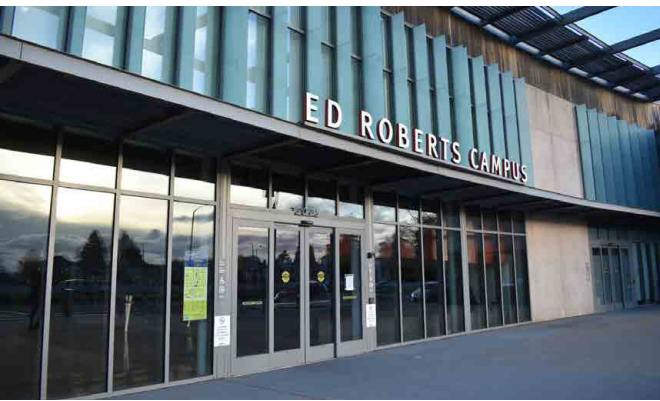
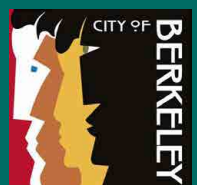


city of berkeley
ADELINE CORRIDOR
specific plan



ADOPTED DECEMBER 8, 2020

1947 CENTER STREET
BERKELEY CA 94704



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chapter 1: introduction

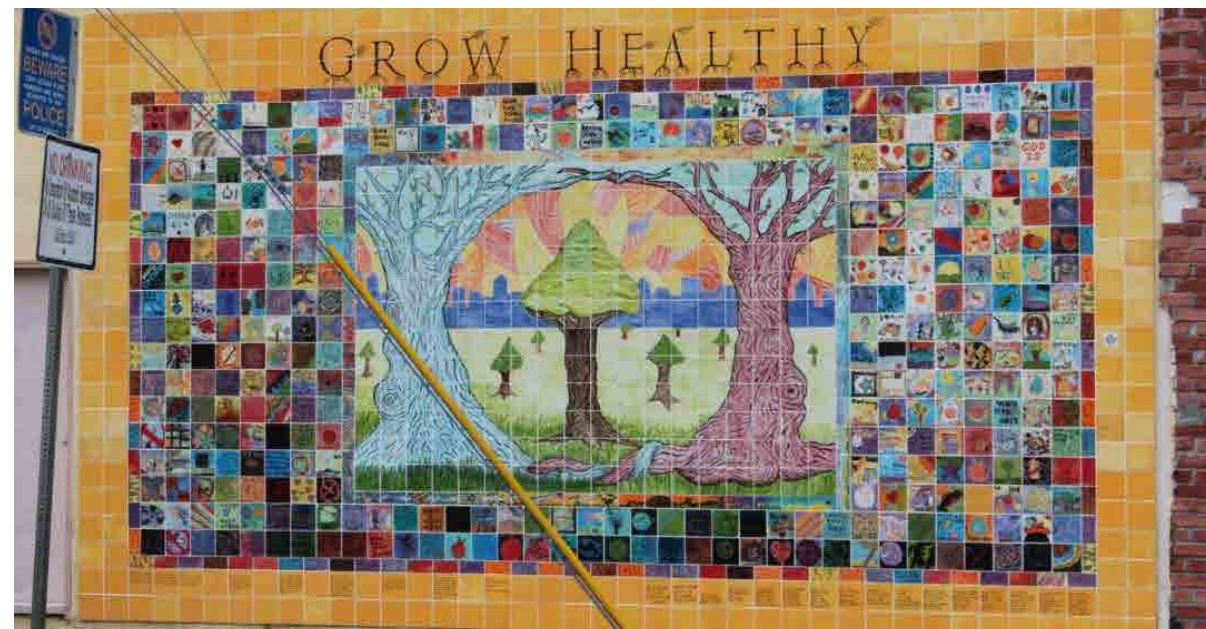
INTRODUCTION

In 2015, the City of Berkeley began a community planning process to develop a long-range plan for the Adeline Corridor, which for 120 years has been one of Berkeley's most culturally and economically diverse neighborhoods. South Berkeley and the neighborhoods along Adeline Street have played an important role in the history of Berkeley, particularly in the history of the City's Black/African-American and Japanese-American communities. Throughout the planning process, many community members expressed a concern that the accelerated pace of demographic and economic change in the area over the last several decades threatened to "make invisible" key defining characteristics and values that have made South Berkeley the place it is today.

The City of Berkeley is committed to carrying on the legacy of South Berkeley, the Adeline Corridor, and the communities who have called it home. Extending this legacy will require policies and actions to prevent displacement, support local institutions, and preserve the

historic sites and structures that make the community unique, while also articulating a vision that proactively directs future community development.

The Adeline Corridor Specific Plan articulates a community vision and planning framework that will serve as a guide for the City and other public agency decision-makers, community members and other stakeholders over the next 20 years. The goals, policies, and strategies in this Plan are grounded in the reality that no single plan for a limited geographic area can comprehensively address all of the issues faced by a community. At the same time, a planning document like a Specific Plan is one of the best tools we have to directly and explicitly state a vision for the community and enact mechanisms to achieve it. Long-term success of the plan will rely not only on the City and other public agencies that fund and maintain public improvements and services, but on the people who live, work, and visit here. This is a community plan to support a community vision.



A mural at 3198 Adeline Street completed in 2012 by Youth Spirit Artworks

LOCATION

The Adeline Corridor Specific Plan Area ("Plan Area") is located in the southern portion of the City of Berkeley and extends approximately 1.3 miles north from the Berkeley/Oakland border along Adeline Street and a portion of Shattuck Avenue. It serves as an important gateway to Berkeley's Downtown (to the north) and to Oakland (to the south). The 86-acre Plan Area includes approximately 38 acres of right-of-way (e.g. streets and sidewalks) and a wide range of commercial, civic, cultural, and residential land uses as well as the Ashby BART Station, a regional transit facility. In addition to BART, there is also frequent AC Transit bus service throughout the Plan Area via multiple fixed routes. The northern Plan Area boundary is also within 0.5 miles of the Downtown Berkeley BART station. Figure 1-1 shows the Plan Area's regional location and Figure 1-2 focuses on the local context of the Plan Area.

The majority of land surrounding the Plan Area is dedicated to residential uses and is characterized by well-established neighborhoods with a mix of single-family and small multi-family developments. To the north and northeast of the Plan Area, where Downtown and the UC Berkeley campus are located, land uses are characterized by more intensely developed residential, office, and institutional uses. The Plan Area is home to a range of important community assets and landmarks, as shown in Figure 2-1. This includes well-known shopping areas such as the Lorin District, the Antiques District, and the Berkeley Bowl, as well as important community institutions, churches, arts organizations, non-profits, social service providers, and markets such as the Berkeley Flea Market and the South Berkeley Farmers' Market.

The Adeline Corridor Specific Plan ("the Plan") applies within the Plan boundary shown in Figure 1-2, which includes the street itself (Adeline Street between the Oakland border and its termination at Shattuck Avenue), and an additional four-block stretch of Shattuck

Avenue from Dwight Way to Derby Street, as well as parcels on either side of Adeline Street and Shattuck Avenue. Although the Plan's geographic scope is limited to this Plan Area, it also addresses the Plan Area's relationship to the larger South Berkeley area and to citywide initiatives for topics such as affordable housing and economic opportunity. Sharing a boundary with Oakland also makes ongoing coordination with the City of Oakland essential. Many of the topics that the Plan addresses – such as affordable housing, transportation, and open space – are influenced by a range of citywide, regional, and even national and international factors and trends. Because of this, the Plan focuses on planning strategies that can be realistically implemented at the corridor level, while also referencing ongoing citywide or regional strategies that will be important to leverage and coordinate.

PLAN PURPOSE

The Adeline Corridor Specific Plan establishes a comprehensive community vision and a planning framework for how the corridor should evolve into the future. The Plan is intended to guide future public and private actions relating to the Plan Area's development to realize the community vision. It also provides the foundation for the City to continue pursuing other partners, strategies, and funding sources for the improvements and programs identified in the Plan. Some policies and strategies direct the City to adopt new land use regulations or development standards. Other policies recommend public improvements to support the vision for attractive, inclusive, socially and economically healthy neighborhoods. In other cases, policies identify opportunities for the City to work with various community groups, institutions, businesses and public agencies to achieve desired objectives.

