

AC Transit Berkeley/Oakland/ San Leandro Corridor MIS

Final Report Volume 1: Study Background

prepared for

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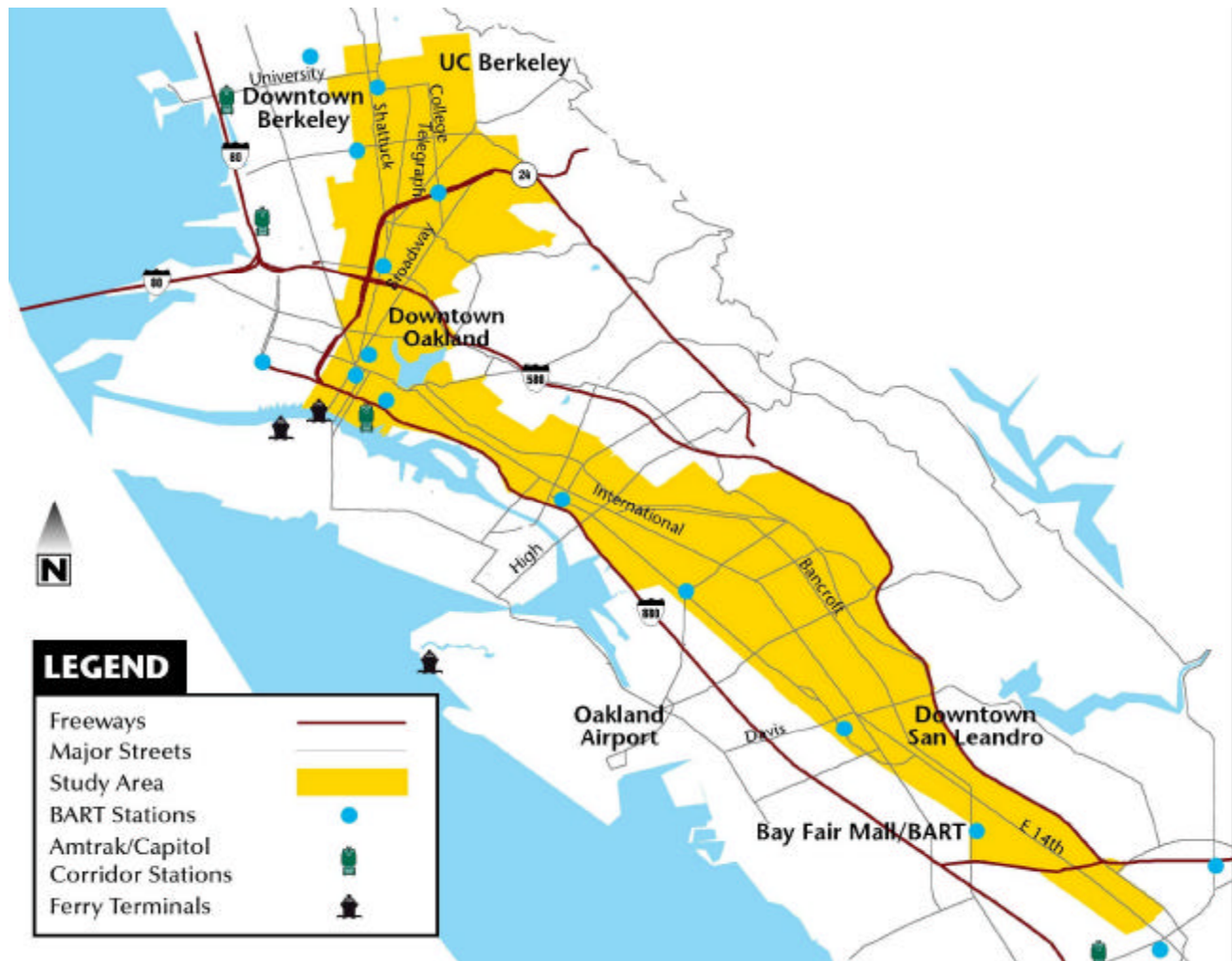
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1.0 Introduction

Over a two-year period from 1999 to 2001, the Alameda-Contra Costa Transit District (AC Transit) conducted a Major Investment Study (MIS) to examine the feasibility of providing a new or improved transit service in the Berkeley/Oakland/San Leandro corridor. This report and its companion volumes document the results of this study.

The Berkeley/Oakland/San Leandro corridor stretches approximately 18 miles from downtown Berkeley and the University of California at Berkeley at the northern end through much of Oakland including downtown Oakland to San Leandro at the southern end (see Figure 1.1). Buses in this corridor currently carry 40,000 riders a day¹ – nearly 20 percent of AC Transit's total ridership and roughly the number of passengers carried by many light rail systems in California.

Figure 1.1 Corridor Study Area



¹ Routes 40, 40L, 43, 51, 51A and 51M between downtown Berkeley and downtown Oakland plus routes 82 and 82L between downtown Oakland and Bay Fair BART. Figures based on AC Transit September 1998 driver counts and fall 1997 - winter 1998 boarding and alighting surveys.

The corridor under study is home to 320,000 people and consists of the dense urban core of cities ringing the eastern shore of San Francisco Bay. The corridor is centered on downtown Oakland, the East Bay's largest city. Downtown Oakland provides work to 70,000 people and is continually adding new jobs and residences. The corridor is anchored in the north by the University of California at Berkeley, host to 31,000 students and 19,000 employees. An additional 13,000 employees work in downtown Berkeley and in areas near the university. South of downtown Oakland, one-third of the corridor passes through some of the densest residential neighborhoods in the entire San Francisco Bay Area, often exceeding 25,000 persons per square mile. The southern end of the corridor is anchored at the Bay Fair Bay Area Rapid Transit (BART) station, a major transfer station for three BART lines and seven local bus routes. This station also serves the Bay Fair Mall, a regional shopping mall.

1.1 Report Organization

The MIS Final Report consists of several individual volumes:

Volume 1: Study Background. Provides background information on the corridor, an overview of land use in the corridor, the history of the MIS, and an overview of the study process.

Volume 2: Development of Alternatives. Discusses the use of market analysis to develop a set of alignment and technology options that meet the transportation needs in the corridor and presents the alternatives selected for detailed evaluation.

Volume 3: Evaluation of Alternatives. Covers the detailed evaluation of the selected alternatives and presents the locally preferred alternative for the corridor.

A fourth volume, the **Summary Report**, contains an executive summary of the key information from the three main reports.

A fifth volume, the **Technical Appendix**, contains detailed information on individual technical topics such as market analysis, ridership estimation, transit operations, engineering, cost methodology, funding sources and community input.

A sixth volume, the **Engineering Description of Alternatives**, provides detailed information on the alignments, including aerial alignment drawings and engineering cross-sections.

In addition, an inventory of historic buildings was completed for this study. This inventory is in its own volume, the **Historic Building Survey**.

1.2 MIS Project Committees

Several committees were put in place to provide input to and guide this study:

- **Technical Advisory Committee (TAC).** Composed of technical staff from the Cities of Berkeley, Oakland and San Leandro, the County of Alameda, the Alameda County Congestion Management Agency, the Metropolitan Transportation Commission, the California Department of Transportation (Caltrans), the Federal Highway Administration, the Federal Transit Administration, the Bay Area Rapid Transit District and the University of California. Provided technical input and direction to the study.

- **Community Advisory Committee (CAC).** Composed of leaders of community-based organizations in Berkeley, Oakland and San Leandro. Provided the viewpoint of the community as reflected by its local leaders and influenced the direction of the study.
- **Policy Steering Committee (PSC).** Composed of elected officials from the Cities of Berkeley, Oakland and San Leandro, the County of Alameda, the Metropolitan Transportation Commission and selected AC Transit Board members. Provided overall policy guidance to the study and made recommendations to the AC Transit Board of Directors.
- **AC Transit Board of Directors (Board).** Made final decisions at key points in the study.

1.3 Community Involvement

AC Transit and its partner cities of Berkeley, Oakland and San Leandro established an extensive outreach process to seek the input of the general public. This process included 40 interviews with key community leaders in the corridor, seven public meetings in Berkeley, Oakland and San Leandro to gather input at key points in the study, presentations at 15 meetings of community-based organizations, three meetings with the Community Advisory Committee, telephone and internet hotlines for comments, and a Fact Sheet and three newsletters providing information on the study's progress.

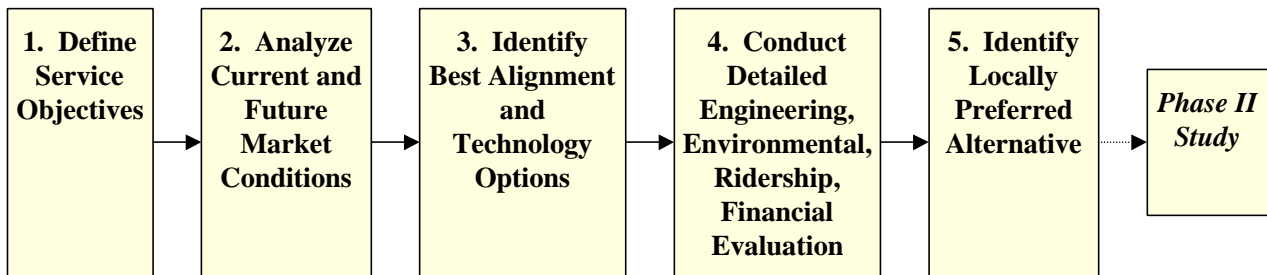
At each major step in the study, public input was combined with input from the TAC and the CAC to help guide and formulate the PSC's recommendations and the AC Transit Board of Directors' decisions.

