

CHAPTER VI

Impact Overview and Growth-Inducing Impacts

Introduction

This section summarizes the findings with respect to significant, unavoidable environmental impacts, cumulative impacts, and growth-inducing impacts of the proposed project.

A. Significant, Unavoidable Environmental Impacts

The following significant, unavoidable environmental effect has been identified as a result of the proposed project:

Intersection Impacts

Near-Term 2010 Conditions (Project Impacts)

- **Impact B.1a:** The LOS F conditions at the signalized intersection of *Broadway / 51st Street / Pleasant Valley Avenue (#3)*, which would prevail during the PM peak hour under 2010 baseline conditions, would worsen with the addition of traffic generated by the project. The project-generated increases in vehicle delay on a critical movement would exceed the two-second threshold of significance.

Long-Term 2025 Conditions (Project Impacts)

- **Impact B.2a:** The LOS F conditions at the signalized intersection of *Broadway / 51st Street / Pleasant Valley Avenue (#3)*, which would prevail during the PM peak hour under 2010 baseline conditions, would worsen with the addition of traffic generated by the project. The project-generated increases in vehicle delay on a critical movement would exceed the two-second threshold of significance.
- **Impact B.2b:** The LOS E conditions at the signalized intersection of *Broadway / West MacArthur Boulevard (#16)* would continue during the PM peak hour. The project-generated increases in vehicle delay on a critical movement would exceed the six-second threshold of significance.

Air Quality Impacts

- **Impact C.2:** The project would result in increased long-term emissions of criteria pollutants from vehicular traffic to and from the project site and from the operation of the Central Utility Plant. The increase in emissions would exceed Bay Area Air Quality Management District significance criteria for daily emissions of PM-10.

Cultural Resources

- **Impact E.3:** The proposed project would result in the demolition of the building at 3741-47 Broadway which is considered an historic resource under Section 15065.4 of the CEQA Guidelines.

B. Cumulative Impacts

The California Environmental Quality Act (CEQA) defines cumulative impacts as two or more individual impacts which, when considered together, are substantial or which compound or increase other environmental impacts. The cumulative analysis is intended to describe the “incremental impact of the project when added to other, closely related past, present, or reasonably foreseeable future projects” that can result from “individually minor but collectively significant projects taking place over a period of time (CEQA Guidelines Section 15355). The analysis of cumulative impacts is a two-phase process that first involves the determination of whether the project, together with reasonably foreseeable projects, would result in a significant impact. If there would be a significant cumulative impact of all such projects, the EIR must determine whether the project’s incremental effect is cumulatively considerable, in which case, the project itself is deemed to have a significant cumulative effect. (CEQA Guidelines Section 15130).

Cumulative impacts that could occur as a result of the project are discussed in the appropriate sections of Chapter IV of this report. The project would not result in a significant cumulative effect to which the project’s contribution would be cumulatively considerable. The project would result in a significant cumulative impact as follows:

Cumulative Intersection Impacts (2025)

- **Impact B.3a:** Traffic generated by the project would contribute more than five percent of the cumulative traffic increases at the signalized intersection of Broadway / 51st Street / Pleasant Valley Avenue (#3) during the AM and PM peak hours, as measured by the difference between existing and cumulative (with project) conditions.
- **Impact B.3d:** Traffic generated by the project would contribute more than five percent of the cumulative traffic increases at the signalized intersection of Broadway / West MacArthur

Boulevard (#16) during the AM and PM peak hours, as measured by the difference between existing and cumulative (with project) conditions.

Cumulative Cultural Resources Impacts

- **Impact E.5:** The proposed project, in combination with cumulative development that would involve demolition of other automobile-related historic resources in Oakland, would result in cumulative impacts to automobile-related historic resources.

Cumulative Air Quality Impacts

- **Impact C.5:** The proposed project together with anticipated future development in the area, could result in long-term traffic increases and could cumulatively increase regional air pollutant emissions and conflict with or obstruct implementation of the Bay Area Clean Air Plan.

C. Growth-Inducing Impacts

This section addresses the implications of the Kaiser Permanente Oakland Medical Center (OMC) Project for growth in Oakland, nearby cities, and the Bay Area region. The discussion is organized into four topics:

- Net addition of business activity and employment: the extent to which project medical center improvements and expansion would result in growth of medical center activity and employment that otherwise would not occur in Oakland, nearby cities, or the Bay Area region;
- The growth-inducing relationship between increases in medical center activity and employment and associated increases in population and the demand for housing;
- The multiplier effects whereby increased medical center activity and employment would support growth in other economic sectors; and
- Nearby area effects of the project on growth and change in surrounding areas.