Figure 1-1 Regional Location

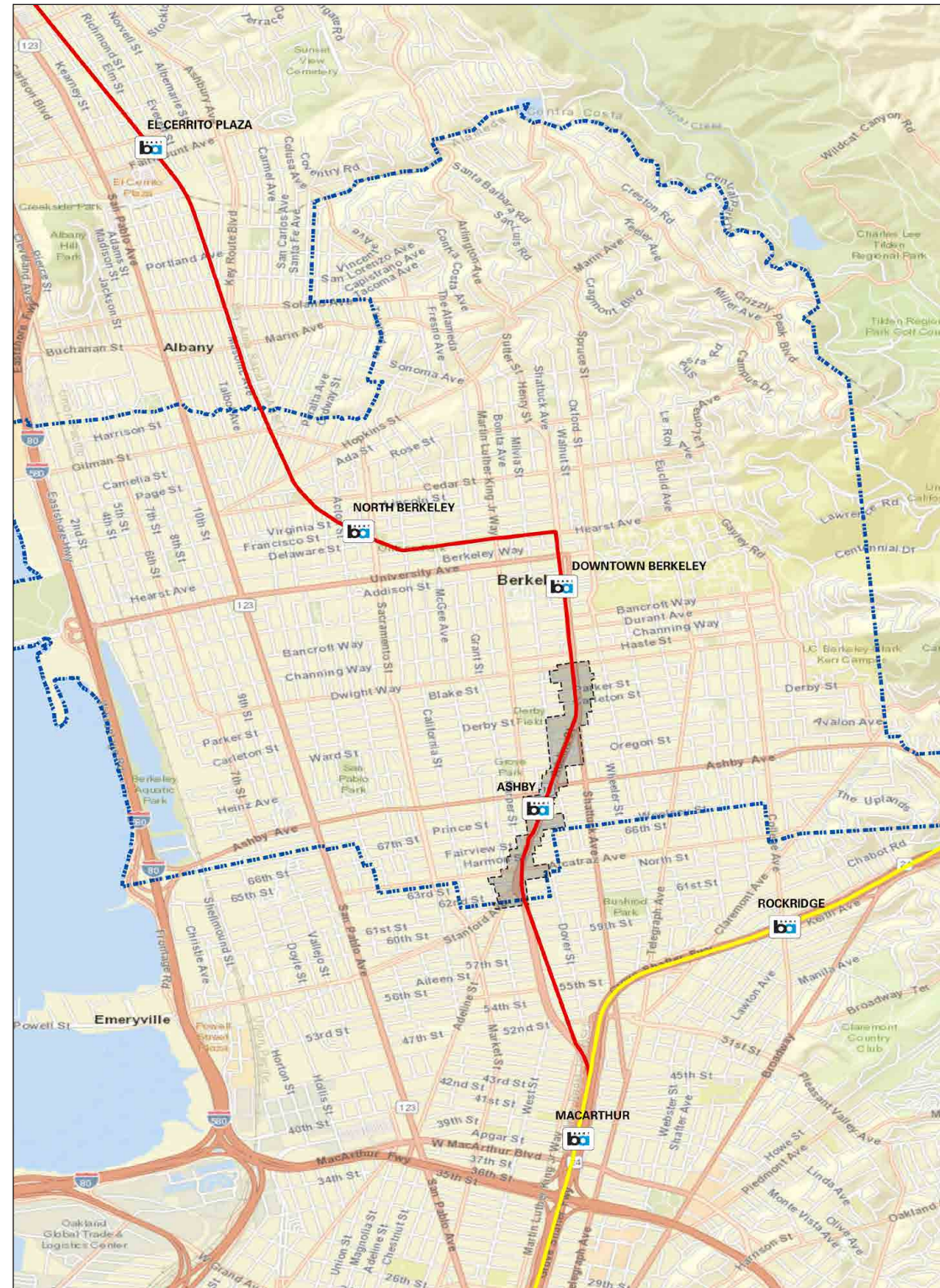


Figure 1-2 Plan Area



HOW TO USE THIS DOCUMENT

The Specific Plan provides goals, policies, and implementation strategies for the Plan Area, organized into five cross-cutting topics raised by the community during the planning process:

- Land Use (Chapter 3)
- Housing Affordability (Chapter 4)
- Economic Opportunity (Chapter 5)
- Transportation (Chapter 6)
- Public Space (Chapter 7)

The Plan also includes an Implementation Chapter (Chapter 8) that summarizes implementation priorities for each topic.

If you are a Community Member

For community members who are interested in learning about this plan, Chapter 2 will help you understand the vision and key strategies for the Adeline Corridor the next 20 years. Chapters 3, 4, 5, 6, and 7 have more detailed information about land uses, street improvements, and programs that you could expect in this area. Chapter 8 (Implementation) describes some of the specific programs or actions planned for the area.



If you are a Property Owner or Developer

Property owners who are interested in developing in the Plan Area should become familiar with the Plan’s overall planning framework, as described in Chapter 2. Development applications and project designs will need to be consistent with the Specific Plan’s development standards and guidelines (Chapter 3), as well as relevant guidance for Housing Affordability (Chapter 4), Economic Opportunity (Chapter 5), Transportation (Chapter 6), and Public Space (Chapter 7).



If you are a City Employee or Decision-Maker

If you are an elected City official or City staff, you will be responsible for guiding property owners and developers in their development decisions and applications. The City will use this plan to evaluate these applications, and when planning public improvements to ensure new development is consistent with the overall vision and policies. Future public infrastructure, mobility, and public realm investments should be consistent with the Adeline Corridor Specific Plan. The City should regularly monitor the progress being made on public projects, programs, and implementation strategies described in Chapter 8 (Implementation).



REGULATORY CONTEXT

The Adeline Corridor Specific Plan will be administered by the City of Berkeley as an integrated part of its citywide long-range planning efforts, consistent with the City’s General Plan and Municipal Code. As a long-range planning document, it sets the long-term vision for the area in coordination with other ongoing City initiatives, programs, and capital improvement efforts that will continue to occur over the time horizon of this Plan (through the year 2040).

AUTHORITY TO PREPARE

A “specific plan” is a planning and regulatory tool “for the systematic implementation of the General Plan” according to the Governor’s Office of Planning and Research. By way of its policies, programs, and regulations, a specific plan establishes an intermediate level of detail between the General Plan and individual development proposals within a defined geographic area – in this case, the Adeline Corridor Specific Plan Area. The Adeline Corridor Specific Plan is consistent with state guidance for the preparation of a specific plan, as identified in State Government Code §65450-65457.

RELATIONSHIP TO EXISTING PLANS AND ORDINANCES

The Adeline Corridor Specific Plan is intended to be adopted concurrently with amendments to the City’s General Plan and Municipal Code, which will provide the implementing regulatory framework for future land use and development decisions. The Specific Plan will be consistent with, and serve as an extension of, the City of Berkeley General Plan, providing both policy and regulatory direction specific to the Plan Area. It replaces and supersedes previous plans for the Area, including the 1990 South Berkeley Area Plan, the 1998 South Shattuck Plan, and other previous studies and plans.

The amendments to the General Plan and City of Berkeley Municipal Code (“Municipal Code”) will be adopted through a separate Council action so that they may be amended in the future without amending the Specific Plan.

Upon adoption, the goals and policies in this Plan will supersede goals and policies in the General Plan with respect to the Plan Area. In situations where policies or standards relating to a particular subject are not provided in the Specific Plan, the existing policies of the City’s General Plan and Municipal Code will continue to apply. When future development proposals are brought before the City, staff and decision-makers will use the Specific Plan to guide project review. Projects will be evaluated for consistency with the intent of the Plan policies and for conformance with development regulations and design guidelines.

ENVIRONMENTAL REVIEW

The Adeline Corridor Specific Plan constitutes a “project” under the California Environmental Quality Act (CEQA), and therefore must be evaluated for its potential to create adverse environmental effects. Consistent with CEQA requirements, an Environmental Impact Report (EIR) has been prepared that assesses the potential direct and indirect environmental impacts associated with physical changes that could occur as a result of Plan adoption and implementation.

While the Plan proposes zoning and policy changes designed to influence market forces to create new affordable housing and address displacement (see Chapters 3 and 4), development of most of the properties in the Plan Area would be implemented through the market-driven decisions that individual landowners make for their properties. Thus, it is difficult to project the exact amount and location of future development with any precision. Although no specific future development projects were evaluated by the EIR, the analysis of potential physical environmental impacts is based on reasonable assumptions about future development that could occur in the Plan Area

(referred to as a buildout projection) through the year 2040 within the four subareas of the Plan Area (described in more detail in Chapter 2: Vision and Planning Framework). As noted in the EIR, for the purposes of environmental analysis, a reasonably foreseeable estimate of buildout associated with the proposed Specific Plan through the horizon year of 2040 would include the new, net development of 1,450 housing units and 65,000 square feet of commercial space (see Table 1-1 below). However, in order to evaluate the environmental consequences of Specific Plan implementation, particularly as it relates to traffic generation, assumptions have been made about the reasonable distribution and intensity of new development within the Plan Area.

This approach allows the City to comprehensively evaluate the cumulative impacts of the Specific Plan and consider broad policy alternatives and areawide mitigation prior to adopting the Specific Plan, General Plan, and Municipal Code amendments. While the Adeline Corridor buildout projection reflects a reasonably foreseeable maximum amount of development for the Plan Area through 2040, it is not intended as a development cap that would restrict development in any of the four subareas. Rather, the Plan allows

for flexibility in the quantity and profile of future development within each subarea, and between subareas. Proposed projects that would result in development exceeding buildout assumptions of the EIR would be subject to further environmental review.

The environmental review of the Specific Plan is also intended to expedite the processing of future projects that are consistent with the Plan. The City intends to use the streamlining/tiering provisions of CEQA to the maximum feasible extent, so that future environmental review of individual projects within the Plan Area is expeditiously undertaken without the need for repetition and redundancy, as provided in CEQA Guidelines Section 15152 and elsewhere.

Specifically, pursuant to CEQA Guidelines Section 15183, streamlined environmental review is allowed for projects that are consistent with a specific plan for which an EIR was certified, unless such a project would have environmental impacts peculiar or unique to the project site. Likewise, Public Resources Code section 21094.5 and CEQA Guidelines Section 15183.3 also provide for streamlining of certain qualified, infill projects. In addition, CEQA Guidelines Sections 15162 – 15164 allow for the preparation of a Subsequent (Mitigated) Negative Declaration, Supplemental or Subsequent EIR, and/or

Addendum, respectively, to a certified EIR when certain conditions are satisfied. Moreover, California Government Code section 65457 and CEQA Guidelines Section 15182 provide that once an EIR is certified and a specific plan adopted, any residential development project, including any subdivision or zoning change that implements and is consistent with the specific plan is generally exempt from additional CEQA review under certain circumstances. That said, the above are merely examples of possible streamlining/tiering mechanisms that the City may pursue and in no way limit future environmental review of specific projects.

HOW THIS PLAN WAS PREPARED

In 2015, the City of Berkeley started a community planning process to develop a long-range plan for the Adeline Corridor. From the outset, a primary objective was to reflect community aspirations in the Plan. Equity was a consistent theme throughout the process and is a central theme of the Plan itself. Providing a community engagement process structured to providing multiple opportunities and avenues in order to increase inclusion and participation in sharing input about potential Plan recommendations was a high priority for the City.

This Plan has been developed with extensive input from a broad range of stakeholders including local residents, business owners, workers, property owners, and representatives of community organizations/associations. It has also included public agencies such as BART, AC Transit, the Alameda County Transportation Commission, Caltrans, East Bay Municipal Utility District, and the City of Oakland (see Table 1-2 below for more details).

In addition to community input, the Plan also takes into consideration numerous interrelated existing adopted plans, policies, and regulations, at the City, regional, State and federal levels. This Plan balances the desires and aspirations of diverse group of community members and stakeholders, as well as local and regional initiatives with competing objectives.

Table 1-1 Adeline Corridor Buildout Projection (through 2040)^{1,2}

Plan Subarea	Residential (Dwelling Units)	Commercial (Square Feet)
South Shattuck	300	20,000
North Adeline	200	-5,000
Ashby BART	850	50,000
South Adeline	100	0
Total	1,450	65,000

¹Buildout projection assumes residential use on upper floors with ground floor commercial (retail or small-scale office) space.

