

APPENDIX D
POPULATION AND DEMOGRAPHIC DATA

CUMULATIVE GROWTH SCENARIO FOR OAKLAND AS PREPARED FOR USE IN THE *UPTOWN PROJECT EIR*

This appendix describes the cumulative growth scenario used for environmental impact analysis purposes in the *Uptown Project EIR*. The scenario provides the future cumulative development context for Oakland, identified in terms of future employment, households, and population. Use of the scenario for analyzing the project's environmental impacts ensures that those impacts are appropriately considered as part of the cumulative context of future citywide and regional growth and development.

The need for developing the cumulative growth scenario is explained below, followed by a description of the approach and the chronology of scenario development and updates. Then, the updated cumulative scenario for Oakland used in this EIR is summarized, followed by comparisons with projections from the Association of Bay Area Governments (ABAG). The specifics of the scenario for downtown Oakland areas surrounding the Uptown Project are summarized next. The assumptions for growth in the rest of Alameda County and Bay Area region are then identified.

NEED FOR THE CUMULATIVE GROWTH SCENARIO

The cumulative growth scenario for Oakland was developed primarily for use in the cumulative transportation analyses in Oakland EIRs. The growth scenario was originally prepared in 2000 after analyses indicated that the growth projections from ABAG as incorporated into the Alameda County Congestion Management Agency (CMA) travel demand model did not reflect the level of growth and development occurring in Oakland. Those projections also did not reflect the locations of growth for future development projects under construction, approved, proposed, and reasonably foreseeable for Oakland. Since the cumulative growth scenario for Oakland was originally developed, it continues to be updated and refined as needed for EIR analyses and planning efforts, and to incorporate newly released 2000 Census data and new projections series from ABAG. The cumulative growth scenario is now used to review and provide input for new ABAG projections and for updates to the land use database in the CMA travel model.

As of this EIR, the cumulative growth scenario for Oakland is now very similar to the most recent ABAG projections incorporated into the CMA travel model as updated in May 2003. However, Oakland's cumulative growth scenario continues to be used in EIR analyses and planning efforts as it provides more specificity about growth and development occurring in Oakland and can be updated as needed for EIR and planning purposes.

FORECAST-BASED APPROACH THAT INCORPORATES FORESEEABLE FUTURE DEVELOPMENT PROJECTS

The cumulative growth scenario for Oakland was developed using a forecast-based approach, *i.e.*, an approach based on regional forecasts of economic activity and demographic trends. The cumulative growth scenario also considers recent and anticipated future development projects in Oakland as well as other changes in land use, employment, and population. Development projects and other changes are identified and updated based on input from City of Oakland and Port of Oakland staffs and on analysis of economic, demographic, and real estate market data and trends. Anticipated future development projects are identified and updated to include approved, proposed, and potential development projects reasonably foreseeable over the next 20 to 25 years.

The growth that could be accommodated by recent and expected future development projects and other changes in land use, employment, and population is evaluated within the context of regional economic and demographic trends and projections. The ABAG projections provide the reference for citywide and county totals for future years. The list of development projects and other changes provide the ability to relate individual projects to the citywide context. The locations of specific projects and development sites allow for refinements in the allocation of growth to subareas and traffic analysis zones (TAZs) within the city. Transportation analyses using the CMA's travel model require inputs at the TAZ level.

CHRONOLOGY OF SCENARIO DEVELOPMENT

The cumulative growth scenario for Oakland was originally prepared and continues to be updated by Hausrath Economics Group (HEG), working closely with City of Oakland staff. The scenario was first completed in November 2000. Since that time, the scenario has been updated and refined for different parts of the City as needed for EIR analyses and planning efforts. It also has been updated to incorporate newly released 2000 Census data and new projections from ABAG. The following identifies the different updates that were completed prior to the scenario developed for this EIR:

- ◆ June 2001, updated scenario for *Metroport Project EIR*, focusing on updates in the Oakland Airport/Coliseum area;
- ◆ August 2001, updated scenario for *Leona Quarry Project EIR*, focusing on the area surrounding the Leona Quarry project;
- ◆ January 2002, updated scenario for *Oakland Army Base (OARB) Redevelopment Project EIR*, focusing on updates in the harbor and OARB redevelopment project area and adjacent parts of West Oakland;
- ◆ September 2002, 2000 Census data is incorporated into the land use database, along with future demographic factors consistent with the 2000 Census data, as provided by *ABAG Projections 2002*;

