

## POPULATION AND HOUSING

### 4.11 POPULATION AND HOUSING

This chapter describes the population, housing, and employment characteristics of San Leandro, including the Project site, and evaluates the potential impacts related to population, housing, and employment that could result from buildout of the Project.

#### 4.11.1 ENVIRONMENTAL SETTING

##### 4.11.1.1 REGULATORY FRAMEWORK

The regulatory framework related to population, housing, and employment is described below, including the Association of Bay Area Governments (ABAG) Bay Area Plan Projections 2013 and the City of San Leandro General Plan. The City of San Leandro General Plan was adopted in 2002 and contains a vision for San Leandro through the year 2015 including policies and actions to help achieve that vision.

#### Regional Regulations

##### *Association of Bay Area Governments Projections 2013*

ABAG is the official regional planning agency for the San Francisco Bay Area, which is composed of the nine Counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma, and contains 101 cities. ABAG produces growth forecasts in 4-year cycles so that other regional agencies, including the Metropolitan Transportation Commission (MTC) and the Bay Area Air Quality Management District (BAAQMD), can use the forecast to make funding and regulatory decisions.

ABAG projections are the basis for the Regional Transportation Plan (RTP) and the regional Ozone Attainment Plan. In this way, ABAG projections have practical consequences that shape growth and environmental quality. General plans, zoning regulations, and growth management programs of local jurisdictions inform the ABAG projections. ABAG calculates the Regional Housing Needs Allocation (RHNA) for individual jurisdictions within Alameda County, including the City of San Leandro.

#### Local Regulations

##### *City of San Leandro General Plan*

The most recent San Leandro General Plan has a planning Horizon year of 2015. The Land Use section of the City of San Leandro General Plan contains goals and policies relevant to population, housing, and employment, as summarized in Table 4.11-1. The City is currently updating its Housing Element and must adopt it by January 31, 2015 under State law, which would include Action 53.01-D, Shoreline Area Housing Opportunities, which sets policy direction for the City to complete a planning study for the San Leandro Marina area which includes opportunities for new housing at a variety of densities. The San Leandro General Plan Update planning process, which will include preparation of a General Plan EIR, began in March 2014 and is expected to be completed by spring 2016.

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TABLE 4.11-1 SAN LEANDRO GENERAL PLAN GOALS, POLICIES, AND ACTIONS RELEVANT TO POPULATION AND HOUSING

Goal/Policy Number	Goal/Policy Text
Policy 1.01	Housing Maintenance: Support the on-going conservation, maintenance and upgrading of the City's housing inventory.
Policy 1.08	Multi-Family Housing Upkeep: Maintain and enforce high standards of maintenance and property upkeep after multi-family housing projects are completed and occupied.
Policy 2.06	Density Transitions: Avoid abrupt transitions from high density to low density housing. Where high-density development occurs, encourage such projects to step down in height and mass as they approach nearby lower density areas.
Policy 2.14	Constrained Sites: Focus new housing development on underutilized or infill sites on the city's flatter lands, rather than on previously undeveloped sites in the hills. Development on sites with significant geologic, hydrologic, or land stability constraints should be strongly discouraged.
Goal 3	New Housing Opportunities: Provide housing opportunities and improve economic access to housing for all segments of the community.
Policy 3.01	Mix of Unit Types: Encourage a mix of residential development types in the City, including single family homes on a variety of lot sizes, as well as townhomes, row houses, live-work units, planned unit developments, and multi-family housing.
Policy 3.09	Executive Housing: Encourage the provision of a significant amount of executive housing as part of an effort to maintain and diversify the City's economic base.
Policy 3.10	Conversion of Non-Residential Land to Housing and Public Uses: Encourage the development of new housing on underutilized commercial and industrial sites which meet the following criteria: <ul style="list-style-type: none"> <li>▪ Sites on the edges of commercial or industrial areas, adjacent to established residential areas.</li> <li>▪ Sites where continued use with commercial or industrial activities could perpetuate existing land use conflicts.</li> <li>▪ Sites with adequate infrastructure, access, and road capacity.</li> <li>▪ Sites which are not constrained by external environmental factors, including freeway, railroad, and airport noise.</li> <li>▪ Sites where conflicts with surrounding uses would not be created in the event of re-use.</li> <li>▪ Sites which lack "prime" qualities for commercial or industrial development, such as direct freeway or rail access.</li> <li>▪ Publicly-owned land which is not being used to its fullest potential. Sites meeting the above criteria should also be considered for churches, libraries, parks, community facilities, and other uses that provide necessary services and advance the quality of life in the community.</li> </ul>
Policy 5.04	Cooperation with Developers: Work closely with developers and business interests to provide a constructive, cooperative attitude toward meeting the City's housing needs. Require developers to initiate early and frequent communication with affected neighborhood residents, local school boards, and homeowners associations.