1.4 MIS Project Study Process

The overall MIS study process followed five major steps (see Figure 1.2). The first step was to define service objectives. These objectives describe what AC Transit and its partner cities are trying to accomplish with this project and provided guidance on how to proceed throughout the study. The second step was to determine where people want to travel to and from in the corridor and what their needs and wants are. The third step was to use this information to identify the alignments and vehicle/operations technologies that would best serve these needs and wants. In the fourth step, these options were subjected to a detailed engineering, environmental, ridership and financial evaluation. In the final step, a recommended transit alternative was identified based on the evaluation performed in step four.

The locally preferred alternative will be carried forward into a Phase II study, which will consist of a formal environmental review and preliminary engineering. The products of Phase II will be an Environmental Impact Report (EIS/EIR) and a locally preferred alternative with 30 percent of engineering completed.

Figure 1.2 MIS Study Process



Steps 1 through 3 are the subject of Volume 2 of the MIS Final Report, *Development of Alternatives*. Steps 4 and 5 are the subject of Volume 3, *Evaluation of Alternatives*.

At each of the five major steps in the study, AC Transit and its partner cities sought the input of the TAC, CAC and general public, the input and recommendation of the PSC, and the approval of the AC Transit Board of Directors. At each step, changes were made to the scope of the project and the definition of alternatives based on comments from the public, technical staff and elected officials.

2.0 Study Background

2.1 Purpose and Need

BETTER ACCOMMODATE HIGH EXISTING BUS RIDERSHIP

The corridor under study encompasses some of AC Transit's most heavily used bus routes and some of the highest employment and residential densities in the East Bay. Today, there are over 40,000 boardings per day in the corridor – more than the Santa Clara County or Sacramento LRT systems. Bus Route 82/82L on International Boulevard/East 14th Street carries 22,600 riders a day and is one of the most heavily used bus routes in the entire Bay Area. The bus routes in the corridor frequently operate with standing loads during both peak and off-peak periods. This occurs despite six-minute headways and the use of the largest buses in AC Transit's fleet.

IMPROVE SPEED AND RELIABILITY OF LOCAL TRANSIT SERVICE

The average speed of buses in the AC Transit service area has declined at a rate of 1 percent per year for the last two decades. Buses currently average only 11 miles per hour in revenue service. In the study corridor, it currently takes up to 100 minutes to travel the 18 miles from Berkeley to San Leandro. Heavy passenger loading combined with steadily worsening traffic conditions has eroded schedule reliability, reduced travel speeds and increased operating costs on many of the corridor trunk lines.

BETTER SERVE MAJOR TRAVEL MARKETS

A key objective of the project is to improve access to important employment and educational centers in the East Bay. A large travel market of 255,000 daily trips is projected in 2020 trying to reach major employment centers and educational institutions in the East Bay, including downtown Oakland, the University of California at Berkeley, downtown Berkeley, downtown San Leandro and others. Of these 255,000 total weekday trips, 115,000 could be better served by a new AC Transit corridor service when compared to existing BART or AC Transit service. With an investment in improved corridor service, these trips would experience more direct, faster transit service than they do today. Key employment centers in the East Bay are projected to have 140,000 jobs in 2020. In addition, there are over 70,000 students enrolled at the University of California at Berkeley, Laney College, and the public high schools, junior high schools and middle schools in the corridor. All these institutions are located in dense, built-up urban areas where the public and private costs of expanding roadways or parking are prohibitive. Investment in transit service to these locations helps improve the efficiency of the roadway and transit networks and reduces the need for parking.

REDUCE AUTO USE AND CONGESTION

The project is intended to provide a viable alternative to driving in the East Bay. To succeed in attracting those who currently drive, transit service must be reliable and time-competitive. Current mixed-flow bus operation compromises both speed and reliability, thus limiting the attractiveness of transit as an alternative for people that drive or have other choices. Improving transit service reliability and speed—as well as improving passenger comfort and security while riding on and waiting for transit, providing real-time vehicle arrival information, and offering proof-of-payment ticket validation—would help make transit a viable and competitive alternative to the private car for travel in the corridor.

CONTRIBUTE TO TRANSIT-ORIENTED DEVELOPMENT

The project is intended to take advantage of existing transit-supportive land use patterns and also help spur new development and redevelopment efforts. Downtown Oakland, in the center of the corridor, has around 70,000 jobs. The neighborhood of East Oakland, which accounts for about one-third of the corridor, has a population density greater than 25,000 persons per square mile. The remaining two-thirds of the corridor in the north and south has population densities between 11,000 and 18,000 persons per square mile. The corridor is already a strong market for transit, both for AC Transit's local bus service and for the regional rail service provided by the Bay Area Rapid Transit District (BART). Building upon strong existing transit-supportive land use patterns, the cities of Berkeley, Oakland and San Leandro are attempting to redevelop these areas using the transit-supportive model. The improved service is intended to focus and catalyze redevelopment efforts along Telegraph Avenue, International Boulevard/East 14th Street, and in each of the downtowns. Providing quality transit service could assist this development by providing nodes for concentrated activity, better access for those seeking local jobs or services and, for those living in these areas, better access to regional job, education, and service markets.

FURTHER ENVIRONMENTAL JUSTICE

The corridor under study is primarily an inner city route that serves densely-populated neighborhoods. The local residents rely more heavily on public transit and make shorter trips than their suburban neighbors. This makes them attractive transit customers. They ride transit frequently and can be served relatively efficiently.

The population in the corridor has a 50 percent greater proportion of non-white residents and twice the proportion of persons living in poverty compared to the AC Transit service district as a whole. Transit investment in this corridor would contribute to improved mobility for area residents and greater access to jobs.

2.2 Corridor Description

The Berkeley/Oakland/San Leandro corridor stretches approximately 18 miles from downtown Berkeley to the University of California at Berkeley to downtown Oakland to San Leandro (see Figure 1.1). The corridor under study encompasses large portions of Berkeley, Oakland and San Leandro as well as portions of the unincorporated area of Ashland between San Leandro and Hayward.

Of the 14 major employment centers in the cities of Berkeley, Oakland and San Leandro, 12 are in this corridor (see Table 2.1). These 12 are projected to have 140,000 jobs in the year 2020.

Table 2.1 Major Employment Centers in Berkeley, Oakland, San Leandro²

Major Employment Center	In Corridor	2020 Jobs	Jobs per Acre
Oakland City Center	✓	31,000	230
Kaiser Center, Uptown District	✓	23,100	140
San Leandro Industrial		22,300	8
UC Berkeley	✓	19,000	43
Oakland Airport Area		18,400	10
West Berkeley		14,600	27
Alameda Point (proposed)		14,600	14
Downtown Berkeley	✓	13,600	38
Chinatown, Old Oakland	✓	9,500	89
Jack London District	✓	9,400	39
County Bldgs, MetroCenter, Laney College	✓	9,200	49
Summit Medical, S Auto Row	✓	8,900	35
Downtown Hayward		7,000	23
Downtown San Leandro	✓	4,200	26
Elmwood, Alta Bates	✓	3,800	29
Telegraph Ave Strip	✓	3,500	34
Bay Fair Mall Area	✓	2,500	40
Highland Medical Area		2,000	31

This corridor also includes several major institutions of higher learning. Two of these, the University of California and Laney College, have a combined enrollment of 42,000 students. In addition, the corridor is home to numerous primary and secondary schools. The average weekday enrollment at the nine public high schools, six public junior high schools and six public middle schools in the corridor is about 20,000 students.³

² This table ranks all 14 major employment centers in Berkeley, Oakland and San Leandro with at least 25 jobs per acre. For comparison, the table also shows San Leandro Industrial, the Oakland Airport Area, downtown Hayward and the proposed development in Alameda Point. Alameda Point employment is based on a square footage per employee estimate from Hausrath Economics Group and proposed square footage information from the Final Environmental Impact Statement for the Disposal and Reuse of Naval Air Station Alameda and the Fleet and Industrial Supply Center, Alameda Annex and Facility, Engineering Field Activity, West Naval Facilities Engineering Command. Employment for other employment centers is based on ABAG Projections 1998, adjusted by Hausrath Economics Group.

³ Elementary school students were not counted as potential transit patrons.

Of AC Transit's five largest bus routes, four (82/82L, 51/51A/51M, 40/40L and 43) operate in the Berkeley/Oakland/San Leandro corridor (see Table 2.2). These four routes carry approximately 66,000 riders per day, including 40,000 boardings within the corridor.⁴ This is nearly 20 percent of AC Transit's total daily ridership of about 220,000 and is comparable to many light rail systems in California.⁵ A single bus line in the corridor, the 82/82L, is one of the most heavily used bus routes in the San Francisco Bay Area. It carries 22,600 riders per day, of which 20,500 are within this corridor.

Table 2.2 Highest Ridership AC Transit Bus Routes

Route	Daily Riders	In Corridor	Major Streets
82/82L	22,600	✓	7th/International/East 14th
51/51A/51M	17,300	✓	University/College/Broadway/Webster/Santa Clara
72/72L/73	15,700		San Pablo
40/40L	11,350	✓	Telegraph/Foothill/Bancroft
43	10,200	✓	Shattuck/Telegraph/Foothill
57	9,200		Powell/San Pablo/40th/MacArthur
58	8,900		Broadway/Grand/MacArthur/73rd/Hegenberger

AC Transit 1998.

