4.12 Population and Housing

This section analyzes how the Project may directly, or indirectly, affect population, housing and employment. Specifically, this section starts by describing existing conditions in the City and the region, focusing on the changes in population, households, and employment over time. It then describes changes in population, housing, and employment directly attributed to the Project and identifies the Project's contributions to anticipated citywide and regional growth, which are important contexts for considering potential physical environmental impacts analyzed in this and other sections of the EIR. The impact assessment also discusses potential indirect effects of the Project by assessing the possibility of displacement due to development on the Project site.

Pursuant to State CEQA Guidelines Section 15064(e), the analysis here focuses on the potential for physical environmental impacts, and not on socioeconomic issues that may also be of interest or concern to the public and City decision-makers.[1] The issues of growth inducement and urban decay are discussed in Section 7.3, *Growth-Inducing Impacts and Urban Decay*.

This section relies in part on Project-specific construction and operational data provided by the Oakland A's, data provided in the City of Oakland General Plan, and data available from the California Department of Finance, the U.S. Census Bureau, the Association of Bay Area Governments (ABAG) and Metropolitan Transit Authority (MTA) *Plan Bay Area 2040*.

4.12.1 Environmental Setting

The environmental setting for this analysis consists of the City of Oakland and the nine Bay Area counties, the Project site and its immediate surroundings, along with the site of the Oakland Coliseum and its immediate surroundings.

City of Oakland and Region

The Project site is located in the City of Oakland, which is one of 100 communities within nine counties that form the greater Bay Area region. The city is located within the planning area of ABAG, the Bay Area region's federally designated metropolitan planning organization. Oakland is the third largest city in this region and the largest city in the East Bay (Department of Finance, 2018).[2] As outlined in ABAG and the Metropolitan Transportation Commission's (MTC) *Plan Bay Area 2040*, and described below, the City's employment, housing, and population are projected to continue to grow in the future, bolstering Oakland's role as a centrally-located place of employment and place of residence within the larger Bay Area region. While the COVID-19

[1] The direction for treatment of economic and social effects is stated in Section 15064(e) of the State CEQA Guidelines: "Economic and social changes resulting from a project shall not be treated as significant effects on the environment. Economic or social changes may be used, however, to determine that a physical change shall be regarded as a significant effect on the environment. Where a physical change is caused by economic or social effects of a project, the physical change may be regarded as a significant effect in the same manner as any other physical change resulting from the project. Alternatively, economic and social effects of a physical change may be used to determine that the physical change is a significant effect on the environment. If the physical change causes adverse economic or social effects on people, those adverse effects may be used as a factor in determining whether the physical change is significant. For example, if a project would cause overcrowding of a public facility and the overcrowding causes an adverse effect on people, the overcrowding would be regarded as a significant effect."

[2] The City of San Jose and the City of San Francisco are each larger than Oakland.

pandemic and resulting economic recession may slow the rate of growth in the near term (particularly employment growth), growth in the region is expected to return to the previously forecasted trend line by 2030 (MTC and ABAG, 2020).

Population

The City of Oakland's population has varied over the years, dipping during the economic downturn in the late 2000s and accelerating during the subsequent recovery. The City of Oakland reported a population of 398,247 people in 2000, having grown by an average of 0.7 percent per year from 1990. Between 2000 and 2010, there was an average annual decrease of nearly 0.2 percent, followed by an average annual increase of approximately 1.2 percent from 2010 to 2018 (Department of Finance 2007, and 2018). As of 2018, there were 428,827 people living in Oakland, or about six percent of the total population of the nine-county Bay Area (Department of Finance, 2018).

According to MTC's update related to the *Land Use Modeling Report* for *Plan Bay Area 2040* City of Oakland projections, the City of Oakland is expected to see its population grow to an estimated 627,900 people in 2040, which represents an average annual growth of 2.35 percent from 2018, or a net growth of about 66.5 percent when compared with 2010 (MTC, 2018a), **Table 4.12-1** summarizes the population trend for the City of Oakland and Bay Area region from 1990 to 2018, and the growth forecast from 2018 to 2040.

TABLE 4.12-1
TRENDS IN POPULATION GROWTH FOR THE CITY OF OAKLAND AND BAY AREA REGION (1990–2040)

	City of Oakland			Bay Area Region		
Year	Population	Population Growth[a]	Avg. Annual Percent Growth[b]	Population	Population Growth[b]	Avg. Annual Percent Growth[c]
1990	372,242	—	—	6,020,147	—	—
2000	398,247	26,005	0.70%	6,757,390	737,243	1.22%
2010	390,724	-7,523	-0.19%	7,150,739	393,349	0.58%
2018	428,827	38,103	1.22%	7,772,586	621,847	1.09%
2040	650,630	221,803	2.35%	9,600,000	1,827,414	1.07%

NOTES:

[a] "Population Growth" considers the delta between the population associated with listed "Year" row and population of that that under the prior "Year" row.

[b] "Average Annual Percent Growth" is calculated by dividing the population growth value by the population of the prior comparison year to obtain the overall percent change. The overall percent change is then divided by the number of years this growth represents in order to present a comparable annual change (i.e., 1990–2000 = 10 years, 2010–2018 = 8 years, and 2018–2040 = 22 years). For example, population growth from 1990 to 2000 was 26,005. (26,005 population growth / 372,242 population) x 100 = 7% growth over a 10-year period. 7% overall growth / 10 years = 0.70% growth per year.

SOURCES: 1990 and 2000 data is provided by State of California, Department of Finance, 2007; 2010 and 2018 data are sourced from State of California, Department of Finance, 2018; and 2040 projected data for City of Oakland is sourced from MTC, 2018a, and for Bay Area Region is sources from MTC and ABAG, 2017a.

Historically, the nine-county Bay Area region generally experienced a faster average rate of growth than the City of Oakland. However, this has changed in recent years, with the City's rate of population growth beginning to outpace the region a whole. This trend is expected to continue

in the future. Specifically, the region experienced a growth in population from 6.02 million in 1990 to 6.76 million in 2000, for an average annual growth of 1.22 percent. This was followed by a reduced growth rate during the recession in the 2000s of 0.6 percent per year, reaching a population of 7.15 million by 2010. Over the subsequent eight years, the region's growth averaged 1.09 percent a year with a population of 7.77 million in 2018. This compared to the City of Oakland's annual average of 1.2 percent per year over the same eight years. By 2040, the Bay Area's population is estimated to increase to 9.6 million, thus averaging an approximate growth rate of 1.07 percent per year from 2018, which is a lower rate than the City's projected population growth of 2.35 percent per year from 2018 to 2040 (MTC and ABAG, 2017b).

Housing

While housing development generally bypassed Oakland and other inner city areas in the 1970s and 1980s, this began to change in the 1990s. In this decade, household and population growth occurred within the existing housing stock in Oakland, the vacancy rate declined, and average persons per household increased (refer to **Table 4.12-2**, which shows the vacancy rate in 1990 as 6.6 percent, reducing to 4.32 percent in 2000). In addition, new housing units were added in Oakland, including in the Downtown area, in the latter part of the decade. Since 2000, strong regional housing demand, fewer remaining locations for development in the suburbs, renewed interest in center city living particularly in proximity to employment centers, and a relatively affordable land supply with favorable land use policies were all factors in favor of renewed housing development in Oakland.