Source: *San Leandro General Plan*.

### *City of San Leandro Housing Element*

The San Leandro Housing Element was adopted in 2010 and is intended to plan for the period from 2010-2014. The Housing Element includes a housing needs assessment; an analysis of potential housing sites; potential constraints to housing production; housing goals, objectives, and policies; as well as an implementation program meant to accommodate housing development that will be affordable to a range of household types and income levels.

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**4.11.1.2 EXISTING CONDITIONS**

This section describes the existing population and housing conditions in the City of San Leandro to provide context for the analysis of the Project in this EIR.

**Population**

As shown in Table 4.11-2, ABAG 2013 population, housing, and employment projections, San Leandro’s population is projected to grow from 84,950 in 2010 to 103,300 in 2035, an increase of approximately 22 percent.<sup>1</sup> Since ABAG 2013 projections are used in regional planning efforts, the ABAG numbers are used for the purpose of evaluating environmental impacts in this EIR. The current estimated population within the Project site is between 16 to 20 people living as full time residents in boats docked in the harbor.<sup>2</sup>

**TABLE 4.11-2 ABAG POPULATION, HOUSEHOLD, AND EMPLOYMENT PROJECTIONS FOR THE CITY OF SAN LEANDRO AND ALAMEDA COUNTY**

City of San Leandro	2010	2020	2035	Change from 2010 -2035	
				Number	Percent
Population	84,950	91,700	103,300	18,350	21.6%
Households	30,717	33,270	37,080	6,363	20.7%
Jobs	39,980	47,150	51,120	11,140	27.8%
<b>Alameda County</b>					
Population	1,510,271	1,654,200	1,897,200	386,929	25.6%
Households	545,138	598,430	678,080	132,942	24.3%
Jobs	694,460	826,790	910,650	216,190	31.1%

Source: Association of Bay Area Governments, December 2013, *Projections 2013*, Jurisdictional Boundary Table, Alameda County.

**Housing**

US Census data indicates that there were 32,419 housing units in San Leandro in 2010.<sup>3</sup> This represents an approximately 3.5 percent increase from the 2000 census data where there were a total of 31,334 housing units.<sup>4</sup> Of the total number of existing housing units in 2010, 94.7 percent were occupied and the remainder vacant.<sup>5</sup>

<sup>1</sup> Association of Bay Area Governments, December 2013, *Projections 2013*, Jurisdictional Boundary Table, Alameda County.

<sup>2</sup> Email between Steve Noack (PlaceWorks) and Delmarie Snodgrass, City of San Leandro, September 4, 2014.

<sup>3</sup> U.S. Census Bureau, Profile of General Population and Housing Characteristics: 2010, 2010 Demographic profile Data, Table DP-1, San Leandro city, California.

<sup>4</sup> U.S. Census Bureau, Profile of General Population and Housing Characteristics: 2000, Census 2000 Summary File 1 (SF1) 100-Percent Data, Table DP-1, San Leandro city, California.

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As of 2010, among occupied housing units, owner-occupied housing exceeded renter-occupied housing, with owner-occupied having a larger share of units at 57.5 percent and renter-occupied housing at 42.5 percent. There is currently no housing on the Project site; however, as stated above, approximately 16 to 20 people live aboard boats docked in the harbor.

### Employment

Industry and commerce provide thousands of jobs, millions of dollars in annual sales and property tax revenues, and many critical services to San Leandro residents. Employment districts in San Leandro include Downtown, industrial and office areas, shopping centers, commercial corridors, and the Marina.<sup>6</sup> The San Leandro General Plan contains specific recommendations for each of these areas.

The policies in the Land Use Element of the San Leandro General Plan pertaining to the San Leandro Shoreline encourage the City to take advantage of the area's setting and location by accommodating additional hotels, restaurants, special events, and conference facilities.<sup>7</sup> However, the plan cautions that additions should be made with care so that the Marina's essential function for recreation and open space is not compromised.