²Buildout projection consists of new (or net) residential dwelling units and commercial space. Existing vacant or underutilized built floor area could be more intensively used in the future.



Table 1-2 Planning Process & Community Engagement

VISIONING AND EXISTING CONDITIONS	<p>Introductory Community Forum (January 31, 2015). The Community Forum hosted by then-Mayor Tom Bates and then-District 3 Councilmember Max Anderson, was intended to introduce the project scope, City, and consultant staff and to solicit community ideas about the best way to outreach to the community prior to starting the planning process.</p> <p>Adeline Community IDEA Centers (April – June 2015). The “IDEA Center” provided a unique and convenient opportunity for community members to participate in the planning process. Over 500 people dropped-in during this 3-month period to learn about the Adeline Corridor Plan process; share input on community goals related to affordable housing, local jobs, historic preservation, transportation, and other topics; and discuss ideas and priorities for physical improvements to the corridor such as streetscape design, public art, pedestrian safety, and improved connectivity. City and consultant staff were available at the Firehouse Art Collective (3192 Adeline Street) for 2 weekdays per week and on five Saturdays at different locations within the Plan Area during the visioning phase of the planning process in April – June 2015.</p> <p>Pop-Up Event and Walking/Bike Tours (June 13, 2015). The primary goal of the “pop-up” event was to collect public input on how to better use public spaces along Adeline and South Shattuck and check out temporary “pop-up” ideas for the future of the Adeline/South Shattuck corridor. By transforming a normally quiet sidewalk area into a bustling public plaza complete with food, music, live art, and community activities, the 150+ event participants were able to experience and envision potential changes within their community. The event also included two walking tours and one biking tour for community members to share their thoughts on the pedestrian and cyclist experience along the Adeline/South Shattuck corridor. Over 50 community members participated in the three tours.</p> <p>Community Workshop: Existing Conditions and Visioning (August 31, 2015). The visioning workshop presented members of the community with an opportunity to review and discuss the ideas emerging from community feedback collected to-date and the data in the Existing Conditions Report. The workshop also provided a large-scale forum for residents and community members to work collectively to develop a clear vision for the character of the corridor.</p> <p>Surveys. City staff and consultants, in partnership with the community, conducted several surveys to help collect information about needs and opportunities. Surveys conducted included: Community Opportunities and Needs Survey (April – June 2015 – 1,118 responses); Business Survey (April/May 2015 – 102 responses out of 340 mailings – 30% response rate); Flea Market Vendor Survey (December 2015 – Feb. 2016 – 41 responses); Shopper/Employee/Business Owner Transportation Intercept Survey (May – June 2017).</p> <p>Community Learning Sessions (November 2015 – April 2016). In response to community requests for more background information relating to key areas of concern/interest, City staff organized three “101 sessions” that included speakers from City departments, other public agencies, and community partners on the following topics: affordable housing, zoning and planning, and “complete streets” (planning for all modes of transportation to increase safety, access, and mobility).</p>
DEVELOPING PLAN DIRECTION	<p>Community Workshop: Building the Plan Together. Affirming the Community Vision, Exploring Options for Transportation/ROW and Publicly-Owned Land (May 21, 2016). The primary goals of the community workshop were to review and affirm the community vision and to discuss options to identify the community’s preferred direction for transportation options and uses of both right-of-way (ROW) opportunity areas and publicly-owned sites to better serve community goals.</p> <p>Re-Imagine Adeline Open House Exhibits (January/March 2017). The purpose of this event was to present refined design concepts to redesign the right-of-way based on community feedback collected over the past two years with technical studies conducted by staff and consultants. The exhibit consists of display boards and 3-dimensional models to visualize potential changes to the Adeline corridor. The exhibit was hosted at the Ed Roberts Campus at 3075 Adeline Street for two viewing periods. The first viewing period took place between January 28 and February 4, 2017 and began with a “kickoff” event including remarks from City officials. The second viewing period took place between March 25 and March 31, 2017. Additionally, a web-based version of the exhibit was created, including a video and on-line questionnaire that included the same questions presented at the exhibit itself.</p> <p>Adeline Corridor Open House and Workshops. Plan Concepts (March and June 2018). Members of the public were asked to provide input about draft Plan concepts that would become the basis for preparing a draft Plan. The open house was first presented as a two-week exhibit along with four topic-specific workshops about equity, affordable housing and community benefits, redesigning the public right-of-way to improve mobility and safety and increase open space, and strategies to foster economic opportunity. The open house took place at the Ed Roberts Campus at 3075 Adeline Street from March 10 – March 23, 2018. Additionally, a web-based version of the open house exhibits was created using the City’s online forum “Berkeley Considers” to give the public additional opportunities to provide input from May 17 through June 3, 2018.</p> <p>Community Meeting about a Vision for the Ashby BART Station Area (August 2, 2018). Mayor Jesse Arreguin, Councilmember Ben Bartlett, and BART Director Lateefah Simon hosted a community meeting to have a deeper conversation about the long-term vision for the Ashby BART Station Area. The Mayor, Councilmember, Director Simon and City of Berkeley Planning Director Timothy Burroughs provided brief opening remarks to frame the discussion. Verbal and written community input was documented and incorporated into the Adeline Corridor Plan.</p> <p>Stakeholder/Focus Group Meetings. The project team conducted meetings with numerous groups and individuals throughout the planning process, including but not limited to: the Flea Market Board and vendors; the South Berkeley Farmer’s Market, the Berkeley Chapter of the NAACP, Friends of Adeline; Lorin Business Association; groups of church members and the pastors of (historically black) churches in the area; Healthy Black Families; Ed Roberts; the East Bay Center for the Blind; senior housing residents; youth groups; the Drop-In Center clients (homeless); non-profit affordable housing advocates/developers; and non-profit service providers in the area.</p>

Planning Commission Adeline Corridor Specific Plan Subcommittee Meetings. The Planning Commission established an Adeline Corridor Specific Plan Subcommittee, which has been meeting since May 2019 to review documents and develop guidance and/or draft recommendations for the full Planning Commission. Agendas for the meetings are available online at the Planning Commission webpage (www.cityofberkeley.info/PC).

- May 21, 2019 - Subcommittee Kick-Off Meeting
- June 18, 2019 - Land Use and Housing Affordability
- July 31, 2019 - Land Use and Housing Affordability (cont'd)
- August 8, 2019 - Transportation and Public Space
- August 19, 2019 - Economic Opportunity and Workforce Development
- November 21, 2019 - Overview of Proposed General Plan and Zoning Amendments
- December 12, 2019 - Overview of Responses to Plan and EIR Comments
- January 29, 2020 - Additional Information on Proposed Zoning and Discuss Subcommittee Recommendation on Draft Plan, General Plan and Zoning Amendments and EIR ("Plan and Associated Documents")
- February 1, 2020 - Discuss Subcommittee Recommendation on Plan and Associated Documents
- March 18, 2020 - Finalize Subcommittee Recommendation - Meeting cancelled due to Shelter-In-Place order
- July 15, 2020 - Finalize Subcommittee Recommendation (cont'd)
- July 20, 2020 - Finalize Subcommittee Recommendation (cont'd)
- August 19, 2020 - Finalize Subcommittee Recommendation

Planning Commission. The Planning Commission will consider its Subcommittee's recommendation and prepare a recommendation from the full Commission to the City Council regarding the Adeline Corridor Specific Plan and associated General Plan and Zoning Amendments and certification of the Environmental Impact Report (EIR).

City Council. The City Council will consider the Planning Commission's recommendation and will be the body that adopts and certifies the Final Adeline Corridor Specific Plan and associated General Plan and Zoning Amendments and certification of the Environmental Impact Report (EIR).

¹Additional stakeholder group and community engagement will continue throughout the Plan Review and Adoption phase.

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chapter 2: vision + planning framework

the VISION

The vision for the Adeline Corridor is to extend its legacy as a culturally and economically diverse community, while infusing **equity, justice, and self-determination** into all decisions about the community's future. The vision looks back — preserving the neighborhood's history and relevance to generations of African-American, Japanese-American, and immigrant families. It also looks forward — to a future of **greater economic opportunity, safer streets, more housing choices, and a greener, healthier environment** for all residents.

Over the next 20 years, the Adeline Corridor will become a national model for equitable development. Existing affordable housing will be preserved, while **new affordable and market rate housing** for a range of income levels will be added. The corridor will provide local economic opportunity through independent businesses, community non-profits, arts organizations, community markets, and an array of merchants and service providers. It will feature public spaces that are **walkable, bikeable, green, and accessible** to persons of all ages and abilities. It will be the center of a **healthy community** that cares for its most vulnerable residents, cherishes its elders, nurtures its youth, and welcomes households of all types. It will be a place where the people, places, and institutions that have made South Berkeley what it is today are recognized and celebrated. It will be **a place where all people can thrive**.

Achieving this vision will not be easy. It will require market interventions, new revenue sources, sustained capital and programmatic investment, and a reimagining of Adeline Street itself. Through adoption of this Plan, the City commits to work in partnership with residents, businesses, non-profits, and community institutions to make it a reality.

PURPOSE *of this chapter*

This chapter serves several purposes:

- It expresses the vision for the Plan Area.
- It establishes the context for the Specific Plan, including the history of the South Berkeley neighborhood, the role that Adeline Street has played in that history, and the challenges and opportunities facing the community today.
- It lists the goals and objectives that provide the framework for the Specific Plan.
- It identifies five “strategic goals,” one for each topical chapter.
- It identifies five “big ideas” that will help the City and its partners achieve the vision and goals in the coming years.
- It describes physical planning concepts for the corridor, organized into four geographic subareas (South Shattuck, North Adeline, Ashby BART, and South Adeline).

