
Population, Housing and Employment

This chapter describes the existing conditions and regulatory setting related to population, housing and employment within West Oakland, and related impacts of the Specific Plan.

Physical Setting

Population¹

Population

Planning area demographics for 1990, 2000 and 2011 are presented in **Table 4.8-1**. As shown, the population of West Oakland grew from approximately 23,400 to 25,250 persons between 1990 and 2011, an increase of 15 percent, faster than the city overall at 11 percent. However, the reported number of households actually declined, so the population growth in West Oakland is a result of larger households.

Race and Ethnicity

West Oakland has been a primarily African American community since the mid-20th Century. However, while African Americans are still the largest racial group, in recent decades the area has become more diverse, and in 2011 African Americans now represent only a slight majority of area residents. While West Oakland still has a higher concentration of African Americans and a lower proportion of Whites and Hispanics than the rest of Oakland, there have been significant shifts in the ethnic composition of area residents over time. The White and Hispanic populations have both increased, both in absolute number and as a portion of West Oakland residents, while the number of African Americans decreased by 25 percent between 1990 (when 18,000 African Americans represented 77 percent of the population) and 2011 (when just over 13,000 African Americans represented 53 percent of the population).

¹ Analysis of current West Oakland population and demographics is primarily based on data from Claritas, a commercial provider of census-based data. The U.S. Census and Census-based sources are widely believed to undercount population and income in communities with a large proportion of minorities and recent immigrants, such as Oakland. Social Compact (a nonprofit, nonpartisan organization formed by business leaders from across the country committed to promoting successful investment in lower-income communities) estimated that the 2000 Census undercounted 3,800 Oakland households and 13,000 residents. The State of California asserted that the 2010 U.S. Census underestimated the state's population by 1.5 million persons. Nevertheless, for this evaluation we use Census-based data sources because they are the most robust sources available.

Households

The reported number of households in West Oakland actually decreased from 8,683 to 8,431 between 1990 and 2011. Part of that decrease is due to the demolition and reconstruction of the Chestnut/Linden and Westwood Gardens public housing projects. The average household size in West Oakland increased between 1990 and 2011 from 2.67 to 2.90 persons per household and the percentage of households with children rose sharply from 40 percent to 60 percent.

**Table 4.8-1
West Oakland Demographics (1990, 2000 and 2011)**

	1990		2000		2011	
	Number	Percent	Number	Percent	Number	Percent
Population	23,397		24,477		25,246	
Race and Ethnicity						
White Alone	1,733	7%	2,682	11%	3,898	15%
Black or African American Alone	18,085	77%	15,796	65%	13,307	53%
American Indian/Alaska Native	113	0%	180	1%	243	1%
Asian or Pacific Islander	2,141	9%	2,353	10%	2,903	11%
Other Race	1,325	6%	3,466	14%	4,894	19%
Hispanic	2,040	9%	3,814	16%	5,595	22%
Non-Hispanic	21,357	91%	20,663	84%	19,651	78%
Households	8,683		8,403		8,431	
Households With Children	3,461	40%	3,499	42%	5,068	60%
Average Household Size	2.67		2.81		2.90	
Median Household Income	\$12,306		\$22,424		\$27,055	
Housing Units	9,866		9,651		10,444	
Owner-occupied Housing Units	1,745	20%	1,751	21%	1,838	22%
Renter-occupied Housing Units	6,938	80%	6,652	79%	6,593	78%

Source: Conley Consulting Group 2011, U.S. Census 1990 and 2000, Claritas 2011.

Note: Note that Claritas boundaries may not be exactly the same as the Census boundaries. To facilitate a direct comparison, for 2000 and 2011 Asian Alone and Native Hawaiian and Other Pacific Islander Alone were combined into the 1990 category Asian or Pacific Islander and all other categories not listed were combined into the 1990 category Other Race.

Income

Two-thirds of West Oakland households have incomes below the federally defined poverty level. West Oakland incomes are significantly lower than the city as a whole. In 2011 median and average household incomes for West Oakland represented less than 60 percent of Oakland's median and average incomes. Given the larger household sizes in West Oakland, per capita incomes are also much lower than average for Oakland.

West Oakland median incomes rose sharply between 1990 and 2000, from \$12,306 in 1990 to \$22,424 in 2000 (an 82 percent increase) and again to \$27,055 by 2011 (just over a 20 percent increase). West Oakland incomes rose faster than for the city as a whole between 1990 and 2000 (50 percent), and about the same as the city between 2000 and 2011 (18 percent).

Housing Tenure

Most households in West Oakland live in rental housing units. At 22 percent, West Oakland's homeownership rate is only about half that of the city (42 percent). The homeownership rate has remained relatively constant from 1990 to 2011 for both West Oakland and the city as a whole. However, West Oakland home ownership rates rose slightly between 1990 and 2011, while citywide ownership rates fell slightly during that time.

There is proportionately more renter versus owner households in West Oakland (which is 78 percent renters) than in the city (which is 58 percent renters). The high proportion of renter households is partially attributed to the high concentration of public and multifamily low income rental units in West Oakland.

Educational Attainment

West Oakland residents have lower average educational attainment compared to the city as a whole. The majority (84 percent) of persons 25 years and older have a high school diploma or less education, in contrast to 66 percent of Oakland residents. Similarly, only 6 percent of West Oakland residents have a college or advanced degree, and the rate is 35 percent for the city as a whole. West Oakland residents are at an educational disadvantage in the highly educated Bay Area.