2.3 Study Purpose

There are three main purposes of the study. The first is to understand the transit needs in the study area. This includes understanding where travelers want to go to and where they come from in the corridor. It also includes understanding what preferences these travelers have in terms of travel time, reliability, comfort and other travel attributes. The second is to identify and evaluate a range of potential transit improvements in the corridor that address these needs. This includes looking at alternative alignments, vehicle technologies and operating plans. The third is to build broad public, community and agency support for a locally preferred alternative, with the eventual goal of implementing a major upgrade to transit service in the corridor.

⁴ Routes 40, 40L, 43, 51, 51A and 51M between downtown Berkeley and downtown Oakland plus routes 82 and 82L between downtown Oakland and Bay Fair BART. Figures based on AC Transit September 1998 driver counts and fall 1997 - winter 1998 boarding and alighting surveys.

⁵ Santa Clara County's light rail system carried 30,500 riders on an average weekday in May 2000. Sacramento's light rail system carried 29,000 riders on an average weekday in 2000.

2.4 Study History

AC Transit did a systematic study of its busiest bus routes in the early 1990s. That study, the Alternative Modes Analysis, was completed in April 1993 and identified several candidate technologies for cost-effectively serving AC Transit's ridership. The study examined potential funding strategies for implementing these technologies and looked into ways to reduce noise and air pollution from AC Transit's operations. The study identified the Berkeley/Oakland/San Leandro corridor as the best single corridor for further evaluation, which led directly to the Berkeley/Oakland/San Leandro MIS.

In addition to the Berkeley/Oakland/San Leandro corridor, AC Transit is implementing several improvements to its services in the San Pablo Avenue corridor. AC Transit is also beginning to evaluate several other major corridors for capital investment including:

- Foothill Boulevard (Oakland);
- MacArthur Boulevard (Oakland);
- Shattuck Avenue/Alameda/Airport Connector (Berkeley, Oakland, Alameda);
- Sixth Street/Hollis Street (Berkeley, Emeryville, Oakland);
- Sacramento Street (Berkeley, Oakland);
- MacDonald Avenue/Martin Luther King Jr. Way (Richmond, Berkeley, Oakland);
- East 14th Street/Mission Boulevard (Alameda County, Hayward); and
- Hesperian Corridor (Hayward).

3.0 Land Use in the Corridor

This section describes the types and patterns of development and activity in the MIS corridor, the mix of land uses, densities, the levels of population and employment, socioeconomic characteristics, and growth potentials and trends. All of these aspects of land use affect trip-making in the corridor and the market for transit services.

3.1 Overview of Corridor Land Use and Development Patterns

The Berkeley/Oakland/San Leandro corridor is a densely developed, highly urbanized area. It lies at the center of the larger San Francisco Bay Area region. The corridor currently has a population of about 320,000 and about 180,000 jobs (as of 2000). Just over half the total population and employment of the cities of Berkeley, Oakland and San Leandro lie within the corridor.

The corridor has relatively high development, employment and population densities. As shown in Table 3.1, the current employment density in the corridor is 12 jobs per developed acre, twice the employment density of Alameda County as a whole and more than twice the employment density of the nine-county San Francisco Bay Area. The corridor currently has a population density of 21 persons per developed acre, almost twice the population density of Alameda County and more than twice the population density of the Bay Area region.

Table 3.1 Employment and Population Densities in Corridor⁶

	Employment (2000)	Population (2000)	Developed Land Area (acres)	Employment Density (jobs/acre)	Population Density (pop/acre)
MIS Corridor	180,000	320,000	15,500	12	21
Alameda County	750,000	1,440,000	132,100	6	11
9-County Bay Area	3,750,000	6,780,000	751,800	5	9

MIS corridor figures based on ABAG Projections 2000, with adjustments based on Projections 2002. Other figures from ABAG Projections 2002.

The corridor has a land use pattern supportive of transit use. There are several major centers of activity within the corridor, including the downtown central business districts (CBDs) of all three cities, and the large campuses of the University of California at Berkeley and Laney College in Oakland. These major centers include a mix of activities and land uses

⁶ Using total land area to calculate densities would have resulted in extremely low values for population and employment density for Alameda County and the wider Bay Area because most of the land in these areas is undeveloped. To provide a reasonable comparison of densities, developed land area was used to estimate densities in Table 3.1. In all other tables in Section 3.0, total land area was used to estimate densities. For the MIS corridor, the difference between using total and developed land area is small because approximately 95 percent of the land in the corridor is developed.

in pedestrian-oriented, higher-density patterns of development. Major hospital complexes and numerous shopping districts, community colleges, high school and junior high school campuses, churches, civic centers and entertainment/recreational facilities are also located within the corridor.

Residential development exists throughout the corridor, in higher-density, mixed-use areas as well as in residential neighborhoods surrounding the major arterial and commercial streets. Compared to commercial activity, residential development is more evenly distributed throughout the corridor study area, and less focused in major centers. A large share of the corridor’s population resides in Oakland between downtown Oakland and the Oakland-San Leandro border. The highest-density concentrations of population are located in downtown Oakland, in Berkeley just south of the University of California, and in the parts of Oakland north and south of downtown.

Overall land use and development patterns vary along the corridor, as summarized in Tables 3.2 and 3.3.⁷ Because transit is best able to provide good service to those places with a large concentration of activity, particular attention should be placed on those areas with a relatively high population or job density.

Table 3.2 Overall Distribution of Employment, Population, and Land Area in Corridor

Corridor Segment*	Corridor Employment (2020)	Corridor Population (2020)	Corridor Land Area
North Corridor	36%	30%	32%
Central Corridor/ Downtown Oakland	40%	6%	5%
South Corridor	24%	64%	63%
TOTAL CORRIDOR	100%	100%	100%

* “North Corridor” refers to the segment of the corridor from downtown Berkeley and the University of California to the northern edge of downtown Oakland (at Grand Avenue). “Central Corridor” refers to the segment of the corridor in downtown Oakland. “South Corridor” refers to the part of the corridor from the eastern edge of downtown Oakland (in the vicinity of Lake Merritt Channel) to the southern end of the corridor.

Based on ABAG Projections 1998, adjusted by Hausrath Economics Group to be more consistent with ABAG Projections 2000.

A major concentration of high-density employment and related activities occurs at the *center of the corridor* in downtown Oakland. Forty percent of corridor employment is located in

⁷ The data available throughout the corridor include population, households, and employment, as used for analyzing trip-making and travel demand. These variables are used herein to describe land use and related activity in the corridor. Consistent data describing building space or housing units are not available for the corridor. Many of the tables in this section are for 2020, and describe conditions at the time that potential transit improvements in the corridor would be completed.

downtown Oakland on five percent of corridor land area. Downtown Oakland also includes growing areas of high-density residential development.

The *northern segment* of the corridor (north of downtown Oakland to downtown Berkeley) includes a relatively large share of both employment and population. About 36 percent of corridor employment and related activity occurs in the north corridor, with the highest densities and largest concentrations of employment and related activities occurring at the northern end of the corridor, in downtown Berkeley and at the University of California campus. Similarly, the north corridor includes about 30 percent of corridor population, with the highest densities concentrated in Berkeley south of the University of California campus.

The *southern segment* of the corridor (south of downtown Oakland through San Leandro to unincorporated Ashland) is more heavily residential and houses about 64 percent of corridor population. The largest concentrations of population at relatively higher densities are located in the Oakland parts of the south corridor which include 48 percent of corridor population and 41 percent of corridor land area. While the south corridor includes a relatively smaller share of corridor employment, there are higher-density employment areas at the southern end of the corridor, in downtown San Leandro and Bay Fair Mall (see Table 3.3).

Table 3.3 Employment, Population, and Development Densities in Corridor

Corridor Segments (from north to south)	Employment (2020)	Density (jobs/acre)	Population (2020)	Density (pop/acre)	Land Area (acres)
<i>North Corridor</i>					
Downtown Berkeley and University of California	32,600	41	9,900	12*	800
North Corridor, Berkeley (excl. Downtown and U.C.)	12,200	11	32,800	30	1,080
North Corridor, Oakland	28,200	9	64,300	20	3,250
<i>Central Corridor</i>					
Downtown Oakland	82,100	99	20,000	24	840
<i>South Corridor</i>					
South Corridor, Oakland	28,200	4	164,300	25	6,700
South Corridor, San Leandro (excl. Downtown & Bay Fair)	10,100	5	27,500	14	1,990
Downtown San Leandro and Bay Fair Mall	6,700	30	2,300	10	230
South Corridor, Ashland	5,300	4	23,600	16	1,440
TOTAL CORRIDOR	205,400	13	344,700	21	16,330

* Average population density of 12 reflects a density of 23 for downtown Berkeley and 3 for the University of California campus.

Based on ABAG Projections 1998, adjusted by Hausrath Economics Group to be more consistent with ABAG Projections 2000.

3.2 Employment/Activity Centers and Destinations

The corridor under study has many centers of activity and employment where trip-making by workers, shoppers, students, visitors and others are concentrated. These areas of concentrated activity are characterized by a mix of uses within walking distance and are generally supportive of transit use.

MAJOR EMPLOYMENT/ACTIVITY CENTERS

The distribution of employment within the corridor, as mapped in Figure 3.1, highlights both the presence of employment and related activity throughout the corridor study area, and the high concentrations of employment in several major centers of activity. Downtown Oakland, at the center of the corridor, is the largest center of activity, as shown by the concentration of

dots on the map in Figure 3.1 (each dot represents 100 jobs). In fact, downtown Oakland, at the heart of the corridor, has the largest concentration of employment in the region, outside of San Francisco. Downtown Oakland includes employment in office businesses and government; in entertainment, retail, and hotel activities; in educational and cultural uses; and in service and light industrial uses. The amount and density of employment in downtown Oakland and in the different parts of downtown are summarized in Table 3.4.

