

# CHAPTER VI

## Impact Overview and Growth-Inducing Impacts

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

### A. Significant, Unavoidable Environmental Impacts

As described in the Introduction to the Environmental Analysis (see Chapter IV), a “significant, unavoidable” impact occurs with the project reaches or exceeds the defined threshold of significance, and no feasible mitigation measure or condition of approval is available to reduce the significant impact to a less-than-significant level. The environmental analysis conducted for the proposed project and presented in Chapter IV., *Environmental Setting, Impacts, and Mitigation Measures*, identified the following significant, unavoidable environmental impacts that would result with the proposed project.

- **Impact TRANS-2a, TRANS-3b, and TRANS-4c: The addition of project traffic would cause the City of Oakland’s significance criteria for unsignalized intersections to be met at the East 9th Street at I-880 Northbound Off-Ramp intersection during both peak hours. (Baseline plus Project, 2010 plus Project, and 2025 Cumulative Conditions.)** [Less than Significant with Mitigation Measure TRANS-2a, but requires Caltrans approval and therefore are conservatively considered Significant and Unavoidable.]
- **Impact TRANS-4d: The Clement Avenue at Park Street intersection would operate at LOS E with and without the addition of project traffic. However, the addition of project traffic causes the average delay to increase by over four seconds, which would meet the City of Alameda significance criteria. (2025 Cumulative)** [Less than Significant with Mitigation Measure TRANS-4d, but requires City of Alameda approval and therefore is conservatively considered Significant and Unavoidable.]
- **Impact TRANS-4e: The Central Avenue at Park Street intersection would operate at LOS E in the a.m. peak hour and LOS F in the p.m. peak hour with and without the addition of project traffic. During the a.m. peak hour, the addition of project traffic would not cause the average delay to increase by over four seconds. However, in the p.m. peak hour, the addition of project traffic would cause the average delay to increase by over four seconds, which would meet the City of Alameda significance criteria. (2025 Cumulative)**

## 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).

As presented in Chapter IV of this EIR, the project would result in the following potentially significant cumulative impacts:

- **Impact TRANS-4a: The addition of project traffic would cause the level of service to deteriorate from LOS D to LOS E at the *East 12th Street at 29th Avenue intersection during the p.m. peak hour. (2025 Cumulative)* [Less than Significant with Mitigation Measure TRANS-4a.]**
- **Impact TRANS 4b: The addition of project traffic would cause the level of service to deteriorate from LOS E to LOS F at the *East 7th Street at Kennedy Street intersection during the p.m. peak hour. (2025 Cumulative)* [Reduced to Less than Significant with Mitigation Measure TRANS-4b.]**
- **Impact TRANS-4c: The addition of project traffic would cause the City of Oakland’s significance criteria for unsignalized intersections to be met at the *East 9th Street at I-880 Northbound Off-Ramp intersection during both peak hours.* (2025 Cumulative) [Less than Significant with Mitigation Measure TRANS-2a, but requires Caltrans approval and therefore is conservatively considered Significant and Unavoidable as well.]**
- **Impact TRANS-4d: *The Clement Avenue at Park Street intersection would operate at LOS E with and without the addition of project traffic. However, the addition of project traffic causes the average delay to increase by over four seconds, which would meet the City of Alameda significance criteria. (2025 Cumulative)* [Less than Significant with Mitigation Measure TRANS-4d, but requires City of Alameda approval and therefore is conservatively considered Significant and Unavoidable as well.]**
- **Impact TRANS-4e: *The Central Avenue at Park Street intersection would operate at LOS E in the a.m. peak hour and LOS F in the p.m. peak hour with and without the addition of project traffic. During the a.m. peak hour, the addition of project traffic would not cause the average delay to increase by over four seconds. However, in the***

**p.m. peak hour, the addition of project traffic would cause the average delay to increase by over four seconds, which would meet the City of Alameda significance criteria. (2025 Cumulative) [Also Significant and Unavoidable.]**

## C. Growth-Inducing Impacts

CEQA requires that the EIR discuss how the proposed project could induce growth – directly or indirectly. This section addresses the implications of the proposed project for growth in Oakland, nearby cities, and the Bay Area region. The discussion is organized into three topics relevant to consideration of the project’s propensity to induce growth:

- Net addition of housing and population: the extent to which project development would result in growth of households and population that otherwise would not occur in Oakland, nearby cities, or the Bay Area region;
- Additional consumer spending by project residents and implications for commercial growth; and
- Nearby area effects of the project on growth and change in surrounding areas.