- ◆ September 2002, updated scenario for *Central City East (CCE) Redevelopment Project EIR*, focusing on updates in East Oakland, within and surrounding the redevelopment project area;
- ◆ Early December 2002, updated scenario for *Jack London Square Redevelopment Project EIR*, focusing on updates in the Jack London District of downtown Oakland including Jack London Square;
- ◆ Later December 2002, updated scenario for *West Oakland Redevelopment Project EIR*, focusing on updates in West Oakland, and parts of North Oakland within the redevelopment project area, and in adjacent blocks;
- ◆ Early February 2003, updated scenario for *Coliseum Gardens Project EIR*, focusing on the project and surrounding Coliseum BART station area; and
- ◆ January/February 2003, updated scenario to incorporate *ABAG Projections 2002* and to provide land use inputs for the CMA travel model update.

The updated cumulative growth scenario prepared for this EIR as of June 9, 2003, incorporates and builds on all of the updates listed above. In addition, for this EIR, changes were made to the citywide land use database to incorporate the Uptown Project as currently proposed and updated assumptions for other development in downtown Oakland areas surrounding the project.

UPDATED CUMULATIVE GROWTH SCENARIO FOR OAKLAND

Cumulative Growth Scenario for Uptown Project EIR

The cumulative growth scenario for Oakland identifies employment, households, and population. Employment is disaggregated into four types: service, retail, manufacturing, and other, as required for use in the Alameda County CMA travel model. The projections are allocated to the large number of traffic analysis zones identified throughout the city.¹ Future scenarios are developed for the years 2010 and 2025, consistent with the analysis years in the travel model. The cumulative growth scenario for Oakland includes a 2000 base year scenario, consistent with recently released 2000 Census data, although the CMA model does not include year 2000.

The Updated Cumulative Growth Scenario for Oakland prepared for the *Uptown Project EIR* is summarized in Table 1 (on next page). The scenario includes the Uptown Project.

Following the approach described earlier, analysis to develop the cumulative growth scenario for Oakland evaluated how the amount and type of growth represented by future development projects identified by the City and Port compared to the ABAG projections for Oakland. Other changes in land use, employment, and population also were accounted for. Other additions to employment and population included those resulting from increased occupancies of existing

¹ The traffic analysis zones (TAZs) are Census Tracts or subdivisions of Census Tracts identified for transportation analysis purposes and used in the CMA travel demand model.

**TABLE 1
UPDATED CUMULATIVE GROWTH SCENARIO
FOR OAKLAND, AS OF JUNE 2003**

	2000 /a/	2010	2025	Growth, 2000-2025
Households	150,790	158,910	169,010	+18,220
Household Population /b/	392,310	417,120	434,560	+42,250
Total Population /b/	399,480	425,550	443,200	+43,720
Employed Residents /b/	174,740	194,040	225,680	+50,940
Total Employment	185,160	215,050	247,500	+62,340
Manufacturing	17,810	18,470	20,120	+2,310
Other /c/	74,040	84,400	93,500	+19,460
Retail	23,720	27,440	30,700	+6,980
Service	69,590	84,740	103,180	+33,590

/a/ Households, household population, total population, and employed residents are from the 2000 Census.

/b/ Projections for 2010 and 2025 incorporate changes in demographic characteristics of the population in the existing housing stock in Oakland as evidenced in persons per household and employed persons per household factors from ABAG *Projections 2002*. The demographic characteristics of residents of new housing to be built in Oakland by 2010 and 2025 are based on those same ABAG factors or are estimated using special factors that better reflect the anticipated population in new housing, for TAZs with little or no housing in 2000 of the types being built (as the ABAG factors are based on the existing population in 2000).

/c/ Includes employment in finance, insurance, real estate (FIRE); government; construction; transportation, communications, and utilities (TCU); wholesale; and agriculture and mining.

Source: Hausrath Economics Group based on approach and methodology described in this appendix.

buildings, the re-leasing of space vacated by existing businesses and government activities relocating to newly developed projects, the renovation of space that had previously sat vacant, and the conversion of space in existing buildings to new and more intensive uses. Reductions in employment and population included changes as a result of base closures, displacements by development projects, and the movement of some types of businesses out of the area due to increasing rents and land values as well as other factors. In addition, the cumulative growth scenario also incorporates changes in demographic characteristics of the population in the City's existing housing stock, consistent with the ABAG projections.

