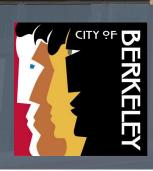


Council Work Session #3

March 15, 2022





Required Element of the General Plan

Must be updated every 8 years and certified by HCD

Currently planning for the 6th cycle (2023-2031)

Statutory deadline is January 31, 2023

Bay Area: 441,176 units

Berkeley: 8,934 units

Housing Element includes...

1 Housing Needs Assessment

> Demographic trends and needs, including Special Needs populations

Evaluation of Past Performance

How we did in the 5th Cycle Housing Element

Housing Sites Inventory

Likely Sites, Pipeline Sites and Opportunity sites, by income level

4 Constraints Analysis

Barriers to housing development

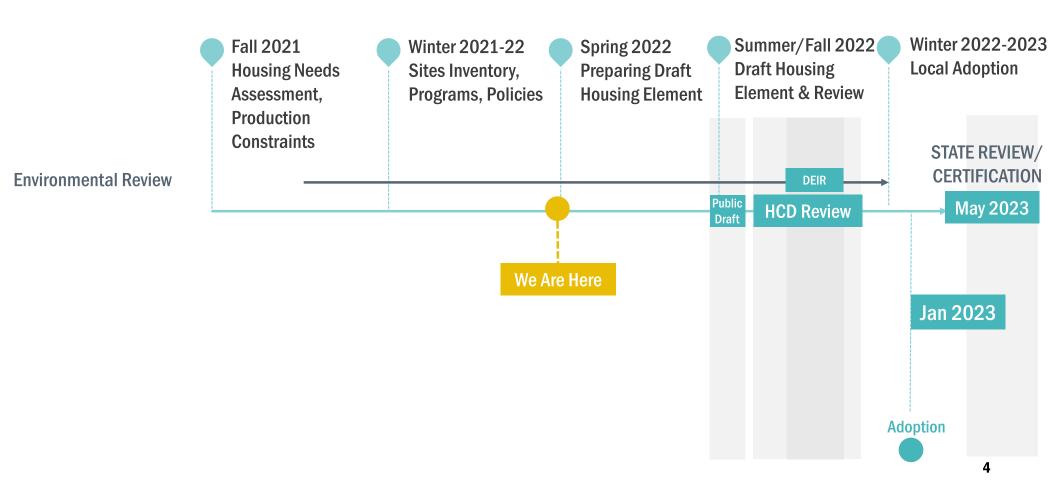
5 Policies & Programs

Address identified housing needs

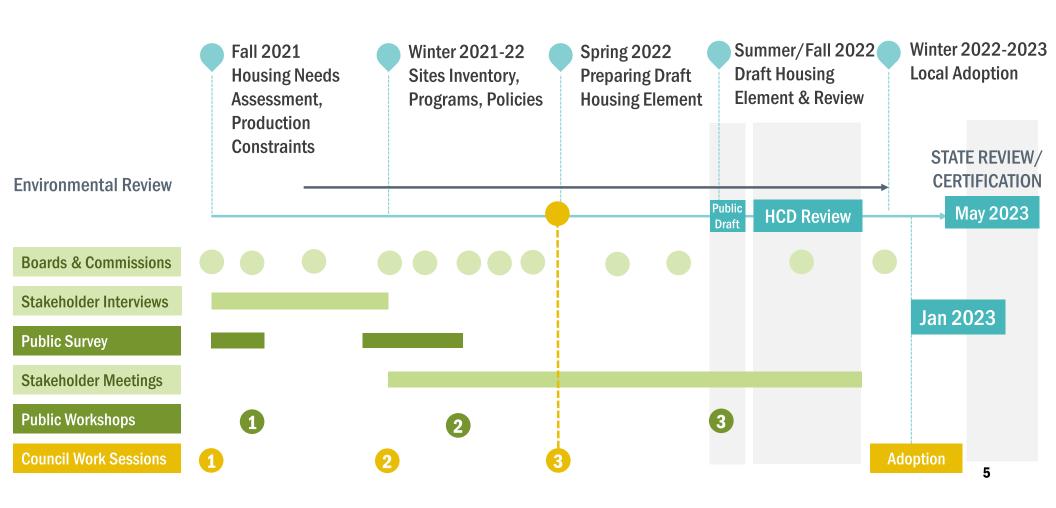
6 Community Engagement

Residents, businesses, stakeholders, policy-makers

The 6th Housing Element Update Process



The 6th Housing Element Update Process



AGENDA – 2 PARTS

PART I - HOUSING ELEMENT

- 1. What We've Heard
- 2. Sites Inventory Capacity & Environmental Review
- 3. Sustainability & Resilience
- 4. Clarifying Questions

PART II - RESIDENTIAL OBJECTIVE STANDARD

- 1. 2-4 unit development standards
- 2. 5+ and mixed-use methodology
- 3. Residential Objective Standards & the Environment
- 4. Comments & Questions

WHAT WE'VE HEARD

- 1. Public Workshop #2
- 2. Stakeholder Interviews
- Downtown Farmer's Market
- 4. Residential Tour & Survey

Presented to 13 Berkeley Boards & Commissions¹

Held 18 Meetings with 14 Stakeholder Interest Groups²

Held two online public workshops, ~60 participants

Tabled at a Downtown Farmers Market

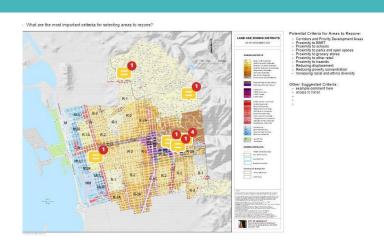
Received 745 responses from Nov '21 citywide survey

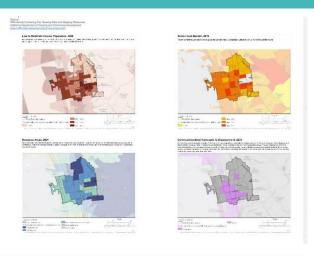
Received 49 responses from Residential Tours survey

¹ Planning Commission (9/1/21); Homeless Services Panel of Experts (9/1/21); Commission on Disability (9/1/21); Landmarks Preservation Commission (9/2/21); Zoning Adjustments Board (9/9/21); Commission on Aging (9/15/21); Energy Commission (9/22/21); Children, Youth, and Recreation Commission (9/27/21), Housing Advisory Commission (9/30/21), Rent Stabilization Board (11/18/21), Civic Arts Commission (1/9/22), City/UC Committee (1/28/22), ZORP SC's (2/16/22)

² Black/African American Faith Institution, Market Rate Developers, Affordable Developers, Senior Center, Real Estate Professional, Property Managers, Homeless Services, Housing Advocacy, Disabilities Services, Latinx Advocacy, Institutions (BUSD, UC Berkeley), West Berkeley Business Owners/Neighborhood Assoc.