TABLE 4.12-2
HOUSING UNITS, HOUSEHOLDS, AND HOUSEHOLD SIZE IN OAKLAND AND BAY AREA REGION (1990–2040)

	Oakland				Bay Area Region			
Year	Total Housing Units[a]	Vacancy Rate[b]	Households[c]	Persons Per Household	Total Housing Units[a]	Vacancy Rate[b]	Households[c]	Persons Per Household
1990	154,737	6.60%	144,521	2.52	2,364,926	5.38%	2,245,865	2.59
2000	157,401	4.32%	150,594	2.60	2,547,046	3.39%	2,459,753	2.65
2010	169,710	9.40%	153,791	2.49	2,783,991	7.20%	2,606,288	2.65
2018	172,170	5.50%	162,763	2.59	2,888,882	6.40%	2,733,824	2.74
2040	—	—	241,470	—		—	3,430,000	2.80

NOTES:

[a] Total housing units are provided in in this column in order to provide a comparative context with vacancy rates and the total number of households.

[b] "Vacancy Rates" are provided by the California Department of Finance; this rate (VR) refers to the difference between total housing units (HU) and households (H) in order to identify vacant units, which are then divided by the number of housing units HU); as an equation, this is VR = (HU-H) / HU.

[c] Households are defined by ABAG as an occupied residential unit.

SOURCE: 1990 and 2000 data is provided by State of California, Department of Finance, 2007; 2010 and 2018 data are sourced from State of California, Department of Finance, 2018; and 2040 projected data for the City is sourced from MTC, June 7, 2018a, and for Bay Area Region is sources from MTC and ABAG, 2017a.

The decade following 2000 experienced a boom in residential construction; from 157,401 total housing units reported in 2000, to 169,710 total units in 2010, an increase of over 12,000 units

over the ten years. However, as addressed under *Population*, above, this decade also experienced an economic recession and the population in Oakland dropped, resulting in a lower rate of unit occupancy (household growth), and by 2010, Oakland experienced a vacancy rate of 9.4 percent. In the eight years that followed, the City's vacancy rate dropped to 5.5 percent, with a moderate increase in housing units (Department of Finance, 2007 and 2018).

Similar to the City of Oakland, the nine-county Bay Area region experienced growth in housing from 1990 to 2010, with the highest growth rate in new households between 1990 and 2000. There was an average of 21,389 newly constructed units per year in this 10-year period, which was followed by a period of slower growth rate between 2000 and 2010 with an average of 14,654 units per year. Between 2010 and 2018 an average of 15,942 units were constructed per year (Department of Finance, 2007, and 2018).

As shown in Table 4.12-2, the City of Oakland generally experiences slightly lower household sizes than in the region as a whole. Since 1990, the City has seen an average of between 2.49 and 2.60 persons per household, while the region has seen an average of between 2.59 and 2.74 persons per household. Household sizes are generally a function of socioeconomic factors as well as housing unit characteristics. New, smaller units tend to accommodate smaller households, with larger, older, and more affordable units accommodating larger households.

Plan Bay Area 2040 provides projections of future housing development in Oakland, which are based on ABAG and MTC's understanding of the City's current general plan and zoning as well as larger market forces. Overall, *Plan Bay Area 2040* expresses the agencies' desire and expectation that over time, the share of regional development will increase in the Bay Area's major cities, and in higher-density, urban locations that have good accessibility and are well served by transit. As shown in Table 4.12-2, the projections suggest that there will be 241,470 total households in Oakland by 2040, or 132,321 more households than in 2010.

ABAG was also responsible for determining the City's share of the regions housing need for the period 2015 – 2023 (ABAG, 2013). Under ABAG's allocation, Oakland's housing need equates to 14,765 new housing units between 2015 and 2023, with approximately half of the need for affordable or below market units (see Table 4.12-5, under Section 4.12.2 below). The City's adopted *Housing Element 2015-2023* addresses this housing needs allocation and identifies the potential for 17,000 additional units on housing opportunity sites in strategic areas of the city that are actively being promoted for housing development (City of Oakland, 2014a).

As identified in the City's Housing Element, new housing is being built in Downtown Oakland and in many other parts of the city, including West Oakland, East Oakland, North Oakland, and along the Estuary waterfront. Additional housing sites are focused in the downtown area, around the city's BART stations, along transit corridors, and in mixed-use neighborhoods. Most of the new housing being planned and built is multi-family housing, and represents a range of prices and rents, reflecting Oakland's land use policies encouraging higher-density development and the investment of substantial public funding for affordable housing.

By 2040, ABAG estimates the number of Bay Area households will increase by approximately 30 percent to 3.4 million households (MTC and ABAG, 2017a). To reach this projection by 2040,

the region would need to provide for an average increase of 31,644 new households per year, which is nearly twice the rate of construction between 2010 and 2018, and over 10,000 more units than at its previous peak rate between 1990 and 2000.

Overall, the rates of household and population growth in Oakland are forecast to exceed the rates of growth for the Bay Area overall. In 2018, Oakland had approximately 162,763 households comprising approximately 6 percent of Bay Area households. By 2040, ABAG estimates the number of Oakland households will increase by 78,707 households to an estimated 241,470 households, which represents approximately 7 percent of Bay Area households (MTC, 2018a).

Employment

Table 4.12-3 provides a summary of employment trends in the City of Oakland and the region, including changes from the year 2000 to the present, and projections to the year 2040. The data shows slow employment growth during the 2000s due to the economic downturn, and robust growth since then. In 2018, employment in Oakland was estimated at 220,792, representing a 23 percent increase in jobs from 2010 and about 5.6 percent of all employment in the region (see Table 4.12-3; U.S. Census 2019). This data confirms that while regional trends favored growth in the suburbs in prior decades, recent "back to the center" trends recognize the value of Oakland's central location, its good transportation/transit accessibility, and its relative affordability as a business location. These factors are anticipated to become increasingly important in the future, enabling Oakland to retain and enhance its competitive position as a business center for the region.

TABLE 4.12-3
TRENDS IN EMPLOYMENT GROWTH IN THE CITY AND REGION

	Oakland			Region		
Year	Employment[a]	Employment Growth From Prior Year Listed	Average Annual Percent Growth[b]	Employment	Employment Growth From Prior Year Listed	Average Annual Percent Growth
2000	174,743	—	—	3,366,503	—	—
2010[c]	179,100	+4,357	0.25%	3,420,000	+53,497	0.16%
2018	220,792	+41,692	2.91%	3,964,071	+544,071	1.99%
2040	272,760	+51,968	1.07%	4,700,000	+735,929	0.84%

NOTES:
[a] Employment here refers to the total number of employee in the City or Region, as opposed to the number of residents in each location employed.
[b] "Average Annual Percent Growth" considers the growth in population value, and divides it by the number of years this growth represents in order to present a comparable annual change; i.e., 1990–2000 = 10 years, 2010–2018 = 8 years, and 2018–2040 = 22 years.
[c] As addressed under source, 2010 and 2040 data are provided by MTC and ABAG, 2017a and 2017b, American Community Survey data for 2010 may vary.