Table 3.4 Major Employment/Activity Centers in Corridor⁸

	Jobs (2020)	Density (jobs/acre)	Corridor Location
Downtown Oakland	82,100	99	Central
City Center/Government Center	31,000	230	Central
Kaiser Center/Uptown	23,100	140	Central
Chinatown/Old Oakland	9,500	89	Central
Jack London District	9,400	39	Central
County Buildings, MetroCenter, Laney College	9,200	49	Central
University of California, Berkeley	19,000	43	North
Downtown Berkeley	13,600	38	North
Summit Medical/South Auto Row	8,900	35	North
Downtown San Leandro	4,200	26	South
Alta Bates Medical/Elmwood	3,800	29	North
Telegraph Ave in Vicinity of U.C.	3,500	34	North
Bay Fair Mall Area	2,500	40	South

Major employment centers include those with at least 25 jobs per acre. Based on ABAG Projections 1998, adjusted by Hausrath Economics Group to be more consistent with ABAG Projections 2000.

⁸ The major employment/activity centers listed in this table are also mapped in Figure 3.2. This table includes all employment centers in the corridor projected to have an employment density of at least 25 jobs per acre in 2020. An employment density of 25 jobs per acre is similar to that found in the Elmwood/Alta Bates area in Berkeley or in downtown San Leandro. This level of job concentration enhances the ability of transit to provide good service.

<<Insert Figure 3.1>>

The second largest concentrations of employment and activity are at the northern end of the corridor, in downtown Berkeley and at the University of California campus (see Figure 3.1 and Table 3.4). These major centers include a mix of activities and employment in business, educational, and medical uses, and in entertainment, retail, and cultural activities. In addition to the relatively high density of employment in these areas, the large student population at the University of California (over 31,000 enrollment) adds substantially to the overall concentration of people and activity in this part of the corridor.

The next largest concentration of activity occurs in the area north of downtown Oakland that includes the Summit Medical Center along with associated medical facilities and offices, and the commercial activity in the vicinity along Broadway, including Oakland's Auto Row from Grand Avenue to I-580. This area also is highlighted by a relatively high concentration of "dots" on the map in Figure 3.1, and by the data in Table 3.4.

There are four additional concentrations of activity and employment in the corridor that stand out because of their relatively high densities. They include downtown San Leandro and the Bay Fair Mall area in San Leandro, both at the southern end of the corridor, the Alta Bates Medical Center area along Telegraph Avenue in Berkeley, and the commercial areas in and surrounding Telegraph Avenue on the south side of the University of California at Berkeley campus. While the densities of activity are relatively high in these areas, the overall level of activity is lower, as measured by the total employment in each area (see Table 3.4).

The locations of the major employment/activities centers in the corridor (from Table 3.4) are shown in Figure 3.2.⁹ On the map, they include the three downtowns (dark red), the major commercial areas (red), the major university (green/blue), and two of the medical centers (dark blue).

OTHER COMMERCIAL AREAS AND MEDICAL CENTERS

In addition to the major employment/activity centers described above, there are many smaller activity centers all along the corridor. These other activity areas include:

- Hospitals with some surrounding medical-related facilities and uses;
- Neighborhood shopping districts;
- Community shopping areas; and
- Areas with a mix of retail, commercial, and medical-related uses.

Sixteen such areas, along both the northern and southern segments of the corridor, are identified in Table 3.5 and located on the map in Figure 3.2.¹⁰ Four of the areas identified

⁹ The major employment/activity centers are defined using the employment data for Traffic Analysis Zones (TAZs). The major centers include those in TAZs with at least 25 jobs per acre. The mapping of the employment/activity centers in Figure 3.2 is also based on TAZs.

¹⁰ These activity areas also are defined using data for Traffic Analysis Zones (TAZs). However, the boundaries of these activity areas do not always coincide with TAZ boundaries. As a result, the employment and density estimates for the TAZs in which these activity areas are located may only approximate actual employment and density for only the activity area. In particular, densities are low in situations where an activity area is located in a larger TAZ with other, lower-density areas (such as occurs for commercial areas along major arterial streets where TAZs also include adjacent residential areas).

include commercial activity located on the periphery of the major employment/activity centers described above.

Table 3.5 Other Commercial, and Medical Activity Areas in Corridor

	Jobs (2020)	Density (jobs/acre)	Primary Activities	Corridor Location
Fruitvale District, Oakland	3,540	7	Shopping, Medical	South
51 st & Broadway/North Auto Row, Oakland	3,380	13	Shopping, Education	North
Children's Hospital Area, Oakland	3,270	10	Medical	North
Rockridge, Oakland	2,930	8	Shopping, Commercial	North
North/South Downtown San Leandro	1,850	8	Shopping, Government	South
Columbia San Leandro Medical	1,740	11	Medical	South
Creekside Retail/County Hospital, Ashland	1,380	4	Shopping, Medical	South
Kaiser Hospital Area, Oakland	1,310	17	Medical	North
Eastmont Town Center, Oakland	1,230	17	Social Services, Medical, Shopping	South
Telegraph Near Alta Bates, Berkeley	1,220	11	Shopping, Medical, Commercial	North
Telegraph Below Summit, Oakland	1,150	23	Shopping, Medical, Commercial	North
51 st & Telegraph/Temescal, Oakland	1,130	7	Shopping, DMV, Library	North
Berkeley Bowl Area, Berkeley	930	10	Shopping	North
Telegraph Ave, Dwight to Derby, Berkeley	920	9	Shopping, Commercial	North
Rest of Elmwood District, Berkeley	840	5	Shopping	North
East Lake District, Oakland	730	11	Shopping	South

Based on ABAG Projections 1998, adjusted by Hausrath Economics Group to be more consistent with ABAG Projections 2000.

<<Insert Figure 3.2>>

The prevalence of commercial areas and medical centers in the north corridor between downtown Oakland and downtown Berkeley/University of California is highlighted by the map in Figure 3.2. There are commercial activities along nearly the entire length of Broadway and College Avenue including the Summit Medical/South Auto Row major center, the Kaiser Hospital and nearby Piedmont Avenue area, North Auto Row, 51st and Broadway, Rockridge, and the Elmwood District. There also are commercial and medical uses along much of Telegraph Avenue including the Temescal/51st and Telegraph area, the nearby Children's Hospital, the Alta Bates Medical Center area, and the shops and offices that extend all along Telegraph from Ashby Avenue to the University of California at Berkeley campus.

Commercial activities in the south corridor are located primarily along International Boulevard/East 14th Street, as shown in Figure 3.2. The notable activity centers include the East Lake District, the Fruitvale District, the Durant Square area in Oakland, downtown San Leandro and commercial areas at the northern and southern ends of downtown, Columbia San Leandro Medical Center, Bay Fair Mall, and the Creekside retail area and County Hospital in Ashland at the southern end of the study area.

INDUSTRIAL AREAS

Industrial employment areas are located in the south corridor in Oakland, primarily along San Leandro Boulevard, as shown in Figure 3.2. There are about 7,200 jobs in these areas (2020).

EDUCATIONAL CENTERS/SCHOOLS

The corridor study area also includes a large number of educational institutions that are destinations for a large number of students, faculty, and visitors. There are two major institutions of higher learning, the University of California at Berkeley and Laney College in downtown Oakland. (These are included in the major employment/activity centers identified above.) In addition, there are eight other colleges and technical/vocational schools, 13 high schools, and 13 junior high/middle schools in the corridor. The map in Figure 3.3 and the data in Table 3.6 show how these 36 schools are located throughout the corridor.

<<Insert Figure 3.3>>

Table 3.6 Schools in Corridor

	Number	Average Weekday Enrollment (Year 2000)
<i>Type</i>		
Higher Education	10	49,030
High School	13	13,320
Junior High/Middle School	13	8,650
TOTAL	36	71,000
<i>Corridor Location</i>		
North Corridor		
Berkeley	6	39,190
Oakland	6	4,400
Central Corridor, Downtown Oakland	5	12,030
South Corridor		
Oakland	16	12,090
San Leandro	3	3,290
TOTAL	36	71,000

Enrollment information based on contacting individual schools.

Average weekday enrollment at schools and colleges in the corridor is very large, currently totaling about 71,000 students in 2000. Of that total, average weekday enrollment in higher education totals 49,030 students (including 31,350 at the University of California and 10,750 at Laney College). Enrollment at corridor high schools totals 13,320 students, and enrollment at junior highs and middle schools totals 8,650 students (see Table 3.6). Enrollment in the eight largest schools and colleges in the corridor totals about 56,800 students. The largest schools and colleges are identified in Table 3.7 and on the map in Figure 3.2.

Table 3.7 Largest Schools/Colleges in Corridor

School	Average Weekday Enrollment (Year 2000)	Corridor Location
University of California, Berkeley	31,350	North
Laney College, Oakland	10,750	Central
Vista College, Berkeley	3,780	North
Berkeley High	3,060	North
San Leandro High	2,090	South
Fremont High, Oakland	2,020	South
Oakland Tech High	1,960	North
Castlemont High, Oakland	1,780	South

Enrollment information based on contacting individual schools.

