

4.11 Population and Housing

This section describes the population, housing, and employment characteristics of San Leandro and evaluates the potential impacts related to population, housing, and employment that could result from adoption and implementation of the proposed Specific Plan. As described in Section 2, *Project Description*, a reasonable and conservative estimate of buildout associated with the proposed Specific Plan through the horizon year 2035 would include development of 2,540 housing units and 300,000 square feet of office space, as well as the removal of an estimated 161,000 square feet of retail space.

4.11.1 Setting

a. Current City Population and Housing

Table 21 provides the most recent estimates of population and housing for both the City of San Leandro and Alameda County as a whole. According to the California Department of Finance (DOF) 2017 estimates, San Leandro has an estimated 32,508 housing units and 30,717 households (occupied housing units), while the City’s estimated 2017 population is 88,274. The estimated 2017 population of Alameda County is 1,645,359 (DOF 2017).

Table 21 Current Housing and Population in San Leandro and Alameda County

	City of San Leandro	County of Alameda ¹
Population	88,274	1,645,359
Housing Units	32,509	596,936
Occupied Housing Units	30,717	572,218
Vacant Housing Units	1,689	23,460
Average persons per Household	2.85	2.79
Owner-occupied Units ²	2.87	2.84
Renter-occupied Units ²	2.58	2.54

¹ Alameda County population estimates include both incorporated cities and unincorporated areas.

² Owner-occupied Units and Renter-Occupied Units data taken from U.S. Census Bureau

Sources: DOF, 2017; U.S. Census, 2010a, 2010b, ABAG 2016b.

b. Population and Housing Projections

Table 21 shows population, households, and employment projections for 2035 for San Leandro as reported in the City’s 2035 General Plan EIR. With implementation of the 2035 General Plan from its base year of 2015 to the horizon year of 2035, the City is projected to add 14,790 residents, 5,370 households, and 12,130 jobs (City of San Leandro 2016i). For the Specific Plan Area, the 2035 General Plan assumed the addition of 1,100 housing units and an estimated 773 jobs.

Table 22 2035 General Plan Population, Housing, and Jobs Projections

	2015	2035	Change from 2015-2035
Population	84,950	101,250	14,790 (17%)
Households	31,315	36,685	5,370 (17%)
Jobs	42,865	54,995	12,130 (28%)

Source: Table 4.11-3, Proposed Plan Estimated Population, Household, and Employment, San Leandro, 2016i

Table 23 shows the housing and jobs estimates for San Leandro and Alameda County based on the latest ABAG growth forecast included in Plan Bay Area 2040. Plan Bay Area 2040 does not include population estimates. However, according to *Projections 2013*, the growth forecast in the original Plan Bay Area, the 2035 population of San Leandro is estimated to be 103,300 (San Leandro 2013i).

Table 23 ABAG Housing and Employment Projections

	2010		2040		2010-2040 Growth	
	City of San Leandro	Alameda County	City of San Leandro	Alameda County	City of San Leandro	Alameda County
Households	30,700	545,000	37,300	734,100	6,600	189,100
Jobs	49,700	705,700	59,600	953,100	9,900	247,400

Source: Plan Bay Area 2040, ABAG and MTC 2017b

c. Regulatory Setting

California Housing Law

California Housing Element law (Government Code Sections 65580 to 65589.8) includes provisions related to the requirements for housing elements of local government general plans. Among these requirements are an assessment of housing needs and an inventory of resources and constraints relevant to meeting these needs. Additionally, in order to assure that counties and cities recognize their responsibilities in contributing to the attainment of the State housing goals, the California Government Code calls for local jurisdictions to plan for, and facilitate the construction of, their fair share of the region’s projected housing needs, known as the Regional Housing Needs Allocation (RHNA) (City of San Leandro 2016b).

Association of Bay Area Governments

ABAG is the 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 four-year cycles so that other regional agencies, including the MTC and the BAAQMD, can use the forecasts to make funding and regulatory decisions (City of San Leandro 2016i).

The ABAG projections are the basis for the Regional Transportation Plan (RTP), regional Ozone Attainment Plan, the BAAQMD’s Clean Air Plan, and the EBMUD’s Urban Water Management 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. The projections are also developed to reflect the impact of “smart growth” policies and incentives that could be used to shift development patterns from historical

trends toward a better jobs-housing balance, increased preservation of open space, and greater development and redevelopment in urban core and transit-accessible areas throughout the region. ABAG calculates the RHNA for individual jurisdictions within Alameda County, including San Leandro (City of San Leandro 2016i).