A discussion of the assumptions used and methodology are included in **Appendix D** to this EIR.

In addition, the City is preparing a socioeconomic report for the project, separate from this Draft EIR. The socioeconomic report addresses the potential for the proposed project to influence the market for housing and retail use in Oakland and the project area, as well as fiscal considerations that are appropriately not addressed as part of the environmental analysis in this EIR, pursuant to CEQA. The socioeconomic report will be available to the public at the City of Oakland’s Planning and Zoning Division.

## Net Addition of Housing and Population

Development of the project would result in 810 housing units built at the project site. The new housing would accommodate additional households and population at the site – housing and population growth that is not currently assumed for this project site by the Oakland General Plan and regional growth projections.<sup>1</sup> This growth of housing and population would likely increase the demand for nearby community services and facilities, however, as discussed in Section IV.K, *Population, Housing, and Employment*, (Impact POP-1), the increased growth would not induce further growth that would tax or require the expansion of infrastructure or cause an increase in population in a manner that, in turn, would induce significant additional growth that could have physical impacts.

The project and associated changes in land use designation and density for development of the project site would increase the supply of land for residential development in Oakland. Given strong demand for housing in the region and Inner East Bay and a relatively fixed supply of land

<sup>1</sup> The estimated project population would represent 0.001 percent of the city’s population in 2010 and 0.003 percent of the city’s population as projected for 2025.

for housing development, the new housing in the project would increase the amount of housing development in Oakland over the long-term future and, thus, would represent additional housing over and above what would otherwise be built. Similarly, development of the project would also provide a net addition of units to the stock of housing in the larger, Inner East Bay area, including Oakland and its nearby cities of Berkeley, Albany, Emeryville, Piedmont, Alameda, and San Leandro. Because the project would result in more housing units than would otherwise occur, the project also would result in a net addition of households and population in Oakland and the Inner East Bay area over time.

From the regional perspective of the Bay Area overall, the project would accommodate more housing and population growth in the Oakland area, thereby reducing the demand for housing and the growth of population in more outlying parts of the region. Development of the project would provide additional housing supply in a central Bay Area location with good transportation accessibility. The project's location is anticipated to attract households with a high proportion of working adults who value the site's close-in regional location with good accessibility to workplaces in Oakland, elsewhere in the Inner East Bay, and San Francisco. Thus, from the regional perspective, the project would add housing in an urban, infill location, adding to the housing supply in the Oakland area, and affecting the distribution of household and population growth within the region.

Over the long term, with the project, more higher-density housing in the central parts of the region is likely to result in a larger total regional housing supply than would a more dispersed, lower-density pattern of regional development.

## **Additional Consumer Spending to Support Additional Commercial Activity**

The households to reside in the project would generate additional spending for a variety of goods and services including spending for groceries, drugs, and other convenience items, for eating and drinking out, for retail shopping (clothing, home furnishings, specialty goods, electronics, etc.), for automobile and related purchases and services, and for home maintenance and repair.

The project proposes to include approximately 25,950 square feet of local-serving commercial space on-site for a mix of retail, service, and small office businesses. Project tenants would be supported by the spending of project residents and the spending of people residing in surrounding areas.

Overall, the additional consumer spending of project residents is anticipated to be larger than the sales to be captured in the project commercial space. Thus, the project would contribute additional retail spending to the overall market context. This spending would add market support for retailing in nearby areas, potentially including the Fruitvale Transit Village, shopping areas along International Boulevard in the Eastlake and Fruitvale Business Districts, and in the Fruitvale Station Shopping Center. Additional retail spending also would add support for other retailers and shopping areas in Oakland and in other areas serving Oakland and the Inner East

Bay. The additional spending would provide increased sales for existing retailers, neighborhood districts, and other shopping areas and would add market support for possible retail expansion in Oakland in the future, as desired for downtown Oakland, Jack London Square, and other parts of the city.