ENTERTAINMENT, RECREATIONAL, CULTURAL, CIVIC, AND RELIGIOUS DESTINATIONS

In addition to the employment centers, shopping districts, medical centers, and schools/colleges in the corridor, there also are a large number of other destinations that attract visitors/patrons and generate travel in the corridor. There include various entertainment, recreational, and cultural destinations such as theaters for the performing arts, museums, movie theater complexes, nightclubs, ice skating arenas, and convention center facilities. The City Halls of all three cities are located in the corridor, as well as the Alameda County Courthouse, the Dellums Federal Building, and the Harris State Building (all three located in downtown Oakland). There also are major churches and synagogues in the corridor along with many other smaller places of worship.

Many of these destinations are located within the major centers of activity in the corridor, particularly in downtown Oakland, downtown Berkeley, and on the University of California at Berkeley campus. Others are located outside these centers. The map in Figure 3.2 (presented earlier) identifies the general locations of these destinations within the corridor study area.

These types of destinations often attract visitors and patrons during the day, in the evenings, and on weekends. The visitor/patron travel associated with these destinations is not concentrated in the commute periods.

3.3 Population, Residential Densities, and Socioeconomic Characteristics

The corridor study area is home to a large population of residents who travel to work, school, and shops as well as travel for a variety of personal service, medical, child care, entertainment and recreational purposes. Population densities in the corridor are high, and the socioeconomic characteristics of residents are supportive of transit use.

POPULATION AND RESIDENTIAL DENSITIES

Residential development exists throughout the corridor, as shown by the distribution of corridor population in Figure 3.4. Corridor population resides in higher-density, mixed-use areas in the corridor as well as in residential neighborhoods surrounding the major arterial and commercial streets. A relatively large share of the corridor population resides in multifamily housing. Compared to commercial activity, residential development is more evenly distributed throughout the corridor study area and less focused in major centers.

Currently, about 320,000 people reside in the corridor study area, roughly 135,000 of whom are employed (as of 2000). The largest number of corridor residents (about 64 percent) lives in the south corridor given the large land area in that part of the corridor (see Tables 3.2 and 3.3 earlier). Most of those residents live in the Oakland portions of the south corridor between downtown Oakland and the Oakland-San Leandro border. About 28 percent of the population resides in the north corridor, in both the north Oakland and Berkeley parts of the corridor. About eight percent of corridor population resides in the central corridor area in downtown Oakland.

Population densities in the corridor are high, as the study area includes some of the highest density residential areas of the East Bay. As shown in Figure 3.5, the population densities in the corridor are substantially higher than in the surrounding East Bay region, with almost all of the corridor population in areas with densities greater than 20 persons per acre and much in areas with densities greater than 30 per acre. The distribution of corridor population among area density categories is summarized in Table 3.8.¹¹ About 27 percent of the population resides in areas with densities of less than 20 persons per acre, 31 percent in areas with densities of 20 to 29 persons per acre, and 42 percent in higher-density areas of 30 or more persons per acre. At the higher end, population densities for corridor areas range up to 104 persons per acre.

¹¹ The population densities are calculated for Traffic Analysis Zones (TAZs) throughout the corridor study area. The distribution of population by density is based on the average density for the TAZ in which the population resides. Actual densities for areas in residential use are higher than shown here based on the TAZ-wide averages, which, in many cases, also include land area in nonresidential use.

<<Insert Figure 3.4>>

<<Insert Figure 3.5>>

Table 3.8 Population Densities in Corridor

Density (pop/acre)*	Population (2020)	Percentage
Less than 20	92,530	27%
20 – 39	109,360	31%
30 – 39	61,480	18%
40 – 49	37,110	11%
50 – 59	26,720	8%
60+	17,500	5%
TOTAL	344,700	100%

* Densities calculated for Traffic Analysis Zones (TAZs).

Based on ABAG Projections 1998, adjusted by Hausrath Economics Group to be more consistent with ABAG Projections 2000.

The highest density concentrations of population in the corridor are in downtown Oakland and in areas of Berkeley on the south side of the University of California at Berkeley campus, as highlighted by the dark brown areas on the corridor map in Figure 3.4 and by the data in Table 3.9. Population densities range up to 100 persons per acre in both of these areas.

There also are high-density concentrations of population in the corridor areas of Oakland immediately to the south of downtown, along International and Foothill Boulevards (see Table 3.9 and the map in Figure 3.4). Of particular note is the San Antonio District of Oakland, where 70 percent of the corridor population resides in areas with densities of 40 persons per acre or higher. The population density is also relatively high in the corridor areas within Oakland's Fruitvale District further to the south, where 35 percent of the population resides in areas with densities of over 40 persons per acre.

There are also higher-density concentrations of population to the north of downtown Oakland, particularly in the areas east of Broadway and north of Grand Avenue. These areas have population densities over 40 persons per acre. Data for these areas appears as parts of Oakland Central and North Oakland in the summary in Table 3.9.

Table 3.9 Population Densities in Corridor

Corridor Segment /b/ (from north to south)	Distribution of Population by Density Category (2020 pop/acre) /a/						Total
	<20	20 – 29	30 – 39	40 – 49	50 – 59	60+ /c/	
Berkeley	10,890	11,520	920	4,170	10,860	4,300	42,660
North Oakland	10,710	28,580	7,540	2,910	--	--	49,740
Oakland Central	3,640	7,630	5,200	5,770	3,330	9,020	34,590
San Antonio (Oakland)	1,880	810	10,260	13,860	12,530	4,180	43,520
Fruitvale (Oakland)	2,560	3,360	8,920	7,920	--	--	22,760
Central East Oakland	6,750	22,650	12,770	2,480	--	--	44,650
Elmhurst (Oakland)	15,020	26,380	11,950	--	--	--	53,350
San Leandro	25,750	4,070	--	--	--	--	29,820
Ashland	15,330	4,360	3,920	--	--	--	23,610
TOTAL	92,530	109,360	61,480	37,110	26,720	17,500	344,700

/a/ Densities calculated for Traffic Analysis Zones (TAZs).

/b/ Identified on map in Figure 3.4.

/c/ Densities in this category range from 60 to 104 persons per acre.

Based on ABAG Projections 1998, adjusted by Hausrath Economics Group to be more consistent with ABAG Projections 2000.

SOCIOECONOMIC CHARACTERISTICS AND MOBILITY

Information on the income, age, ethnicity, and disability status of the population in the corridor provides background on the shares of the population most likely to use transit, and on those most likely to benefit from improved transit service. Data from the 1990 Census were used to describe the population in the corridor study area, as 2000 Census data were not available at the time of this analysis.¹²

The population in the corridor includes a large number of people with low incomes (persons below the poverty level), seniors age 65 and over, youths and children age 18 and under, and disabled persons, as summarized in Table 3.10. These are the population groups that are less likely to have automobiles available and, therefore, are the more likely to use transit. About 37 percent of corridor population is under age 18 or over age 65. Nearly one-fifth of the population is below the poverty level.

¹² Census data describing population characteristics were tabulated for the census tracts that overlap the corridor study area, as corridor boundaries do not always coincide with census tract boundaries. Census tracts were included if a part of the tract was in the study area, except for a few tracts that overlap with only a very small part of the corridor. Thus, 1990 population for census tracts that overlap the corridor (317,045 people) is somewhat larger than 1990 population within the boundaries of the corridor (292,800 people). This difference does not significantly affect the use of census tract data to identify socioeconomic characteristics of corridor population.

Also of interest is the strong ethnic and racial make-up of the population in the corridor. Overall, about 61 percent of the population belongs to non-white racial and ethnic groups (about 36 percent Black, 15 percent Asian/Pacific Islander, and 10 percent other). About 17 percent of the population is of Hispanic origin (a category that overlaps with both white and non-white racial and ethnic groups). The large proportion of non-white racial and ethnic groups should cause transit investments in this corridor to be viewed positively from an environmental justice perspective by the general public, community leaders and funding agencies.¹³

Compared to corridor population overall, those residing in the south corridor include proportionally more youth (under 18 years of age) and more lower-income people (see Table 3.10). The south corridor also has a greater proportion of Hispanic and non-white residents than the corridor overall. The population in the central parts of the corridor includes proportionally higher shares of people from non-white racial and ethnic groups and proportionally more older people and people with disabilities, both characteristics of people more likely to use transit. The north corridor includes the large student population associated with the University of California at Berkeley (not shown by the Census data tabulated). This group is also more likely to use transit.

¹³ The Federal Transit Administration considers environmental justice as one of its "Other Factors" in its decision-making process for Section 5309 New Starts funding.

Table 3.10 Population Characteristics for Corridor

	Census Tracts in Corridor*	North Corridor*	Central Corridor*	South Corridor*
Population	317,045	102,735	11,353	202,957
Seniors (65 and over)	38,309 12.1%	12.2%	26.5%	11.2%
Youth (18 and under)	77,650 24.5%	15.8%	10.9%	29.6%
Disabled Persons	14,001 .4%	4.0%	9.8%	4.3%
Persons Below Poverty Level	58,354 18.4%	17.7%	19.3%	18.7%
Average Per Capita Income	\$13,037	\$16,409	\$14,809	\$11,231
Non-White Ethnic/Racial Population	192,518 60.7%	44.8%	75.9%	68.0%
Black	35.8%	27.8%	30.1%	40.1%
Asian/Pacific Islander	14.6%	13.3%	41.8%	13.7%
Other	10.3%	3.6%	4.1%	14.1%
Population of Hispanic Origin	53,933 17.0%	7.0%	5.9%	22.7%

* Data for Census Tracts that overlap the corridor study area and the north, central, and south segments of the corridor.