Table 4.8-2
Educational Attainment

	West Oakland		Oakland	
	Number	Percent	Number	Percent
Total Estimated Population 25+	15,475			
No High School Diploma	4,628	30%		23%
High School Diploma	8,301	54%	20,100	43%
Bachelor's Degree	1,675	11%		20%
Advanced Degree	871	6%		15%

Source: Conley Consulting Group 2011; Claritas 2011.

Housing

Housing Inventory

In 2011 West Oakland included an estimated 10,444 housing units, of which only 8,431 are occupied, leaving a high 19.3 percent vacancy rate (see Table 4.8-1). The housing inventory for Oakland is 162,761 housing units with a 6.3 percent vacancy rate, significantly less than West Oakland. Multifamily units represent 65 percent of total West Oakland housing units, 34 percent are single family units (both

detached and attached), with the remainder being mobile homes, trailers, etc. West Oakland has a relatively low population density of 9,503 persons per square mile.

Foreclosures

Oakland has been substantially affected by the national foreclosure trend following the 2008 collapse of the housing market. There was a 106 percent increase in foreclosure activity in West Oakland in 2008, compared to a 46 percent increase citywide, with a slight moderation in 2009.

Recent Sales Prices and Rental Rates

Housing Prices

Home sales activity in the West Oakland peaked in 2009, but in part due to foreclosure activity, in 2009 median sales prices declined 30 percent from the 2008 peak. However, unlike other areas of Oakland, the West Oakland housing submarket began to show signs of recovery in 2010, with a significant reduction in the number of home sales in 2009 and a 46 percent increase in the median sales price. In contrast to long term trends, in 2010 median home sales prices were higher in West Oakland than for the city as a whole.

Rental Rates

Rental rates in West Oakland have fluctuated slightly since 2008 but have largely remained constant over the years. Unlike the rapid apartment rent increases projected for the city and the larger region, West Oakland rents remain flat. West Oakland currently serves as a discounted price rental market for former San Franciscans looking for bargains or lower density housing. Although West Oakland has attracted some new market segments to the area (artists, entrepreneurs), these residents are price sensitive and would likely relocate to other lower cost areas rather than remain in West Oakland if rents rise rapidly.

Employment

Labor Force Participation

West Oakland residents are far less likely to be employed or to participate in the labor force than Oakland residents as a whole.² In 2011, only 42 percent of West Oakland residents over age 16 were employed in civilian workplaces, compared with 55 percent of similar Oakland residents. Roughly 42 percent of West Oakland adults are reported as not participating in the labor force, compared to only 36 percent of City residents. It is likely that the reported 27 percent unemployment rate underestimates the number of potential job seekers in West Oakland.

² Labor force participation for adults over 16 is defined as persons who are either employed or actively seeking employment. Discouraged workers whose unemployment has persisted past their eligibility for unemployment benefits are classified as not participating in the labor force, regardless of their desire to work, so this measure likely underestimates the number of people who would work if employment opportunities were available.

Employment by Industry

According to the US Census, compared to the City as a whole, there is a higher concentration of jobs in West Oakland in industrial and construction-related industries. Meanwhile, citywide there are more jobs in the educational services and professional, scientific, and technical services sectors.

There is also a difference in earnings between West Oakland jobs and citywide jobs.³ A bigger proportion of Oakland's workers earned higher wages (defined as having earnings over \$3,333 per month) than workers employed in West Oakland. However, the city as whole also had a higher proportion of low earning workers (earning \$1,250 or less per month) compared to West Oakland.

Jobs Held by Residents

Few West Oakland residents were employed in the higher paying industrial and construction-related sectors that represent a majority of jobs in West Oakland. Instead, most employed West Oakland residents worked in the service sector, with a small proportion employed in more advanced professional, scientific, and technical service jobs. A bigger proportion of West Oakland residents are employed in the retail sector, while more citywide residents were employed in white-collar professional, scientific, and technical service jobs. This is also reflected in residents' earnings. A larger percentage of West Oakland residents' earnings were at the bottom of the scale (\$1,250 or less per month).

Ethnic Composition of West Oakland Job Holders

Whereas the majority of West Oakland residents are African American, in 2009 most people employed in West Oakland were White (61 percent), followed by Latinos, African Americans and Asians. There is a larger difference between the ethnic composition of job holders and residents in West Oakland than for Oakland as a whole.

Jobs/Housing Balance

Regional planning goals seek to improve the local balance between housing and jobs. The overall relationship between jobs and employed residents identifies the extent to which a community enjoys a balanced mix of land uses offering job opportunities to local residents and housing opportunities for workers employed in local jobs. To the degree that a balance can be achieved, greater opportunity for local residents to work close to where they live can be anticipated. A better jobs/housing balance can reduce commuting, traffic congestion, air quality and global warming impacts, the need for costly transportation infrastructure improvements, personal transportation costs, and lost leisure and family time.

It should be noted that while "jobs/housing balance" is the term commonly used, the "jobs/employed resident balance" is the more precise measure of the local ratio of housing to jobs, since housing units (or households), on average, contain more than one employed resident. It is also important to note that a simple numerical balance in the jobs/employed resident ratio does not necessarily indicate that local residents have adequate opportunity to work in their community. Other factors, such as the match between local resident employee skills and the skills required for local jobs, and the match between

³ The data only distinguish between broad monthly earnings levels, those earning less than \$1,250 and those earning more than \$3,333.

local job compensation levels and local housing prices, also influence a community's actual jobs/housing relationship.