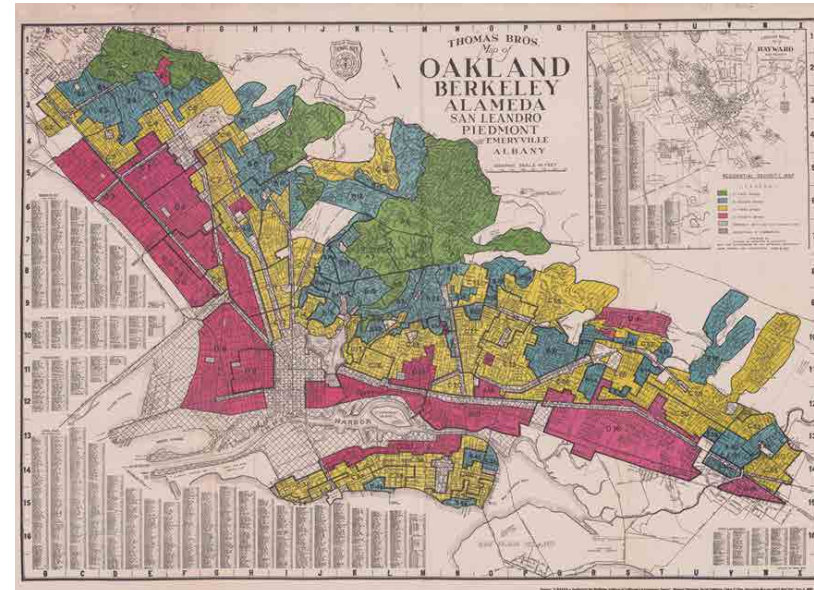
the LEGACY *of adeline street*

Adeline Street has played a defining role in Berkeley's history. Throughout the planning process, community members emphasized the importance of recognizing the historical, physical, cultural, and social fabric of South Berkeley. These conditions shape the core values that define the community today, including diversity, inclusion, and social justice.

For its first 3,000 years of human settlement, South Berkeley was home to Ohlone Native Americans. Mexican-American and European-American settlers arrived in the early 1800s, and large-scale land subdivision began in the second half of the 19th Century. By the 1870s, a railroad along what is now Adeline Street connected the young cities of Berkeley and Oakland. Stations were developed at Alcatraz, Ashby, Dwight Way, and Center Street in Downtown Berkeley. By the 1880s, a small village had developed around Lorin Station, located at the intersection of Alcatraz and Adeline. In 1890, the Lorin area was annexed to Berkeley.

The first two decades of the 20th century were boom years for the community. The 1906 earthquake led thousands of displaced San Franciscans to permanently relocate to Berkeley and Oakland. The Key Route electric streetcar system enabled the development of “streetcar suburbs” throughout both cities. Adeline Street became a thriving commercial and residential district, with local businesses around the stations and on the blocks in between.

By the 1930s, South Berkeley had become one of the most racially diverse parts of the Bay Area. This was in part due to discriminatory real estate practices in other parts of Berkeley that prohibited the sale of property to non-white households. South Berkeley was a point of entry for immigrants and persons of color throughout the early and mid-20th Century.



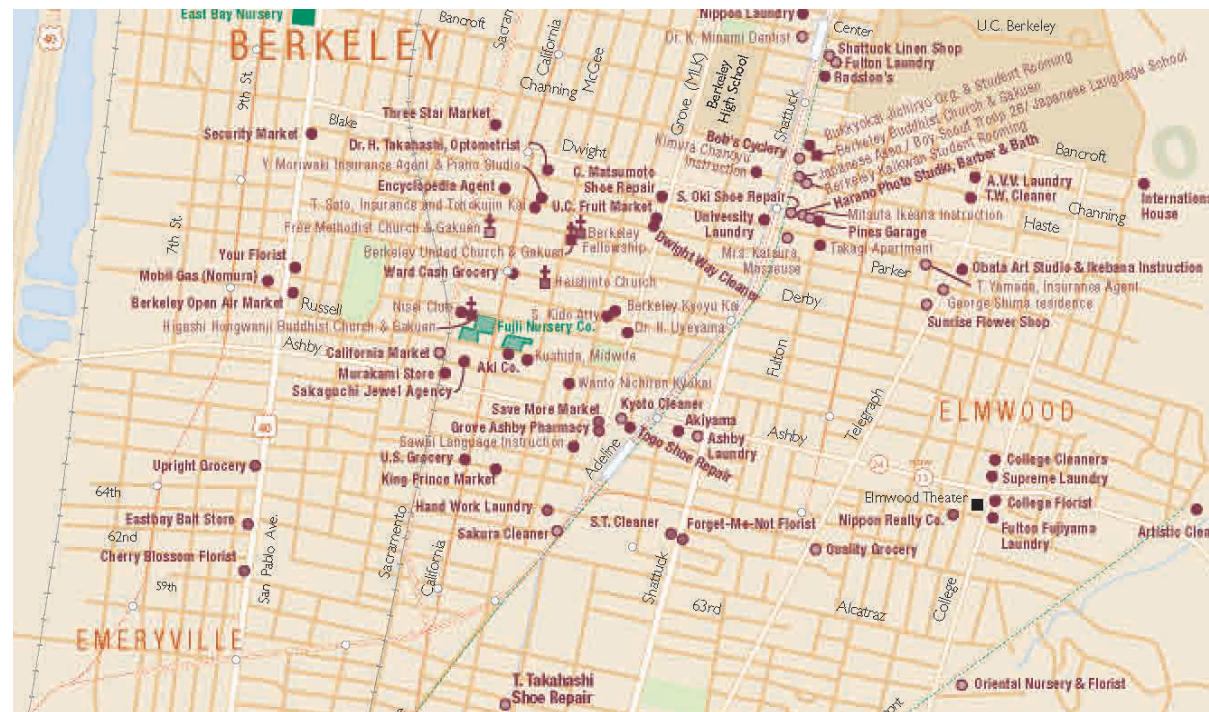
In this 1937 Home Owners Loan Corporation (HOLC) map the Federal government identified large portions of the South Berkeley as unsafe for investment, due in part to the racial composition of the neighborhood. Green "A" grade areas were deemed more desirable to make loans; blue "B" grade areas were deemed less desirable; yellow "C" grade areas were considered "in decline"; and red "D" areas were considered to be in "full decline," where loans would not be federally insured and lenders should avoid lending. This history of racially-based federal "redlining" and systemic racism created significant economic barriers and areas of segregation for communities of color, including in southwest Berkeley and along the Adeline corridor.



Key System three-unit westbound trip, Essex and Adeline Streets



Community Activist Mable Howard



Japanese Businesses in Berkeley in the 1940s (Ben Pease 2007 - Japantown Atlas Project)



BART Construction at Ashby Avenue, circa 1967

Prior to World War II, there was a sizeable Japanese population in the neighborhood. During the War, these residents were stripped of their property rights and relocated to internment camps. Thousands of jobs were created in the region to support the war effort. South Berkeley's Black community, which was already well-established, grew larger and more cohesive.

In the 1960s and 70s, Berkeley took center stage in the national dialogue on race, war, poverty, and free speech. Residents like William Byron Rumford fought for civil rights at the national level, while leaders like Mable Howard fought for social and economic justice at the local level. Suburbanization transformed the Bay Area, draining resources from central cities and creating a growing income divide between East Bay communities.

Issues of race and equity came to the forefront during the planning of the San Francisco Bay Area Rapid Transit District (BART) system in the late 1960s. As initially conceived, BART was to follow the alignment of the former streetcar line on elevated tracks. South Berkeleyans questioned the initial proposal for an elevated line, as it would physically fracture the predominantly white, middle-class neighborhoods east of Adeline from the mostly African-American neighborhood to the west. Mable Howard's political activism and commitment to her community led to a lawsuit against BART. Political support from Berkeley City Councilmember (and later Congressman) Ron Dellums propelled the lawsuit forward. Then-Mayor Wallace Johnson also played an important role in this effort that resulted in Berkeley residents voting to tax themselves for a bond measure to pay for undergrounding of not only the Downtown Berkeley station but also the North Berkeley and Ashby stations, as well as 3¼ miles of track.

The outcome was a redesign of the Richmond Line, with BART transitioning to a subway from the Oakland border northward, including an underground station at Ashby. While

undergrounding the BART facilities was a victory for the community, construction of the tunnel and clearance of several blocks for Ashby Station disrupted a thriving African-American neighborhood. Many homes and businesses were displaced, and the neighborhood businesses that remained struggled through the multi-year construction phase. Service to Ashby Station began on January 29, 1973.

The past five decades have seen the continued evolution of South Berkeley and the Adeline Corridor. The Berkeley Flea Market was established in 1976 on the west Ashby BART parking lot. It has become a neighborhood institution and continues to operate on weekends. A few blocks to the south at 63rd Street, the South Berkeley Farmers' Market has been operating for the last 25 years in South Berkeley and at its current location since 2012. The Ed Roberts Campus opened in 2010, providing a home for several regional organizations serving persons with disabilities. New multi-family housing, including both affordable and market rate projects, has been built along the corridor, and locally-owned businesses and arts organizations have become cherished community institutions.

Figure 2-1 illustrates community assets and amenities along the corridor today.

Figure 2-1 Community Assets and Amenities



CHALLENGES *and* OPPORTUNITIES

Over the past three decades, much of the long-range planning in South Berkeley has focused on issues of displacement, neighborhood empowerment, and community identity. In 1990, the City adopted the South Berkeley Area Plan. The Plan’s two overarching goals were the retention and support of a vital Black community, and the revitalization of the community’s economic base. The 1990 Plan did not alter land use patterns, but rather focused on economic development and strengthening existing businesses and community institutions. It supported local investment, workforce development, housing affordability, community participation, public space improvements, and business growth without displacement. In 1998, the City and community prepared the “South Shattuck Strategic Plan” which covered the area along Shattuck Avenue from Dwight Way to Ashby, and the section of Adeline Street between Derby and Ashby. The 1998 Strategic Plan was intended to complement the 1990 South Berkeley Plan and focused on economic development, transportation, residential blight abatement, and urban design strategies. After their adoption, there were successes

– including the preservation of historical buildings, establishment of community cultural arts organizations, and establishment of local community services – but many Plan goals were not realized. In actuality, many ideas included in the plans could not be implemented. Some were outside the City’s ability to control, and in other cases there was inadequate public funding.

Many of the same issues identified in the 1990 Plan and the 1998 Strategic Plan still exist today and have been amplified by regional demographic and economic changes. Foremost among these, the African-American population in South Berkeley has continued to decline. In 1990, the Census reported that 47 percent of the population in the census tracts comprising the Adeline Corridor was Black/African-American. By 2017, the American Community Survey reported this figure had declined to just 17.6 percent.

