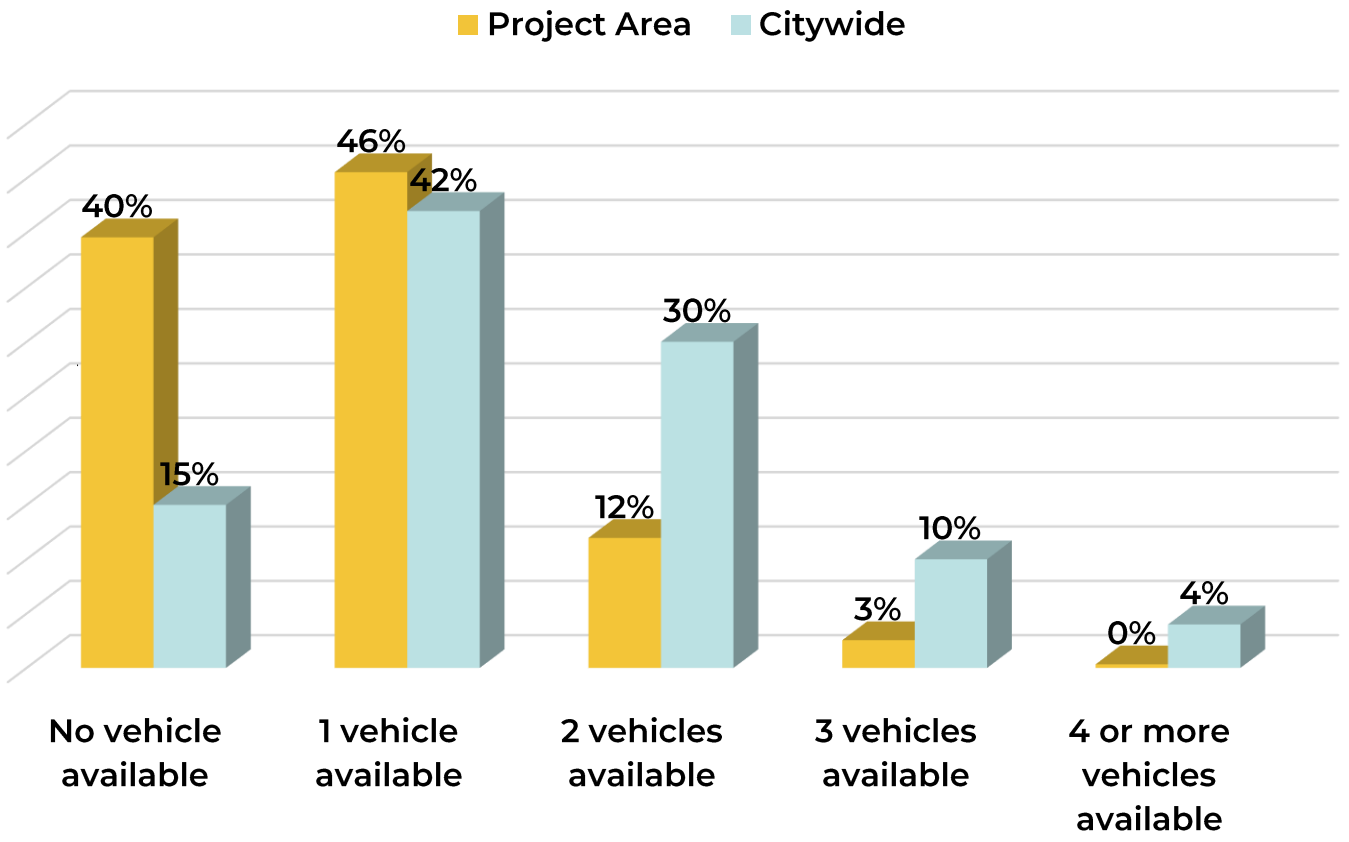
3. EQUITY INDICATORS: *Household vehicle availability*

Households living near the Broadway project corridor have less access to vehicles than Oakland as a whole. About 40% of the 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 shopping. 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.