Jobs/housing balance evolves over time and reflects the role and location of particular areas within the larger regional context. Where a community's jobs/employed resident ratio is higher than the regional ratio, a higher tendency toward in-commuting is indicated; where the ratio is lower than the regional ratio, a higher tendency toward out-commuting is indicated. The mix of who lives in West Oakland and who works in West Oakland and the extent to which these are the same individuals results from a complex set of interactions and decision factors that determine where people choose to live and work, how much they spend for housing, and their travel patterns.

Oakland⁴

Data and projections for Oakland indicate that Oakland has a good balance of jobs and housing, and that it will continue to have a relatively similar number of jobs and employed residents. The total number of jobs in the City (202,570 in 2005) is somewhat higher than the total number of employed residents (175,180 in 2005). In the future, the growth of employed residents of the City (114,440 employed resident growth 2005 to 2035) is anticipated to exceed the growth of jobs in Oakland (83,030 job growth 2005 to 2035), improving the “balance” of jobs and housing over time. By 2035, the number of employed residents is anticipated to be similar to and even exceed the number of jobs in Oakland (ratio of jobs to employed residents of 0.99/1 in 2035).

West Oakland⁵

There were an estimated 11,100 jobs and 8,430 households in West Oakland in 2012, resulting in a jobs/households ratio of 1.32.⁶

Most employed residents of West Oakland commute to jobs located outside of the City (see **Table 4.8-3**). Only 29 percent of people who lived in West Oakland worked at jobs located in Oakland. The majority of residents commuted to jobs in San Francisco and, to a lesser degree, Berkeley. The City of Oakland as a whole has similar commute patterns.

⁴ U.S. Census; ABAG *Projections 2007*

⁵ Conley Consulting group, West Oakland Specific Plan Market Opportunity: Housing, Retail and Arts, Oakland, California, December 2011.

⁶ Hausrath Economics Group, December 2012.

**Table 4.8-3
Work Destination (2009)**

	West Oakland		Oakland	
	Number	Percent	Number	Percent
Total All Jobs	7,569	100%	152,138	100%
Oakland	2,170	29%	43,961	29%
San Francisco	1,588	21%	27,712	18%
Berkeley	669	9%	12,027	8%
San Jose	242	3%	2,365	2%
Emeryville	198	3%	3,256	2%
Fremont	166	2%	-	-
Hayward	146	2%	4,557	3%
San Leandro	122	2%	4,271	3%
Concord	110	1%	-	-
Walnut Creek	93	1%	2,051	1%
All Other Locations	2,065	27%	46,503	31%
Alameda	-	-	3,330	2%
Richmond	-	-	2,105	1%

Source: 2009 U.S. Census LEHD.

Note: Places for which no data is available for a particular geographic area indicates that less than 1% of residents work in that place.

The majority of workers at West Oakland workplaces commuted into the City from other communities, with only approximately a quarter of workers being Oakland residents. The other cities where a significant proportion of West Oakland workers lived include San Francisco, Richmond, and Alameda (**Table 4.8-4**).

Jobs held by West Oakland residents are more diverse in terms of industrial sectors than the jobs located in West Oakland. It is notable that few West Oakland residents were employed in the higher paying industrial and construction-related sectors that represent a majority of jobs in West Oakland. Instead, most employed West Oakland residents worked in the service sector, with a small proportion employed in more advanced professional, scientific, and technical service jobs.

**Table 4.8-4
Home Location (2009)**

	West Oakland		Oakland	
	Number	Percent	Number	Percent
Total Employment (All Jobs)	10,513	100%	171,522	100%
Oakland	2,546	24%	43,961	26%
San Francisco	804	8%	12,031	7%
Richmond	473	4%	3,901	2%
Alameda	400	4%	5,885	3%
Piedmont	353	3%	-	-
Berkeley	298	3%	5,030	3%
Hayward	269	3%	5,251	3%
San Jose	196	2%	3,651	2%
Walnut Creek	182	2%	-	-
San Leandro	170	2%	6,460	4%
All Other Locations	4,822	46%	78,933	46%
Castro Valley	-	-	3,489	2%
Fremont	-	-	2,930	2%

Source: 2009 U.S. Census LEHD.

Note: Places where less than 1% of workers live are included in All Other Locations and not individually.

Regulatory Setting

Regional

Regional Housing Needs Allocation

In 2007, the State Department of Housing and Community Development (HCD) determined that, at a minimum, the nine Bay Area counties needed to provide 214,500 units between 2007 and 2014 to satisfy regional demand. In 2008, the Association of Bay Area Governments (ABAG) adopted the Final Regional Housing Needs Allocation (RHNA) for the period of 2007 to 2014, which designates housing objectives for different income levels among the jurisdictions within the nine-county Bay Area. Oakland's allocation is 14,629 units, which includes 1,900 units for very low income households, 2,098 units for low income households, 3,142 units for moderate income households, and 7,489 units for above moderate income households. ABAG's determination of the local share of regional housing needs takes into consideration market demand for housing; employment opportunities; availability of suitable sites and public facilities; commuting patterns; type and tenure of housing need; loss of units contained in assisted housing that changed to non-low-income use; and special needs housing requirements.