Public Workshop #2







Additional Stakeholder Meetings



Maintaining affordability & livability; age in place

High costs for seniors, artists, students, and others

Repurpose unoccupied or deteriorated properties

Infrastructure, amenities for increased population

Finding and assembling land to build new housing



Design Considerations

Many new residential buildings look the same Blend in with the architectural style and scale of the neighborhood

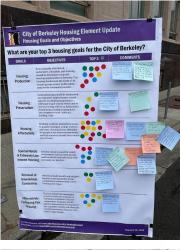
Potential Housing Locations

Convert vacant homes and properties
In-fill in single-family neighborhoods
Higher density paired with better transit access
Higher density along corridors, student areas,
downtown, and industrial

Downtown Farmers Market













What We Heard

Want diversity of housing types as household needs change (e.g. student & artist housing, apartments, homes with yards, senior and ADA)

Increase housing in all districts

Protect rights to sun and solar

Streamline permit process

Residential Types (and Heights)

Taller (and more units) in Downtown/Southside/near BART and on major corridors, such as San Pablo and University

Housing Goals & Objectives

Top 3 goals: Housing Affordability, Housing Production, and Special Needs and Extremely Low Income

Downtown and W Berkeley Residential Tour & Survey

DOWNTOWN TOUR

W BERKELEY TOUR

Compatible with the neighborhood scale...

Building Height

Massing

Design (color, materials, articulation)

Placement (setbacks and Location on lot)

Building Heights

Overall shape, size, form

To create more compatibility...

Landscaping, Planting

Architectural details

Vehicular Access and Loading

Building/Parking Orientation

Additional Landscaping and Planting



PRELIMINARY SITES INVENTORY & ENVIRONMENTAL REVIEW

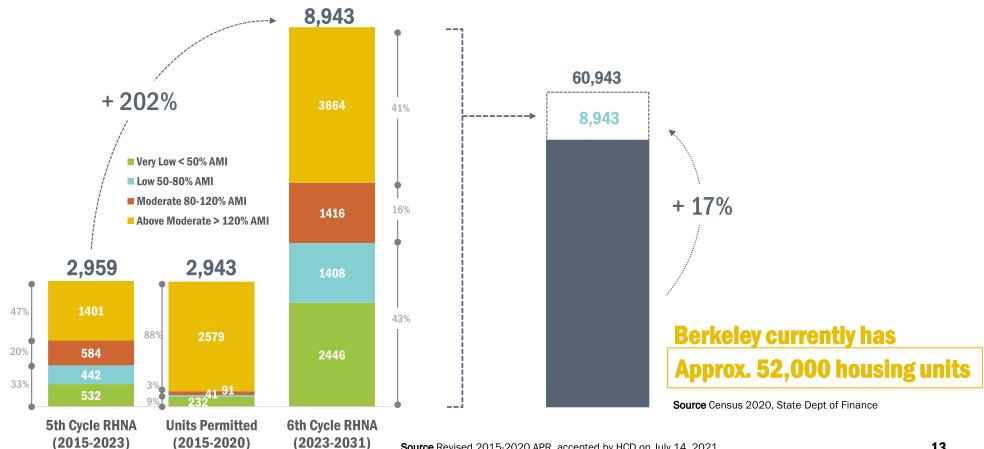
- 1. Meeting the RHNA
- 2. HCD Methodology
- 3. Preliminary Sites Inventory Capacity
- 4. Environmental Impact

Using HCD's <u>Capacity</u> Methodology

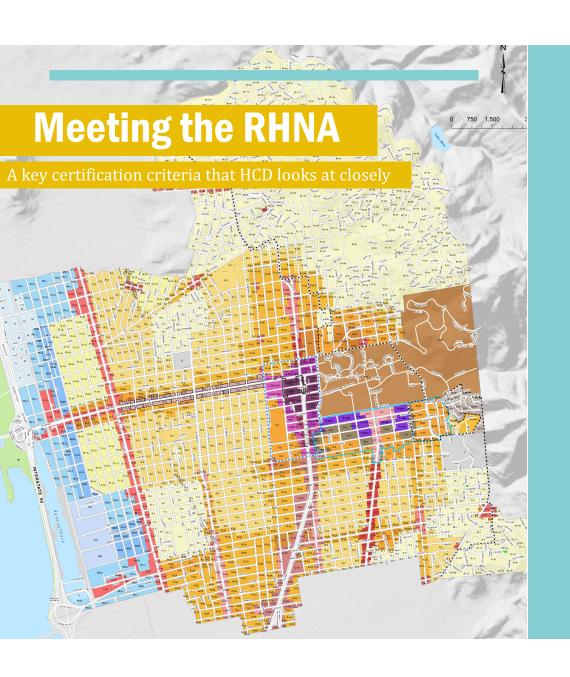
CAPACITY ≠ **HOUSING PRODUCTION**

Regional Housing Needs Allocation (RHNA)

5th & 6th cycle



Source Revised 2015-2020 APR, accepted by HCD on July 14, 2021



- > Adequate Sites
- > Zoned Appropriately
- > Available for residential use
- > Capacity to provide units, by income level, required by RHNA
- Meet HCD's criteria (physical characteristics, density)