SOURCE: 2000 and 2018 data is provided by U.S. Census, 2019; 2010 and 2040 data for Region is provided by MTC and ABAG, 2017a, 2010 Oakland data is provided by MTC and ABAG, 2017b, and 2040 Oakland data is provided by MTC, June 7, 2018a.

Projections for Oakland anticipate about 93,660 new jobs from 2010 to 2040, or an annual average job-growth rate of 1.74 percent during this period.[3] ABAG estimates 83,000 of these jobs would be located in Priority Development Areas (PDA), such as Downtown Oakland and the remaining 10,660 new jobs would be disbursed throughout the rest of the city (MTC and ABAG, 2017b). Job growth projections anticipate continued office growth in Oakland, as well as new jobs in transportation-related sectors centered on the city's growing airport and seaport, in medical and health services, in professional and personal services, and in manufacturing and wholesale activities in the city's industrial areas. Retail, restaurant, and entertainment activities also are anticipated to grow in Oakland. As noted earlier, the COVID-19 pandemic and resulting economic recession has had an immediate effect on the region's economy, however growth in the region is expected to return to the previously forecasted trend line by 2030 (MTC and ABAG, 2020).

Project Site and Current Ballpark

As discussed under Section 3.2, *Project Site Existing Conditions*, the Port of Oakland currently leases the 50-acre Howard Terminal to short-term tenants for maritime support uses. Existing uses and activities include but are not limited to truck parking, loaded and empty container storage and staging, and a longshoreperson training facility. According to the Port of Oakland, approximately 23 acres are leased to a single tenant, AMPCO, for truck parking, including container storage and staging, and approximately 5 acres are leased to the Pacific Maritime Association for the longshoreperson training facility. The remaining 22 acres of Howard Terminal are leased to 8 to 10 different ancillary service providers for truck parking, including container storage and staging. Berths 67 and 68 at Howard Terminal are used periodically for ships requiring repairs or other layovers, but have not been used for containerized shipping since 2014.

In addition to the Howard Terminal, the Project site includes the portion of the historic Pacific Gas & Electric Station C facility (Peaker Power Plant) located on the south side of Embarcadero West, a fuel storage tank to the east of the power plant, and Oakland Fire Station 2 at generally Clay and Water Street. The fire station is currently occupied, with a total of 8 on-site employees, and planned for up to 12 on-site employees in the future. While each of the existing businesses and tenants on the Project site support some level of employment, providing a total of 40 on-site employees and 58 contractors/drivers,[4] the Project site does not contain any housing units within its boundaries and therefore has no permanent resident population (Port of Oakland, 2020).

The existing A's Ballpark, located at the Oakland Coliseum, provides an estimated 1,512 employees (Athletics Investment Group, LLC, 2019). This includes the 285 full time staff, which support overall management and operations of all facilities as well as on-site employment by concessionaires and Oakland A's baseball organization (Athletics Investment Group, LLC, 2019).[5] A specific breakdown of existing employees is provided in **Table 4.12-4**.

[3] Table 4.12-3 provides 2010, 2018, and 2040 employment growth rates. Between 2010 and 2040, the average annual growth of 93,660 jobs is 1.74 percent per year, which is higher than the growth anticipated from 2018 to 2040, due to the high rate experienced from 2010 to 2018.

[4] The current employment numbers do not include independent owner-operator truck drivers that may pay to park their truck at Howard Terminal.

[5] Does not include sports teams' players nor most team management based elsewhere.

TABLE 4.12-4
CURRENT EMPLOYMENT AT THE COLISEUM FOR A'S-RELATED ACTIVITIES

Component	Total Event Day Employees
A's Staff (Sports Team Employment)	285
Sports Operations[a]	*60*
Business Operation[b]	*100*
Business Operations Support[c]	*75*
Ballpark Operations and Management[d]	*50*
Coliseum A's Home Game -Staff[e]	1,227
Game/Event Day Employees	*1,197*
Daily Staff	*30*
Total Employees	**1,512**

NOTES:
a *Sports Operations* refer to players, coaches, training staff, etc.
b *Business Operations* refers to executive management, legal, finance, human resources, media and broadcasting staff, public and community relations, hospitality services, etc.
c *Business Operations Support* refers to customer service, sales and marketing support, team operations support.
d *Ballpark Operations and Management* refer to management, arena maintenance and operations, security, housekeeping.
e It is estimated that on average an event and home game generate an about 1,227 employees. However, the largest attended ballgames and events require up 1,684 employees. Note, these values are based on vendor estimates and actual employment may vary.

SOURCE: Athletics Investment Group, LLC, 2019

4.12.2 Regulatory Setting

Federal

There are no federal regulations, plans, or policies applicable to population, employment, and housing issues relevant to the Project.

State

California Housing Element Requirement

California law (Government Code Section 65580 et seq.) requires cities and counties to include as part of their General Plans a housing element to address housing conditions and needs in the community. Housing elements are prepared approximately every seven to eight years, following timetables set forth in the law. The housing element must identify and analyze existing and projected housing needs and "make adequate provision for the existing and projected needs of all economic segments of the community," among other requirements. The City's 2015-2023 Housing Element was adopted in 2014 and identifies the potential for 17,000 additional units on housing opportunity sites in strategic areas of the city that are actively being promoted for housing development (City of Oakland, 2014a). The Project site is not included in the housing opportunity sites as shown in Figure C-5 of the Housing Element.

Regional Housing Needs Allocation and SB 375

The Regional Housing Needs Allocation (RHNA) process is mandated by State Housing Law and is a precursor to the periodic process of updating local housing elements of the General Plan. The State determines what the total housing need will be in the region for the planning period, and ABAG distributes that need among local jurisdictions in the Bay Area, initiating each jurisdiction's housing element update. **Table 4.12-5** shows the 2015–2023 RHNA by income level for the City of Oakland and the region. Based on its allocation, the City of Oakland was required to identify sites sufficient to accommodate 14,765 new housing units at the specified levels of affordability.

TABLE 4.12-5
FINAL REGIONAL HOUSING NEEDS ALLOCATION 2015–2023

Income Level[a]	Oakland	Bay Area
Very Low (50% AMI)	2,059	46,680
Low (51–80% AMI)	2,075	28,940
Moderate (81–120%AMI)	2,815	33,420
Above Moderate (>120% AMI)	7,816	78,950
Total	**14,765**	**187,990**

NOTES:
a AMI refers to area median income.
SOURCE: ABAG, 2013

Plan Bay Area 2040

As required by Senate Bill 375, all metropolitan regions in California must complete a Sustainable Communities Strategy (as part of a Regional Transportation Plan). In the Bay Area, the MTC and ABAG are jointly responsible for developing and adopting a Sustainable Communities Strategy that integrates transportation, land use, and housing to meet greenhouse gas reduction targets set by the California Air Resources Board (CARB). *Plan Bay Area 2040*, adopted in 2017, serves as the Sustainable Communities Strategy for the Bay Area, per Senate Bill 375; this plan projects household and employment growth in the Bay Area through 2040, provides a roadmap for accommodating expected growth, and connects this growth to a transportation investment strategy that strives to move the Bay Area toward key regional goals for the environment, economy, and social equity. As defined by the plan, Priority Development Areas (PDAs) are areas where new development will support the needs of residents and workers in a pedestrian-friendly environment served by transit. *Plan Bay Area 2040* is advisory; adherence by each jurisdiction is not compulsory. Each city or county covered by the plan retains discretion over the land-use decisions, and *Plan Bay Area 2040* provides guidance that cities and counties can use in making those decisions, particularly in light of the strategy for allocating transportation funding set forth in the plan.