Based on 1990 U.S. Census (2000 Census data not available at time of analysis).

Comparisons of population characteristics for the corridor with those for the surrounding cities, county, AC Transit District, and Bay Area region indicate differences of relevance to transit planning. As shown in Table 3.11, low-income and lower-income populations, disabled persons, and non-white ethnic and racial populations are all found in significantly higher proportions in the corridor study area than in the surrounding AC Transit District, in Alameda County, or in the Bay Area overall. The percentage of seniors (age 65 and over) is somewhat higher in the corridor while the percentage of children and adolescents is similar. The population of the corridor is more similar to that in the surrounding three cities, although, here, too, the corridor includes higher percentages of low-/lower-income population, non-whites, youth, and disabled persons. This is particularly true for the Oakland portions of the corridor compared to the City of Oakland overall.

Table 3.11 Comparison of Population Characteristics

	MIS Corridor*	Cities of Berkeley, Oakland, and San Leandro	AC Transit District	Alameda County	9-County Bay Area Region
Population (1990)	317,045	544,199	1,271,731	1,279,182	6,023,577
Seniors (65 and over)	12.1%	12.8%	11.5%	10.6%	11.0%
Youth (18 and under)	24.5%	23.4%	NA	25.0%	24.2%
Disabled Persons	4.4%	4.0%	3.3%	3.0%	1.8%
Persons Below Poverty Level	18.4%	16.3%	10.5%	10.6%	8.3%
Per Capita Income	\$13,037	\$15,798	NA	\$17,547	\$19,716
Non-White Ethnic/Racial Population	60.7%	56.6%	44.0%	40.4%	31.5%

* Data for Census Tracts that overlap the corridor study area.

Based on 1990 U.S. Census (2000 Census data not available at time of analysis).

3.4 Corridor Growth and Development

Substantial growth and development is currently underway in the Berkeley/Oakland/San Leandro corridor and is projected to continue through 2020. Employment growth of about 40,000 jobs or 24 percent is anticipated in the corridor between the years 1990 and 2020 (see Table 3.12).¹⁴

¹⁴ The growth projections used for this study are based on the ABAG projections from the Alameda Countywide Travel Demand Model. The data in the model were developed for small, traffic analysis zones (TAZs) that were combined to provide projections for the corridor study area. The analysis years in the model are 1990, 2005, and 2020, and does not include 2000. Thus, detailed projections for the corridor are not available for 2000 and are shown for 1990 and 2020 in the tables. Estimates for 2000 were derived for the corridor overall from the larger, citywide data from ABAG, but are not available for parts of the corridor.

Table 3.12 Projected Employment Growth in Corridor

<i>By Corridor Segment</i>				
	1990	2020	Growth 1990-2020	Percent Growth
North Corridor	66,400	73,000	+6,600	+10%
Central Corridor/ Downtown Oakland	51,400	82,100	+30,700	+60%
South Corridor	47,900	50,300	+2,400	+5%
TOTAL	165,700	205,400	+39,700	+24%
<i>By Segment and Jurisdiction</i>				
North Corridor				
Berkeley	40,500	44,800	+4,300	+10%
Oakland	25,900	28,200	+2,300	+9%
Central Corridor/ Downtown Oakland	51,400	82,100	+30,700	+60%
South Corridor				
Oakland	27,000	28,200	+1,200	+5%
San Leandro	15,900	16,800	+900	+6%
Ashland	5,000	5,300	+300	+6%
TOTAL	165,700	205,400	+39,700	+24%

Based on ABAG Projections 1998, adjusted by Hausrath Economics Group to be more consistent with ABAG Projections 2000.

By far the largest amount of employment growth is anticipated at the center of the corridor in downtown Oakland, where employment increased substantially in recent years (see Table 3.12). Job growth in downtown Oakland is increasing activity in existing building space, hastening the renovation of older buildings for new office uses, and providing the impetus for new office building and hotel development. Many development projects are currently underway in downtown Oakland (see Table 3.16). Some employment growth also is expected in the north corridor, primarily at the northern end in downtown Berkeley and in the vicinity of the University of California at Berkeley. Throughout the corridor, projected employment growth is expected primarily in existing downtown areas and in other, existing, major activity centers.

The population of the corridor is expected to grow by 52,000 between 1990 and 2020, with about one-half of the new residents arriving during the 1990s and the other half expected

between today and 2020 (see Table 3.13).¹⁵ Corridor population growth reflects both changing demographic characteristics of the population in the existing housing stock (particularly during the 1990s when household sizes increased), and increasing population as a result of household growth and new housing development (of more importance over the next 20 years). Much of the population growth is expected in the south corridor, primarily within Oakland (see Table 3.13). Notable population growth also is expected in the north corridor areas of Oakland, and in central, downtown Oakland where substantial new housing development is underway.

Table 3.13 Projected Population Growth in Corridor

<i>By Corridor Segment</i>				
	1990	2020	Growth 1990-2020	Percent Growth
North Corridor	93,200	107,000	+13,800	+15%
Central Corridor/ Downtown Oakland	11,300	20,000	+8,700	+78%
South Corridor	188,300	217,700	+29,400	+16%
TOTAL	292,800	344,700	+51,900	+19%
<i>By Segment and Jurisdiction</i>				
North Corridor				
Berkeley	38,800	42,700	+3,900	+10%
Oakland	54,400	64,300	+9,900	+18%
Central Corridor/ Downtown Oakland	11,300	20,000	+8,700	+78%
South Corridor				
Oakland	140,200	164,300	+24,100	+17%
San Leandro	27,400	29,800	+2,400	+9%
Ashland	20,700	23,600	+2,900	+14%
TOTAL	292,800	344,700	+51,900	+19%

Based on ABAG Projections 1998, adjusted by Hausrath Economics Group to be more consistent with ABAG Projections 2000.

As the corridor study area is an already developed urban area, growth and development in the corridor include infill development on underutilized and vacant sites, and increases in the

¹⁵ As described in the previous footnote, data and projections specific to the corridor study area are available for 1990, 2005, and 2020. The estimates for 2000 were derived from the larger, citywide data from ABAG and cannot be presented for parts of the corridor.

occupancy and intensity of activity in existing buildings. Much of the growth is occurring in the existing, mixed-use downtown areas, in other major activity centers in the corridor, and in locations along the major arterial streets and transit routes. The most growth and development in the corridor is occurring in Oakland, at or near the central areas of the corridor study area. As growth continues, corridor densities will continue to increase and a greater mix of land uses will result. Overall, the current pattern and future trend of corridor growth and development is very supportive of transit use.

CORRIDOR DEVELOPMENT PROJECTS, PLANS AND POLICIES

The corridor study area contains a large number and wide range of public investments, private sector development projects, and land use policies supportive of transit. Tables 3.14 through 3.18 summarize these, from Berkeley in the north, through the north, central, and south corridor areas of Oakland, to San Leandro and Ashland in the south. The specifics listed in the tables highlight numerous transit-supportive land use plans and policies, public investments and redevelopment programs, development projects, and overall magnitudes of recent and anticipated future development. They provide supporting evidence for the continued corridor growth and development described above.

Table 3.14 Projects, Plans and Policies in North Corridor – Berkeley

- | | |
|---|---|
| <ul style="list-style-type: none"> ▪ At the northern end of the corridor, public efforts have led to further revitalization of downtown Berkeley. <ul style="list-style-type: none"> - Seismic retrofitting and expansion of the main public library and Berkeley City Hall are renewing the civic role of downtown Berkeley. - The new Downtown Arts District is creating a critical mass of arts, entertainment, educational, and eating and drinking establishments. - The Berkeley Repertory Theater recently added a new 600-seat theater to its main 400-seat stage, at the center of the new Arts District. Other new uses and development include the Aurora Theater (150 seats), Nevo Education Center (in former 1905 bakery), Jazzschool and office space (in a newly renovated, former department store), a new home for Freight & Salvage, and Capoeira Arts Café. ▪ Mixed-use commercial and residential projects are adding new housing in downtown Berkeley, as called for by the recently updated <i>Berkeley General Plan</i>. <ul style="list-style-type: none"> - About 400 new units are recently completed or under development downtown. - Lower-floor space in new projects is accommodating theater uses, offices for cultural groups and other non-profits, and café and retail uses. ▪ The Draft Southside Plan for areas in the vicinity of the U. C. campus proposes increased density and encourages the development of additional housing for students and others along transit corridors close to the campus. | <p>The Plan will be incorporated into the City's <i>General Plan</i>, zoning ordinance, and other planning policy.</p> <ul style="list-style-type: none"> ▪ The \$100-million-plus Underhill Area Projects are underway on five blocks just south of the campus. Development projects expected to occur in phases over the next five to 10 years include rooms for up to 995 students, a modern dining commons, a student services building, a recreational sports field, and a parking garage. ▪ University of California Berkeley's Long-Range Development Plan (LRDP) is being updated to develop a new physical plan for accommodating increased and changing campus activity through 2015. The LRDP update is addressing increased enrollment demand, the need to seismically retrofit or replace existing campus buildings, physical growth demand, and new interdisciplinary research initiatives. ▪ Major efforts have been focused on improving Telegraph Avenue in the vicinity of the U.C. campus to make it a cleaner, safer, and more attractive place for people to visit and shop. Joint efforts involve the City, U.C., and local businesses and property owners. ▪ Investments in major hospital and medical facilities continue within the North Corridor-Berkeley to accommodate modernizations and affiliations with nearby hospitals: <ul style="list-style-type: none"> - Alta Bates Summit Medical Center, Ashby campus along Telegraph Avenue; and - Alta Bates Summit Medical Center, Herrick campus in downtown Berkeley. |
|---|---|