The section summarizes topics and impacts addressed in Section IV.J. Population, Employment, and Housing, which provides the context for evaluating growth-inducing impacts.

Net Addition of Medical Center Activity and Employment

Perspective of Oakland and Nearby Cities

In addition to replacing and modernizing the existing hospital, the project would improve and expand the medical services provided at the Kaiser OMC. Building space in medical center use would increase as would the number of usable hospital beds and the number of medical provider offices. Overall, about 1,800 more people would be employed at the modernized and expanded medical center, as total headcount employment is projected to increase from 4,070 (2004/05) to 5,860 at project build-out (2020).

The growth of medical services and employment to be accommodated by the project is growth that would still occur in Kaiser's service area for the OMC without the project. The need for medical services and facilities would grow as a function of the needs of the population, with or without the project. Thus, from the perspective of growth inducement, the project would affect the location of medical services growth within the OMC service area, but not the total amount of growth in the service area over time.

The Kaiser OMC provides comprehensive health care services to Kaiser Permanente members in the East Bay Service Area (see **Figure V-11** in Chapter V, Alternatives). Without the project, Kaiser could choose to replace the existing Kaiser Oakland Hospital and expand medical center facilities in another location in Oakland or in nearby cities within the Oakland Residence Area, if an appropriate, alternative location were available. Alternative locations to the project site would have to be within the Oakland Residence Area and meet specific distance criteria. To the extent that there are alternative locations in nearby cities within the Residence Area, the project would represent a net addition of medical center activity and employment growth within Oakland (i.e. the project would accommodate growth that otherwise would not occur in Oakland). It would not represent a net addition of growth within the overall Oakland Residence Area, however.

If the replacement hospital were built at another location in the area, it is anticipated that Kaiser's non-hospital services also would be relocated and expanded at that location as well, given Kaiser's integrated model of health care delivery. Further, the OMC has some specialized services that need to be co-located with the hospital. Thus, the project would affect the location of the entire OMC, not just the location of medical center growth. In that case, all of the medical center activity and employment would represent a net addition within Oakland as a result of the project if the alternative(s) would be a new medical center campus elsewhere in the Residence Area outside of the city of Oakland. If the alternative(s) is another site within Oakland, then the project would be affecting whether the medical center remains and expands at the existing location, compared to a new campus in another part of the city. (See also *Offsite Medical Center Location* in Chapter V, Alternatives.)

Regional Perspective

From the broader perspective of growth inducement in the nine-county Bay Area region, project growth would not represent a net addition of economic activity and employment to the region,

because it would be growth that otherwise would be expected to occur elsewhere in Oakland or nearby cities without the project. Thus, the project would not affect the amount of regional growth. It would affect the location of growth within the region, and within the Inner East Bay in particular.

Employment Growth and Population

Employment growth at the Kaiser OMC to be accommodated by the project would support the growth of population to provide the additional workers (after accounting for any changes in labor force participation and unemployment). The population growth would translate into household growth, increased demand for housing, and increased demand for community services, facilities, and infrastructure to support housing growth.

Assuming that the additional Kaiser OMC employees would make similar residential location decisions as current employees, the large majority would seek housing in Oakland and other parts of the East Bay, including Oakland (about 32 percent), nearby cities of the Inner East Bay¹ (about 19 percent), and elsewhere in Alameda County and Contra Costa County (about 36 percent). The rest of the employees (about 13 percent) would reside in other parts of the region and include a small number who are likely to live outside the Bay Area as well.

Substantial housing development is occurring in Oakland and anticipated to continue in the future. As a result, employment growth in Oakland is projected to be accompanied by substantial housing growth, providing housing opportunities for workers employed in the City. Oakland and the East Bay overall are relatively balanced in offering both places of residence (housing) and places of work (jobs). Oakland currently has slightly more jobs than employed residents (with a ratio of jobs-to-employed residents of 1.09:1 in 2000), while the East Bay overall has more employed residents than jobs (with a ratio of jobs-to-employed residents of 0.93:1 in 2000). In the future, relatively similar projections for growth of jobs and growth of employed residents in Oakland are anticipated to maintain and potentially improve the balance of jobs and housing in the City over time. Similar trends also are anticipated for the rest of the East Bay in the future.