Comparison with CMA/ABAG Projections

The Updated Cumulative Growth Scenario for Oakland is compared in Table 2 with the ABAG projections for Oakland as incorporated into the Alameda County CMA Travel Model for use in

EIR transportation analyses. The ABAG *Projections 2002* series provides the basis for the numbers in the CMA model at the time of the analysis for this EIR.²

The cumulative growth scenario for Oakland compares to the CMA/ABAG projections (*Projections 2002*) as follows:

- ◆ **Employment:** The economic activity and employment growth to be accommodated by identified major development projects and other anticipated changes in land use and employment are estimated to slightly exceed the employment growth for Oakland reflected in the CMA/ABAG projections for both the short term (2010) and the longer term (2025) futures. In 2025, the cumulative growth scenario includes about one percent more total employment in Oakland than anticipated by the CMA/ABAG projections.
- ◆ **Housing and Households:** Housing built in Oakland since the 2000 Census, housing currently under development in Oakland, and housing anticipated to be developed in the future will accommodate household growth similar to that reflected in the CMA/ABAG projections. Thus, total households in Oakland in 2025 are essentially the same for the cumulative growth scenario and the CMA/ABAG projections. The cumulative growth scenario expects somewhat more housing development in the near future, so that total households by 2010 are a little higher under the cumulative scenario compared to the CMA/ABAG projections.
- ◆ **Population:** Although housing and household growth are similar, the cumulative growth scenario shows slightly lower population growth in Oakland compared to the CMA/ABAG projections. The difference occurs because the cumulative growth scenario incorporates the demographic characteristics of new residents in the types of new housing being built in Oakland, in addition to existing population characteristics and overall demographic trends as reflected in the CMA/ABAG projections. Compared to overall population demographics, new households in the types of higher-density, new housing being built in Oakland, are generally smaller than average (fewer persons per household) and include proportionally more adults, many of whom are employed (more employed residents per household). Thus, by 2025, total household population in Oakland under the cumulative growth scenario is about two percent lower than under the CMA/ABAG projections, due to the specific demographic assumptions used for residents of the new housing. By incorporating specific demographic assumptions for residents in new housing along with the characteristics of residents in the existing housing stock and overall regional demographic

² The recently updated Alameda County CMA model incorporating ABAG *Projections 2002* was released on May 14, 2003. In June 2003, ABAG released *Projections 2003: A Smart Growth Forecast*. Future updates to the CMA travel model to incorporate these newest ABAG projections are expected to occur in early- to mid-2004.

TABLE 2
CUMULATIVE GROWTH SCENARIO FOR UPTOWN PROJECT EIR
AND CMA/ABAG PROJECTIONS FOR OAKLAND

	2000	2010	2025	Growth 2000-2025
<u>Employment</u>				
Cumulative Growth Scenario /a/	185,160	215,050	247,500	+62,340
CMA/ABAG Projections 2002 /b/	-	213,820	245,060	+59,900
<u>Households</u>				
Cumulative Growth Scenario /a/	150,790	158,910	169,010	+18,220
CMA/ABAG Projections 2002 /b/	-	158,130	169,080	+18,290
<u>Population</u>				
Cumulative Growth Scenario /a/				
Household Population /c/	392,310	418,120	435,560	+43,250
Total Population	399,480	425,550	443,200	+43,720
CMA/ABAG Projections 2002 /b/				
Household Population	-	418,420	442,370	+50,060
Total Population	-	-	-	-
<u>Employed Residents</u>				
Cumulative Growth Scenario /a/	174,740	194,040	225,680	+50,940
CMA/ABAG Projections 2002 /b/	-	186,080	217,040	+42,300

/a/ Updated Cumulative Growth Scenario developed for *Uptown Project EIR*, prepared as of June 9, 2003 by Hausrath Economics Group, as described in this appendix.

/b/ ABAG Projections 2002, as included in the updated Alameda County CMA travel demand model released May 14, 2003. The CMA model does not include year 2000. Growth 2000-2025 for the CMA/ABAG Projections 2002 is calculated using 2000 as shown in the table for the Cumulative Growth Scenario.

/c/ Household population shown here for 2010 and 2025 includes the 1,000 students to reside in the student housing proposed for the Uptown Project. However, in the summaries of the growth scenario in other tables in this appendix, the students are counted as group quarters population and included in total population, but not household population. As the CMA/ABAG projections used in the CMA travel model do not include group quarters population or total population (combining household population and group quarters population), the student population is included with household population in this table so that the population analyzed in the transportation analysis can be compared with the CMA/ABAG projections. (The student population for the Uptown project was combined with household population for use in the CMA travel model as the model is not set up to separately accept group quarters population.)