Table 3.15 Projects, Plans and Policies in North Corridor – Oakland

- Oakland's Updated **General Plan** policies identify **major corridors in North Corridor-Oakland for higher-density, multifamily housing with concentrations of commercial uses**, including Broadway, Telegraph Avenue, MacArthur/West MacArthur Boulevard, MLK Jr. Way, and Grand/West Grand Avenue.
- **Investment in higher-density, infill housing** occurring in North Corridor-Oakland:
 - 70 new units built since 1999;
 - 250 new units currently approved for development; and
 - 600 new units in projects currently under review, in addition to housing in MacArthur BART Transit Village.
- **MacArthur BART Transit Village** project currently in the planning stages. Mixed-use development alternatives currently under consideration in May 2002 include:
 - New Housing (up to 700 units);
 - Commercial/Retail (60,000-100,000 sq. ft.); and
 - Expansion of existing Surgery Center.
- **Broadway/MacArthur/San Pablo Redevelopment Project Area** recently established to further revitalization in North Corridor by targeting **investments in catalyst projects, infrastructure improvements, and infill development**. The Project Area includes portions of Upper Broadway and Telegraph Avenue, including Broadway Auto Row, the Summit Medical Area, and the MacArthur BART station area.
- Substantial investment underway along **Broadway Auto Row**.
 - Public investments in **streetscape and façade improvements**.
 - **Building renovations** to strengthen auto sales and repair businesses and to attract neighborhood retail and service uses.
- **Investments in major hospital and medical facilities** occurring along the North Corridor-Oakland:
 - **Summit Medical Center** completing consolidation with Alta Bates, as largest hospital and medical center area in Oakland and the East Bay;
 - **Children's Hospital** recently expanded research activities into renovated, historic MLK Campus; and
 - **Kaiser Permanente** currently considering rebuilding its Oakland Medical Center to comply with seismic regulations. Second largest hospital in the East Bay.
- **Neighborhood commercial revitalization** efforts underway in North Oakland to strengthen weaker commercial districts.
 - **Adams Point Urban Design Project** underway to identify streetscape and other physical improvements, business mix and business attraction strategies, and traffic flow improvements for the commercial area along Grand Avenue from Harrison to I-580. Bike lane and pedestrian crossing improvements already underway.
 - Business attraction and façade improvements efforts underway in **Temescal Neighborhood Commercial District** along Telegraph Avenue in vicinity of 51st Street.
 - **Telegraph-Northgate Neighborhood Plan** recently completed for area just north of downtown Oakland, addressing neighborhood-serving retail, affordable housing, streetscape and traffic calming strategies, and community service uses.

Table 3.16 Projects, Plans and Policies in Downtown Oakland

- **Downtown Oakland continues to grow** as a major employment center in the region and as a high-density urban residential neighborhood. **Major strides** have been made since the mid-to late-1990s.
- Recently updated Oakland **General Plan** policies focus on downtown Oakland as a vibrant, mixed-use “showcase” district of the City. **High densities, mixed uses, pedestrian-friendly access to multiple transit systems and stations, and the growth in office activities and new downtown housing** are all part of the Plan’s vision for the future of downtown.
- Continued downtown revitalization is a major theme of Oakland’s Mayor Jerry Brown. The goal of the **Mayor’s 10K Housing Initiative** is to develop housing to accommodate 10,000 new residents downtown.
- **Central District Redevelopment Project Area** continues to support the ongoing revitalization of downtown Oakland.
- **Major new government office buildings** have expanded the downtown’s role as a government center.
 - **New Federal Building, State Building, Caltrans Building, and University of California’s Office of the President’s Building** added 2.2 million sq. ft. of space downtown.
 - Major renovation of earthquake-damaged **City Hall** and development of surrounding **City Administration Buildings and City Hall Plaza** re-established city government in the heart of downtown Oakland, after being dispersed by Loma Prieta Earthquake. Public investment has been a catalyst for further revitalization nearby.
- **Major private sector investment in office building development and renovation** has been occurring in downtown Oakland.
 - About 500,000 sq. ft. just completed in **downtown City Center**, plus additional 1.8 million sq. ft. in approved office building projects throughout downtown.
 - About 800,000 sq. ft. office space recently added through renovation of earthquake-damaged and other vacant buildings downtown, including historic **Tribune Tower, Rotunda Building, and Plaza and Wakefield Buildings**.
- Encouraged by the Mayor’s 10K Housing Initiative, new housing is being built downtown. About **1,850 new housing units** have been built since 1999 or are currently under construction downtown. **An additional 5,000 housing units** are approved, under review, or identified on opportunity sites for housing development.
 - **The Essex**, a new high-rise housing development, recently added on the **shores of Lake Merritt**.
 - About 1,000 units of urban housing and loft units under development in the **Jack London District**.
 - Substantial new housing transforming **Old Oakland** into a new downtown neighborhood.
 - About 2,000 units planned for the **Uptown district** of downtown Oakland.
- Over the past decade, **Jack London Square has become a regional destination** for retail, dining and entertainment activities. New development to substantially expand the area is currently being planned.
- **Expansion of hotel uses downtown** recently added a 150-room Marriott Courtyard hotel. Additional hotel development with about 300 rooms is in the pipeline.
- **Downtown Oakland Streetscape Master Plan** program is underway, with a focus on the Broadway Corridor.
- **Fox Theater Master Plan** seeks to revitalize historic theater as part of downtown arts and entertainment district in combination with nearby Paramount Theater.

Table 3.17 Projects, Plans and Policies in South Corridor – Oakland

- The major focus of Oakland's Updated **General Plan** policies is to **revitalize transit corridors as mixed-use urban areas** with concentrations of commercial and civic uses linked by higher-density, multifamily housing, including International Boulevard, Foothill Boulevard, Bancroft Avenue, and MacArthur Boulevard.
- Oakland Redevelopment Agency efforts in support of South Corridor-Oakland revitalization and economic development:
 - **Coliseum Redevelopment Project Area** covers areas on south side of International Blvd., from about 23rd Avenue to city border; and
 - **Proposed City Center East Redevelopment Project Area**, currently in process of adoption, to cover most of rest of South Corridor.
- Large part of South Corridor area is within **Oakland's Enterprise Zone and Empowerment Zone**.
- Joint **Oakland-San Leandro Revitalization Effort** is underway to coordinate efforts of adjoining cities, with focus on transit corridors.
- Ongoing **neighborhood commercial revitalization (NCR)** efforts focused on areas along International and MacArthur Boulevards.
 - **NCR efforts** include façade improvement programs, business attraction, streetscape and banner programs, technical assistance, and code enforcement.
 - **East Lake Commercial District** and **Fruitvale Commercial District** along International Boulevard **designated California Main Street areas**. City NCR program working in partnership with local development corps to revitalize commercial areas. Each received MTC/Transportation for Livable Communities funding for pedestrian and streetscape improvements.
 - **Streetscape improvements** currently underway to support revitalization at commercial activity nodes and gateways along **International Blvd.** (40th Avenue to City border) and **MacArthur Blvd.** (73rd Avenue to City border).
- **Investments in higher-density** housing occurring along South Corridor-Oakland bringing underutilized properties back into productive use.
 - **Privately-developed, Durant Square** project adding 250 housing units and 45,000 sq. ft. retail/commercial space, on site of former auto assembly plant, near Oakland-San Leandro border.
 - **Affordable housing being developed** on underutilized and vacant sites along corridor. About 500 housing units built since 1999 or currently under construction; additional 230 units in predevelopment process. Area along International Boulevard from 55th to 98th Avenues designated as Neighborhood Target Areas for investment of public funds for affordable housing.
 - **Oakland Housing Authority renovating older projects** in area to improve quality of housing and services. Lockwood Gardens and Coliseum Gardens received major investment of federal HOPE VI funds to provide about 700 rehabilitated and new units.
- **Investments in transit-oriented districts** in the area providing mixed-use development at transit nodes and stations.
 - **Fruitvale Transit Village** under development at Fruitvale BART station area. Includes retail opportunities, about 200-250 housing units, and community/health service uses.
 - **Eastmont Town Center** being revitalized from former shopping mall into center for health and social services, public uses, and neighborhood-serving retail, at site of AC Transit Center. New housing underway in vicinity.
 - **Coliseum BART station** area being planned as **transit-oriented district** that adds about 300-400 housing units and provides transition between nearby neighborhoods and regional facilities and intermodal connections linking BART to Coliseum Complex, Oakland International Airport and future BART/Oakland Airport Connector Project, and future Capitol Corridor Intercity Rail Station.