Likely Sites

ADU Trend

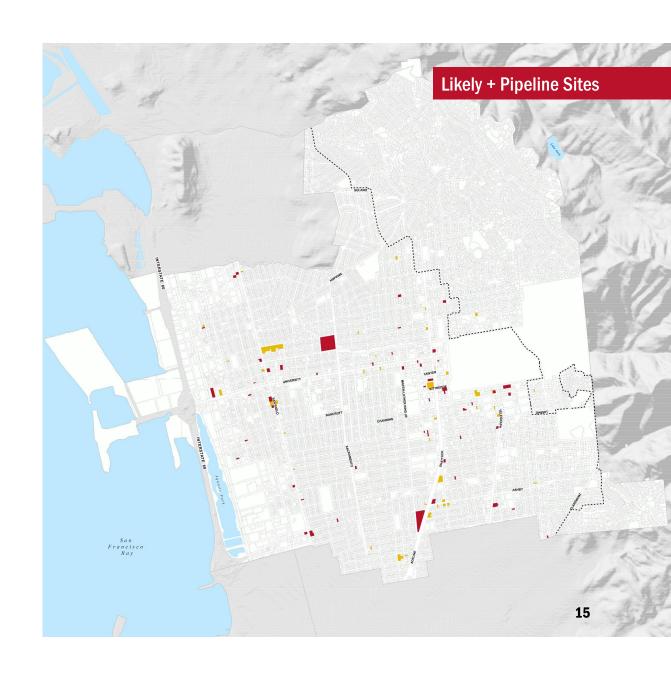
N Berkeley & Ashby BART

Approved Projects since 2018

Pipeline Sites

Projects under Review

Anticipated



Opportunity Sites

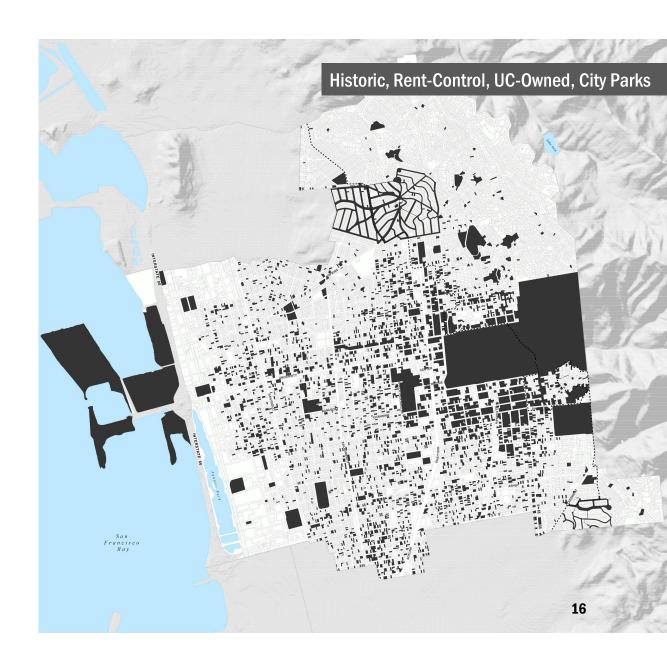
Federal, State, County-owned

Condo or Large Apartment Bldg

Historically-sensitive

Rent-Controlled Units

Most Supermarkets



Opportunity Sites

Vacant Land Use

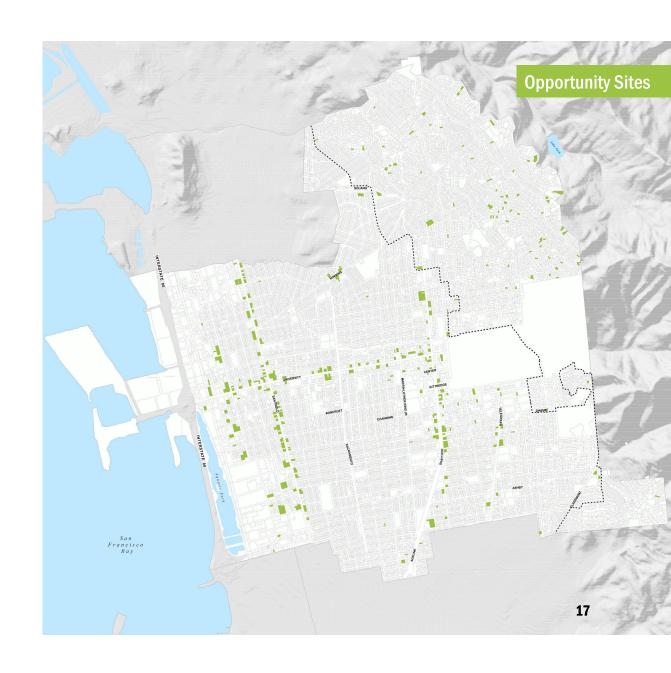
Non-residential Building > 30 yrs old

Built at $\leq 35\%$ capacity (e.g. density, height)

Affirmatively Furthering Fair Housing

Racial Diversity
Concentration of Poverty
Environmental Equity
Community Benefits

Ensure affordable housing is distributed and balanced in "high opportunity" neighborhoods.



Opportunity Sites

AB 1397 Reused 5th Cycle Sites for Lower Income Units

- > 18 opportunity sites
- > Accommodates 1,419 lower income units
- > Located mainly along commercial corridors



Meeting the RHNA

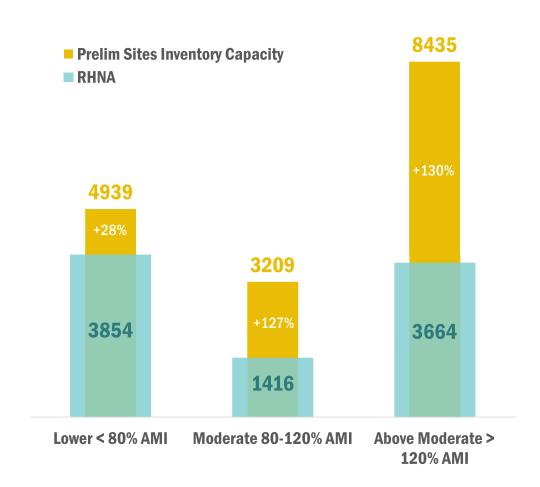
No Net Loss (SB 166) \rightarrow Buffers

Sites Inventory RHNA (8,943 units)

NOT ACTUAL DEVELOPMENT PROPOSALS

- > City is not required to build or finance the housing
- > Does not automatically authorize the construction of housing units
- > No obligation by property owner to take action
- > Reliant on the development industry (market rate/affordable) to construct

RHNA vs. Preliminary Sites Inventory Capacity



Potential Zoning Code Amendments



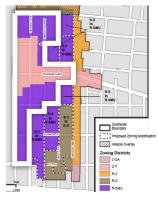
R-1, R-1A, R-2, and R-2A Up to 2-3-4 units per parcel, allow division of units.

Variety and flexibility of housing types and tenure

April 23, 2019. Missing Middle Housing Report. Berkeley City Council. https://www.cityofberkeley.info/Clerk/City_Council/2019/04_Apr/Documents/2019-04-23_Supp_2_Reports_Item_32_Rev_Droste_pdf.aspx

February 23, 2021. Resolution to End Exclusionary Zoning in Berkeley. Berkeley City Council.

https://www.cityofberkeley.info/Clerk/City_Council/2021/02_Feb/Documents/2021-02-23_Item_29_Resolution_to_End_Exclusionary.aspx



Southside Plan Area

Increased height and coverage; 12 story within the original R-SMU and the C-T north of Dwight

July 12, 2016, Allow increased development potential in the Telegraph Commercial (C-T) District between Dwight Avenue and Bancroft Avenue. [Link]

April 4, 2017, Create a citywide Use Permit process to allow non-commercial use on the ground floor . [Link]

May 30, 2017, Develop a pilot Density Bonus program for the C-T District. [Link]

October 31, 2017, Facilitate student housing by increasing the height and Floor Area Ratio (FAR) in the portions of the R-SMU, R-S and R-3 District [Link]

January 23, 2018, More Student Housing Now Resolution. [Link]

May 1, 2018, Convert commercial space into residential use within all districts in the Southside located west of College Avenue. [Link]

November 27, 2018, Move forward with parts of More Student Housing Now resolution and implementation of SB 1227. [Link]



Priority Development Areas (PDAs)

Downtown, University, San Pablo, Shattuck, Telegraph Adeline (not included)