City of Oakland

General Plan

Housing Element

The City of Oakland General Plan 2007-2014 Housing Element was adopted by the City Council on December 21, 2010. California law requires that each city and county adopt a housing element that includes: an assessment of housing needs; a statement of the community's goals, objectives and policies related to housing; and a five-year schedule of actions to implement the goals and objectives.

The following goals are identified in the Housing Element:

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

Goal 2: Promote the development of adequate housing for low- and moderate-income households.

Goal 3: Remove constraints to the availability and affordability of housing for all income groups.

Goal 4: Conserve and improve older housing and neighborhoods.

Goal 5: Preserve affordable rental housing.

Goal 6: Promote equal housing opportunity.

Goal 7: Promote sustainable development and smart growth.

Goal 8: Increase public access to information through technology.

As required by State law, the Housing Element discusses the City's "fair share allocation" of regional housing by income group as projected and allocated by ABAG. Under the RHNA, the City must accommodate 14,629 new housing units between January 2007 and June 2014 to meet its "fair share" of the State's housing need. Oakland's allocation is 14,629 units, which includes 1,900 units for very low income households, 2,098 units for low income households, 3,142 units for moderate income households, and 7,489 units for above moderate income households. Since January 1, 2007, 1,128 units have been constructed, satisfying eight percent of the City's RHNA. Based on housing unit construction and approvals since January 1, 2007, the City has already committed to developing 90 percent of the units needed to satisfy the RHNA requirement in the planning period. The remaining 1,426 units required to meet the RHNA allocation of 14,629 units could be accommodated on 185 City-identified opportunity sites. The Housing Element sites could accommodate an estimated 8,672 units, based on current market trends and recent development proposals received by the City. The Housing Element opportunity sites include a number of the West Oakland Opportunity Sites identified in the Specific Plan, specifically within the 7th Street Opportunity Area and San Pablo Avenue Opportunity Area.

Standard Conditions of Approval

There are no City of Oakland Standard Conditions of Approval specific to population, housing and employment.

Impacts, Standard Conditions of Approval and Mitigation Measures

This section describes potential impacts on population, housing and employment within the Planning Area and greater Oakland.

Consideration of Socioeconomic Impacts

Changes in population and housing, in and of themselves, are generally characterized for CEQA purposes as social and economic effects, not physical effects on the environment. CEQA provides that economic or social effects are not considered significant effects on the environment unless the economic or social effects are connected to physical effects.

The State CEQA Guidelines define the parameters under which the consideration of socioeconomic impacts is included in an environmental evaluation. Section 15131(a) of the Guidelines states that; “economic or social effects of a project shall not be treated as significant effects on the environment.” An EIR may trace a chain of cause and effect from a proposed decision on a project through anticipated economic or social changes resulting from the project to *physical changes* caused in turn by the economic or social changes [emphasis added]. The intermediate economic or social changes need not be analyzed in any detail greater than necessary to trace the chain of cause and effect. The focus of the analysis shall be on the physical changes.” State CEQA Guidelines Section 15131(b) also provides that “economic or social effects of a project may be used to determine the significance of physical changes caused by the project.” For example, the level of significance of a physical division of a community from the installation of rail lines could be measured by the social effect on the community.

Significance Criteria

According to the City’s Thresholds of Significance, the Specific Plan would have a significant 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.

Growth Inducement

Impact PHE-1: The Specific Plan build-out projections are consistent with ABAG projections of household and employment growth. Potential induced growth, if any, outside the Opportunity Areas due to infrastructure improvements, enhanced development potential on adjacent land, or increased economic activity, would occur as already contemplated in and consistent with adopted plans and the environmental documents prepared for those plans. Therefore, the growth facilitated or induced by the Specific Plan would not represent growth for which adequate planning has not

occurred, and the growth inducement impacts of the Specific Plan would be less than significant.
(LTS)

Section 21100(b)(5) of CEQA requires that an EIR include information regarding the growth-inducing impacts of the proposed project. CEQA Guidelines section 15126.2(d) states that an EIR shall: "Discuss the ways in which the proposed project could foster economic or population growth, or the construction of additional housing either directly or indirectly, in the surrounding environment. ... It must not be assumed that growth in any area is necessarily beneficial, detrimental, or of little significance to the environment."

Amount and Locations of Growth Facilitated by the Specific Plan

The Specific Plan sets forth a specifically defined proposal for growth and revitalization in West Oakland, focusing on key Opportunity Areas and Opportunity Sites. Implementation of the Specific Plan would result in population growth and would foster economic growth, stimulate private investment and increase the community's supply of housing. For CEQA environmental impact assessment purposes, it is assumed in this EIR that the Specific Plan would be fully successful in facilitating economic revitalization of the Planning Area and development of new employment uses and new housing, as well as additional infill development on vacant and underutilized properties throughout the Opportunity Areas, by 2035. The Specific Plan would provide for development of up to approximately 5,090 net new housing units and 4.03 million square feet of net new non-residential space within the Opportunity Areas by 2035. This development would result in an estimated 11,136 net new residents and 14,850 net new jobs by 2035. This population increase would not in itself constitute a significant adverse environmental impact.