### 4.11.2 STANDARDS OF SIGNIFICANCE

The Project would have a significant impact with regard to population, housing, and employment if it would:

1. Induce substantial unexpected population growth, or growth for which inadequate planning has occurred, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).
2. Displace substantial numbers of existing housing units, necessitating the construction of replacement housing elsewhere.
3. Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

### 4.11.3 IMPACT DISCUSSION

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<b>POP-1</b>	<b>The Project would not induce substantial unexpected population growth, or growth for which inadequate planning has occurred, either directly or indirectly.</b>
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<sup>5</sup> U.S. Census Bureau, Profile of General Population and Housing Characteristics: 2010, 2010 Demographic profile Data, Table DP-1, San Leandro city, California.

<sup>6</sup> City of San Leandro, *General Plan 2002*, Land Use Element, page 3-44.

<sup>7</sup> City of San Leandro, *General Plan 2002*, Land Use Element, pages 3-71 to 3-73.

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### Direct Growth Inducement

For the purposes of this EIR, the Project would be considered to result in a substantial and unplanned level of growth if estimated buildout would exceed local and regional growth projections. The Project site General Plan land use designations are General Commercial and Parks and Recreation. Both are urban level designations that anticipate a broad range market in the first designation, and active recreation in the second. The Project site contains existing commercial and recreational uses but is underdeveloped at present. The Project would redevelop much of the site with a mixed use community of commercial, office, residential, recreational and civic uses. The Project entails a total of 354 housing unit, including 220 flats (61 condominiums and 159 market rate apartments), 92 townhomes, and 42 single-family detached homes. Using the average household size from the 2010 census of 2.74, which is relatively conservative given the large number of proposed flats, the proposed amount of housing is estimated to result in approximately 970 new residents. While the actual construction dates will be largely market driven, buildout of the Project is anticipated to occur as early as 2020. As shown in Table 4.11-2, the population in the city is projected to be at approximately 91,700 by the year 2020. This represents an increase of 6,750 residents, or a 7.9 percent increase from 2010 to 2020. Since the Project is projected to result in approximately 970 new residents (without factoring the number of residents displaced) in that same timeframe, an increase of approximately 1.1 percent from 2010, it would not be considered to result in substantial unplanned growth, since the projected growth would be well below the projected population increase reported by ABAG.

### Indirect Growth Inducement

The Project entails a new 200-room hotel, 15,000 square feet of conference center, 3 new restaurants totaling 21,000 square feet, and a 150,000 square foot office campus. All of these new uses will attract employees to the space which is currently largely underutilized. The new employment opportunities would be similar to those that currently exist throughout San Leandro and therefore would not be anticipated to result in substantial changes to land use patterns or property value trends which could create the potential for unplanned growth. It is estimated that at buildout the 200 room hotel would result in 215 new employees. This assumes one job for every 500 square feet of building floor area. Assuming an employee generation rate of 1 employee for each 250 square feet, the 150,000 square feet of office space is projected to result in 600 new jobs. For the three restaurants and boat rental facility totaling 21,000 square feet, a rate of one employee for every 500 square feet of floor area was assumed. This would result in 108 new jobs. Maintenance needs for the park and recreation facilities could result in an additional 10 jobs. Assuming a rate of one job for every 250 square feet of floor area, the 15,000 square foot conference center would be anticipated to result in 60 new jobs. Projected employment for the library was not considered given that the proposed improvements to the existing library would serve as a replacement to an already existing library and, therefore, would not generate new employees considering existing staffing levels would remain the same. Therefore, the total number of new jobs generated by the Project would be 993. Applying the same generation rates to equivalent classes of uses, it is assumed that the uses that exist on site require approximately 76 employees under existing

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conditions.<sup>8</sup> This means that the net increase in employees on the Project site would be approximately 917.

While some new employees may relocate to San Leandro, it is anticipated that the majority would be absorbed in the existing housing stock. Some of the new employees may move to the new residential units included as a part of the Project, and would be captured within the estimated growth of 970 residents described above. Additionally, many of these new employees will not relocate and instead will choose to commute to the Project site from outside of San Leandro. However, even in the unlikely scenario that all of the new employees choose to relocate to San Leandro as a result of the Project, the addition of 1,973 residents (970 residents plus 993 new employees) would not exceed the regional growth projections described above since the projected level of growth would still be less than 6,750.