From the regional perspective, the Kaiser project is an urban infill project that would intensify activity and development in the central parts of the region well-served by existing transportation systems and other infrastructure and utilities. Similarly, the growth of population to provide the workers and the associated housing demand would focus on central locations and infill development in and around Oakland and the Inner East Bay. Such growth would increase the demand for community services and facilities, but would not require the extension of new roads and other infrastructure and utilities into previously undeveloped areas.

Population growth associated with Kaiser's OMC employment growth would represent population growth that otherwise would be expected to occur in the East Bay and the region without the project and would not represent additional population growth from a subregional or regional perspective. This is because the employment growth with which it is associated would

¹ Including nearby cities of Albany, Berkeley, Emeryville, Piedmont, Alameda, and San Leandro.

be expected to occur elsewhere in Oakland and nearby cities of the Inner East Bay without the project (as discussed in the previous subsection). Further, jobs in Oakland and other cities of the Inner East Bay generally draw labor from the same, surrounding labor market area of the Inner East Bay and surrounding parts of the East Bay and rest of the region. Thus, differences in the location of Kaiser's OMC employment growth within Oakland and nearby cities would not result in corresponding differences in the location of associated population growth, housing demand, and public service requirements. Thus, while the project would affect the location of medical center employment growth within the Inner East Bay, it would not have much effect on employee residence patterns and the location of increased housing demand.

Because housing and population growth in Oakland, nearby cities, and elsewhere in the East Bay and rest of region are included in the cumulative context of housing and population growth assumed for EIR analyses, the population and household growth associated with project employment growth is accounted for in the EIR.

Multiplier Effects

Multiplier effects describe those economic inter-relationships through which businesses support other businesses by purchasing goods and services; business activity supports household spending by providing jobs and wage and salary income; and household spending generates sales and revenue for consumer-oriented businesses. Increased medical center activity and employment in the project would have multiplier effects that support growth in other economic sectors and increased business activity elsewhere in Oakland, nearby cities, and the Bay Area.

Increased activity at Kaiser's Oakland medical center would initiate subsequent rounds of additional business spending other businesses. Increased employment at the medical center would provide increased wage and salary incomes that would support additional household spending for a wide variety of goods and services in proximity of the project site and near employee places of residence, many of which would be in Oakland, nearby cities of the Inner East Bay.

The future cumulative context of citywide and regional growth used for EIR cumulative analyses includes the multiplier effects of the project and account for additional growth beyond the project site that would be generated by the project.

In reference to the discussion of net addition of economic activity earlier, the multiplier effects of the project would not represent net additional growth to the region as Kaiser's medical center activity would locate elsewhere in the Inner East Bay without the project. Some of the multiplier effects would be net additional growth in Oakland, however, if the alternative to the project would be a location in an adjacent city.

Nearby Area Effects

Increased Spending for Nearby Retail and Commercial Businesses and Commercial Districts

The additional of visitors, and employees near the project site and surrounding areas of Oakland would provide increased market support for retail and commercial business activities, in the ground-floor retail space proposed for the project (7,700 sq. ft.) and in nearby locations and neighborhood commercial districts, particularly along Piedmont Avenue and on Broadway

Revitalization of the Broadway and MacArthur/West MacArthur Corridors

The project would contribute to the revitalization of the Broadway and MacArthur/West MacArthur corridors in the vicinity of the project site. In line with City of Oakland and Oakland Redevelopment Agency objectives for the area, the project would contribute to the revitalization of the Broadway and MacArthur/West MacArthur corridors and be a catalyst for further improvements and increased activity nearby. The project also would increase demand for housing in North Oakland and nearby parts of Downtown Oakland, providing support for new residential and mixed-use developments.

Shifts of Existing Commercial Activity to Other Areas

The project also would replace existing commercial business activities at the project site with medical center uses. Approximately 11 existing commercial businesses with employment of approximately 200 people would have to seek new locations. The loss of existing commercial space as a result of the project would most likely result in some shifts of activity to other areas of Oakland and increased occupancy of existing commercial space in those areas. The shift of business activity to other locations would intensify business activity and increase job opportunities there, many of which are identified as in need of revitalization in Oakland's General Plan Land Use and Transportation Element and in the Redevelopment Plan for the Broadway/MacArthur/San Pablo Project Area (covering portions of Broadway, Telegraph, MacArthur, and San Pablo). Portions of these older commercial corridors contain vacant and underutilized facilities and sites that would benefit from increased market interest and shifts in demand from nearby areas.