Demographic changes have been fueled by rapid increases in housing costs. Between 2012 and 2018, the median home price in ZIP code 94703 (which includes most of the Adeline

Corridor) more than doubled, from \$517,000 to \$1,140,000. More than two-thirds of the households in the Adeline Specific Plan Area are renters. Although many long-term tenants are protected by rent stabilization or affordability restrictions, market rate units are out of reach for most existing households. In January 2019, the median asking rent for a market rate 2-bedroom unit in South Berkeley was \$3,768. As a result of high housing costs and the lack of a safety net for the community’s most vulnerable residents, there is also a growing population of unsheltered residents and persons at risk of becoming homeless.

South Berkeley continues to have median household incomes that are below the City and County medians, with 18 percent of its non-student population living below the poverty line. While unemployment rates are low, they exceed the regional average. Between 2005 and 2014, the Plan Area experienced a 25 percent decline in taxable sales and a high rate of business turnover. Leasing commercial space along the corridor or starting a business can be cost-prohibitive for local entrepreneurs due to a combination of factors such as length and uncertainty of permitting processes, and high employee wages and commercial rents. However, during the same time, there was a 12 percent increase in sales in the category of eating and drinking establishments, and more recently the emergence of stronger business association activity.

Adeline Street itself presents a formidable transportation and urban design challenge. The street is one of the widest and busiest in Berkeley, with a right-of-way width of 180 feet and a volume of about 38,000 vehicles a day. It continues to divide the neighborhoods to its east and west, and crossing the street can feel unsafe for pedestrians and bicyclists. These conditions present opportunities for more efficient design, which in turn could create new public space and parkland on repurposed right-of-way. The Ashby BART surface parking lots likewise provide an immense opportunity to substantially advance all of the Plan’s strategic goals (described below) and establish a vibrant neighborhood center with large amounts of affordable housing, economic-generating activity, attractive public spaces, and other amenities that can serve community needs.

Conditions along the corridor suggest a non-traditional approach to long-range planning. This Specific Plan does not strive to “transform” or “reinvent” the community. Rather, it aims to empower long-time residents and businesses, leverage the economic momentum taking place in the Bay Area for local benefit, stem further loss of the community’s heritage, and ensure that all can share in a more prosperous future. This will be achieved through strategic interventions in land use, housing, economic development, transportation, and urban design — and a sustained commitment to use public land for public benefit.



five STRATEGIC GOALS

Five strategic goals underpin this Specific Plan and provide the organizing framework for its chapters. Each goal is accompanied by a series of objectives that are outlined in greater detail in the Plan. These five goals are intertwined and are further linked by the overarching goal of infusing racial and social equity in the decision-making process. The Plan applies an “equity lens” to its recommendations and strategies, taking into consideration historical context and the root causes of the challenges faced along Adeline Street today, including structural and institutional racial discrimination. The improvements and programs proposed by this Plan must respect the people, places, assets, and institutions that created South Berkeley. Future planning and community processes must actively solicit and respond to the needs and voices of those who are most vulnerable, and those who have historically been under-represented in the City’s planning and development processes.

The following goals and objectives emerged during the planning process and are the major areas of focus for this Plan. They correspond to Plan Chapters 3 through 7, respectively.

LAND USE AND COMMUNITY CHARACTER

The City of Berkeley will preserve the unique character and cultural legacy of the Adeline Corridor, sustaining the community as a place where all people can live, work, play, learn, worship, dine, shop, and thrive. The Plan’s land use and community character objectives are to:

- Sustain a diverse mix of community spaces, retail, housing, and work places
- Create increased capacity for housing and jobs
- Preserve and promote adaptive reuse of historic structures
- Ensure that new buildings respect neighborhood context and include appropriate transitions to adjacent neighborhoods
- Focus new development at the Ashby BART Station and along the portion of the corridor closest to Downtown Berkeley.



HOUSING AFFORDABILITY

The City of Berkeley will promote equitable access to housing by preserving existing affordable housing, preventing displacement, and producing a substantial number of new affordable housing units. The Plan's housing affordability objectives are to:

- Reinforce tenant protections for those in affordable and rent-stabilized units
- Achieve a 50% cumulative affordability target for all new housing construction in the Adeline Specific Plan Area at a range of targeted income levels
- Leverage public land to produce affordable housing serving very low and extremely low-income households
- Incentivize affordable housing through density and height bonuses
- Give preference to local residents as new affordable housing comes on-line.



ECONOMIC OPPORTUNITY

The City of Berkeley will foster economic opportunity for South Berkeley residents and businesses by facilitating job training and workforce development, active community spaces, and a thriving environment for commerce along the Adeline Street/South Shattuck Corridor. The Plan's economic opportunity objectives are to:

- Support existing merchants, services, non-profits, and retail areas
- Promote and commemorate Adeline's Black and Japanese-American heritage and rich history (e.g. Key Route, disability and civil rights movement)
- Prioritize job and entrepreneurship opportunities and training for local residents, especially youth and people of color
- Create zoning incentives for new services, shops, restaurants, and arts establishments and complementary uses such as transit-oriented affordable housing and office space
- Promote a stronger sense of place and identity.



TRANSPORTATION

The City of Berkeley will provide safe, equitable transportation options that meet the mobility needs of all residents, regardless of age, means, and abilities, and that further the attainment of the City's greenhouse gas emission reduction goals. The Plan's transportation objectives are to:

- Improve street and intersection design to accommodate all modes of transportation
- Construct pedestrian improvements that improve intersection crossing safety
- Provide universal access to improve mobility and safety for persons with disabilities
- Improve transit and transit connections in coordination with BART and AC Transit
- Create new bicycle facilities that are integrated with the citywide bicycle network.



PUBLIC SPACE

The City of Berkeley will provide safe, sustainable, beautiful, healthy, and inclusive public spaces that encourage social interaction, provide opportunities for recreation and environmental health, and support active community life in South Berkeley. The Plan's public space objectives are to:

- Include vibrant public space in plans for the Ashby BART Station and other civic events
- Increase public space and neighborhood park acreage through the redesign of Adeline Street
- Provide outdoor space for community gatherings and institutions such as the Flea Market, the Farmers Market, Juneteenth, and other civic events
- Improve the safety, cleanliness and maintenance of the streetscape and public spaces along the Adeline Corridor
- Add public art and other amenities which engage local artists, enrich public spaces, and create a stronger sense of local identity.



five BIG ideas

Embedded in this Plan are a number of “big ideas” that will help achieve the goals listed above. Each of these ideas corresponds to a project or series of projects that will create new housing, economic, transportation, or public space opportunities for residents and businesses along the Adeline corridor.

- 1 AFFORDABLE HOUSING.** Ensure that at least 50% of all new housing units produced along the Adeline Corridor over the next 20 years are income-restricted housing affordable at a range of income levels including for the lowest income and highest need households. While it is not possible to perfectly predict the number of new housing units that will be built in the area, based on an analysis of available vacant and underutilized sites, this Plan projects that a total of 1,450 new housing units could be built in the corridor over the next 20 years. At least half of this total – 725 units – is the target for affordable units for very low-, low-, and moderate-income households. (Chapter 1 under “Regulatory Framework” and the Draft Environmental Impact Report, Chapter 2 Project Description provide a more detailed description of the “buildout projection” through 2040.) The deepest levels of affordability will be provided on public land, including the Ashby BART Station parking lots. Elsewhere, new zoning standards will create incentives to include substantial numbers of affordable units within market rate projects. See Chapters 3 and 4 of this Plan for more information.
- 2 ASHBY BART STATION.** Redevelop the Ashby BART Station Area as a vibrant neighborhood center with high-density mixed-use development, ground floor commercial and civic uses, and new public space. The BART development should incorporate green construction and become a model for sustainable transit-oriented development. It should unify both sides of Adeline Street, and provide public space for community gatherings, special events, and civic celebrations. See Chapters 3, 4 and 7 of this Plan for more information.
- 3 BUSINESS IMPROVEMENT DISTRICT.** Create a Business Improvement District (BID) or similar entity, serving the Adeline Corridor, with fees from business and/or property owners used to support physical improvements, special events, public safety, street cleanliness/maintenance, and programming. Engagement to explore BID creation should extend to the broader community, including not only existing business and property owners, but also non-profits, Black-owned business advocacy organizations, and the unhoused. This entity would be similar to the Downtown and Telegraph Avenue BIDs and would leverage the efforts of the Lorin Business Association and other merchant groups along the corridor. The City would be a partner in this effort and could provide assistance and seed money to get it started. See Chapter 5 of this Plan for more information.
- 4 STREET RE-DESIGN.** Redesign Adeline Street from the Oakland border north to Derby Street, repurposing large areas of pavement as public open space, reducing crossing distances, and making the street a more comfortable place for pedestrians and cyclists. The redesign would retain Adeline’s function as a major cross-town thoroughfare while improving bike lanes and crosswalks to make the street safer and more attractive. The most substantial changes would be on the segment between Ashby and Shattuck Avenues, where the median could be shifted to one side of the right-of-way and improved as a linear park or plaza, and in the area south of Alcatraz Avenue where open space “islands” could be extended and made more functional. See Chapters 6 and 7 of this Plan for more information.
- 5 COMMUNITY ASSETS AND RESOURCES.** Support capital improvements that strengthen existing community institutions such as the Berkeley Flea Market, the South Berkeley Farmers Market and the annual Juneteenth Festival, as well as future institutions such as the African American Holistic Resource Center. For example, this Plan commits to incorporating a large civic plaza as part of any future redevelopment of the Ashby BART west parking lot that could be designed and programmed to accommodate the Flea Market and potentially a relocated Farmers Market, as well as support the Juneteenth Festival and other music and entertainment events. Space in new mixed-use development at the Ashby BART area and/or in a new or existing building elsewhere in the Adeline Corridor could potentially accommodate the African American Holistic Resource Center and other community-desired uses. See Chapters 3, 5 and 7 for more information.

plan CONCEPT

The Plan promotes a transition of Adeline Street from a wide, auto-centric “divider” to a “seam” that knits the east and west sides of the street into a more walkable, mixed-use neighborhood with a diversity of complementary uses, while still acknowledging the Adeline Corridor’s importance as a major circulation route. From an urban design perspective, the primary focus is on promoting placemaking strategies that give better definition to the private and public realm and create an active and appealing pedestrian environment. From a land use perspective, the emphasis is on facilitating uses that support existing neighborhood activity centers. These would include uses that serve to bring residents who are also customers, business owners and employees next to transit that will support community-building and “complete neighborhoods.”

