

## B. POPULATION, EMPLOYMENT AND HOUSING

This section describes the local area's existing and projected population, employment and housing statistics and evaluates impacts the Forest City Uptown Project may have on the area's population, employment and/or housing. Mitigation measures are recommended as appropriate.

### 1. Setting

The following sections utilize data from the U.S. Census Bureau, the Association of Bay Area Governments (ABAG), the California Department of Finance (DOF), land use data available at the City of Oakland Community and Economic Development Agency, and land use and employment data provided by Hausrath Economic Group (HEG).<sup>1</sup>

**a. Population.** Oakland is a highly urbanized city on the San Francisco Bay, directly east of San Francisco. It was incorporated in 1852. The City has historically been a mix of a transit/shipping hub with the port, railroad, and airport; educational institutions such as Mills College and the California College of Arts and Crafts; and an independent point of destination with businesses, scenic amenities such as Lake Merritt, and entertainment such as the Grand Lake Theater. From approximately 1852 through 1940, the population of Oakland grew steadily through in-migration and incorporation of adjacent towns and lands. The population boomed during WWII when the Port of Oakland voluntarily turned over to the Armed Forces, and the Oakland Army Base and the Naval Supply Base were developed. From 1945 to 1980, Oakland experienced a decline in population due to changes in the local economy, migration to suburban communities and other factors. Between 1980 and 2000, Oakland experienced significant and sustained population growth as a result of increased job and housing opportunities.

**(1) Total Population.** The City of Oakland had a population of 399,484 persons in 2000 according to the U.S. Census. The City of Oakland estimates that the total population will reach 425,553 by 2010 (a 6.5 percent increase from 2000 to 2010) and 443,203 by 2025 (a 4.1 percent increase from 2010 to 2025). A summary of Oakland population estimates from several sources is provided in Table IV.B-1. Bold typeface indicates estimates used for the purposes of this EIR.

The Project is within the area defined as Downtown Oakland, which had a population of 14,680 persons in 2000 according to the U.S. Census. The City of Oakland estimates that the total population will reach 25,494 by 2010 (a 73.7 percent increase from 2000 to 2010) and 31,001 by 2025 (a 21.6 percent increase from 2010 to 2025). These numbers illustrate that population growth in Downtown Oakland is projected to occur at a faster rate than that for the City as a whole.

The Project site lies within an existing urban area and contains primarily surface parking, with commercial and residential uses along the site periphery. There are currently 34 single-room occupancy (SRO) units located at the Project site, 17 of which are occupied by a total of 20 individuals.<sup>2</sup>

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<sup>1</sup> HEG has modeled existing, short-term (2010) and long term (2025) projections for the City of Oakland to more accurately reflect the level and location of growth, and has provided a more refined data set than what is available from ABAG or DOF. This process is discussed in greater detail in Appendix D.

<sup>2</sup> Jens Hilmer, City of Oakland. Personal communication with Lynette Dias, LSA Associates, Inc., August 2003.

**Table IV.B-1: Population Data, City of Oakland**

Source	2000	2010	2025
US Census 2000	<b>399,484<sup>a</sup></b>	--	--
ABAG Projections 2002	--	423,200	449,500
Oakland Cumulative Scenario 6/9/03 <sup>b</sup>	399,484 <sup>c</sup>	<b>425,553</b>	<b>443,203</b>
Downtown Oakland <sup>d</sup>	14,680 <sup>c</sup>	25,494	31,003

<sup>a</sup> Bold numbers indicate those used for purposes of this EIR.

<sup>b</sup> *Oakland Cumulative Growth Scenario for Uptown Project EIR*, prepared by HEG 6/9/03.

<sup>c</sup> From 2000 Census.

<sup>d</sup> Bounded by Grand Avenue, Lake Merritt and the Channel, Oakland Estuary, and I-980 and Brush Street.

Source: LSA Associates, Inc. 2003.

**Table IV.B-2: Households Data, City of Oakland**

Source	2000	2010	2025
US Census 2000	<b>150,790<sup>a</sup></b>	--	--
ABAG Projections 2002	--	156,610	168,640
Oakland Cumulative Scenario 6/9/03 <sup>b</sup>	150,790 <sup>c</sup>	<b>158,907</b>	<b>169,012</b>
Downtown Oakland <sup>d</sup>	7,736 <sup>c</sup>	11,826	15,102

<sup>a</sup> Bold numbers indicate those used for purposes of this EIR.

<sup>b</sup> *Oakland Cumulative Growth Scenario for Uptown Project EIR*, prepared by HEG 6/9/03.

<sup>c</sup> From 2000 Census.