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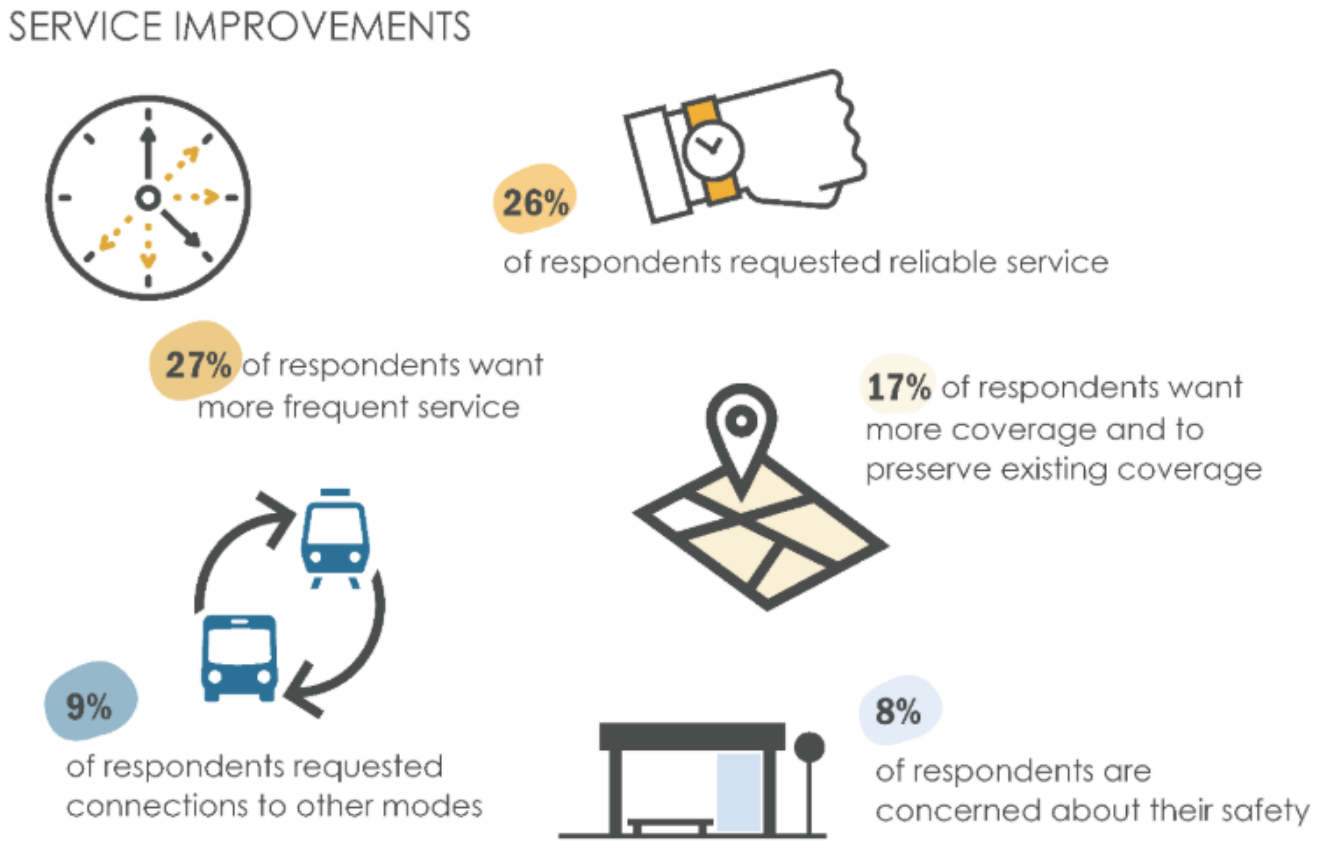
Population data source: *American Community Survey (ACS)* 2021 5-Year Estimates.

3. EQUITY INDICATORS: *AC Transit Improvements*

The 2023 AC Transit Realign Survey asked respondents to identify how they thought AC Transit service could be improved.

While most respondents stated that the most important improvements were more frequent and reliable service, safety was more of a concern for respondents who identified as a person of color. Of note, 23% of respondents who filled out paper surveys (rather than online) said safety was the most important improvement, compared to 8% of all respondents.



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Source: *AC Transit Realign – Survey Results Technical Memo (2023).* https://www.actransit.org/realign.

4. EXISTING DISPARITIES

Collision victims are 2-3 times as likely to be Black or African American.
Traffic collisions disproportionately impact Black Oaklanders on this corridor. While 21% of residents and 15% of workers identify as Black or African American along the project corridor, 43% of collision victims are Black or African American.