New mixed-use development is envisioned on infill sites along the corridor, accented by new and improved open spaces and a redesigned right-of-way. The older and historic structures along Adeline Street will be retained, as will existing multi-family housing. Although mid-rise construction (generally four to seven stories) is envisioned along the entire corridor, taller buildings would generally be located at the BART station and at the north end of the corridor (along South Shattuck) adjacent to Downtown Berkeley. The emphasis will be on affordable housing, designed for a range of household types and income levels.

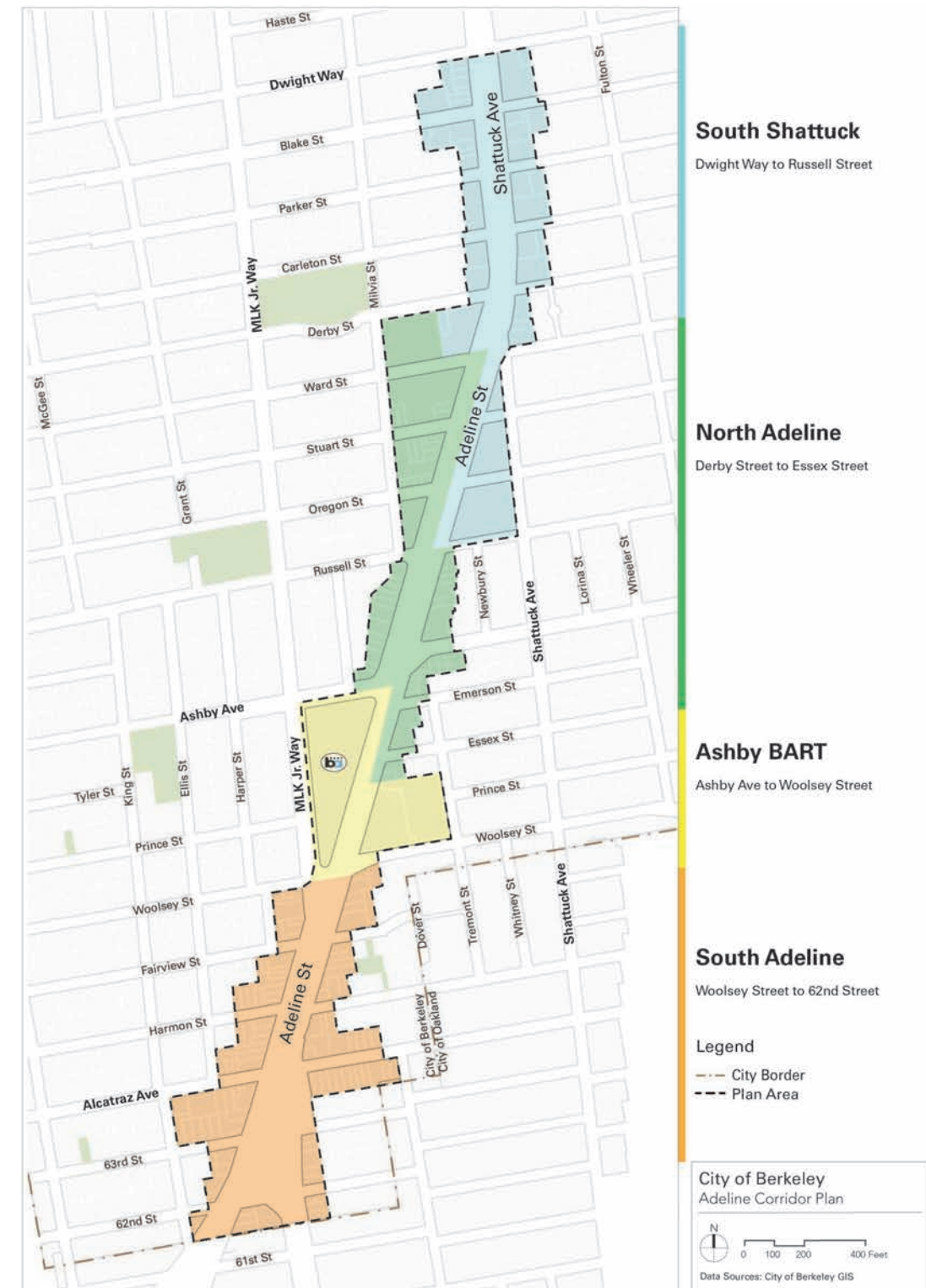
The busiest intersections along Adeline will be redesigned to improve conditions for bicycles, pedestrians, and transit users. Major improvements are planned at Ward/Shattuck, and at the Adeline intersection of Ashby, Woolsey/Martin Luther King Jr. Way, and the “southern gateway” near Stanford Avenue. The street will become a safer, more attractive place, with active public spaces, art, murals, additional street trees, and landscaped open space.

Ground floor building space facing Adeline will be occupied by a mix of new and established businesses, providing space for retail and services, restaurants, cultural venues, and community institutions. Retail uses will generally cluster in the areas with a strong retail presence today, including the Lorin Business District (near Alcatraz Avenue), the Antiques District (at Ashby Avenue), the Berkeley Bowl area (near Russell Street), and the north end of the corridor along Shattuck Avenue.

Adeline Street passes through multiple neighborhoods between the Oakland City limits and Downtown Berkeley. The physical characteristics of the street vary in each neighborhood, creating a different context for long-range planning on different segments of the corridor. This Specific Plan identifies four distinct subareas. The subareas are not intended as rigid boundaries; rather, they are a way of communicating location-specific standards on topics such as building height, parking requirements, and specific desired uses. While some of the recommendations of this Plan apply to the entire corridor, others are communicated at the subarea level.

From north to south the subareas are South Shattuck, North Adeline, Ashby BART, and South Adeline. Figure 2-2 shows their locations. The text below provides an overview of the context and planning strategy for each.

Figure 2-2 Plan Subareas



SOUTH SHATTUCK

Context and Character

South Shattuck is the northernmost subarea, extending along Shattuck Avenue from Dwight Way to Russell Street. This subarea functions as an extension of Downtown Berkeley. It includes a range of land uses including retail and commercial businesses, small offices, housing, and car dealerships. The subarea has some of the same streetscape and design features as Shattuck Avenue in Downtown Berkeley, including a center median and parking aisles with diagonal parking bays. Some blocks have historic, pedestrian-oriented stores and buildings, while others are characterized by more auto-oriented uses.

Planning Strategy

The South Shattuck subarea will continue to have a range of retail, residential, and commercial uses during the lifetime of this Plan. While it will not have the same retail intensity as Downtown Berkeley or the Lorin District, it will offer a range of amenities, services, and locally-oriented jobs. Historical preservation and the adaptive reuse of culturally and historical valuable buildings will be particularly important. A particular priority will be placed on preserving long-tenured businesses and other active ground floor uses in the area's older buildings.

South Shattuck is an appropriate location for higher-density mixed-use development, in part because of its proximity to the Downtown and the University of California campus, and the availability of relatively large, deep parcels. Taller buildings should be massed and oriented toward Shattuck Avenue, stepping down at the rear to respect the scale of adjacent residential uses. South Shattuck also has a relatively high potential for affordable housing, given the availability of publicly-owned sites such as the Fire Station at Adeline and Derby and some larger parcels that are vacant or sparsely developed.



Existing mixed-use building in the South Shattuck subarea



Existing businesses in the South Shattuck sub area

NORTH ADELINE

Context and Character

The North Adeline subarea stretches from Adeline Street's northern terminus at Shattuck Avenue/Derby Street to Ashby Avenue. It includes services, small-scale office space, housing, and a number of well-known retail stores, including the Berkeley Bowl grocery. The southern end of this subarea includes the historic Antiques District at the intersection of Ashby and Adeline. The District has been a center of commerce and transit for over a century.

Planning Strategy

North Adeline will continue to support a range of land uses including retail and services, housing, and small-scale offices. Historic preservation and the adaptive reuse of culturally and historically valuable buildings will be particularly important. Infill development should help unify the area's historic buildings, while creating a more consistent and welcoming street environment. New amenities such as outdoor seating and streetscape improvements will be strongly supported.

This section of Adeline Street features a particularly wide median and a variety of sidewalk conditions. The wide right-of-way presents an opportunity to redesign the street, moving the travel lanes and creating a new linear park and/or plaza space and other public amenities that become a destination and community asset.



Existing senior housing in the North Adeline section



Historic mixed-use building in the North Adeline section



The Berkeley Bowl, a popular shopping destination in the North Adeline subarea

ASHBY BART STATION

Context and Character

The Ashby BART subarea is comprised of two large parcels adjacent to the Ashby BART Station, as well as the public street right-of-way and station area between them. The two parcels are owned by BART, but the City of Berkeley has had an option to purchase the “air rights” over the parcel on the west side of Adeline since 1964 when the station was conceived. The parcel on the east side of Adeline is a 1.9-acre surface parking lot. The parcel on the west side is a 4.4-acre surface parking lot, the northern portion of which is used by the Berkeley Flea Market on weekends.

Beyond the parking lots, this subarea consists of wide, busy streets, with high volumes of station-bound pedestrian, bicycle, and bus traffic. The streets are not as conducive to safe and comfortable pedestrian activity as they might be. There are grade changes and design features that limit the visibility and accessibility of station entrances.

Planning Strategy

This Specific Plan establishes the objectives for future development at Ashby Station (see Chapter 3) but does not present a detailed plan for the Station itself. The design of future development is the subject of a community process and coordination between the City, BART, the community, the Berkeley Flea Market, and other stakeholders. The Ashby BART subarea presents the Corridor’s best opportunity to advance all of the Plan’s strategic goals. It has the potential to become a complete neighborhood center with high-density, transit-oriented housing, at a range of affordability levels, space for community-serving retail, office, and attractive public space for commerce, such as the Berkeley Flea Market and the South Berkeley Farmers Market, for community events and day-to-day interaction. Future changes in this area will also incorporate improvements to bicycle and pedestrian access, transit connections, and new shared mobility technologies that make it easier to get to the station without driving. The Station also presents opportunities to create new public spaces and community-oriented facilities that reinforce Ashby Station’s role as a neighborhood center.