Table 3.18 Projects, Plans and Policies in South Corridor – San Leandro

<ul style="list-style-type: none"> ▪ The East 14th Street Corridor is identified as San Leandro’s highest priority for civic improvement in the recently adopted San Leandro <i>General Plan</i> Land Use Element. <ul style="list-style-type: none"> - The <i>General Plan</i> envisions reshaping East 14th Street Corridor from a three-mile commercial strip to a series of “districts” focused around the downtown, Bay Fair Mall, San Leandro Hospital, the Bal Theater, and other destinations. - East 14th Street Development Strategy is under preparation for the corridor and will include: <ul style="list-style-type: none"> -- Ways to facilitate mixed-use and higher-density, infill development; and -- Public investments in streetscape improvements, façade and site improvements, and tenant recruitment. - San Leandro Redevelopment Agency efforts support East 14th Street Corridor improvement: <ul style="list-style-type: none"> -- Plaza Project Area includes much of downtown San Leandro; and -- Joint Project Area includes East 14th Street outside of downtown. ▪ Downtown is San Leandro’s central business district and civic center. Downtown San Leandro and the adjacent BART station area are identified as high priority Focus Areas in the <i>General Plan</i> Land Use Element. <ul style="list-style-type: none"> - Downtown Plan and Urban Design Guidelines adopted February 2001 to foster a revitalized and more pedestrian-friendly downtown, as well as improved connections to BART. - Building on concurrent efforts to revitalize downtown, a recent design program focused on the San Leandro BART station and surrounding blocks provides transportation, land use, and urban design recommendations. 	<p>Plans for a San Leandro BART transit village include:</p> <ul style="list-style-type: none"> -- Up to 200 new housing units; -- Several new office buildings, to establish a region office district in San Leandro; -- New parking structure; -- New public plazas and open space; and -- Changes in streetscapes and pedestrian amenities surrounding the station. <ul style="list-style-type: none"> ▪ Bay Fair is the largest shopping center in San Leandro and the hub of a 130-acre retail area along East 14th Street at the city’s southern end. <ul style="list-style-type: none"> - 16-screen multiplex cinema recently added at Bay Fair. - Plans underway to redesign the Mall and add new tenants in an effort to adapt to East Bay’s changing retail market. - Capital improvements planned in Bay Fair area as further catalyst for revitalization. ▪ San Leandro Boulevard Corridor, on the western fringe of the area, is transitioning from an older industrial area to higher-value uses. About 350 new homes are being constructed, and other sites provide some of the largest future development opportunities in San Leandro. ▪ South of San Leandro, Alameda County’s land use plan designates East 14th Street Corridor in the Ashland/Cherryland areas for mixed-use, infill development. <ul style="list-style-type: none"> - Ashland-Cherryland Business District Specific Plan emphasizes revitalization and includes action plan for specific public improvements. - Joint City-County Redevelopment Project Area extends south from San Leandro. Improvement of East 14th Street Corridor is underway in the vicinity of Bay Fair, south of San Leandro.
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FACTORS SUPPORTING CONTINUED CORRIDOR GROWTH

The large number of development projects, public investments and land use policies described in the previous section provides strong evidence for continued transit-supportive growth and development in the corridor. Three factors provide the underlying support for this positive outlook: positive economic market forces, supportive land use policies, and available capacity to accommodate growth.

Positive Market Factors

Market support for the corridor is part of a larger trend toward renewed interest and reinvestment in older, central city areas. In addition, it reflects the corridor's close-in location at the center of the growing Bay Area region. In much of the corridor, it also reflects an improved competitive position for Oakland and renewed recognition of that city's assets. While the strong regional economy of the late 1990s/early 2000s resulted in shifts of demand from high-cost areas to the corridor, the rediscovery of corridor assets has continued to support market interest in this area, even as the region's economy has slowed.

The corridor, and the central areas in Oakland in particular, are desirable because of several positive factors: a central location in the region; good transportation accessibility via the freeway network, rapid transit, and air, rail, and water transportation; affordable space costs and land prices; affordable housing and a desirable, urban lifestyle at lower cost than nearby San Francisco; accessibility to a well-educated workforce; proximity to a major university (University of California at Berkeley); a fiber-optic network for business; and the availability of space and land for expansion and development with existing infrastructure already in place. The economy of the corridor is diverse, attracting both high-tech and traditional business activities. The housing market also is diverse, offering rental and for-sale housing over a range of rents and prices.

Transit Supportive Land Use Policies

Local land use policies are supportive of growth and development and the intensification of activity within the corridor study area. As described in Tables 3.14 through 3.18, *General Plan* land use and zoning policies in Berkeley, Oakland and San Leandro encourage and promote higher-density, transit-oriented development in the downtown areas and along major arterial streets and transit corridors. In fact, much of the opportunity for growth and change in these already developed cities exists in the downtown areas and along the major corridors within the study area as these are the areas with underutilized property and the greatest opportunities for higher-density, infill development.

The City of Oakland updated its *General Plan* Land Use Element in 1998 and is currently in the process of updating its zoning ordinance to be consistent with updated *General Plan* policies. The cities of Berkeley and San Leandro are currently in the process of updating their *General Plan* Land Use Elements and related zoning policy (as of 2001). There are similarities in the land use policies in all three cities that support greater transit use in the study corridor. The cities have each stated the following general policy objectives:

Downtowns:

- Promote and expand active, pedestrian-oriented, mixed-use downtowns;
- Support vital city centers;

- Concentrate office and commercial development in downtown;
- Encourage the reuse of vacant and underutilized buildings and parcels in downtown;
- Encourage and promote residential development to increase population downtown;
- Encourage and promote high-density, transit-oriented development downtown;
- Encourage and direct additional housing development to underutilized sites within downtown areas and major transit corridors; and
- Provide capital improvements to reinforce the pedestrian and transit orientation of downtown.

Corridors, Avenue Commercial, and Neighborhood Commercial Districts:

- Ensure that neighborhood commercial districts and avenue commercial corridors are vital, thriving, and pedestrian-oriented commercial centers;
- Maintain and improve neighborhood commercial districts and avenue commercial areas along corridors;
- Encourage commercial development in areas accessible to transit;
- Direct new moderate- and high-density housing to areas accessible by transit, along transit and commercial corridors, and in the vicinity of transit stations;
- Direct urban density and mixed-use housing development to locations near transit and encourage the development of transit villages; and
- Provide street trees, bus shelters, benches for pedestrians, and bicycle facilities as appropriate and feasible, to maintain and improve commercial areas and districts.

Capacity for Growth and Supportive Public Investments

The above types of policies exist in all three cities within the corridor study area. Furthermore, existing infrastructure is already in place to support growth within the corridor, as it is already a developed urban area. There are differences among the cities, however, in terms of capacity and opportunities to accommodate growth and development, and in the extent of public support and investment to encourage and facilitate growth.

The largest capacity to grow and intensify within the corridor exists in Oakland. As the largest city in the East Bay, Oakland has the highest densities, and it has a large downtown and several, large-scale commercial areas, all with substantial opportunities for growth and development. Much of the corridor areas in Oakland are in redevelopment project areas¹⁶ and a large part of the south corridor area is within Oakland's Enterprise Zone and Empowerment Zone. The City of Oakland and its Redevelopment Agency continue to

¹⁶ See the Central District Redevelopment Project Area in downtown Oakland (Table 3.16), the Broadway/MacArthur/San Pablo Redevelopment Project Area in north Oakland (Table 3.15), and the Coliseum Redevelopment Project Area and proposed Central City East Project Area in south Oakland (Table 3.17).

actively attract and support growth and development downtown and along the major transit corridors. Examples include investments in streetscape improvements (planting, street lighting, sidewalk furniture, etc.), façade improvement programs, business recruitment efforts, the use of redevelopment to assemble/write down land and otherwise facilitate private sector investment and development, the provision of parking, investment in public development with revitalization benefits for surrounding areas (such as the development of the City Administration Buildings at a key location in downtown Oakland), and the investment of funding for new affordable housing. There is strong civic commitment and leadership for development in downtown Oakland, in particular, including the Mayor's "10K Initiative" to develop housing to accommodate 10,000 new residents downtown.

Oakland comprises two-thirds of the corridor study area, including large portions of the north and south corridors as well as the entire central corridor area. A large number of development projects are underway in Oakland, including numerous residential and commercial projects in the corridor that are under construction or in the planning/negotiation process (see Tables 3.15, 3.16 and 3.17).

There also is capacity for growth and intensification in Berkeley, at the northern end of the corridor, primarily in the downtown area and along the larger avenue commercial areas. This capacity includes escalating activity in existing buildings by converting to new more intense uses and occupying formerly vacant spaces (occurring in downtown Berkeley) and building some new development on underutilized sites. There is less capacity for growth and development in the Berkeley portion of the corridor, compared to Oakland, given the generally lower scale of development there and a much smaller pool of underutilized sites. However, most of the remaining development opportunities for additional housing in Berkeley exist within the corridor study area, in downtown Berkeley in particular, where several mixed-use residential projects currently are underway (see Table 3.14). There also have been public efforts to further the revitalization of downtown Berkeley. The City of Berkeley has taken the lead in the creation of an arts district downtown that includes theaters, restaurants, studios and educational facilities. There also has been public investment in the seismic retrofitting and expansion of the main library and City Hall (see Table 3.14).

There is capacity for growth and intensification within the San Leandro and Ashland areas at the southern end of the corridor study area. In San Leandro, there is new focus on the East 14th Street corridor as an opportunity for future mixed-use and higher-density, infill development (see Table 3.18). The corridor is entirely within redevelopment project areas and includes the city's downtown and civic center, San Leandro Hospital, and the Bay Fair Mall and surrounding retail area. The San Leandro BART station area is adjacent to downtown and is being planned for transit village development. City redevelopment and economic development activities and planning are currently underway and anticipated to assist in streetscape enhancements, façade improvements, tenant recruitment, and land assembly to improve the area and facilitate its redevelopment. While much of San Leandro's growth has been along the I-880 corridor to the west, there is new interest in the East 14th Street corridor and the potential for growth and development there in the future.

The Ashland areas of Alameda County at the southernmost end of the corridor study area also have capacity for future growth and development. Much of the potential in this part of the corridor is for additional residential development. The East 14th Street corridor through the area is within a redevelopment area, with the goals of increasing densities and promoting transit-oriented development.