Plan Bay Area 2040 predicts that approximately 87,679 additional housing units and 93,600 additional jobs will be added in Oakland between 2010 and 2040. Household growth would equate to roughly 10.7 percent of regional growth, while this job growth equates to

roughly 7.32 percent of the total employment growth anticipated in the region.[6] *Plan Bay Area 2040* sets out a plan to meet most of the region's growth in PDAs, as identified by local governments. The Project is located within the "Oakland Downtown & Jack London Square" PDA—the area bounded generally by 28th Street on the north, I-980 on the west, the Oakland Estuary on the south, and Lake Merritt on the east, excepting the Chinatown area between Sixth and Eleventh Streets east of Franklin Street. The Oakland Downtown & Jack London Square PDA is one of seven PDAs in the City where the bulk of City growth is expected to take place. For the Oakland Downtown & Jack London Square PDA, *Plan Bay Area 2040* forecasts a growth of 19,284 households, and 38,433 jobs by 2040 (refer to **Table 4.12-6**; MTC, 2018a).[7]

TABLE 4.12-6
OAKLAND DOWNTOWN & JACK LONDON SQUARE PDA GROWTH

	2010	2040	Growth
Households	13,537	32,821	+19,284
Jobs	72,937	111,370	+38,433

SOURCE: MTC, 2018a

Local Plans, Ordinances and Policies

Oakland General Plan and Housing Element policies and other applicable plans and policies that pertain to housing, jobs, and related effects, and that apply under the Project, are identified and discussed in Section 4.10, *Land Use, Plans and Policies*. As discussed in that section, the proposed Project would require a General Plan Amendment to change its land use designation from General Industry and Transportation to Regional Commercial and permit the uses that are proposed.

City of Oakland General Plan

The Oakland General Plan establishes comprehensive, long-term land use policies for the City and provides the primary policy direction for development throughout the City and therefore the Project site.

Land Use and Transportation Element (LUTE)

The LUTE defines the long-range goals and intentions of the community regarding the nature and direction of future development within the City of Oakland. A major overall theme of the LUTE is to encourage the growth of new residential development in Oakland and to direct it to the City's major corridors, to downtown Oakland, to transit-oriented districts near the City's BART

[6] Household growth in Oakland as a percentage of regional growth is calculated by considering projected growth in Oakland households (87,660) divided by the projected growth in regional households (820,000) to get 10.7 percent. Employment growth in Oakland as a percentage of regional growth in employment is calculated by taking projected growth in Oakland employment (93,660) divided by projected growth in regional employment (1,280,000) to get 7.32 percent.

[7] While *Plan Bay Area 2040* is the most current regional planning document, it does not provide explicit updated population forecasts at the PDA level; therefore, this analysis considers data provided by MTC staff for the PDA level (MTC, 2018a).

stations, along the waterfront, and to infill projects that are consistent with the character of surrounding areas.

The following objectives and policies of the LUTE are relevant to the population and housing impact analysis of the Project.

Transportation and Transit-Oriented Development Policies

Policy T2.1: Encouraging Transit-Oriented Development. Transit-oriented development should be encouraged at existing or proposed transit nodes, defined by the convergence of two or more modes of public transit such as BART, bus, shuttle service, light rail or electric trolley, ferry, and inter-city or commuter rail.

Waterfront Policies

Policy W10.2: Defining Jack London Square Land Uses. The area should reflect its current dominant use of commercial and entertainment uses and activities such as restaurants, retail, theater, hotel, farmers market, concert series, boat shows, and other entertainment and cultural activities. Other appropriate uses include office, live/work, and waterfront density residential development.

Policy W10.4: Defining Jack London Square Mixed Use Characteristics. The character of this area should be mixed use. Higher density housing, single use housing, and live/work lofts and units are appropriate within the area and developments. Mixed-use should be sensitive to the surrounding character and design of existing buildings as well as the desire to have the shoreline fully accessible to the public.

Downtown Policies

Policy D10.2: Locating Housing. Housing in the downtown should be encouraged in identifiable districts, within walking distance of the 19th Street, 12th Street/City Center, and Lake Merritt BART stations to encourage transit use, and in other locations where compatible with surrounding uses.

Policy D10.3: Framework for Housing Densities. Downtown residential areas should generally be within the Urban Density Residential and Central Business District density range, where not otherwise specified. The height and bulk should reflect existing and desired district character, the overall city skyline, and the existence of historic structures or areas.

Neighborhood Policies

Policy N3.1***: Facilitating Housing Construction***. Facilitating the construction of housing units should be considered a high priority for the City of Oakland.

Housing Element

The 2014 Housing Element is a component of the Oakland General Plan and establishes the City's overall housing policies. California State Housing Element law (California Government Code Sections 65580 et seq.) requires each city and county to adequately plan for and address the housing needs of all segments of its population in order to attain the region's share of projected statewide housing goals. This law requires local governments to plan for their existing and projected housing needs by facilitating the improvement and development of housing and removing constraints on development opportunities.

The policies in the Housing Element are intended to provide guidance for the next LUTE update to reflect changing demographics and market forces, and include the following relevant policies and actions:

- **Goal 1:** Provide adequate sites suitable for housing for all income groups.

  Policy 1.1: Priority Development Areas Housing Program. The City will target development and marketing resources in Priority Development Areas (PDAs), and in areas for which Specific Plans have been completed or are underway.

  Action 1.1.1: *Site Identification.* Conduct an inventory of vacant and underutilized land within the City's PDAs including the MacArthur BART Station Area, West Oakland, Downtown/Jack London Square Area, Fruitvale/Dimond Area, Eastmont Town Center Area, and the Coliseum BART Station Area, identify sites suitable for housing, including estimates of the number of housing units that those sites can accommodate, and make that information available to developers through a variety of media.

  Action 1.1.2: Expedited Review. Continue to expedite the permit and entitlement process for housing developments with more than 50 units in the Downtown by assigning them to specialized planners, for priority permit processing, management tracking of applications, and scheduling of public hearings for completed applications.

  Action 1.1.3: Streamline Environmental Review. Advocate for new strategies to streamline the environmental review process under the California Environmental Quality Act (CEQA)

  Policy 1.7: Regional Housing Needs. The City of Oakland will strive to meet its fair share of housing needed in the Bay Area region.

  Action 1.7.1: Accommodate at Least 14,765 New Housing Units. Designate sufficient sites, use the City's regulatory powers, and provide financial assistance to accommodate at least 14,765 new dwelling units between January 2014 and June 2023. This sum represents the City's share of the Bay Area region's housing needs as estimated by the Association of Bay Area Governments (ABAG). The City will encourage the construction of at least 6,919 units for very low-, low-, and moderate-income households.