Nearly all of the growth facilitated by the Specific Plan would occur in the four Opportunity Areas, which contain numerous vacant and underutilized properties, and older facilities that no longer meet current standards and market conditions, and thus have the most potential for change. Within the four Opportunity Areas, new development is most likely to occur on Opportunity Sites. These Opportunity Sites are individual parcels or groups of parcels which are vacant, underutilized, blighted or which contain uses that conflict with nearby residential neighborhoods. The Opportunity Sites were identified as being available for development based on previous development applications or where the City has consistently sought opportunities to re-make these sites into positive contributors to the community through development outreach. Development of the Opportunity Sites is in turn expected to encourage development of other properties in the surrounding Opportunity Area.

Mandela/West Grand Opportunity Area

In the Mandela/Grand Opportunity Area, the Specific Plan would facilitate growth by retaining and expanding existing compatible urban manufacturing, construction and other light industrial businesses, while attracting new targeted industries that are growing, including life sciences, information and clean-tech uses. Development is likely to initially occur as lower-intensity building types and reuse of existing buildings, with growth eventually including R&D/life sciences, mid-rise campus development at the intersection of Mandela Parkway and West Grand Avenue, and larger format destination retail stores as an extension of the East BayBridge Shopping Center, IKEA and Bay Street Emeryville.

7th Street Opportunity Area

In the 7th Street Opportunity Area, the Specific Plan would primarily facilitate transit-oriented development with high- to medium-density housing with ground floor neighborhood-serving retail on vacant sites around the West Oakland BART Station, and along 7th Street and Pine Street.

3rd Street Opportunity Area

In the 3rd Street Opportunity Area, the Specific Plan would facilitate a redevelopment with a mix of business activities and development types, including food and beverage production and distribution, and mixed-use commercial, dining and entertainment uses. No residential uses are proposed within the 3rd Street Opportunity Area.

San Pablo Avenue Opportunity Area

In the San Pablo Avenue Opportunity Area, growth would occur as infill mixed-use development with housing over ground floor retail uses along San Pablo Avenue, higher density residential uses at the San Pablo Avenue/West Grand Avenue intersection, and neighborhood-serving retail anchored by a grocery store on West Grand Avenue at Market Street.

Comparison of Specific Plan and ABAG Growth Projections

This section compares Specific Plan growth projections to the growth projections developed by ABAG. ABAG periodically produces growth forecasts for public information and for use by other regional agencies, including the Metropolitan Transportation Commission (MTC) and the Bay Area Air Quality Management District (BAAQMD), in making project funding and regulatory decisions. For example, the ABAG projections provide the basis for the MTC Regional Transportation Plan and the BAAQMD regional Ozone Attainment Plan. The ABAG projections are also the basis for the Alameda County Congestion Management Agency (ACCMA) regional traffic model.

The General Plans and development regulations of local jurisdictions are a key basis for the ABAG projections. The forecasts also reflect larger realities like climate change, high energy costs and the aging population, which over the long term, are expected to influence development outcomes. The ABAG projections also reflect the anticipated impact of “smart growth” policies and incentives in shifting development patterns from historical trends toward better jobs-housing balance, cleaner air, lower greenhouse gas (GHG) emissions, increased preservation of open space, and lower housing and travel costs.

Table 4.8-5 presents the number of existing households and the projected number of households at build-out of the Specific Plan in 2035 as compared to ABAG household projections. **Table 4.8-6** presents West Oakland Specific Plan and ABAG employment projections. As shown, the Specific Plan build-out projections are consistent with the ABAG projections of household and employment growth, and would therefore not represent growth for which adequate planning has not occurred.⁷

⁷ The ABAG projections for Oakland were allocated to West Oakland based upon the ACCMA regional traffic model traffic analysis zones (TAZs). Projections for the Planning Area are less than for the Planning Area TAZs because three of the TAZs that cover the Planning Area also extend outside the area. The approximate locations of households within these three TAZs was used to develop an “ABAG projection” for the Planning Area. The growth projections for 2035 are the most relevant; the Specific Plan estimates of existing households and jobs do not compare directly to the 2000 or 2005 projections in the ACCMA model because the data in the model were developed prior to, and do not reflect the effect of, the recent economic recession, which is reflected in the existing numbers for the Specific Plan.

Table 4.8-5
Specific Plan Household Projections as Compared to ABAG Projections

West Oakland Specific Plan	Existing		Change		2035/Buildout	
	Units	House-holds	Units	House-holds	Units	House-holds
Opportunity Areas	270	220	+5,090	+4,949	5,360	5,169
Remainder of West Oakland	10,175	8,210	+1,755	+3,221	11,930	11,431
TOTAL, West Oakland	10,445	8,430	+6,845	+8,170	17,290	16,600
ABAG Projections	2000	2005	2020	2035		
Opportunity Areas	8,020	8,619	12,240	16,510		
West Oakland TAZs ¹	8,051	8,653	12,346	16,635		
West Oakland Planning Area	8,048	8,644	12,318	16,555		

Source: Hausrath Economics Group 2012; Lamphier-Gregory 2012.

¹ The ABAG projections for Oakland were allocated to West Oakland based upon the ACCMA regional traffic model traffic analysis zones (TAZs). Projections for the Planning Area are less than for the Planning Area TAZs because three of the TAZs that cover the Planning Area also extend outside the area. The approximate locations of households within these three TAZs were used to develop an "ABAG projection" for the West Oakland Planning Area.