Transit + Commercial CorridorsMin. 15-minute peak headways

March 25, 2021, Initiation of Public Process and Zoning Concepts for 2023-2031 Housing Element Update. Report to Berkeley City Council, Councilmember Droste et al. https://www.cityofberkeley.info/uploadedFiles/Clerk/City_Council/2021/03_Mar/Documents/Initiation%20of%20Public%20Process%20and%20Zoning%20Concepts%20-%20Mayor%203-25-21.pdf

Southside Zoning Amendments



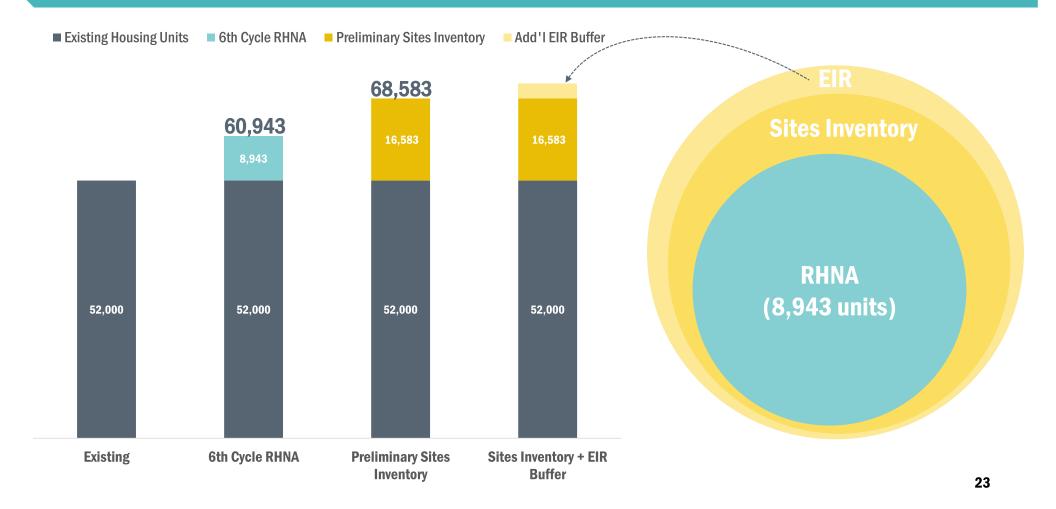
5 areas now zoned R-S and, one area zoned R-3, \rightarrow R-SMU

- > Increased maximum heights (from 4/5 to 6 stories)
- > Increased lot coverage (from 70%/75% to 85%)

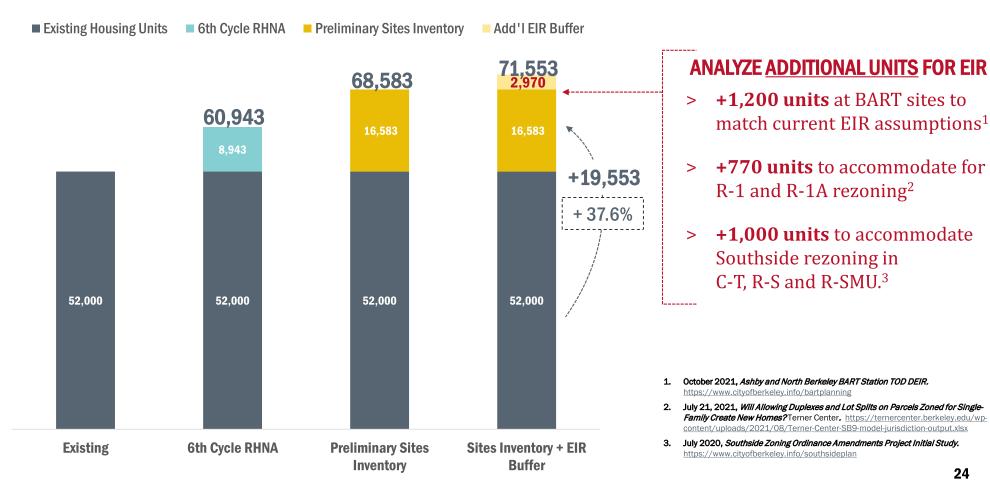
One area now zoned R-3 \rightarrow R-S

- > Increased maximum heights (from 4 stories to 5 stories)
- > Increased lot coverage (from 70% to 75%)

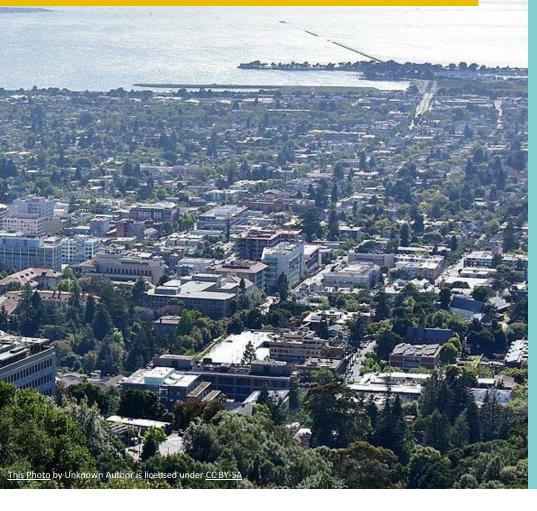
EIR Project Description



EIR Project Description



Sustainability & Resilience



CLIMATE BENEFITS

- > Infrastructure proximity
- > New construction standards

HEALTH BENEFITS

- > Air quality
- > Active transportation

CONNECTIVITY & COMMUNITY

- > Access
- > Affordability

CLARIFYING QUESTIONS?



FOR MORE INFORMATION / SUBSCRIBE TO THE EMAIL LIST

www.cityofberkeley.info/HousingElement

CONTACT US

HousingElement@cityofberkeley.info

Residential Objective Standards

- 1. Overview
- 2. Two to Four Units
- 3. Multi-Unit 5+ and Mixed-Use
- 4. Residential Objective Standards & the Environment

Framework - Three Buckets



A Two-Part Process

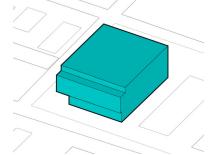
PART 1 – OBJECTIVE <u>DEVELOPMENT</u> STANDARDS

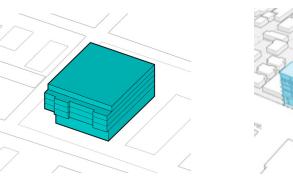
PART 2 – OBJECTIVE <u>DESIGN</u> STANDARDS

2023 and later

WE ARE HERE (2021 to 2023)