- **Goal 7:** Promote sustainable development and sustainable communities.

  Policy 7.3: Encourage Development That Reduces Carbon Emissions

  Action 7.3.1: Mixed Use Development Incentives. Provide development incentives for construction projects that mix land uses, build compactly, and ensure safe and inviting pedestrian corridors. Allowing uses in close proximity to one another encourages walking and bicycling, instead of automotive trips.

  Action 7.3.3: Implement SB 375 provisions, direct new housing to be built in Priority Development Areas. Implement the provisions of State Bill (SB) 375 and regional agency rule-making, following their adoption. The City will continue to encourage mixed-use, infill, and transit development in designated Priority Development Areas. (See also Policy 1.1.)

  Action 7.3.5: Encourage New Housing at a Range of Prices. Actively promote the construction of housing at a range of price levels near transit hubs and corridors in

balance with local employment opportunities to meet the needs of Oakland's workforce. Consider adoption of a transit-oriented development affordability policy, including preservation of existing affordability.

4.12.3 Significance Criteria

The City of Oakland has established thresholds of significance for CEQA impacts (City of Oakland, 2016). The Project would have a significant adverse impact related to population and housing if it would:

1. Induce substantial population growth in a manner not contemplated in the General Plan, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extensions of roads or other infrastructure), such that additional infrastructure is required but the impacts of such were not previously considered or analyzed;
2. Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere in excess of that contained in the City's Housing Element; or
3. Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere in excess of that contained in the City's Housing Element.

The changes to Appendix G of the State CEQA Guidelines effective in December 2018 were intended to reflect recent changes to the CEQA statutes and court decisions. Many of these recent changes and decisions are already reflected in the City's adopted significance thresholds, which have been used to determine the significance of potential impacts. To the extent that the topics or questions in Appendix G are not reflected in the City's thresholds, these topics and questions have been taken into consideration in the impact analysis below, even though the determination of significance relies on the City's thresholds. Specifically, the updated Guidelines modified criterion (a) to add "unplanned" before "population growth" and eliminate the phrase "such that additional infrastructure is required by the impacts of such were not previously considered…," modified criterion (b) to add "people or" between "displace substantial numbers of existing" and "existing housing," and eliminated criterion (c) entirely. The analysis below takes the changes to criterion (a) into consideration and addresses the modification to criterion (b).

Approach to Analysis

The following analysis examines proposed development at the Project site in light of the significance thresholds presented above and discusses the potential for impacts on population. Unplanned population increases that substantially exceed projected growth under the General Plan and that could not be accommodated by existing or planned infrastructure would be considered a significant impact under CEQA. Physical impacts associated with planned infrastructure growth to support the Project are assessed in other sections of Chapter 4, such as Section 4.16, *Utilities and Service Systems*, and referenced below, as needed.

With respect to population growth related to housing, this analysis relies on data from recent specific plans in Oakland as well as MTC's *Plan Bay Area 2040* PDA-level projections, as the basis for a ratio of 2.0 persons per housing unit, which is used to calculate residential population growth generated by the proposed Project. This ratio differs from the citywide ratio of

2.49 persons per housing unit in 2018,[8] and the ratio of 1.9 persons per housing unit anticipated in areas included in the draft Downtown Oakland Specific Plan (DOSP) for a number of reasons. The Project proposes 3,000 multi-family housing units with an average size of 880 square feet. This size is smaller than existing single-family homes citywide, and greater than the expected average unit size of 750 square feet in the DOSP area. Other nearby area plans identified similar resident ratios; the Lake Merritt Specific Plan anticipated an average of 2.0 persons per housing unit and the Coliseum Area Plan anticipated an average of 1.84 persons per housing unit (City of Oakland, 2013; and City of Oakland, 2014b). In closer proximity to the Project site, 2018 data for the Jack London Square census tract demonstrates slightly larger household sizes (1.68 persons per housing unit) than anticipated in the 2003 Jack London EIR, which projected a rate of 1.66 persons per housing unit (U.S. Census, 2019; and City of Oakland, 2003). In addition, projections used in the MTC's *Plan Bay Area 2040* for the Oakland Downtown & Jack London Square PDA estimate there will be a ratio of 1.87 persons per household (MTC, 2018b).

The MTC and ABAG *Plan Bay Area 2040* projections are used to analyze whether the growth caused by the Project would be within planned growth projections at the citywide scale because the projections were developed taking into consideration the City's adopted General Plan and zoning as well as regional economic trends. With respect to housing and population, U.S. Census and associated housing and population projections under *Plan Bay Area 2040* for 2018 are used to represent existing (baseline) conditions and future planned conditions. References to the City's adopted Housing Element and other elements of the General Plan are also included.

With respect to growth related to employment, State of California Employment Development (EDD) data for 2018 are used to represent existing (baseline) conditions, and *Plan Bay Area 2040* projections for 2040 are used to represent citywide future planned conditions. The 2010 U.S. Census, 2013-2017 American Community Survey, State of California EDD 2017 Annual Averages, City of Oakland 2014 Housing Element of the General Plan, ABAG's *RHNA for the San Francisco Bay Area: 2015-2023*, and *Plan Bay Area 2040* were used to prepare this analysis because they are the most recent data consistently available for the Project site across all population, employment, and housing indices.

State CEQA Guidelines Section 15064(e) notes that an economic or social change by itself would not be considered a significant effect on the environment. Economic and social changes are only considered under CEQA to the extent that they may lead to adverse physical impacts on the environment, such as the construction of replacement housing necessitated by the displacement of substantial numbers of people. Moreover, population growth is considered in the context of local and regional plans and population, housing, and employment projections. Generally, a project that induces population growth is not viewed as having a significant impact on the environment unless it is unplanned and results in significant physical impacts. Thus, the growth and changes in employment and population and the potential demand for housing that would occur with implementation of the proposed Project would not be adverse physical impacts in and of themselves.

[8] In 2018, while the citywide average of persons per household was 2.59, when removing vacancy of 5.5% (see Table 4.12-2), and accounting for the population of 428,827, the city had a rate of 2.49 persons per housing unit.

Due to comments raised during the scoping period for this Draft EIR, the jobs-housing balance (expressed as a ratio of jobs to employed residents) is discussed following the cumulative impacts analysis for informational purposes. It should also be noted that the Project sponsor may seek to meet the Project's affordable housing obligation by constructing housing on-site, off-site, and/or via the payment of impact fees. If one or more off-site housing developments is developed to meet the Project's affordable housing obligation, each would be separately entitled following environmental review. This analysis does not speculate regarding the location or impacts of the off-site option, which would comply with City zoning, be consistent with the City's General Plan, and therefore fall within the forecast of cumulative growth.