Implementation of the Specific Plan would require (and the project analyzed in this EIR assumes) General Plan amendments to allow residential development of specific sites currently not planned nor zoned for residential purposes. The potential environmental consequences of these proposed General Plan amendments/zoning changes and their resulting residential development are assessed in the respective individual chapters within this EIR. With the General Plan amendment, the amount of new development allowed under the Specific Plan would not represent an increase over the amount of development allowed under the General Plan.

Table 4.8-6
Specific Plan Employment Projections Compared to ABAG Projections

West Oakland Specific Plan	Existing	Change	2035/Buildout	
Opportunity Areas	9,770	+16,500	24,620	
Remainder of Planning Area	<u>1,330</u>	<u>+2,000</u>	<u>2,380</u>	
TOTAL Planning Area	11,100	+18,500	27,000	
ABAG Projections	2000	2005	2020	2035
Opportunity Areas	11,354	11,821	17,321	26,679
Planning Area TAZs	12,096	12,638	18,428	28,101
TOTAL Planning Area	11,692	12,140	17,695	27,177

Source: Hausrath Economics Group 2012; Lamphier-Gregory 2012.

¹ The ABAG projections for Oakland were allocated to West Oakland based upon the ACCMA traffic analysis zones (TAZs). Projections for the Planning Area are less than for the Planning Area TAZs because three of the TAZs that cover the Planning Area also extend outside the area. The approximate locations of employment activities within these three TAZs were used to develop an "ABAG projection" for the Planning Area.

Growth within West Oakland under the Specific Plan would generate jobs, personal income, and revenue to the City, to the extent that such growth was attracted to West Oakland from elsewhere in the region and not from elsewhere in Oakland. New uses attracted to the Planning Area would generate increased local demand for goods and services, and additional indirect jobs and personal income through an economic "multiplier effect". The multiplier effect describes the indirect and induced employment and income generated by the Specific Plan. For every new job, other jobs are attracted to the local economy to support that job.

The Specific Plan recommends improvements to streets and water, sewer and storm drainage facilities within the Planning Area, which may in limited cases be designed to also accommodate growth in adjacent areas. Growth in West Oakland in accordance with the Specific Plan may, to a limited extent, increase the potential for development and redevelopment in some surrounding areas both within and outside of the West Oakland Planning Area. Any such potential would be limited by the ability of the market to "absorb" the amount of development allowed by the Specific Plan. Given the types of uses targeted by the Specific Plan, and existing plans for surrounding areas, any potential for such induced growth would likely occur in industrial areas of the Jack London waterfront adjacent to the 3rd Street Opportunity Area, rather than at the former Oakland Army Base or Downtown Oakland.⁸ New economic activity and growth outside West Oakland may in turn increase traffic, air quality and noise impacts, and generate demand for housing, public services and utilities, the expansion or new construction of which could cause environmental impacts. This potential indirect growth would occur in accordance with the General Plan and the 2007-2014 Housing Element, and applicable neighborhood plans, specific plans and other plans, which have undergone their own program-level environmental review under CEQA. Potential new development projects may require their own project-level environmental review in accordance with CEQA. The location, timing, nature, extent and severity of the potential environmental impacts of any given project are too speculative to predict or evaluate in this EIR.

⁸ Hausrath Economics Group, December 2012.

In summary, the potential environmental impacts of development within West Oakland facilitated by the Specific Plan have been evaluated in this EIR. The Specific Plan build-out projections are consistent with the ABAG projections of household and employment growth. Potential induced growth, if any, outside the Opportunity Areas due to infrastructure improvements, enhanced development potential on adjacent land, or increased economic activity, would occur as already contemplated in and consistent with adopted plans and the environmental documents prepared for those plans. Therefore, growth facilitated or induced by the Specific Plan would not represent growth for which adequate planning has not occurred, and the growth inducement impacts of the Specific Plan would be less than significant.

Mitigation Measures

None needed

Displacement of Housing or People

Impact PHE-2: The potential loss of a small number of housing units and associated displacement of people as a result of development facilitated by the Specific Plan would be offset by the large number of new units proposed by the Specific Plan, by new units proposed by the 2007-2014 Housing Element, and by existing housing in Oakland. The environmental impacts of proposed new housing are analyzed in this EIR and in the 2007-2014 Housing Element EIR. The impacts of the Specific Plan related to the displacement of housing or people would be less than significant. (LTS)

Direct Displacement of Housing or People

The Specific Plan would not directly result in the displacement of housing or people. No housing is proposed to be removed or changed to a non-residential use. The Specific Plan does not propose any new development outside the Opportunity Areas, within the existing residential neighborhoods of West Oakland, which are identified in the Plan as “Enhancement Areas”. The Plan also proposed retaining the limited number of existing housing units located within the Opportunity Areas.

The Opportunity Areas contain some housing areas built without required permits and which may not conform to current zoning and/or building codes. These include certain residential conversion of formerly underutilized industrial spaces. The precise number of such informal housing units is not known. Redevelopment of the Opportunity Sites and within the Opportunity Areas could result in the demolition and loss of some of these existing informal units and the associated displacement of people.