<sup>d</sup> Bounded by Grand Avenue, Lake Merritt and the Channel, Oakland Estuary, and I-980 and Brush Street.

Source: LSA Associates, Inc. 2003.

**(2) Households.** The City of Oakland contained 150,790 households in 2000 according to the U.S. Census. The City of Oakland estimates that the total number of households will reach 158,907 by 2010 (a 5.1 percent increase from 2000 to 2010) and 169,012 by 2025 (a 6.3 percent increase from 2010 to 2025). A summary of Oakland household estimates from several sources is provided in Table IV.B-2. Bold typeface indicates estimates used for the purposes of this EIR.

Downtown Oakland had 7,736 households in 2000 according to the U.S. Census. The City of Oakland estimates that the total number of households will reach 11,826 by 2010 (a 52.9 percent increase from 2000 to 2010) and 15,102 by 2025 (a 27.7 percent increase from 2010 to 2025). As with population growth, households in Downtown Oakland are projected to grow at a faster rate than that for the City as a whole.

Based on a survey conducted by the City of Oakland, there are 34 housing units on the Project site and 17 households.<sup>3</sup>

**b. Employment.** The civilian labor force includes: 1) those who are employed (except in the armed forces); and 2) those who are unemployed but actively seeking employment. Those who have never held a job, who have stopped looking for work, or who have been unemployed for a long period are not considered to be in the labor force.

**(1) Total Jobs.** The City of Oakland had 185,162 total jobs in 2000 according to the U.S. Census. The City of Oakland estimates that the total number of jobs will reach 215,049 by 2010 (a 16.1 percent increase from 2000 to 2010) and 247,497 by 2025 (a 15.1 percent increase from 2010 to 2025). A summary of Oakland job data from several sources is provided in Table IV.B-3. Bold typeface indicates estimates used for the purposes of this EIR.

Downtown Oakland had 65,155 jobs in 2000 according to the U.S. Census. The City of Oakland estimates that the total number of jobs will reach 81,098 by 2010 (a 24.5 percent increase from 2000 to 2010) and 89,543 by 2025 (a 10.4 percent increase from 2010 to 2025).

<sup>3</sup> Ibid.

The Project site contains primarily surface parking, with commercial and residential uses along the site periphery. The commercial uses generally consist of office, restaurants, retail, and auto repair. Based on a survey conducted by the City of Oakland, the number of jobs estimated to exist on the Project site is 247.

**(2) Employed Residents.** The City of Oakland had 174,743 employed residents in 2000 according to the U.S. Census. The City of Oakland estimates that the total number of employed residents will reach 194,038 by 2010 (an 11.0 percent increase from 2000 to 2010) and 225,677 by 2025 (a 16.3 percent increase from 2010 to 2025). A summary of Oakland employed residents data from several sources is provided in Table IV.B-4. Bold typeface indicates estimates used for the purposes of this EIR.

Downtown Oakland had 6,311 employed residents in 2000 according to the U.S. Census. The City of Oakland estimates that the total number of employed residents will reach 11,971 by 2010 (an 89.7 percent increase from 2000 to 2010) and 16,549 by 2025 (a 38.2 percent increase from 2010 to 2025).

**c. Housing Stock.** The housing stock in the City of Oakland is characterized by a majority of single-family homes, a smaller percentage of multi-unit buildings, and relatively low vacancy rates. There were 157,508 housing units in Oakland in 2000 according to the 2000 U.S. Census. Of these, about 45 percent were detached single-family homes, about 4 percent were attached single-family homes, and about 50 percent were units located in multi-unit buildings. Less than one percent of all housing units consisted of mobile homes. According to the 2000 U.S. Census, 41.4 percent of all occupied housing units in Oakland are owner-occupied. The remaining 58.6 percent are renter-occupied. In the City of Oakland, the effective vacancy rate<sup>4</sup> was two percent for owner-occupied housing and 3 percent for renter housing according to the 2000 U.S. Census.

There are 34 rental housing units on the Project site, located within two residential hotels (SRO units). The Assessor's records indicate that there are 11 additional units in the Project site. However, LSA Associates conducted a site visit on July 8, 2003, and found each of these additional units to be vacant. As a result, they were not counted as occupied residences for existing conditions at the Project site.