Plan Bay Area

Plan Bay Area 2040 was adopted on July 26, 2017. Plan Bay Area 2040 is a limited and focused update of the region's previous integrated RTP/SCS, Plan Bay Area, adopted in 2013 (ABAG and MTC 2017a). The original Plan Bay Area included an SCS which set a development pattern for the region, which when integrated with the transportation network with other transportation measures and policies, would reduce GHG emissions from transportation (excluding goods movement) beyond the per capita reduction targets identified by CARB under SB 375. Implementation of the 2013 Plan Bay Area would achieve a 16 percent capita reduction of GHG emissions by 2035 and a 10 percent per capita reduction by 2020 from 2005 conditions (City of San Leandro 2016i). Plan Bay Area 2040 is a limited and focused update that builds upon the growth pattern and strategies developed in the original Plan Bay Area but with updated planning assumptions that incorporate key economic, demographic and financial trends from the last four years (ABAG and MTC 2017a)

In 2008, MTC and ABAG initiated a regional effort (FOCUS) to link local planned development with regional land use and transportation planning objectives. Through this initiative, local governments identified Priority Development Areas (PDAs). The PDAs form the implementing framework for Plan Bay Area. The PDAs are areas along transportation corridors which are served by public transit that allow for opportunities for development of transit-oriented development, infill development within existing communities that are expected to take in the majority of future development. Overall, over two-thirds of all regional growth by 2040 is allocated within PDAs. The PDAs throughout the Bay Area are expected to accommodate 78 percent (or over 509,000 units) of new housing and 62 percent (or 690,000) of new jobs. Designated PDA's in San Leandro include the East 14th Street Corridor and the Downtown area, and, while the Specific Plan Area (City of San Leandro 2016i) is currently a potential PDA.

San Leandro 2035 General Plan

The 2035 General Plan Housing Element contains goals and policies that address the city's current and future housing needs, including a housing program that responds identified needs within the limitations posed by available resources. The goals are directed towards maintenance, preservation, improvement and development of housing, creating new housing opportunities, providing housing assistance where needed and as feasible, and promoting development of sustainable neighborhoods. The Housing Element includes the following relevant policy and action, among others:

Policy 56.07 Landlord-Tenant Relations. Maintain measures that discourage the displacement of San Leandro renters as a result of sudden or steep rent increases

Action 56.07-C: Monitoring and Reducing Displacement. Monitor the risk and frequency of displacement and develop programs to mitigate this risk as needed

San Leandro Zoning Code

The City's Zoning Code implements the land use designations of the 2035 General Plan by establishing zoning districts and regulations for the City. The Zoning Code includes the zoning map,

which establishes and delineates various districts within the city, and zoning regulations that apply development standards to the different zones delineated on the zoning map. By establishing development standards for the City, the Zoning Code serves to regulate the density of San Leandro's neighborhoods and prevent overcrowding (City of San Leandro 2016i). The Zoning Code also stipulates review criteria for preventing impacts to available housing supply, especially for low and moderate income households, and resident displacement.

4.11.2 Analysis

a. Methodology and Significance Thresholds

In accordance with Appendix G of the *CEQA Guidelines*, the proposed Specific Plan would result in a significant impact on the environment if it would:

- a. Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure), or
- b. Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere, or
- c. Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

b. Project Impacts and Mitigation Measures

Threshold: Would the Specific Plan induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?
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Impact PH-1 IMPLEMENTATION OF THE PROPOSED SPECIFIC PLAN MAY LEAD TO GROWTH WITHIN THE SPECIFIC PLAN AREA THAT COULD ADD UP TO 2,540 RESIDENTIAL UNITS AND AN ESTIMATED 7,239 RESIDENTS AND 725 JOBS TO THE SPECIFIC PLAN AREA BY 2035. HOWEVER, THE PROPOSED SPECIFIC PLAN WOULD NOT CAUSE SUBSTANTIAL POPULATION GROWTH IN THE CITY. IMPACTS WOULD BE LESS THAN SIGNIFICANT.

Full implementation of the proposed Specific Plan would encourage increased density and intensity of existing land uses, potentially resulting in the addition of up to 2,540 housing units and 300,000 square feet of non-residential, office space development, as described in Section 2, *Project Description*.

Based on the average of 2.85 persons per household (see Table 1) in San Leandro, the proposed addition of 2,540 residential units would generate an increase of approximately 7,239 residents. This would bring the city population to 95,513, an 8.2 percent increase from the current 2017 population. This population increase would be added incrementally over the anticipated 20-year period of full project buildout. The addition of 2,540 residential units would also increase the number of housing units in the city to roughly 35,049, a 7.8 percent increase.