The potential loss of housing units as a result of development facilitated by the Specific Plan would be offset by the large number of new housing units proposed by the Specific Plan, by the new housing units proposed by the 2007-2014 Housing Element, and by the availability of other (approximately 166,270) housing units in Oakland. The Specific Plan would provide for the development of an estimated 5,090 net new housing units within the Planning Area, including 1,271 net new units within the Mandela/Grand Opportunity Area, 2,574 net new units within the 7th Street Opportunity Area, and 1,065 net new units within the San Pablo Avenue Opportunity Area, as well as allowing new work/live dwellings. In addition to the Specific Plan, the Housing Element provides for the development of the remaining 13,501 units City-wide as required to meet Oakland’s fair share of the regional housing need. Over the longer-term, ABAG projections forecast substantial housing growth in Oakland, averaging about 2,000 units per year from 2010 through 2035.

The environmental impacts of new city-wide housing are analyzed at a program level (and at a project level to the extent such impacts can be known) in the 2007-2014 Housing Element EIR. The potential environmental impacts of housing developed within the Planning Area are addressed at a program level within this EIR. The location, timing, nature, extent and severity of the potential environmental impacts of any given new housing development project outside the Planning Area is too speculative to predict or evaluate in this EIR.

Mitigation Measures

None needed

Cumulative Population, Housing and Employment Impacts

Cumulative Impact PHE-3: The Specific Plan build-out projections represent growth facilitated by the Specific Plan. Other reasonably foreseeable development would occur as already contemplated in and consistent with adopted plans and the environmental documents prepared for those plans, and consistent with ABAG projections of household and employment growth. This cumulative population, household and employments growth would not represent growth for which adequate planning has not previously occurred. The potential loss of housing units as a result of cumulative development would be accommodated by existing housing or by new housing units proposed by the Specific Plan and the 2007-2014 Housing Element, the potential environmental impacts of which are evaluated in this EIR and in the Housing Element EIR. Cumulative impacts related to growth inducement, and displacement of people or housing would be less than significant. **(LTS)**

New development facilitated by the Specific Plan, together with other reasonably foreseeable development, would add new residents and new jobs within Oakland by 2035. The Specific Plan build-out projections are consistent with the ABAG projections of household and employment growth. The Specific Plan, together with other reasonably foreseeable projects, would not induce growth for which adequate planning has not occurred.

The 2007-2014 Housing Element includes a total of 1,128 housing units which are already constructed or under construction; 5,005 units with planning approvals; and 7,070 units in stages of pre-development. In addition, a remaining 1,426 units would be accommodated through 2014 on sites identified as Housing Element "opportunity sites". A citywide search of 2008 Alameda County property tax records was conducted, and assessor data was inventoried for parcels coded as "vacant," "parking lots," or other uses signifying that the property was underutilized. The inventory included sites with minimal structural improvements such as used car lots and open storage areas. Field surveys were also conducted to verify that the parcel was either vacant or underdeveloped. The Housing Element EIR determined that development of 1,426 housing units on the Housing Elements' identified "opportunity sites" (not the same as West Oakland Specific Plan Opportunity Sites) would not displace existing residences.

However, the 12,075 units throughout the City that are identified in the Housing Element as already approved with entitlements and the units which are in predevelopment could displace existing residences if they are required to demolish existing housing units in order to accommodate new and expanded residential buildings. While a search was not made through the all the applications which were either entitled or in pre-development to determine the possibility of displacement, any displacement that resulted from these other cumulative projects would be subject to relocation assistance, as required by the California Relocation Assistance Law. In the event that relocation is required due to code enforcement activities, condo conversions, or new development, the City has

established policies in the Municipal Code to mitigate potential displacement. As such, development under the 2007-2014 Housing Element would necessarily comply with programs designed to assist displaced residents. Given this requirement, any potential displacement of residents or housing would be mitigated to less than significant impacts

In addition, Oakland and surrounding jurisdictions have policies and programs that promote the development and preservation of housing, including affordable housing, and rent control and eviction programs that limit indirect displacement. Cumulative impacts related to growth inducement, and displacement of people or housing would be less than significant.

Mitigation Measures

None needed

Other Non-CEQA Discussion

State CEQA Guidelines Section 15131 states that “[e]conomic or social information may be included in an EIR or may be presented in whatever form the agency desires.”

Employment and jobs-housing balance issues are not considered part of the permanent physical environment, and thus are not environmental issues requiring analysis under CEQA. The City does not have Thresholds of Significance related to employment or jobs-housing balance. However, consideration of these issues may be of interest to the public and decision-makers and are discussed here for information purposes only.

Temporary and Permanent Employment

The Specific Plan would generate an estimated 14,850 direct net new jobs within the Planning Area by 2035, as well as additional temporary construction jobs and indirect jobs, which would be a beneficial impact.

Development facilitated by the Specific Plan would result in new temporary construction jobs and permanent employment opportunities within West Oakland. The Specific Plan would generate an estimated 14,850 direct net new jobs within the Planning Area by 2035 (Table 4.8-6). These jobs would be at varying skill levels, initially good-paying blue collar and green collar jobs in custom and light manufacturing, warehouse, clean/green industrial, and service commercial uses suited to the educational attainment levels of existing West Oakland residents and, increasingly over time, higher paying jobs in life sciences, information technology and clean-tech that require college degrees. Employment generated by the development and economic activity facilitated by the Specific Plan would be a beneficial impact.

Business Displacement

The CEQA Guidelines do not suggest evaluation of business displacement or that displacement of businesses would be a significant impact under CEQA. The issue of business displacement is generally characterized for CEQA purposes as a social and economic effect, not a physical effect on the environment. CEQA provides that economic or social effects are not considered significant effects on the environment unless the economic or social effects are connected to physical effects. Therefore, business displacement is discussed herein for informational purposes only.