4.12.4 Impacts of the Project

Construction Impacts

Impact POP-1: Construction of the proposed Project would not induce substantial population growth in a manner not contemplated in the General Plan. (Criterion 1) (*Less than Significant*)

Project construction for Phase 1 is estimated for the purposes of this EIR to extend for approximately 2.5 years. Construction through buildout would commence at the completion of Phase 1 and continue for four or more years, dependent on market conditions and other factors. The construction phase of the proposed Project would generate temporary employment opportunities. As detailed in Section 3.13.3, *Construction Employment*, in Chapter 3, *Project Description*, approximately 1,200 to 1,300 construction workers would be employed during peak construction of the Project, with an estimated 1,000 employees during other phases.

Construction-related jobs generated by the Project would likely be filled by employees within the construction industry within the City of Oakland and the greater Bay Area region. In 2018, approximately six percent of the City's employment was based in the construction industry (U.S. Census, 2019). Construction industry jobs generally have no regular place of business, as construction workers commute to job sites throughout a given region, which may change several times a year. Additionally, many construction workers are highly specialized (i.e., crane operators, steel workers, masons, etc.) and move from job site to job site within the region as dictated by the demand for their specific skills. The work requirements of most construction projects are also highly specialized and workers are employed on a job site only as long as their skills are needed to complete a particular phase of the construction process. For these reasons, employment opportunities associated with construction of the Project would not likely result in any measurable relocation of construction worker households to the City or region. Therefore, the construction phase of the Project would not induce substantial growth in the area in a manner not contemplated in the General Plan and this impact would be less than significant.

Mitigation: None required.

Operational Impacts – Household and Residential Growth

Impact POP-2: Implementation of the proposed Project would directly induce population growth by proposing new homes, and by extending roads and infrastructure to serve the Project site; however, this growth is within regional projections and consistent with the General Plan. (Criterion 1) (*Less than Significant*)

Under Phase 1 of the proposed Project, construction of up to 540 housing units would generate an estimated population of 1,080 new residents, based on the assumption of 2.0 persons per unit discussed above (see **Table 4.12-7**). At buildout, the site would include up to 3,000 total housing units, with an estimated population increase of 6,000.

TABLE 4.12-7
ON-SITE RESIDENTS

Phase	Housing units	Generation Rate (persons per household)	Residents
Phase 1	540	2	1,080
Remainder of Site	2,460	2	4,920
Total Buildout	**3,000**	**2**	**6,000**

SOURCE: Athletics Investment Group, LLC, 2019

As previously noted, the proposed Project would include a General Plan amendment re-designating the site to allow for residential development. The General Plan amendment would not amend or adjust the text of the General Plan relating to housing production and projections, which already contains goals and policies about targeting PDAs for development, including housing development. The Project site is located within the Oakland Downtown & Jack London Square PDA. The Oakland City Council adopted Resolution No. 82526 designating six transit-oriented development centers in Oakland as PDAs, which included the Oakland Downtown & Jack London Square PDA (City of Oakland, 2014a). The 2014 Housing Element of the General Plan identified opportunity sites within the PDAs to accommodate future growth in a sustainable manner that achieves regional objectives of enhancing existing neighborhoods, reducing congestion, and protecting natural resources. The Housing Element did not identify the Project site as part of the City's inventory of housing sites, but includes policies and actions to (1) encourage and target development in PDAs (Policy 1.1), and (2) inventory vacant and underutilized land as sites suitable for housing within the Oakland Downtown & Jack London Square PDA (Action 1.1.1; City of Oakland, 2014a).

The Project proposes a maximum of 3,000 residential units. The addition of these new units would not be substantial in the context of the City, as it would represent approximately 4.3 percent of the projected increase in citywide housing unit growth of 69,300 housing units between 2018 and 2040 under the City's General Plan (i.e., *Plan Bay Area 2040* projects an increase from 172,170 in 2018 to 241,470[9] in 2040; see Table 4.12-2).

[9] *Plan Bay Area* 2040 does not provide assumed vacancy rates for households; therefore, this analysis assumes that the 2040 projected households value of 241,470 is equal to the number of housing units.

In addition, housing is defined as a critical need within the City, and the Project would assist in meeting the City's goal of constructing 17,000 new housing units between 2015 and 2023, as identified in the 2014 Housing Element of the General Plan (City of Oakland, 2014a). The General Plan includes goals and policies to maximize housing in strategic areas of the city that are in proximity to a major transit corridor and highways, or served by existing transportation infrastructure such as streets, light and heavy rail (e.g., BART). The Project site is within approximately one mile of three BART stations and the Amtrak Jack London Station, is adjacent to a ferry terminal, and at its easternmost edge is approximately one-quarter mile from AC Transit bus service on Broadway. It is also connected to the City street grid and located near major employment centers (e.g., the adjacent Port, and the nearby Downtown Oakland area). As described in Section 4.15, *Transportation and Circulation*, and Section 4.16, *Utilities and Service Systems*, the proposed Project would extend existing City streets into the Project site and replace or install infrastructure to serve the proposed development. Project-related residential/household growth would result in increased demand for roadways, public services, utilities and service systems; however, that demand would be met by proposed infrastructure improvements, the impacts of which are analyzed in Sections 4.15 and 4.16 of this EIR

Overall, the site is within a PDA designated to accommodate a substantial proportion of the city's future residential growth and Project generated growth is consistent with planned growth under the City's General Plan. The need for re-designation of the site to allow residential and commercial uses would conform with ABAG's and the City's designations of the Downtown and Jack London Square area as a PDA. Development of residential uses would directly induce population growth; however, this growth would be served by proposed streets and infrastructure, the impacts of which are analyzed in this EIR.

Mitigation: None required.

Operational Impacts – Employment Growth

Impact POP-3: Implementation of the proposed Project would directly induce population growth by proposing new businesses and by extending roads and infrastructure to serve the Project site; however, this growth would be consistent with the General Plan. (Criterion 1) (*Less than Significant*)

Under Phase 1 of the Project, total operational employment at build out (for housing, ballpark, office, retail, and hotel uses) is presented by land use in **Table 4.12-8**. This table shows that the Project would generate the highest number of employees under a Game Day event—approximately 3,171 employees at Phase 1 completion. At full buildout of the Project site, the Project would generate the highest number of employees under a Game Day event—approximately 9,499 employees at Project completion. Based on current A's Ballpark employment of 285 employees and approximately 1,227 Game Day-of staff, full Buildout would generate a net 7,987 employment growth compared with existing Coliseum employment.