Further, the addition of office space would increase the number of employees in the City at full buildout of the Specific Plan. Employment generation for office and retail land uses was developed using empirical data collected as part of a comprehensive study prepared for the Southern California Association of Governments, which estimates employment densities for various land uses (Natelson Company 2001). Table 24 shows the corresponding estimated square footage for each employee

based on different land use types, and the expected changed in employment in the Specific Plan Area under the proposed Specific Plan.

Table 24 Employee Generation Assumptions

Employment Density Study Land Use Category	Median Square Feet Per Employee ¹	Specific Plan Square Footage	Estimated Employee Generation
High-Rise Office	300	300,000	1,000
Other Retail/Svc.	585	(161,000)	(275)
Total Net Increase in Employees			725

¹ Employment density rates from the Natelson Company, Inc. 2001

As shown in Table 24, it is estimated that the addition of 300,000 square feet of office space and removal of 161,000 square feet of retail under implementation of the Specific Plan would result in a net increase of approximately 725 new jobs within the Specific Plan Area.

Table 25 shows the growth associated with the Specific Plan compared to the 2035 General Plan projections.

Table 25 Specific Plan Growth Comparison

	2017 Existing	Specific Plan Growth	2035 With Specific Plan	2035 General Plan Projections ³
Population	88,274 ¹	7,239	95,513	101,250
Households	32,509 ¹	2,540	35,049	36,685
Jobs	42,865 ²	725	43,590	54,995

¹ See Table 21

² See Table 22. 2017 jobs estimates for San Leandro not available so the 2015 estimate was used

³ See Table 22

As shown, overall, the 7,239 new residents, 2,540 housing units, and 725 jobs associated with the Specific Plan added to the 2017 existing population, housing, and jobs in the City would be within the growth projected under the 2035 General Plan. In addition, growth accommodated under the Specific Plan would not exceed ABAG’s 2035 population projection of 103,300 for San Leandro.

The 2035 General Plan assumed 1,100 new units and 773 jobs in the Specific Plan Area. The proposed Specific Plan would add fewer jobs than was anticipated under the 2035 General Plan. However, by adding 2,540 housing units, the proposed Specific Plan would exceed the population and housing assumptions of the 2035 General Plan. Specific Plan growth in conjunction with 2035 General Plan buildout in the rest of San Leandro could lead to growth which would exceed the overall 2035 General Plan projections. However, with adoption of this Specific Plan which aims to encourage transit-oriented development in the City, growth assumed under the General Plan would occur in a greater amount in the Specific Plan Area than other areas. Therefore, overall growth would be the same as was assumed under the General Plan but would shift from other areas of the City to the Specific Plan Area. Further, as explained in Section 2, *Project Description*, buildout assumptions for the proposed Specific Plan are conservative. Growth that may actually occur as a result of the Specific Plan may be less than anticipated. Lastly, the Specific Plan Area is a potential PDA that was targeted for transit-oriented development in the City’s 2035 General Plan and by ABAG. As discussed in Section 4.9, *Land Use and Planning*, the specific plan implements the vision of the 2035 General Plan by encouraging growth in the Specific Plan Area and as discussed in Section

4.6, *Greenhouse Gas Emissions*, the land use goals of the proposed Specific Plan are consistent with the goals of *2040 Plan Bay Area*. Therefore, impacts would be less than significant.

Mitigation Measures

Mitigation measures are not required.

Threshold:	Would the Specific Plan displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere?
Threshold:	Would the Specific Plan displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?

Impact PH-2 IMPLEMENTATION OF THE PROPOSED SPECIFIC PLAN WOULD NOT DISPLACE SUBSTANTIAL NUMBERS OF EXISTING HOUSING UNITS OR PEOPLE, NECESSITATING THE CONSTRUCTION OF REPLACEMENT HOUSING ELSEWHERE. IMPLEMENTATION OF THE PROPOSED SPECIFIC PLAN WOULD INCREASE THE SPECIFIC PLAN AREA'S HOUSING STOCK. IMPACTS RESULTING FROM TEMPORARY DISPLACEMENT WOULD BE REDUCED WITH ADHERENCE TO PROPOSED SPECIFIC PLAN POLICIES AND EXISTING CITY PROGRAMS. IMPACTS WOULD BE LESS THAN SIGNIFICANT.

The predominant land use in the Specific Plan Area is commercial with the exception of the multi-family residences and mobile home park on Hesperian between the BART tracks and I-238 and the single-family residences on Olive Court. There are approximately 100 residential units currently within the Specific Plan Area. Implementation of the proposed Specific Plan would involve an additional estimated 2,540 residential dwellings in the Specific Plan Area, an increase compared to current conditions.