Source: Hausrath Economics Group based on sources identified above, and as described further in this appendix.

trends, the methodology for the cumulative growth scenario builds on the ABAG projections to provide more locally-specific data.

- ◆ **Employed Residents:** The cumulative growth scenario anticipates somewhat more employed residents in Oakland compared to the CMA/ABAG projections, for two main reasons. First, Census data incorporated into the cumulative growth scenario show about three percent more employed residents in Oakland in 2000, compared to the ABAG projections (*P2002*), which were prepared before release of employed resident data from the 2000 Census. The higher number of employed residents in Oakland in 2000 (based on the 2000 Census data) also are included in future year totals for employed residents under the cumulative scenario. Second, the cumulative growth scenario incorporates the demographic characteristics of new residents in the types of new housing being built in Oakland, which generally include proportionally more residents who work, compared to demographic characteristics for the population overall (also see discussion under population above). Thus, by 2025, the cumulative growth scenario includes about four percent more employed residents in Oakland than anticipated by the CMA/ABAG projections.

The cumulative analysis in this EIR assumes the Updated Cumulative Growth Scenario for Oakland. This approach ensures that the cumulative effects of all locally anticipated growth and development can be evaluated within the EIR analysis period. This approach for cumulative analyses in Oakland EIRs was discussed with and accepted by the Alameda County CMA.

DOWNTOWN OAKLAND AREAS SURROUNDING THE UPTOWN PROJECT

Attention was given to the cumulative growth scenario for traffic analysis zones (TAZs) in downtown Oakland areas, surrounding the Uptown Project. Growth and change in these areas are of particular interest for the cumulative traffic analysis. Analysis was done to review and update the projections for the surrounding area for use in the cumulative analyses for this EIR. The data for employment, households, and population for the surrounding area were summarized from prior growth scenarios, and evaluated and updated in light of recent changes in land uses and activities in the area, and of development projects and other anticipated changes identified by the City of Oakland and Hausrath Economics Group, at the time of this analysis. With these inputs, updated projections for the surrounding downtown area were developed for 2010 and 2025 for use in this EIR.

The updated growth scenario for the surrounding downtown area, including the project, is summarized in Table 3 (on the next page). The table shows numbers for Downtown Oakland (from Grand Avenue on the north to the Estuary on the south) and for the larger Oakland Central area including downtown and extending further to the north (to I-580 on the north and the Estuary on the south). A map showing the boundaries of these areas is included at the end of this appendix (see Figure 1). The surrounding downtown area includes the rest of the Uptown

district outside the project area as well as the following subareas or districts of downtown Oakland: the Kaiser Center area, City Center area, Old Oakland, Chinatown, the County Bldgs/MetroCenter/Laney area, and the Jack London District. Given the project's location at the northern end of downtown, parts of the larger Oakland Central area extending further to the north and east of the project also are relevant. The areas to the north and east include the Valdez area, Telegraph-Northgate area, Summit Medical area, Broadway Auto Row, and Adams Point.

TABLE 3 CUMULATIVE GROWTH SCENARIO FOR DOWNTOWN OAKLAND/OAKLAND CENTRAL AREAS, INCLUDING THE PROJECT				
	2000	2010	2025	Change 2000-2025
<u>Downtown Oakland /a/</u>				
Jobs	65,160	81,100	89,540	+24,380
Households	7,740	11,830	15,100	+7,360
Population	14,680	25,490	31,000	+16,320
Employed Residents	6,310	11,970	16,550	+10,240
<u>Oakland Central /b/</u>				
Jobs	78,640	95,130	103,990	+25,350
Households	18,040	22,710	27,360	+9,320
Population	32,190	44,650	52,510	+20,320
Employed Residents	16,370	23,240	30,510	+14,140
NOTE: The map in Figure 1 (at the end of this appendix) identifies Downtown Oakland and the larger Oakland Central area (including downtown).				
/a/ Bounded by Grand Avenue, Lake Merritt and the Channel, Oakland Estuary, and I-980 and Brush St.				
/b/ Bounded by I-580, Lake Merritt and the Channel, Oakland Estuary, and I-980 and Brush St.				
Source: <i>Cumulative Growth Scenario for Uptown Project EIR</i> , 6/9/03; City of Oakland; Hausrath Economics Group.				