**Table IV.B-3: Jobs Data, City of Oakland**

Source	2000	2010	2025
US Census 2000	<b>193,950<sup>a</sup></b>	--	--
ABAG Projections 2002	--	215,580	243,500
Oakland Cumulative Scenario 6/9/03 <sup>b</sup>	185,162 <sup>c</sup>	<b>215,049</b>	<b>247,497</b>
Downtown Oakland <sup>d</sup>	65,155 <sup>c</sup>	81,098	89,543

<sup>a</sup> Bold numbers indicate those used for purposes of this EIR.  
<sup>b</sup> *Oakland Cumulative Growth Scenario for Uptown Project EIR*, prepared by HEG 6/9/03.  
<sup>c</sup> From 2000 Census.  
<sup>d</sup> Bounded by Grand Avenue, Lake Merritt and the Channel, Oakland Estuary, and I-980 and Brush Street.  
 Source: LSA Associates, Inc. 2003.

**Table IV.B-4: Employed Residents Data, City of Oakland**

Source	2000	2010	2025
US Census 2000	<b>174,743<sup>a</sup></b>	--	--
ABAG Projections 2002	174,743	183,800 <sup>b</sup>	217,600 <sup>b</sup>
Oakland Cumulative Scenario 6/9/03 <sup>c</sup>	174,743 <sup>c</sup>	<b>194,038</b>	<b>225,677</b>
Downtown Oakland <sup>d</sup>	6,311	11,971	16,549

<sup>a</sup> Bold numbers indicate those used for purposes of this EIR.  
<sup>b</sup> *Oakland Cumulative Growth Scenario for Uptown Project EIR*, prepared by HEG 6/9/03.  
<sup>c</sup> From 2000 Census.  
<sup>d</sup> Bounded by Grand Avenue, Lake Merritt and the Channel, Oakland Estuary, and I-980 and Brush Street.  
 Source: LSA Associates, Inc. 2003.

<sup>4</sup> The percent of dwelling units available for occupancy excluding homes that are boarded up, used only part of the year, or sold or rented and awaiting occupancy.

## 2. Impacts and Mitigation Measures

This section analyzes impacts related to population, employment, and housing that could result from implementation of the proposed Project. The section begins with the criteria of significance, which establish the thresholds to determine whether an impact is significant. The latter part of this section presents the impacts associated with the proposed Project and identifies mitigation measures, as appropriate.

**a. Criteria of Significance.** The proposed Project would have a significant impact on population, employment, and housing if it would:

- Induce substantial population growth in an area, either directly or indirectly;
- Displace a substantial number of existing housing units, necessitating the construction of replacement units elsewhere; or
- Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

**b. Less-than-Significant Population, Employment and Housing Impacts.** The following discussion examines potential less-than-significant impacts of the proposed Project.

**(1) Induce Substantial Population Growth in an Area.** The proposed Project would generate housing-related population growth and some job-related housing growth, as discussed below.

**Housing-Related Growth.** The proposed Project would add 1,270 housing units and 1,050 Student/Faculty housing units to Oakland's existing housing stock, increasing the population by approximately 3,266. Table IV.B-5 summarizes the types of units proposed and the associated number of residents.

This population growth would represent less than one percent of the City's current population, and is well within both the growth projected by the City's Cumulative Scenario and ABAG's projections for the City over the next five years. Therefore, the Project would not result in substantial direct population growth beyond that planned for the area. In addition, the Project constitutes infill development; the Project is the redevelopment of an underutilized site, and the site is surrounded by existing developments. The Project would not require substantial infrastructure modifications (e.g., construction of new roads, sewer lines) to serve the proposed new residential units or commercial uses and therefore would not result in indirect population growth.

**Job-Related Growth.** Job-related growth would result from the development of up to 33,000 square feet of new retail and commercial space. This development would generate approximately 182 jobs. Table IV.B-6 details the amount of space of each proposed use and the number of jobs it would generate. In addition, as discussed above, there are currently 247 jobs provided by existing uses on the site. It is anticipated that the existing jobs on the Project site would be relocated within the proposed commercial space wherever feasible, and other jobs would be located within the Project vicinity or the greater City of Oakland.

**Table IV.B-5: Population and Employed Residents Estimates for Proposed Project**

Type	Units	Households/ Occ'd Units <sup>a</sup>	Persons Per HH <sup>b</sup>	Estimated Population	Employed Residents (Percent)	Employed Residents Per HH	Estimated Employed Residents
<b>APARTMENTS</b>							
Market Rate Apartments	750	720	1.68	1,207	77	1.30	933
Affordable: Moderate Income (up to 120% AMI)	50	49	1.98	97	73	1.45	71
Affordable: Very Low Income (up to 50% AMI)	200	196	2.21	433	57	1.25	245
<i>Total Apartments</i>	<i>1,000</i>	<i>965</i>	<i>1.80</i>	<i>1,737</i>	<i>72</i>	<i>1.29</i>	<i>1,249</i>
<b>CONDOMINIUMS</b>							
<i>Total Condominiums</i>	<i>270</i>	<i>260</i>	<i>1.85</i>	<i>481</i>	<i>74</i>	<i>1.37</i>	<i>355</i>
<b>STUDENT / FACULTY HOUSING</b>							
Dorm Beds	1,000	1,000	1.00	1,000	33	0.33	333
Faculty Units	50	50	2.00	100	65	1.30	65
<i>Total Student/Faculty Housing</i>	<i>1,050</i>	<i>1,050</i>	--	<i>1,100</i>	--	--	<i>398</i>
<b>TOTAL PROJECT</b>	<b>2,320</b>	<b>2,275</b>	--	<b>3,318</b>	--	--	<b>2,002</b>