A primary objective of the Specific Plan is to promote housing options that are affordable to households at all income levels and mitigate the risk of displacement for existing residents in and around the Specific Plan Area. This would be accomplished through encouraging development of a variety of housing types provided at a broad range of affordability levels which would be compatible with existing housing types and neighborhoods in the surrounding community. The B-TOD zoning proposed under the Specific Plan, would allow for a mixture of medium- and high-density in-fill and new development of mixed-use residential buildings near existing or future commercial centers and transit stops. The exact location and size of future residential development is currently unknown as the B-TOD zoning would apply equally across the entirety of the Specific Plan Area.

The proposed Specific Plan would not change the zoning of parts of Specific Plan Area that currently have residential uses to be non-residential. Therefore, the Plan would not directly result in the conversion of residential to non-residential uses. However, depending on the location of future projects, residents in one of the approximately 100 units in the Specific Plan Area could be temporarily displaced to accommodate higher-density residential development. To minimize displacement effects, the Specific Plan includes specific policies encouraging the adoption of a tenant relocation assistance ordinance and use of citywide resources and programs to assist current renters or homeowners at risk of displacement in or near the Specific Plan Area. Further, the Plan would encourage new market rate and workforce housing while preserving and enhancing existing affordable housing to further prevent potential displacement. Such policies include the following:

Housing Mix, Affordability, and Anti-Displacement Policies

- **Mix of Housing Affordability Levels.** Encourage a broad range of affordability levels – including both market rate housing and deed-restricted affordable housing – throughout the Bay Fair area. The long-term housing mix for the Bay Fair area should accommodate a range of family income levels.
- **Displacement of Existing Residents.** Use citywide resources and programs, such as the Rent Review Ordinance and tenant-landlord/fair housing counseling services, to assist current renters or homeowners at risk of displacement in or near the Specific Plan Area.
- **Preserve Existing Affordable Housing.** Encourage the maintenance and preservation of existing income-restricted and market rate affordable housing within the Specific Plan Area through incentives and financial assistance.

In addition to increasing the overall housing stock within the Specific Plan Area, the proposed Specific Plan would encourage a diverse mix of ownership and rental housing, as well as a range of housing types and sizes for a variety of household sizes and stages of life. As mentioned above, the Specific Plan includes policies to preserve existing affordable housing stock, to allow and support construction of smaller, more affordable unit sizes, and to encourage provision of both new market-rate and deed-restricted affordable housing.

Because implementation of the proposed Specific Plan would both increase the City's housing stock with units in a range of affordability and also attempt to preserve housing affordability for existing residents, impacts related to the displacement of housing and population would be less than significant.

Mitigation Measures

Mitigation measures are not required.

c. Cumulative Impacts

Housing, Population, and Employment

As discussed in Section 3, *Environmental Setting*, cumulative development includes development associated with the 2035 General Plan. As discussed above under Impact PH-1, the proposed Specific Plan would exceed the population and housing assumptions of the 2035 General Plan. Specific Plan growth in conjunction with 2035 General Plan buildout in the rest of San Leandro could lead to growth which would exceed the overall 2035 General Plan projections. However, with adoption of this Specific Plan which aims to encourage transit-oriented development in the City, growth assumed under the General Plan would occur in a greater amount in the Specific Plan Area than other areas. Therefore, overall growth would be the same as was assumed under the General Plan but would shift from other areas of the City to the Specific Plan Area. In addition, the buildout assumptions for this EIR are conservative in nature. Cumulative growth impacts of Specific Plan buildout in conjunction with 2035 General Plan buildout would be less than significant.

Displacement of Housing and Population

As mentioned previously, depending on the location and size of future development associated with the proposed Specific Plan, the Plan could displace people and housing. Cumulative development projects throughout the San Leandro could similarly displace residences and populations. The City's

2035 General Plan EIR states that, similar to the proposed Specific Plan, there are no current plans for displacement of housing under the General Plan, but there is the potential that proposed policies and programs of the plan could encourage increased residential growth that could temporarily displace existing housing units. However, current policies under the 2035 General Plan encourage and promote use of infill development to ensure adequate housing opportunities, and the proposed Specific Plan includes key objectives to adopt a tenant relocation assistance ordinance, utilize citywide resources and programs to assist residents at risk of displacement near the Specific Plan Area as well as encourage preservation of existing housing stock. As a result, implementation of the proposed Specific Plan would not generate significant impacts to the displacement of substantial numbers of existing housing units or people. Further, as the proposed Specific Plan would increase the city housing supply by 2,540 units, its contribution to cumulative impacts related to the displacement of people and housing would be less than significant.