SITE

Zoning

Land Use

Building Placement

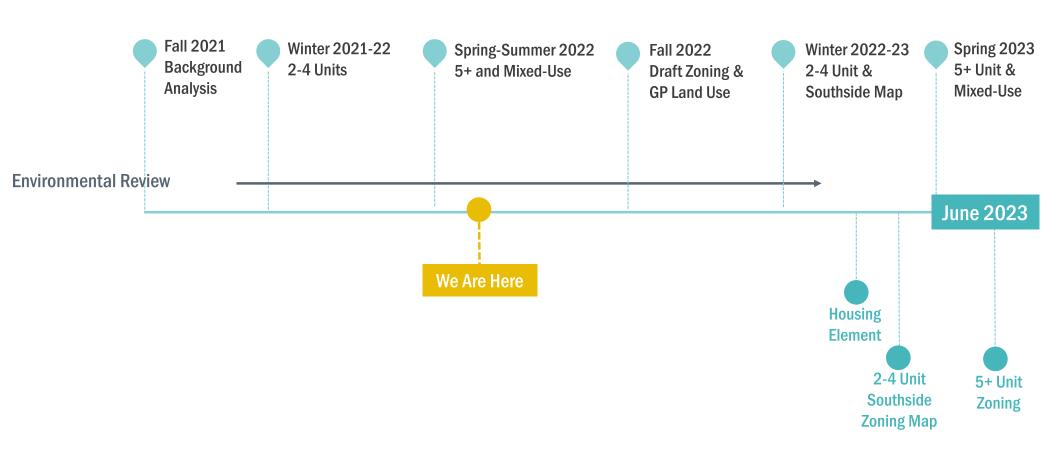
FORM/MASSING

Density (units/acre)

Open Space

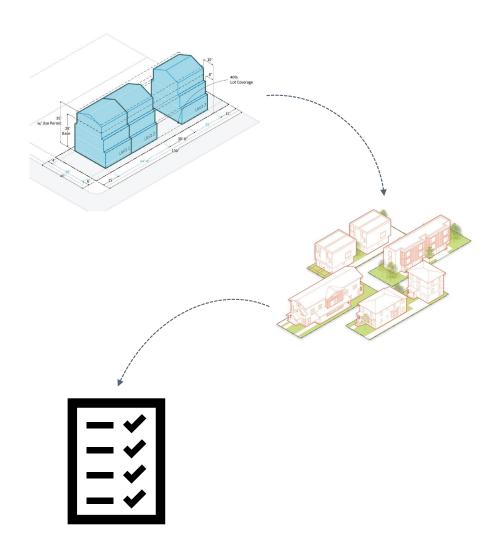
ARTICULATION FACADE

Residential Objective Standards Timeline

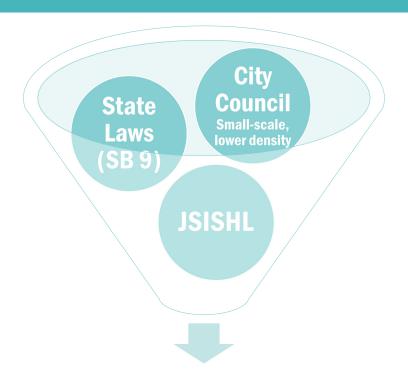


2-4 Unit Residential Objective Standards

- 1. 10 Existing Standards Models
- 2. 4 Prototype Models
- 3. Draft Development Standards



Standards for 2-4 Unit Residential



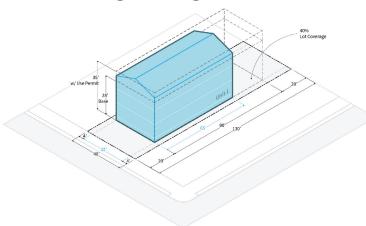
ANTICIPATED OUTCOMES

- > Creates a new "Multi-Unit 2-4" land use category
- > Allows this use in the R-1, R-1A, R-2, R-2A, and MU-R Districts
- Establishes development standards for this use

Existing Standards

- > Illustrate and analyze existing standards in R-1, R-1A, R-2, R-2A, and MU-R districts
- > Use typical 5,200 sq. ft. lot (40' by 130')
- > Show developable envelope ("glass box") defined by setbacks and height
- > Identify achievable floor area and building volume limited by lot coverage, step backs, FAR, and other standards

Model 1: R-1 Single Building on Internal Lot

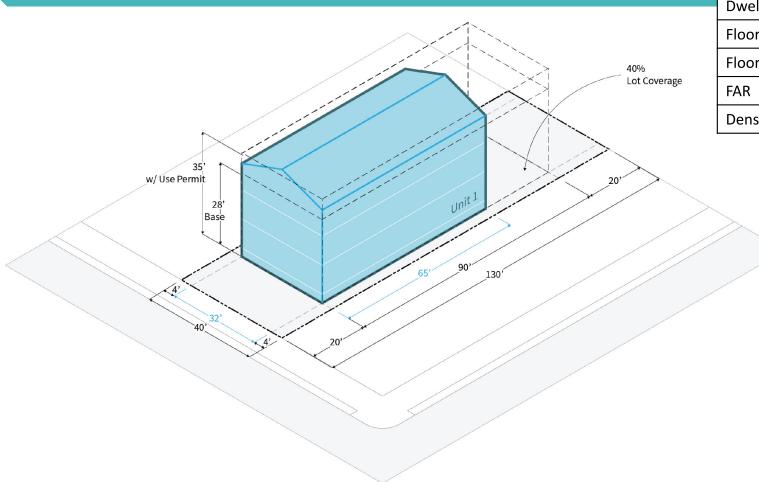


This first model shows the typical maximum building envelope on a standard R-1 lot for one unit only. This is the prevailing typical single-family housing typology for residential zoning. As shown in this model, lot coverage is a limiting standard in the R-1 district that prevents the blue building volume from occupying the entire developable envelope shown by the dashed line.

Standards	Existing Standard	Illustrated Volume	Assumptions	Existing Standard	Illustrated Volume
Primary Dwelling Units	1	1	Lot Area	5,000 sf min	5,200 sf
Average Height	28', 35' w AUP	35**	Lot Area per Dwelling Unit	No minimum	Meets standard
Stories	3	3	Lot Dimension	Not limited	40' x 130'
Lot Coverage	40% max	40%	Outputs		
Setbacks			Total Footprint	Not limited	2,080 sf
Front	20' min	20'	Total Floor Area	6,000 sf	6,240 sf
Rear	20' min	20'	FAR	Not limited	1.2
Side	4' min	4'	Density	1 unit per lot	8.4 du/ac
Street Side	4' min	N/A	Usable Open Space	400 sf/du	Meets standard
Building Separation	N/A	N/A			

* This requires an AUP ** May be reduced with an AUP

Existing R-1 Standards



Model Outputs	
Dwelling Units	1
Floor Area, Total	6,240 sf
Floor Area per Unit	6,240 sf
FAR	1.2
Density	8.4 du/ac