In addition, the San Leandro General Plan anticipated the substantial growth in housing and employment proposed as a part of the Project. Goal 9 of the Land Use Element calls for the City to recognize and take advantage of the unique business amenities offered by the San Leandro Marina area. Also, the Project site is already served by public utilities and is an infill site in a developed area of the City. Therefore, considering that the amount of direct and indirect growth anticipated would not exceed ABAG projections and the growth was anticipated in the San Leandro General Plan, the Project would not induce substantial unexpected population growth, or growth for which inadequate planning has occurred, either directly or indirectly, and a *less-than-significant* impact would result in this respect.

### Applicable Regulations:

- San Leandro General Plan
- City of San Leandro Housing Element

**Significance Before Mitigation:** Less than significant.

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### **POP-2                    The Project would not displace substantial numbers of existing housing units, necessitating the construction of replacement housing elsewhere.**

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Upon removal of the boat docks in the Marina, the 16 to 20 remaining residents living in 10 boats in the harbor would be displaced. However, given the total of 32,419 housing units in San Leandro in 2010 and 94.7 percent occupancy, there would be existing housing options available.<sup>9</sup> Moreover, the Project includes the construction of a total of 354 housing units on the Project site which would be available to the people currently residing in the boats docked in the harbor. Therefore, considering the relatively small number of units displaced, availability of other housing in San Leandro, and the net increase of housing

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<sup>8</sup> A lesser employee generation rate of one employee for every 500 square feet of floor area was assumed for the El Torito restaurant in order to allow for a more conservative analysis and represent the underutilized nature of the site under existing conditions.

<sup>9</sup> U.S. Census Bureau, Profile of General Population and Housing Characteristics: 2010, 2010 Demographic profile Data, Table DP-1, San Leandro city, California.

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units resulting from buildout of the Project, a *less-than-significant* impact would result with respect to the displacement of a substantial number of housing units.

### Applicable Regulations:

- San Leandro General Plan
- City of San Leandro Housing Element

**Significance Before Mitigation:** Less than significant.

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### **POP-3                    The Project would not displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.**

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As discussed in Impact POP-2 above, the 16 to 20 residents displaced as a result of removal of the boat docks in the Marina would have housing options available; thus, construction of replacement housing would not be required. Therefore, a *less-than-significant* impact would result with respect to the displacement of people.

### Applicable Regulations:

- San Leandro General Plan
- City of San Leandro Housing Element

**Significance Before Mitigation:** Less than significant.

## 4.11.4 CUMULATIVE IMPACT DISCUSSION

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### **POP-4                    This Project, in combination with past, present, and reasonably foreseeable projects, would result in less than significant impacts with respect to population and housing.**

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This section analyzes potential impacts to population, housing, and employment that could occur from a combination of the Project with other reasonably foreseeable projects in the surrounding area. The geographic scope of this analysis is taken as the city of San Leandro. A cumulative impact would be considered significant if the Project, taken together with past, present, and reasonably foreseeable projects in the city of San Leandro, would result in substantial unplanned growth or the displacement of people or housing units. Table 4-1 of Chapter 4, Environmental Analysis, includes a list of other planned and reasonably foreseeable growth. While other growth is planned throughout the City, those projects would be subject to the same applicable regulations, processes, and policies related to population and housing as the Project. As such, cumulative impacts related to population and housing would be *less than significant*.

As discussed above, the Project would result in a net increase in housing units, residents and employees in the city. This growth combined with other projects in the area would result in impacts associated with traffic, noise, air quality, public services and utilities. These impacts are addressed in Chapters 4.13, 4.10, 4.2, 4.12, and 4.14 of this Draft EIR, respectively. As discussed above, under the most conservative estimate of potential population growth, the Project would be well under growth projections. Moreover,

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the number of housing units and individuals displaced by the Project would not be substantial and housing would not need to be constructed off site as a result. Since growth associated with the Project, together with the expected increase in population from the other planned and reasonably foreseeable projects, as listed in Table 4-1 of Chapter 4, Environmental Analysis, is expected to be well under ABAG growth projections for the City of San Leandro, substantial numbers of housing units and people would not be displaced; therefore, the Project's individual contribution to this cumulative impact would be *less than significant*.

### Applicable Regulations:

- San Leandro General Plan
- City of San Leandro Housing Element

**Significance Before Mitigation:** Less than significant.