The Ed Roberts Campus, universally designed community and non-profit space adjacent to the Ashby BART Station



The Ashby BART Station

SOUTH ADELINE

Context and Character

The South Adeline subarea extends along Adeline Street between the Ashby BART Station and the Berkeley/Oakland border. The heart of this area is the Lorin District, a state-registered historic district including several landmarked structures. The Lorin District has long been a center of the Black community, with institutions such as Phillips Temple CME Church and the Black Repertory Theatre. It is also home to the South Berkeley Farmers’ Market, and a diverse mix of stores, services, non-profits, and community organizations. South Adeline also includes some of the corridor’s most challenging intersections (at Stanford and MLK Jr. Way), as well as underused open spaces within the public right-of-way.

Planning Strategy

South Adeline will continue to sustain a diverse mix of retail, cultural, and community-based uses. Business success will be improved by attracting patrons from surrounding neighborhoods and growing the customer base as new housing is built. A strong focus on historic preservation and context-sensitive infill development will enhance this area’s distinct identity. The area’s relatively narrow parcels and strong historic fabric mean future development will be smaller in scale than elsewhere along the Corridor. Redesign of the Adeline right-of-way will provide an opportunity to expand public open space and create development opportunities, while improving safety for pedestrians and cyclists.



Existing community-oriented office space in the South Adeline subarea



Existing mural in the South Adeline (Lorin District) subarea

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chapter 3: land use

CONTEXT

Throughout the Adeline planning process, residents and stakeholders have repeatedly stressed the importance of reducing displacement and ensuring that the benefits of new development come back to the community. Enhancing existing community assets – people, organizations, and places – is an important strategy for achieving this goal. It is also important to preserve Adeline’s unique cultural and historical heritage, provide new and protect existing jobs and housing, and encourage land uses and urban design that are compatible with the neighborhood. This chapter concentrates on the land use and design tools that the City can employ to support these goals. It includes guidance about the desired mix of land uses for the Plan Area, design guidance for future development, and approaches to specific topics such as historic preservation and neighborhood transitions.

The City’s influence on how land use and development occur differs depending on whether the land is owned by the City or by another individual or entity. When the City is the

landowner, it has much more control over the type of development that occurs. For properties it does not own, the City must rely on tools such as zoning regulations, incentives, fees, and the ability to coordinate with property owners to influence development. Within the Plan Area, the City of Berkeley owns and controls very little property. However, the City and BART do control development at the largest undeveloped sites in the Plan Area at the Ashby BART station (a map of publicly-owned parcels is included as Figure 4.2 in Chapter 4). Thus, most future development would be by individual property owners. This Plan recognizes these conditions and tailors policies and strategies accordingly.

Although the Plan’s geographic scope is limited (see Figure 1.2 Plan Area), it is also important to consider the relationship to the larger South Berkeley neighborhood and the City as a whole. The Adeline and South Shattuck corridors play an important role in the overall future of the City and the region, and it will be important to continue integrating Adeline-specific initiatives with citywide and regional efforts.

EXISTING PLANS, PROGRAMS AND REGULATIONS

The City has a range of existing plans and guidance related to land use, development intensity, and community character related to the Adeline Area. The most relevant of these are identified below.

City of Berkeley General Plan

The City’s current General Plan (adopted in 2001) defines a long-range vision and priorities for future growth, development, and conservation in the City of Berkeley. The City’s General Plan consists of ten “Elements”, including: 1) Land Use; 2) Transportation; 3) Housing; 4) Disaster Preparedness and Safety; 5) Open Space and Recreation; 6) Environmental Management; 7) Economic Development and Employment; 8) Urban Design and Preservation; 9) Citizen Participation; and 10) Implementation. With the exception of the Housing Element, which is required by State law to be updated on a regular basis, the General Plan has not been comprehensively updated since it was adopted in 2001.

Climate Action Plan (2009)

Adopted in June 2009, the Berkeley Climate Action Plan (CAP) outlines a vision for a more sustainable Berkeley and addresses policies and actions for transportation, energy, waste, community engagement, and climate adaptation, in order to achieve the goal to reduce community-wide GHG emissions 33 percent below 2000 levels by the year 2020 and 80% by 2050. The City regularly tracks and reports its progress towards its climate action goals. CAP goals and policies relevant to the Adeline Corridor Specific Plan relate to Sustainable Land Use and Transportation, Building and Energy Use, and Climate Adaptation.

South Berkeley Area Plan (1990)

Adopted in 1990, the South Berkeley Area Plan covers the Area of the City located south of Dwight Way and west of Shattuck Avenue. It includes goals, plans, and policies in the following seven Elements (or chapters): Economic Development, Housing, Land Use, Open Space, Historic, Community Resources, and Environmental/Public Facilities. The Adeline Corridor Specific Plan would supersede the South Berkeley Area Plan within the Specific Plan boundaries.

South Shattuck Strategic Plan (1998)

The South Shattuck Strategic Plan (SSSP) was adopted in 1998. It was an effort by residents and the City to address economic, urban design, housing, and transportation issues within a portion of the Plan Area. The SSSP included all properties along Shattuck Avenue between Dwight Way to the north and Ashby Avenue to the south, and between Milvia Street to the west and Ellsworth Street to the east. The Plan was intended as a guide for future development and policy decisions and is organized into the four following subject areas: Economic Development, Urban Design, Residential Blight Abatement, and Transportation. The Adeline Corridor Specific Plan would supersede the South Berkeley Area Plan within the Specific Plan boundaries.

Berkeley Municipal Code

The General Plan, area plans, and special purpose plans are implemented through the Berkeley Municipal Code’s zoning regulations and other City Ordinances. Four zoning districts occur within the Plan Area. Most of the parcels in the Plan Area (immediately adjacent to Shattuck Avenue, Adeline Street, Ashby Avenue, and Alcatraz Avenue) are zoned Commercial (C-SA) South Area. These parcels abut land that is residentially zoned, including the following districts: Restricted Two-Family Residential (R-2), Restricted Multiple-Family Residential (R-2A), and Multiple-Family Residential (R-3).

Plan Bay Area and Regional PDAs

Plan Bay Area was jointly approved by the Association of Bay Area Governments and the Metropolitan Transportation Commission (now jointly known as “Bay Area Metro”) in 2013. It was updated and renamed as “Plan Bay Area 2040” in 2018. Plan Bay Area is the Bay Area’s Sustainable Community Strategy, which is required by the State per Senate Bill 375. It provides a regional strategy for coordinating the growth of jobs and housing with transportation and infrastructure investments, with a particular focus on addressing the Bay Area housing crisis and reducing greenhouse gas emissions.

Plan Bay Area also identifies a range of “Priority Development Areas” or “PDAs” around the Bay Area. PDAs were identified in coordination with the City of Berkeley and Bay Area Metro to promote sustainable development patterns for jobs and housing in walkable, transit-oriented, infill locations. Berkeley’s PDAs include: Downtown Berkeley and South Shattuck, University Avenue, and Southside/ Telegraph Avenue. PDAs are eligible for regional transportation, infrastructure, and planning funding, and are a City and regional priority for jobs, transportation investments, and housing at a range of affordability levels.

LAND USE GOAL: Preserve the unique character and cultural legacy of the Adeline Corridor, sustaining the community as a place where all people can live, work, play, learn, worship, dine, shop, and thrive.

3.1 OVERALL MIX OF USES

Encourage a unique, diverse mix of community spaces, services, retail, housing, and creative workspaces along the corridor.

- **Retail, commercial, and service uses.** These may occur as single-use buildings or as the ground floor of a mixed-use building, and are particularly encouraged as an active ground floor use where there are already existing nodes of retail activity such as the Lorin District and the Antiques District.

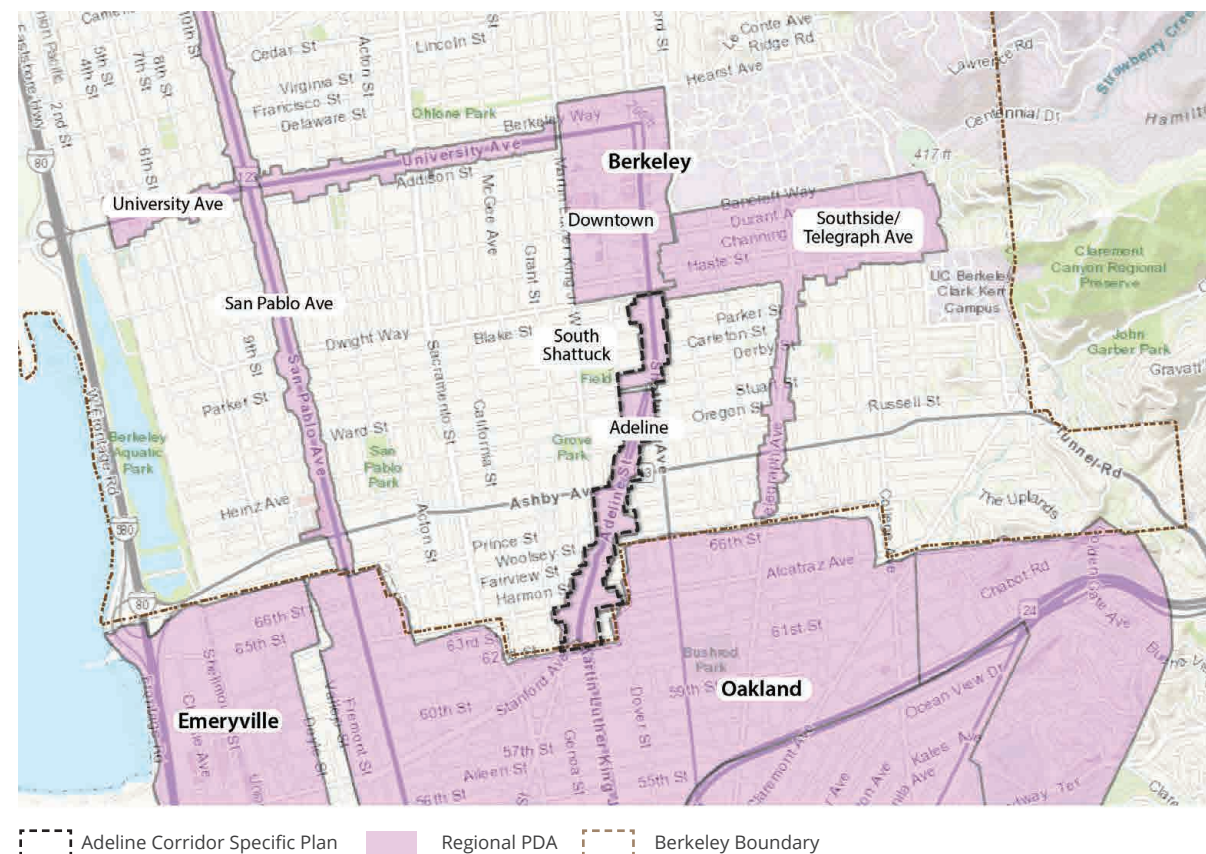
The overall land use strategy is to build on the unique character of land uses along the Corridor and its subareas (as described in more detail in Chapter 2) by supporting existing uses while facilitating new development to complement them. To maximize flexibility for new projects, to promote economic opportunity for residents of the Adeline Corridor, and to support a creative and diverse community, the zoning regulations will continue to allow a broad range of new, complementary land uses along the entire corridor. However, restrictions will apply to the uses that can occupy the street-fronting ground-floor use in certain subareas, in order to support a pedestrian-friendly environment, as noted below. (See Policies 3.3 – 3.6 for more detail related to development standards and design guidelines).