## **Nearby Area Effects on Growth And Change**

### **Contribute to Land Use Changes and Trends Already Underway in Immediate Area**

The project would contribute to land use changes and trends already occurring in this part of East Oakland. The immediate areas surrounding the project are in transition from older industrial and heavier commercial uses to a mix of new residential, commercial, and educational/ community-serving land uses. For example, the project site is across East 12<sup>th</sup> Street from the recently developed Cesar Chavez Education Center that replaced a former Montgomery Ward West Coast distribution center. Nearby, the Fruitvale Station Shopping Center was developed on the site of a former Del Monte Corp. cannery facility. To the east, new housing, commercial space, and a community health center were recently developed in the Fruitvale BART Transit Village Project, and more housing development is in the planning stages for Phase II of that project.

Development of the project would potentially further these trends, adding largely residential development on property now used for commercial and industrial uses. Once developed, this change may enhance the attractiveness of nearby properties for additional residential development and accelerate trends. The success of the project would increase market interest in nearby properties from both households/housing consumers and landowners and housing developers.

### **Could Encourage Residential Development on Other Land Designated for Industrial Use**

Success of the project also could encourage broader market pressures for the redevelopment of Oakland's industrial areas for higher-value residential and commercial uses.

Oakland's supply of industrial land outside the city's airport and seaport areas is focused in East Oakland along San Leandro Street to the southeast of the project site. The City's General Plan designates those areas (between High Street and the Oakland-San Leandro city border) for industrial uses, although zoning and other policies to implement such designations have not been adopted and remain under consideration by city decision-makers.

The recent strength of the residential market has brought a number of development proposals to convert industrial land to residential development, and the success of the project could increase such interest. The effects of the project on growth and change in East Oakland's industrial areas, however, would depend on City land use policy in the future regarding the reservation and retention of these areas for industrial uses as designated in the General Plan. Market pressures to

convert Oakland's supply of industrial land to residential uses have raised policy questions now under consideration, concerning the need for locations for industrial businesses that diversify the local economy, support and service other economic sectors of the city, and provide job opportunities for a segment of the city's labor force.

Conceptually, the project could potentially encourage further development of residential uses on other properties nearby potentially as a result of other properties seeking to reduce land use conflicts in the area, particularly where residential and industrial interface, or as a result of heightened confidence developers and lenders may have in the area after witnessing the successful development and operation of the project. Substantial new growth, however, would depend on many variables, including the ready availability of land conducive for conversion to substantial residential development, with key consideration given to land ownerships and potential need for land assemblage, location, size, configuration, and adjacent land uses. Thus, it is speculative to analyze this potential. Moreover, such a trend has more socio-economic effects than environmental impacts.

### **Support for Revitalization in Coliseum Redevelopment Project Area**

As the project site is located within the Coliseum Redevelopment Project Area, development of the project would directly support the ongoing revitalization of that Project Area. The new development also would generate tax increment funds to the Redevelopment Agency for use in funding additional affordable housing development and other growth and revitalization within the Redevelopment Project Area.

### **Conclusion**

Development of the proposed project would add largely residential development on property now used for commercial and industrial uses, which is an existing trend in the area – the transition of older industrial and heavier commercial uses to residential, commercial, and educational/community-serving land uses. The proposed General Plan Amendment would allow a greater intensity/density of residential use where commercial, light industrial, and lower intensity/density residential would otherwise have occurred. Together, these change may enhance the attractiveness of nearby properties for additional residential development and accelerate existing trends. In addition the project's population would likely increase consumer spending which would add market support for existing retailers in nearby areas as well as possible retail expansion. However, as indicated above, it is speculative to analyze such trends, and these are more socioeconomic related than the physical impacts reviewed under CEQA. Please also see the socioeconomic report for the project, separate from this Draft EIR.