<sup>a</sup> Assumes long-term, average vacancy of approximately four percent for market rate housing and two percent for affordable housing consistent with citywide data. No vacancy is assumed for the UC student dormitory and faculty housing.

<sup>b</sup> Estimates by Hausrath Economics Group considering Census data, in-house data and information for new housing developments, and data and projections from Association of Bay Area Governments (ABAG) Projections 2002. Persons per household for affordable housing assume number of persons equals bedrooms plus one for very low income households, as applicable. Persons per household provided is an average of persons per household for studios, one bedroom units, two bedroom units, and three bedroom units.

Source: Hausrath Economics Group, June 5, 2003.

This job-related growth would represent less than one percent of the City's current jobs, and is well within both the growth projected by the City's Cumulative Scenario and ABAG's projections for the City over the next five years. Therefore, the Project would not result in substantial direct population growth beyond that planned for the area. In addition, the Project constitutes infill development; the Project is the redevelopment of an underutilized site, and the site is surrounded by existing developments. The Project would not require substantial infrastructure modifications (e.g., construction of new roads, sewer lines) to serve the proposed new residential units or commercial uses and therefore would not result in indirect population growth.

**Table IV.B-6: Employment Estimates for Proposed Project**

Block/ Bldg	Use	Space (SF)	Employ- ment
3, 4	Ground floor retail/commercial <sup>a</sup>	22,000	63
1, 2, 3, 4, 6	Residential apartments: management and maintenance <sup>b</sup>		26
5	Residential condominiums: management and maintenance		7
7	Ground floor retail/commercial <sup>a</sup>	11,000	31
7	Student housing: management and maintenance		30
9	Relocated Auto Center	10,000	25
<b>TOTAL PROJECT</b>		<b>43,000</b>	<b>182</b>

<sup>a</sup> Assumes a mix of eating and drinking and neighborhood retail and service uses, with an average employment density of 350 square feet per employee.

<sup>b</sup> Includes on-site employment in leasing office, resident-only gym/recreation center, parking garage, etc.

Source: Hausrath Economics Group, June 5, 2003.

**(2) Displace a Substantial Number of Existing Housing Units.** The proposed Project would require the demolition of 34 housing units. Based on the 2000 U.S. Census, this is less than one-tenth of a percent of the housing units or households in Oakland; 34 SRO units is not a substantial number of housing units in Oakland. In addition, the number of housing units constructed would be greater than the number of housing units required to be demolished. The Project includes the construction of up to 1,000 apartments, 270 condominiums, 1,000 dorm beds and 50 faculty housing units. Table IV.B-5 details the types of units proposed and the affordability of each unit. Two-hundred apartments would be rented at the very low income level, 50 would be rented at the moderate income level, and 750 would be rented at market rates. Student/faculty housing would provide 1,050 housing units. The 270 condominiums would be sold at market rate.

The 34 units to be demolished consist of SRO units in two residential hotels. The City of Oakland Planning Code Section 17.102.230 requires a Conditional Use Permit for the demolition of a facility containing units such as the 34 SRO units here. The Project applicant would apply for the Conditional Use Permit under the criteria that the existing buildings are substandard, and 200 very low income units would be developed as part of the proposed Project.

**(3) Displace Substantial Numbers of People.** The proposed Project would include the demolition of existing uses on the site, including two residential hotels. Approximately 20 residents may be displaced. However, it is possible that some of these residents would relocate into the Project after it is constructed as it will provide 1,270 permanent housing units. Included in the proposed residents are 60 very-low income studio apartments, similar to those units being demolished. The actual number of these residents who would have to be relocated as a result of the interim loss of these units has not been quantified. However, the number would not be substantial enough to constitute a significant impact. The Redevelopment Agency will provide relocation assistance consistent with the State's redevelopment regulations.

**c. Significant Population, Employment and Housing Impacts.** Implementation of the proposed Project would not result in any significant population, employment or housing impacts.