Summary of Existing Standards

	Units	Floor Area	FAR	Density	Limiting Factors
R-1					
Model 1: Single Building on Internal Lot	1	6,240 sf	1.2	8.4 du/ac	Lot coverage
R-1A					
Model 2: Single Building on Corner Lot	2	7,008 sf	1.3	16.9 du/ac	Lot coverage
R-2					
Model 3: Two Buildings on Internal Lot	2	5,229 sf	1.0	16.9 du/ac	Corner lot building
Model 4: Two Buildings on Internal Lot	2	4,881 sf	0.9	16.9 du/ac	separation, upper
Model 5: Two Buildings on Corner Lot	2	5,884 sf	1.1	16.9 du/ac	story setbacks, and lot coverage
R-2A					
Model 6: Two Buildings on a Corner Lot	3	6,212 sf	1.2	25.1 du/ac	Corner lot setbacks
Model 7: Two Buildings on Internal Lot	3	4,881 sf	0.9	25.1 du/ac	and lot coverage
MU-R					
Model 8: Two Buildings on Internal Lot	4	7,800 sf	1.5	33.5 du/ac	FAR
Model 9: Four Buildings on Corner Lot	4	7,800 sf	1.5	33.5 du/ac	
SB 9					
Model 10: Two Buildings with Split Lot (SB9)	4	2,400 sf	0.9	33.5 du/ac	SB 9 allows 800 sf min per unit



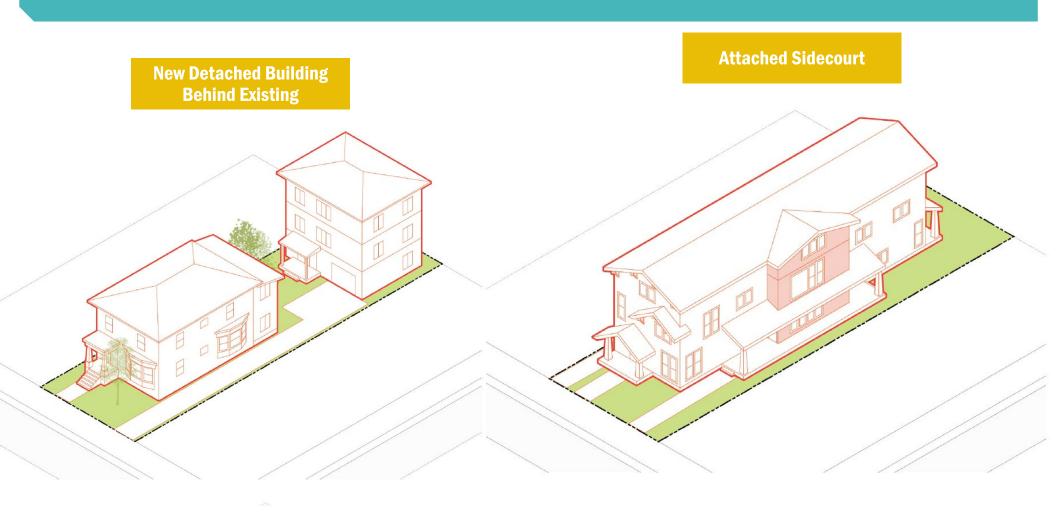
Prototype Models

- > Show potential configurations of three- to four-unit projects based on recent development in Berkeley and surrounding jurisdictions
- > Identify where the residential types and configurations may conflict with existing zoning standards
- > Prepare new development standards for consideration in each low-density Residential District



	Complies with Existing Standards?					
Model Info	R-1	R-1A	R-2	R-2A	MU-R	
Number of Units	4	No	No	Yes	Yes	Yes
Lot Area Per Unit	1,300 sf	No	No	No	No	Yes
Total Footprint	2,100 sf	Yes	Yes	Yes	Yes	Yes
Total Floor Area	5,000 sf	Yes	Yes	Yes	Yes	Yes
Lot Area	5,200 sf	Yes	Yes	Yes	Yes	Yes
Lot Coverage	40%	Yes	Yes	No	No	Yes
Lot Width	40'	Yes	Yes	Yes	Yes	Yes
Lot Depth	130'	Yes	Yes	Yes	Yes	Yes
Usable Open Space Per Dwelling Unit	≈ 215 sf	No	No	No	No	Yes
Floor Area Ratio	1.0	Yes	Yes	Yes	Yes	Yes
Building Height, Average	27-32'	Yes*	Yes*	Yes*	Yes*	Yes
Stories	2-3	Yes	Yes	Yes	Yes	Yes
Setbacks	•		•			
Front	20'	Yes	Yes	Yes	Yes	Yes
Rear	5'	No	No	Yes*	Yes*	Yes
Side	4'	Yes	Yes	Yes	Yes	Yes
Street Side	n/a	n/a	n/a	n/a	n/a	n/a
Building Separation	30 ft.	Yes	Yes	Yes	Yes	Yes

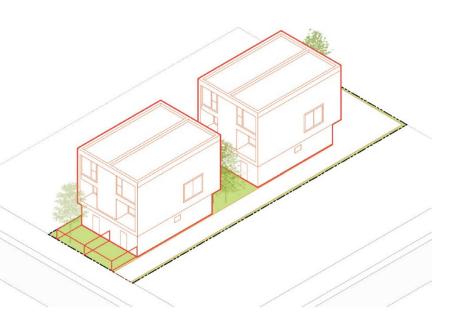
Four Prototype Models

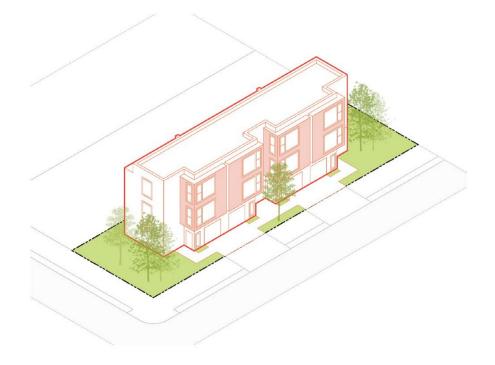


Four Prototype Models

Detached Cluster

Attached Row Homes





Four Prototype Models - Context

New Detached Building Behind Existing

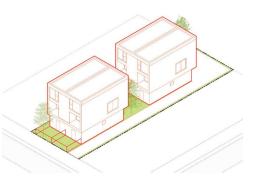
Attached Sidecourt

Detached Cluster

Attached Row Homes

















Four Prototype Models – Conflicts with Current Zoning

New Detached Building Behind Existing	Attached Sidecourt	Detached Cluster	Attached Row Homes
# of Units per Lot	# of Units per Lot	# of Units per Lot	# of Units per Lot
Lot Area per Unit	Lot Area per Unit	Lot Area per Unit	Lot Area per Unit
Lot Coverage	Lot Coverage	Lot Coverage	Lot Coverage
Usable Open Space	Usable Open Space	Usable Open Space	Usable Open Space
Building Height, Avg.	Building Height, Avg.	Building Height, Avg.	Building Height, Avg.
# of Stories	# of Stories	# of Stories	# of Stories
Front Setback	Front Setback	Front Setback	Front Setback
Rear Setback	Rear Setback	Rear Setback	Rear Setback
Side Setback	Side Setback	Side Setback	Side Setback
Bldg Separation	Bldg Separation	Bldg Separation	Bldg Separation