The Specific Plan seeks to retain and expand existing compatible urban manufacturing, construction and other light industrial businesses with good-paying blue collar and green collar jobs. However, redevelopment of underutilized properties and older facilities that no longer meet current standards and market conditions may result in the displacement of some existing businesses. The Specific Plan specifically encourages the relocation of incompatible heavy industrial (e.g., recycling operations) and truck intensive uses to new locations, further removed from West Oakland neighborhoods, such as at the former Oakland Army Base or at the western and southern edges of the Planning Area next to the Port of Oakland and the freeway ramps.

The relocation issues for businesses that rent/lease space to be removed for new development would likely focus on locating comparable space at comparable rents, and covering the costs of relocation which can include expenses associated with searching for a new location, moving costs, and costs associated with getting re-established at a new location. Such costs can be particularly difficult for small businesses. Businesses with longer-term leases would receive compensation for early termination of those leases and may be able to address relocation costs in those negotiations.

Businesses that own their properties would attempt to address relocation in the process of selling their properties. The objective for owners would be to try and obtain a sales price for their existing property that would cover the costs of a replacement property and improvements as well as the costs of moving and becoming re-established at a new location. The most difficult for owner-occupants is likely to be finding another property of comparable size and location that is available for purchase. There could be adverse economic implications of relocation for some businesses and business owners, and there could be financial benefits in other cases, depending largely on sales prices for existing properties and ability to find comparable new business facilities and locations. Reuse of these sites could trigger environmental cleanup requirements.

New development proposed by the Specific Plan would provide new location options for many existing businesses that would have to relocate from their existing facilities. New development proposed by the Specific Plan would provide a range of building types that could accommodate a variety of business functions (manufacturing, R&D, office administration, etc.), business ages and sizes (small start-up, mature smaller business, mid-size business), and amenity levels. Development is likely to initially occur as lower-intensity building types and reuse of existing buildings with fewer interior building improvements and amenities that can be supported by businesses with lower rent-paying abilities. Certain subareas within the larger Opportunity Areas are intended to continue to provide development types at lower rents and land prices. The potential environmental impacts of the development of such “replacement” facilities are evaluated at a program level in this EIR, and at a project level for the Opportunity Sites to the extent that such impacts are known.

The City, the Port and the community have long been planning for the provision of facilities at the former Oakland Army Base that could accommodate many of the transportation related and truck intensive businesses that the Specific Plan encourages to relocate away from West Oakland neighborhoods. The potential environmental impacts of the development of these “replacement” facilities have been evaluated in the various environmental evaluations that have been prepared for the reuse of the Army Base in accordance with CEQA, including the 2012 Oakland Army Base Project Initial Study/Addendum.⁹ The potential environmental impacts of the development of “replacement” facilities

⁹ City of Oakland, 2012 Oakland Army Base Project Initial Study/Addendum, May 2012.

at the western and southern edges of the Planning Area next to the Port of Oakland and the freeway ramps are evaluated in this EIR.

Beyond the Planning Area, the City's General Plan designates areas for industrial uses along the I-880 corridor and San Leandro Street in East Oakland, and there is land along the waterfront that remains in industrial use. There also are location options for lighter industrial uses along the I-880 corridor, and between I-880 and the Estuary. Thus, businesses relocating from the Planning Area may be able to find other locations in Oakland. Although the Specific Plan (as well as the General Plan, Economic Development Strategy, and Industrial Land Use Policy) seeks to retain such businesses in Oakland, there also could be options for relocation outside of Oakland, including locations along the I-880 corridor in San Leandro or Hayward/Union City, and along the I-80 and I-580 corridors in Richmond.

Thus, the possible displacement of existing businesses from the Planning Area would not necessitate construction of replacement facilities in excess of that provided for by the Specific Plan, the environmental impacts of which are analyzed in this EIR, or that anticipated in the City's General Plan.

Impacts related to the displacement of housing or people as a result of the Specific Plan would be less than significant.

Jobs/Housing Balance

The CEQA Guidelines do not suggest evaluation of jobs/housing balance or that a local imbalance in the number of jobs and housing would be a significant impact under CEQA. However, regional planning goals seek to improve the local balance between housing and jobs because a better jobs/housing or jobs/employed resident balance can reduce commuting, traffic congestion, air pollutant and greenhouse gas emissions, the need for costly transportation infrastructure improvements, personal transportation costs, and lost leisure and family time. Therefore, the potential effect of the Specific Plan on jobs/housing balance is discussed here for informational purposes only.

Development facilitated by the Specific Plan would result in more growth in jobs than employed residents, with an estimated 11,136 net new residents and 14,850 net new jobs within West Oakland by 2035. Development facilitated by the Specific Plan is initially expected to accommodate custom and light manufacturing, warehouse, clean/green industrial, and service commercial uses that provide good-paying blue collar and green collar jobs more suited to the educational attainment levels of existing West Oakland residents. As shown in Tables 4.8-5 and 4.8-6, with build-out of the Specific Plan, there would be an estimated total of 27,000 jobs and 16,600 households in West Oakland by 2035, resulting in a jobs/households ratio of 1.63.¹⁰

¹⁰ Hausrath Economics Group, December 2012.