TABLE 4.12-8
PHASE I AND FULL BUILDOUT PROJECT EMPLOYMENT

	Current Ballpark	Phase 1		Buildout	
Project Component	**Existing FTE[a]**	**New FTE**	**Phase 1 Total**	**New FTE**	**Buildout Total**
A's Staff[b]	285	—	285	—	285
Event Non-A's, and Game Day-of Staff[c]	1,227	93	1,320	93	1,320
Performance Venue[d]	—	—	—	200	200
Office[e]	—	1,111	1,111	6,667	6,667
Retail[f]	—	69	60	540	540
Hotel[g]	—	360	360	360	360
Residential[h]	—	17	17	94	94
Parking and Other[i]	—	18	18	33	33
Total Employees[j]	**1,511**	**1,671**	**3,171**	**7,987**	**9,499**

NOTES:

a FTE = full-time equivalent / Existing Ballpark Employees are presented to compare existing A's related employees to that anticipated under the Proposed Project.
b A's Staff: this includes all sports operations, business operations, business operations support, and ballpark operations and management as identified in the Table 3-3. These would work at games, however, they are accounted for in the estimate of A's Staff.
c Event Non-A's, Day-of Staff: Per Table 3-2 in the Project Description, there are numerous Non-A's, Day of Staff dependent on the nature of the event. This table considers the typical employees-generated during a baseball game event, as it would generate the highest number of event-day employees.
d Performance Venue: 200 is the assumed rate provided by the Project sponsor.
e Office Rate: 225 square feet per employee
f Retail Rate: 500 square feet per employee
g The Hotel Rate: 0.9 employees per room
h Residential Rate: 1 employee per 32 housing units
i Parking and Other: 270 spaces per employee
j Total Employees refers to all employees generated by the Proposed Project and conservatively represent new employees at the Project site. (This is conservative because existing employees at the Project site have not been accounted for.) *Net New Employees* is presented to account for the existing 640 employees associated with the existing Ballpark that would be relocated to the Project site.

SOURCE: Rates from City of Oakland, 2014b; Athletics Investment Group, LLC; A's, Strategic Economics, 2018.

Between 2018 and 2040, the number of total jobs in the city are anticipated to increase from 220,792 to 272,760, or a total growth of 51,968 new jobs. The projected total employment increase at the Project site at buildout would represent approximately 18 percent of this increase (9,499 Project jobs/51,968 projected new jobs citywide) or a total of approximately 3.5 percent of jobs projected in the City in 2040 under the City's General Plan.[10] Thus, while the scale of employment growth associated with the Project was not previously planned to occur at this specific site, the Project's increase in employment is within the General Plan and ABAG projections for the City of Oakland as a whole.

Consistent with the impacts associated with residential growth under Impact POP-2, above, the proposed Project would include the extension of existing City streets into the Project site and

10 While the Coliseum currently employs approximately 1,512 jobs (285 associated with A's staff and 1,227 associated with events), this analysis conservatively considers all Project related employment as new growth. While this growth represents projected employment from the project, it is conservative because it accounts for the number of jobs currently held at the existing ballpark at the Coliseum Stadium, and which would be relocated (thus not "new" jobs within the city).

replacement or installation of infrastructure to serve the Project site (impacts are discussed further in Section 4.15, *Transportation and Circulation*, and Section 4.16, *Utilities and Service Systems*).

Overall, operation of Phase 1 and Buildout of the proposed Project would result in increased employment. However, this growth would be consistent with the City's and regional plans for growth and thus would not constitute substantial unplanned growth. Employment growth in this area would be served by planned streets and infrastructure, the impacts of which are analyzed in this EIR.

Mitigation: None required.

Displacement

Impact POP-4: Implementation of the proposed Project would not directly or indirectly displace substantial numbers of existing people or housing units necessitating the construction of replacement housing elsewhere. (Criteria 2 and 3) (*Less than Significant*)

The Project site is currently used for maritime support uses and the Project would not directly displace[11] any residents or housing units, since no residents or housing units are currently located on the Project site. The Project could therefore not directly displace substantial numbers of existing people or housing units necessitating the construction of replacement housing elsewhere, and the impact would be less than significant. The Project would also add up to 3,000 housing units, which would help to address the regional need for housing.

Potential indirect displacement could occur if development at the Project site results in physical or socioeconomic changes (e.g., gentrification[12]) in the site vicinity that results in displacement of existing residents. However, because displacement is such a widespread phenomenon, it would be speculative to identify a singular causal relationship or contribution of increased land or housing costs attributable to the Project to indirect displacement. Moreover, to the extent concerns about gentrification have arisen in other contexts, these concerns typically focus on existing residential or commercial neighborhoods, and the potential effect of rising property values to change the character of those neighborhoods in ways that may affect existing residents or businesses. In this case, the site is not an existing residential or commercial neighborhood. Furthermore, the nature of indirect displacement has roots in economic and social evaluations, which not within the purview of CEQA.[13] Evidence of social or economic impacts (e.g., rising property values, increasing rents, changing neighborhood demographics) that do not contribute to, or are not caused by, physical impacts on the environment are not substantial evidence of a significant effect on the environment. In short, social and economic effects are only relevant under CEQA if

[11] Most researchers have narrowly defined displacement as evictions or unaffordable price increases (Zuk et al., 2015).

[12] Gentrification is a particular kind of neighborhood revitalization, distinct because of its possible displacement effects. Most studies agree that gentrification at a minimum leads to exclusionary displacement and may push out some renters as well (Zuk et al., 2015). Gentrification scholarship often is focused on interracial or— ethnic dynamics of neighborhood change, particularly where white in-movers arrive in neighborhoods with predominantly residents of color (Zuk et al. 2017). The scholarship focuses on the effects of rising rents or property values on established residential or commercial neighborhoods.

[13] Per CEQA Section 15131, part a) Economic or social effects of a project shall not be treated as significant effects on the environment.

they would result in or are caused by an adverse physical impact on the environment. As discussed above, there is no evidence that the proposed Project would result in potential social and economic effects that would indirectly result in significant effects to the physical environment and are therefore beyond the scope of this EIR. Changes to the physical environment directly caused by the proposed Project are addressed in the appropriate environmental topics in this EIR. Additional economic and equity concerns related to displacement can be further considered outside the CEQA context.

Mitigation: None required.

Maritime Reservation Scenario

Under the Maritime Reservation Scenario, up to approximately 10 acres of the proposed Project site would not be developed. The reconfigured Project site boundary would change and the Project site area would become smaller. The Maritime Reservation Scenario would involve the same development program when compared with the proposed Project, leading to the same growth projections (e.g., population growth, employment growth, etc.) described for the Project above. Thus, site conditions relative to population, housing, and employment would remain the same as described for the proposed Project, and therefore the impacts and analysis for the Maritime Reservation Scenario would be the same as those discussed above for the proposed Project.

4.12.5 Cumulative Impacts

Geographic Context

The geographic scope of analysis for cumulative impacts related to population, employment, and housing encompasses the City and the region. Given this geographic scope, the analysis of cumulative impacts is based on regional projections through 2040 provided by *Plan Bay Area 2040*, in which ABAG and MTC forecast reasonably foreseeable growth by jurisdiction based on economic factors as well as local general plans and zoning. Section 4.0 provides a discussion of these regional projections, along with their relationship to the City's current List of Major Development Projects and the proposed DOSP. Projects on the City's list are consistent with the City's General Plan and collectively result in growth that is accounted for in the regional projections. Similarly, population growth in the DOSP plan area was anticipated in the City of Oakland's General Plan and is supported and encouraged by the LUTE policies, the Housing Element policies, and City zoning regulations. The 1998 LUTE identifies downtown as a "Showcase District" and encourages higher density development in the Plan Area, along major corridors, at the waterfront, and near BART stations. Additionally, increasing the activity of downtown through the development of new housing is a key component of the vision for downtown in the General Plan.