Proposed Draft Standards

- > Zoning districts: R-1, R-1A, R-2, R-2A, and MU-R outside of H overlay
- > 2-4 unit projects only
- > Summary table with existing and proposed new standards
- > Options for certain standards

Item 2 - Attachment 2 Zoning Ordinance Revision Project (ZORP) February 16, 2022

DRAFT STANDARDS FOR RESIDENTIAL PROJECTS WITH TWO TO FOUR UNITS IN THE R-1, R-1A, R-2, R-2A, AND MU-R ZONING DISTRICTS

This document presents draft standards for residential projects with two to four units in the R-1, R-1A, R-2, R-2A, and MU-R zoning districts. These standards are intended to implement the City Council's direction to eliminate exclusionary zoning and allow for small-scale multifamily development in Berkeley's lower-density residential districts.

These draft standards also reflect Senate Bill (SB) 9, which requires all California cities to allow two dwelling units on one parcel in a single-family zone if the development meets certain requirements. SB 9 also requires cities to allow an "urban lot split" in a single-family zone, with two units allowed on each of the two newly created parcels (resulting in four units total).

The draft standards in this document are organized into two main sections:

- · Allowed Uses and Permits Required
- Development Standards

For certain standards, different options are presented along with staff recommendations. City staff and consultants will request feedback on these options at the ZORP Subcommittee meeting on February 16, 2022.

ALLOWED USES AND PERMITS REQUIRED

City Council direction calls for the City to allow 2-4 unit projects in R-1, R-1A, R-2, R-2A, MU-R districts. The options below address permits required for this use.

Option 1: Allow All 2-4 Unit Projects By-right (Recommended)

Option 1 would allow 2-4 unit residential development, including new buildings and additions, with a Zoning Certificate in the R-1, R-1A, R-2, R-2A, and MU-R districts. The City would approve the development ministerially if it complies with all objective standards – which are being developed as part of this project. No discretionary permit or public hearing would be required. Table 1 shows proposed changes to the allowed use table for residential districts consistent with this option.

Proposed Draft Standards

- **□** Density
- ☐ Lot Area
- ☐ Lot Area per Unit
- ☐ Lot Coverage
- **□** Open Space
- ☐ Building Height
- ☐ Setbacks
- ☐ Step Backs
- ☐ Building Separation
- ☐ Floor Area Ratio





Floor Area and FAR and Preservation

R-1 District

	Standards			Achievable Floor Area	
	Height	Stories	Coverage	Total	Per Unit
Existing Standards					
1 unit	28/35 ft.	3	40%	6,240 sf	6,240 sf
Proposed Standards					
2 units	28 ft.	3	40%	6,240 sf	3,120 sf
3 units	35 ft.	3	45%	7,020 sf	2,340 sf
4 units	35 ft.	3	50%	7,800 sf	1,950 sf

Achievable floor area increases as # units increase

R districts: Height and coverage standards scale up

MU-R: FAR scales up

Option to increase floor area if existing front main residential building preserved.

Permits Required - Existing

Existing Permit Requirements

Dwelling Types	R-1	R-1A	R-2	R-2A	MUR
Single-Family	UP(PH)	UP(PH)	UP(PH)	UP(PH)	AUP
Two-Family	NP	UP(PH)	UP(PH)	UP(PH)	AUP
Multi-Family	NP	NP	UP(PH)	UP(PH)	UP(PH)

ZC Zoning Certificate **UP(PH)** Use Permit(Public Hearing) **AUP** Administrative Use Permit **NP** Not Permitted

Permits Required - Proposed

Proposed Permit Requirements

Dwelling Types	R-1	R-1A	R-2	R-2A	MUR
Single-Family	UP(PH)	UP(PH)	UP(PH)	UP(PH)	AUP
Multi-Unit 2-4	ZC	ZC	ZC	ZC	ZC
Multi-Unit 5+	NP	NP	UP(PH)	UP(PH)	UP(PH)

ZC Zoning Certificate **UP(PH)** Use Permit(Public Hearing) **AUP** Administrative Use Permit **NP** Not Permitted

ZORP Subcommittees Feedback

- > By-right approvals
- > Unit sizes
- > Preservation Incentive
- > Shade and Solar Access Impacts
 - Concern about impacts on adjacent rooftop solar (existing and potential future)
 - Concern about individual properties, as well as citywide renewable energy generation and climate resilience
 - Requests for new objective standards for shade and solar access impacts

Q: Council feedback on proposed zoning modifications and development standards for two- to four-unit projects in low-density residential districts?

Model for Solar Studies

Models help us answer...

> Expected rooftop solar access impacts?

> Would these impacts constitute a detriment?

> Are new objective standards needed?

> If so, what is the best approach?

Model is Geo-located to Berkeley, CA and set on a grid aligned with true North

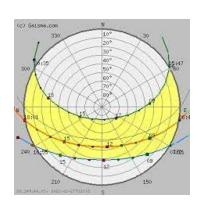
Solar Conditions

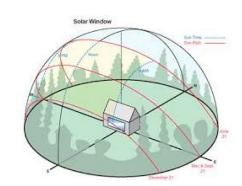
Solar Energy Production Months

Assuming February through October (the summer half the year), but also knowing that there are more months.

Applicable Hours of Day

8am, 10am, noon, 2pm, 4pm





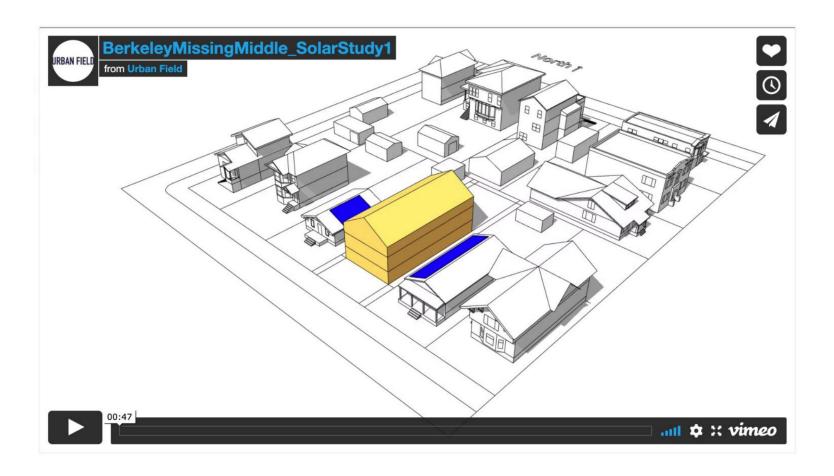


Average monthly sunhours in San Francisco, United States of America Copyright © 2022 weather-and-climate.com