The following summarizes the growth and change anticipated in the surrounding Downtown/Oakland Central area, as reflected in the cumulative growth scenario in Table 3. Employment and population for the Uptown Project are described in a separate appendix in this EIR.

- ◆ **Employment Growth in Surrounding Downtown/Oakland Central Area:**
Substantial employment is projected for downtown Oakland in the future. Growth of office employment is anticipated for both private sector and

government office activities. Office growth is expected in major development projects as well as through ongoing renovations and conversions of older building space. Retail, hotel, service, cultural, and entertainment uses and activities also are anticipated to grow in downtown Oakland and to support employment growth there. Within the downtown area, the largest amounts of employment growth are expected in the City Center area, followed by employment growth in the Kaiser Center area, and by growth in the Jack London District. Employment growth also is projected for the Uptown District outside the project area, focused around the Broadway Corridor.

- ◆ **Household and Population Growth in Surrounding Downtown/Oakland Central Area:** Substantial growth of households and population also is expected in downtown Oakland. Higher-density housing development is projected to continue in infill projects on selected sites and in new downtown neighborhoods. A large amount of new housing development is already underway downtown. In addition to the Uptown Project, the larger amounts of new housing development are expected to continue to occur in the Jack London District, Old Oakland, the Valdez and Telegraph-Northgate areas (to the north of Grand Avenue), on infill sites in and around City Center, and in areas along the Channel linking Lake Merritt to the Estuary. Downtown/Oakland Central population growth also reflects changing demographic characteristics of the population in the existing housing stock, as reflected in demographic trends projected by ABAG. Overall, population is projected to double in the downtown Oakland area (Grand Avenue to the Estuary) by 2025, and to increase by over 60 percent and over 20,000 new residents in the larger Oakland Central area including downtown and areas to the north of Grand Avenue (I-580 to the Estuary).

Tables presented at the end of this appendix provide a more detailed version of the estimates and projections for the surrounding Downtown/Oakland Central area, and more background on assumptions. Table 4 (parts a. through f.) presents estimates and projections for all of the traffic analysis zones (TAZs) in downtown Oakland and the larger Oakland Central area. The data and projections include the growth associated with the project. (The subareas and TAZs within the Downtown/Oakland Central area are identified on the maps in Figures 1 and 2 at the end of this appendix.) Tables 5 and 6 list the development projects identified for the surrounding Downtown/Oakland Central area by the City of Oakland and Port of Oakland staffs. The lists include major projects under construction, approved and proposed projects, as well as potential projects under consideration and anticipated to be developed by 2025. In most cases, the project assumptions identified on the lists describe the new development; they do not identify existing uses and activities on development sites that would be removed for development, although the latter are accounted for in the cumulative growth scenario.

The projects on the lists for the Downtown/Oakland Central area all “fit” within the updated cumulative growth scenario summarized herein and used for the cumulative transportation analysis in this EIR. As explained earlier in this appendix, the scenario also includes other changes in land use and in employment and population besides those associated with

development of projects on the lists. Thus, the lists alone do not equate to the changes over time in the growth scenario.

The amounts of employment, household, and population growth reflected by the growth scenario, and those represented by the projects on the lists, are more important than the specific projects identified. It is to be expected that the projects on the lists will change over time, and some will be added while others will be deleted. The lists reflect the best information at the time of the analysis. The growth scenario itself can remain valid as changes occur over time in the specifics of the development projects anticipated for the surrounding area.

GROWTH IN THE REST OF ALAMEDA COUNTY AND BAY AREA REGION

The growth scenario used for the cumulative transportation analysis for this EIR assumes growth in employment, households, and population as projected by *ABAG Projections 2002* and included in the recently updated CMA travel demand model for the rest of Alameda County and the Bay Area region outside of Oakland.³

³ As a part of this EIR, consultation was undertaken with the nearby City of Alameda to confirm that use of the recently updated CMA/ABAG land use/growth projections included in the updated CMA travel model would adequately capture anticipated growth, and that the City did not have an alternative scenario that should be used instead. City of Alameda staff confirmed the use of the CMA/ABAG projections and reported that the ABAG projections for Alameda are high and include more growth than anticipated locally. (Contact with Andrew Thomas, City of Alameda Planning Department on June 5, 2003.)