Impact POP-1.CU: The Project, combined with cumulative development in the Project vicinity and citywide, would not contribute to cumulative substantial unplanned population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads and other infrastructure). (*Less than Significant*)

Residential Growth

Project growth would include up to 3,000 housing units, a small percentage of the number of new households anticipated between 2010 and 2040 in *Plan Bay Area,* which forecasts that the number of occupied households in the city will increase from 153,791 in 2010 to 241,470 by 2040, or a total growth of 132,321 households. This forecast is a projection of growth under the City's general plan, taking into consideration economic factors as well as general plan land use designations and zoning. As a statement of planned population and household growth, the forecast is representative of future growth in housing units that may result from development within the City over the life of the plan. The planned residential units under proposed Project (up to 3,000 units) would be within the planned growth in the City, as reflected in the regional projections, which encompass residential growth of the proposed Project in combination with past, present, and reasonably foreseeable future projects. Thus, the Project would not contribute to cumulative substantial unplanned population growth in the City or the region.

Employment Growth

The highest operational employment on the Project site would take place under a Game Day event after buildout, and would include an estimated 9,499 employees at the Project site. By comparison, between 2010 and 2040, *Plan Bay Area* forecasts that the number of total jobs in the City will increase from 179,100 to 272,760, or a total growth of 93,660 new jobs. As noted above, this forecast is a projection of growth under the City's general plan, taking into consideration economic factors as well as general plan land use designations and zoning. As a statement of projected employment growth, the forecast is representative of planned development and growth in employment that may result from development within the City over the life of the plan. The proposed Project (up to 9,499 jobs) would be within the planned growth in the City, as reflected in the regional projections, which encompass employment growth of the proposed Project in combination with past, present, and reasonably foreseeable future projects. Thus, the Project would not contribute to cumulative substantial unplanned employment growth in the City or the region.

Extensions of Roads and Infrastructure

The planned new infrastructure and roadways proposed on the Project site would serve only the Project and not any off-site development, except to the extent that proposed street improvements provide continued access to the Schnitzer property to the west of the site. As described in Section 4.16, *Utilities and Service Systems*, the Project does not propose utility infrastructure improvements that would serve off-site areas, and no planned and funded utility infrastructure improvements have been identified in conjunction with other nearby projects such that substantial unplanned growth is anticipated.

As discussed in Section 4.15, *Transportation and Circulation*, Impact TRANS-5, there is one transportation improvement identified for the Project that would increase roadway capacity by adding a new lane in each direction to Adeline Street between 3rd and 5th streets for 600 feet.

This improvement would be intended to allow truck drivers to access the Seaport with less truck idling on Adeline Street and to allow for intersection traffic controls to be upgraded to provide additional pedestrian and bike traffic signal features at 3rd Street. In the context of overall changes on several corridors in the vicinity, the increase would not be sufficient to result in substantial increases in traffic volumes or to make underdeveloped lands more accessible such that unplanned growth could occur, even when combined with the two planned and funded infrastructure investments described in Section 4.15, the Global Opportunities at the Port of Oakland (GOPORT) project, and the Oakland Alameda Access Project.

For all of these reasons, and because the citywide forecast of population and housing between 2010 and 2040 represents planned, rather than unplanned growth, there would be no significant cumulative impact related to population, housing, and employment. (See Section 7.3, *Growth-Inducing Impacts* for further discussion of the potential for growth inducement.)

Mitigation: None required.

Impact POP-2.CU: The Project, combined with cumulative development in the Project vicinity and citywide, would not displace substantial numbers of existing people or housing units necessitating the construction of replacement housing elsewhere. (*Less than Significant*)

Cumulative development projected between 2010 and 2040 could potentially result in the demolition of housing units, leading to the possible direct displacement of existing people or housing units, necessitating the construction of replacement housing elsewhere. However, the Project site does not contain any housing units within the site's boundaries, and therefore has no existing permanent resident population.

Since there are no existing housing units and limited employees located on the Project site, the Project would not have a considerable contribution to a cumulative impact related to the displacement of existing people or housing units necessitating the construction of replacement housing elsewhere. In addition, the Project would add up to 3,000 housing units, which would help to address regional need for housing.

Mitigation: None required.

Maritime Reservation Scenario - Cumulative

Under the Maritime Reservation Scenario, up to approximately 10 acres of the proposed Project site would not be developed. The Maritime Reservation Scenario would involve the same development program when compared with the proposed Project, leading to the same growth projections as described for the Project. Therefore, the preceding cumulative analysis for the proposed Project provides an analysis for population, employment and housing growth that is applicable to this scenario, and the cumulative impacts for the Maritime Reservation Scenario would be the same as those discussed above for the proposed Project.

4.12.6 Other Considerations/Supplemental Information

Job/Housing Relationship

While regional and local governments may use jobs-housing balance as a planning tool to weigh particular policy outcomes, it does not necessarily imply a physical change to the environment or relate to any recognized criteria under CEQA beyond those analyzed in other sections of this EIR. Due to comments raised during the scoping period for this EIR, the jobs-housing balance is discussed here for informational purposes.

It is also important to note that Oakland residents do not always work in Oakland and jobs in Oakland are not always filled by local residents. The reality of who lives in Oakland and who works in Oakland, and the extent to which these are the same individuals, involves a complex set of interactions and decision factors that determine where people choose to live and work, including but not limited to how much they can spend for housing, housing availability, and the "fit" between available jobs and the training and experience of local residents. The balance of jobs and employed residents evolves over time and reflects these socioeconomic factors as well as the role and location of particular areas within the larger regional context. Since one of the outcomes of people living at some distance from their jobs is increased traffic, the regional transportation model used in Section 4.15, *Transportation and Circulation*, of this Draft EIR uses projections with inherent assumptions regarding the amount and location of jobs and housing as well as the types of jobs and housing and the travel that occurs between them. The assumptions in the Alameda CTC Travel Demand Model (released May 2018) are based on MTC Plan Bay Area and ABAG's *Projections* 2017.

The balance between jobs and housing is generally assessed on citywide and regional scales, rather than on a project-by-project basis. The total number of jobs in the City of Oakland in 2018 (220,792) was relatively similar to the total number of households in 2018 (162,763), resulting in a general relationship of approximately 1.36 jobs per household. Because some households have more than one member of the workforce (employed residents) and some households have fewer, the ratio of jobs to employed residents is also of interest. Available data for 2018 indicates that the City of Oakland has approximately 1.07 jobs per employed resident, indicating that there are approximately the same number of jobs in Oakland as there are members of the workforce residing in the city (U.S. Census 2019 – 2018 total jobs; EDD, 2020 – 2018 employed residents).

The proposed Project would result in 9,499 new jobs and up to 3,000 new housing units at the Project site. This would create a relationship of approximately 3.17 jobs per housing unit on the Project site, however given the overall large total of jobs and housing units in Oakland, the Project's growth would not materially alter the City's existing ratio of jobs per households or its ratio of existing jobs per employed residents.[14] In the future, *Plan Bay Area 2040* projects that the City will have 241,470 households, with 272,760 jobs in 2040, for a ratio of approximately 1.13 jobs per household (MTC and ABAG, 2017b).

[14] 9,499 Project jobs / 3,000 Project housing units = 3.17 jobs per housing unit by the Project.

4.12.7 References – Population and Housing

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