On average, May is the most sunny month with 324 hours of sunshine

On average, December has the lowest amount of sunshine with 160 hours

The average annual amount of sun hours is 3072 hours

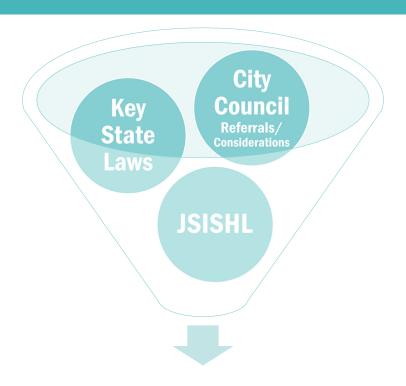


https://vimeo.com/686933499

Multi-Unit 5+ and Mixed-Use Methodology

- 1. Overview
- 2. Proposed Methodology
- 3. Early Policy Questions

Standards for Multi-Unit 5+ and Mixed Use



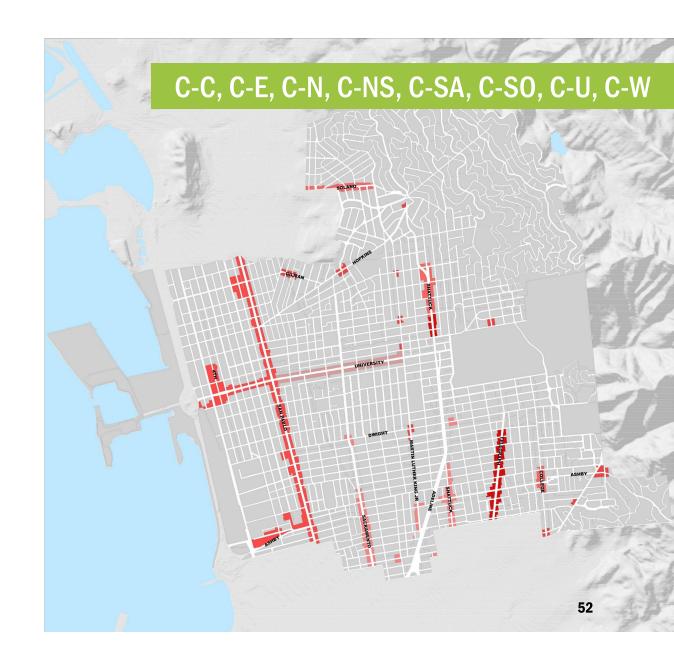
ANTICIPATED OUTCOMES

- > Considers diversity of project types, sizes, locations
- Codifies typical City requirements
- > Reduces reliance on subjective Use Permit requirements

Mixed Use vs. Residential Only

- > In most Commercial Districts, development standards vary between mixed-use and residentialonly projects
- > Results in significantly greater achievable floor area for mixed-use projects
- > Intended to encourage mixed-use development along commercial corridors
- > Unintended ground floor vacancies

April 4, 2017. Referral to Allow Non-commercial Ground Floor Uses. Wengraf et al. https://www.cityofberkeley.info/Clerk/City_Council/2017/04_Apr/Documents/2017-04-04_Item_21_Referral to the Planning Commission to Allow Non-commercial Use.aspx



Example: C-C District

	Mixed-Use	Residential-Only	
Lot Area, min	No min	5,000 sf	
Bldg Height, max	40', 50' w/ UP	35'	
# Stories, max	3, 4 w/ UP	3	
Lot Coverage (Interior), max	100%	1-2 story: 45% 3-story: 40%	
Lot Coverage (Corner), max	100%	1-2 story: 50% 3-story: 45%	
Floor Area Ratio, max	3.0	No max	
Approx. Max Floor Area on a 5,000 sf interior lot	15,000 sf	6,000 sf	

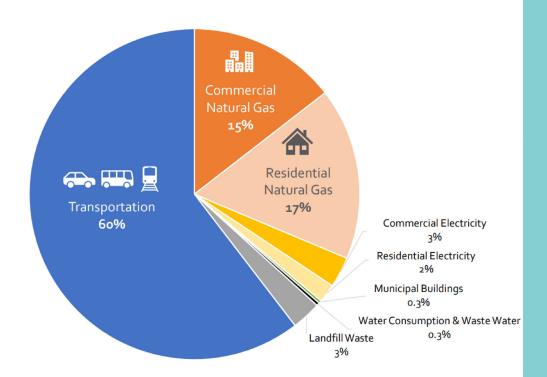
Q: Should residential-only projects on commercial corridors—outside designated nodes—have the same built envelope and maximum floor area as mixed-use residential projects?

Heights & Stories

- > Majority of the City allows a maximum height of 35' and 3 stories.
- > In Downtown: Max two 120-foot buildings + three 180-foot buildings in C-DMU Core
- > In Southside: Currently allows 45-75 with use permit in R-3, R-S, R-SMU, C-T, C-SA
- > In Southside Plan Initial Study: Up to three 12-story buildings

Max Height w/ Use Permit PERMIT ALLOWED BY **Q:** Should the City raise maximum heights and/or uncapping the number of tall buildings in Downtown and the Southside once objective standards and programmatic elements to incentivize affordable units are in place?

2019 GHG Inventory

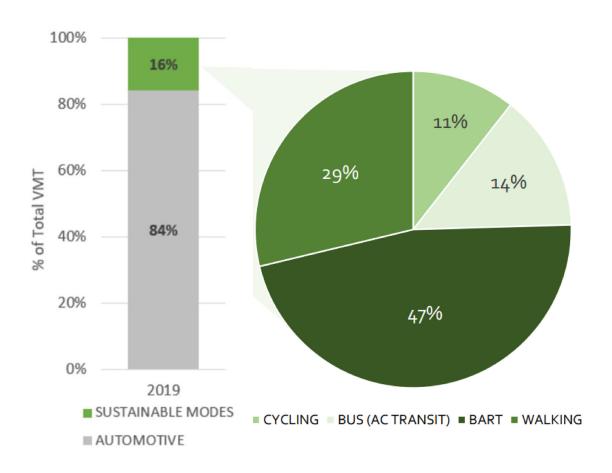


Source 2019 Greenhouse Gas Inventory, UC Berkeley and the Berkeley Lab are not included in the GHG Inventory

DECARBONIZING BUILDINGS

- Prohibition of Natural GasInfrastructure in NewConstruction
- > Low Carbon Concrete
- > EBCE Renewable 100
- Existing BuildingsElectrification Strategy

Reducing transportation emissions



THANK YOU



Photo Credit Jessica Christian / The Chronicle LINK

FOR MORE INFORMATION

www.cityofberkeley.info/objectivestandards

CONTACT US

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