Air quality is worse along Broadway, impacting nearby residents, bus riders, and individuals experiencing homelessness.
Broadway has significantly higher levels of traffic-related air pollution (TRAP) than other nearby streets in Downtown, Uptown, Old Oakland, and Jack London. Nearby residents and those who spend time outside on Broadway, such as bus riders and individuals experiencing homelessness, are frequently exposed to these air pollutants. When compared to the rest of Oakland, the project area has more Asian residents, low-income households, individuals with disabilities, and seniors. One-third of project area residents are Asian, and half of households are low-income.

The project area has a higher number of deaths attributable to traffic-related air pollution.
About 10% of deaths in the project area are attributable to nitrogen dioxide (NO2). This rate is the highest in the City.

The project area has some of the lowest urban tree canopy in the City.
The project area has between 0-8% urban tree canopy coverage, while the highest in the city has 68% coverage. A lack of urban tree canopy can create uncomfortable conditions for those traveling on the street, especially for pedestrians and people waiting for the bus, and for individuals experiencing homelessness.

More residents do not have home internet compared to the rest of Oakland.
Approximately 24-36% of households in the project area do not have internet access. This results in less access to resources and decreased ability to participate in civic, political, and non-political activities, which increases impacts of racial disparities in access to resources and opportunities.

More households do not have access to a personal vehicle compared to the rest of Oakland.
40% of households in the project area do not have access to a personal vehicle, which is more than double when compared to all Oakland households.

Communities want to see increased frequency and improved reliability, and POC bus riders prioritize safety.
A survey has showed that while all respondents want increased bus frequency and better reliability, respondents identifying as persons of color prioritized safety more than White-identifying respondents.

5. IDENTIFYING EQUITY GAPS & RECOMMENDATIONS

Disparity	How Project Addresses Disparities	Equity Gaps	Additional Recommended Actions
Traffic collisions	This project is expected to improve the safety of all road users.	The project is intended to reduce all collisions, but this does not mean that the race and ethnicity of collision victims will be proportional to the race and ethnicity of Oaklanders or those traveling on the street.	Identify the root cause of the disparity and/or expand scope to further address safety.
Air quality and health outcomes of poor air quality	This project is expected to reduce driving, thereby reducing emissions and improving air quality.	The project corridor has poor air quality and encouraging walking and rolling on the corridor by making it and pedestrian-friendly could increase exposure to poor air quality and have negative impacts on health. It may take a long time before air quality improves in the area because of mode shift or new vehicle technology.	Maximize tree planting along the corridor to improve air quality. Support AC Transit's transition to low emission buses. Support rerouting of diesel-powered trucks. Encourage bicyclists to take alternative routes. Share air quality information with priority equity communities.
Urban tree canopy	This project is planting new trees to help improve air quality through filtration and cooler temperatures.	N/A	New trees should be added where feasible. Although the project area shows low tree canopy, Broadway has more trees than most streets in the project area. Tree planting should be prioritized where gaps exist and where it brings the most benefit to priority equity communities.
Home internet access	This project will enable free WiFi along the corridor.	OakWiFi has not been evaluated and it is unknown how often it works or how often people can connect to it within buildings.	Evaluate OakWiFi and inform Oaklanders of what to expect when using it.
Access to personal vehicles	This project will improve safety for all road users, accessibility, and transit to make it easier to travel without access to a personal vehicle	While the project is improving pedestrian safety, accessibility, and transit, this does not always replace the need for a vehicle. Many car-less households in the project area may choose to live without a vehicle because of the proximity to regional and local transit. However, some households may not have access to a personal vehicle, carshare, or rideshare because they are cost prohibitive.	Expand Universal Basic Mobility to priority equity communities in the project area and in Oakland. Engage with communities to understand what modes they most prefer and what barriers there are to using these modes.
Community-identified bus improvements	This project will be improving reliability of bus service and safety for bus riders through improved lighting.	N/A	Conduct additional engagement to identify if additional safety improvements are needed.

6. NEXT STEPS

- Inform project stakeholders that REIA has been drafted
- Update REIA based on stakeholder feedback
- Develop a project evaluation plan that incorporates equity indicators and conduct the evaluation.
- Work with OakDOT's Race and Equity Team (RET) to identify next steps on recommended actions

CONTACT US

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