- **Residential uses.** Housing is allowed anywhere in the Plan Area, either as stand-alone residential or as part of a mixed-use project depending on location (see Table 3.1). Housing with high levels of affordability is particularly encouraged on public sites, in the Ashby BART subarea, and through an affordable housing incentive (see Chapter 4 – Housing Affordability and development standards later in this chapter).

- **Community and non-profit uses.** Community, civic, and non-profit uses are allowed. The corridor is anticipated to continue being an important center of community and public uses, with particular priority for educational uses, non-profits, community services, public institutions like museums, community rooms, and other community-oriented uses.

The following uses are allowed and encouraged throughout the Adeline Corridor Specific Plan Area:

Figure 3.1 Regional Priority Development Areas



- **Workspaces.** Office use is allowed along the corridor, and will continue to play a secondary but important role in the overall land use mix. The focus should be on smaller, flexible, affordable workspaces including artist workspaces, and including continuation of many of the small office spaces that already exist.
- **Arts and entertainment.** Arts, performance, entertainment, gallery, and studio spaces are allowed and strongly encouraged in the Plan Area. The corridor is anticipated to cultivate a dynamic presence of arts and culture, particularly near centers of community activity such as the Ashby BART Station and existing pedestrian areas such as the historic Lorin District in the South Adeline area.

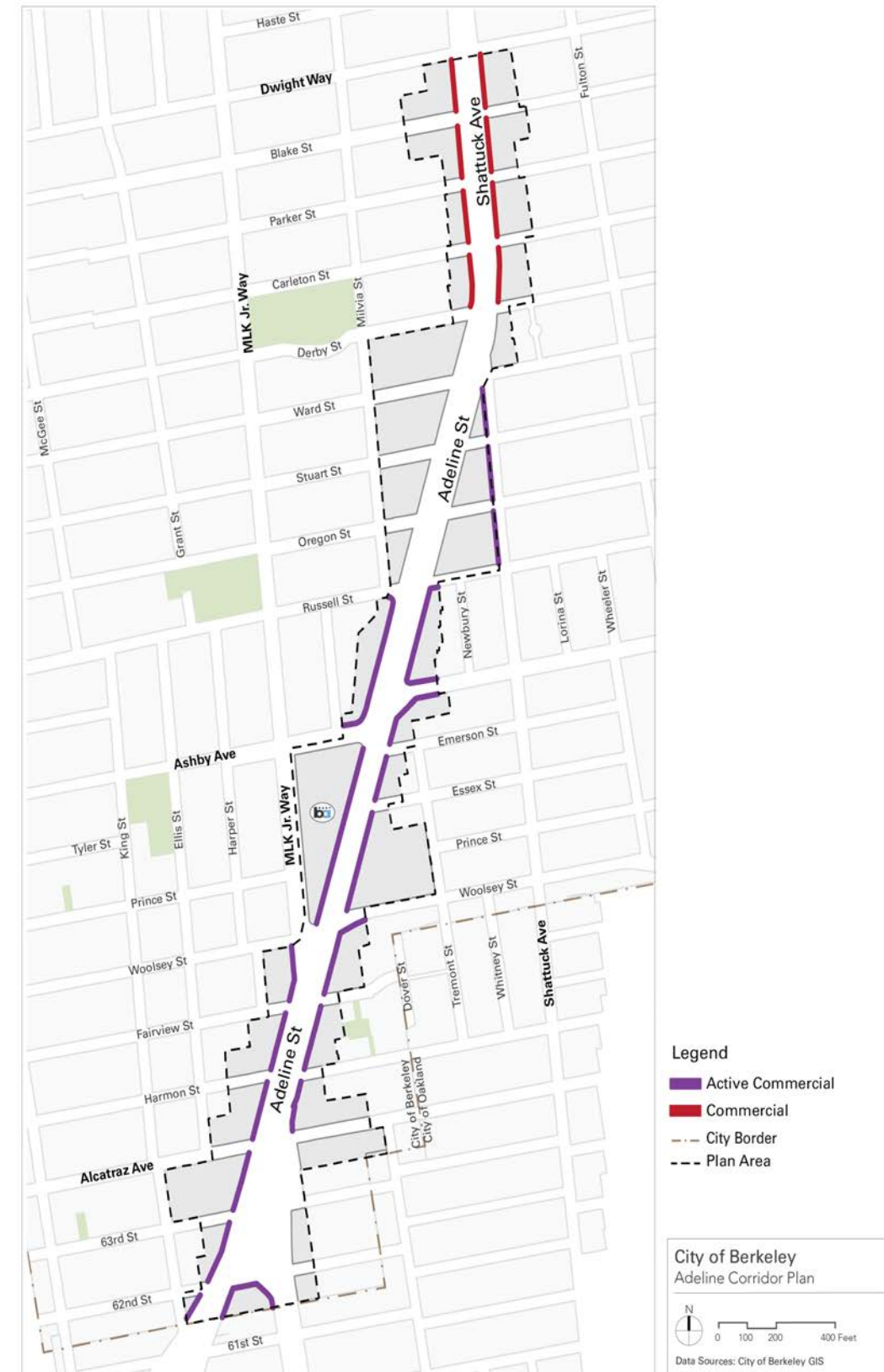
Active Ground Floor Uses

Providing active ground floor uses that engage and add interest to streets are critical to establishing a pedestrian-friendly district and to creating a successful shopping environment. Such uses add vibrancy to the public realm and increase pedestrian activity. Active ground floor uses are those that generate regular and frequent foot traffic, are physically oriented to the public street, and typically have facades with a high degree of transparency that provides a visual connection between the street and the building interior. Thus, active uses are a combination of land use and physical design. Examples of active ground floor uses include retail stores, restaurants, cafes, markets, banks, galleries, and theaters. Small offices and residential amenities can also be considered active ground floor uses.

Area	Permitted ground floor uses
Shattuck between Dwight and Derby	Commercial uses
Shattuck between Ward and Russell	Active Commercial uses
Adeline between Russell and the City bounday	Active Commercial uses
Ashby east of Adeline	Active Commercial uses
North side of Ashby, west of Adeline	Active Commercial uses

*Note: Above requirements only apply to parcels with frontage on South Shattuck, Adeline Street, Martin Luther King Jr. Way, Ashby Avenue and Alcatraz Avenue (See Figure 3-2).

Figure 3-2 Ground Floor Use Requirements



3.2 DEVELOPMENT STANDARDS

Implement site development standards that incentivize the provision of on-site affordable housing.

The development standards in Table 3.2 are intended to be consistent with and codified through zoning code changes adopted concurrently with this Specific Plan. Unless otherwise specified, the standards apply to all areas of the Adeline Specific Plan, and are presented for each of the four subareas in the Plan Area. In some cases development standards vary by subarea; in other cases they do not. The intent of these standards is to provide clarity about what types of projects will be allowed, while ensuring that basic elements of good design and placemaking occur. The development standards are intended to allow a range of building types and intensities consistent with the vision and framework described in Chapter 2, while also allowing increased intensities for projects that provide high levels of affordable housing.

The greatest heights and intensities are focused near Downtown (the South Shattuck area) and near BART (the Ashby BART area), with more moderate intensity allowed in the North Adeline and South Adeline areas. The goal of this approach is to focus density and activity near high-frequency transit and near the existing energy of Downtown, while still allowing context-sensitive infill development along the rest of the corridor. In addition to providing new affordable and market rate housing, future development along the Adeline Corridor should increase pedestrian activity, help local businesses, and support transit.

In addition to height and intensity, Table 3.2 also provides standards for lot coverage, setbacks, on-site parking, and required open area. These are all important tools to encourage appropriate building scale, orientation, and overall site design. They provide foundational design parameters that are complemented by

additional guidance for building design (Policy 3.3), neighborhood transitions (Policy 3.4), and ground floor facades (Policy 3.5). There are no requirements in the Adeline Plan Area for minimum lot area or building separation beyond what is required in the zoning code or for health and safety requirements.

Chapter 4 describes a supplemental affordable housing incentive unique to the Specific Plan Area that offers a bonus for development projects that provide high levels of affordable housing. Any additional density or development capacity pursued through this Adeline-specific affordable housing incentive, or through the State Density Bonus pathway, must be calculated starting from the residential density values (dwelling units per acre) shown in Table 3.2 Tier 1 Development Standards. If a development project pursues the various optional Adeline-specific affordable housing incentive tiers, it may achieve the additional development capacity shown in Tables 3.3, 3.4, and 3.5, as applicable to the project's affordability level and the following streamlined permit process:

- **Table 3.2 Tier 1 Standards.** Streamlines permit process to require Use Permits for new construction and if applicable, for demolition. A Project Applicant may select to pay Affordable Housing Mitigation Fees in lieu of providing on-site units.
- **Tables 3.3, 3.4 and 3.5 - Tiers 2, 3 and 4 Standards.** Streamlines permit process to require Use Permits for new construction and if applicable, for demolition. On-site affordable units at specified affordability levels required; no option to pay Affordable Housing Mitigation Fees in lieu of providing on-site units.

These density bonuses that are a part of the Adeline-specific affordable housing incentives are only applied to the dwelling units per acre development standard, and they are to be used in lieu of (and not on top of) the State Density Bonus.

Table 3.2 Tier 1 Development Standards

Subarea	Max height ¹		Max FAR	Max density (du/acre)	Max lot coverage		Required setbacks (from lot line) ^{2,3,4,5}			Usable open space (sf per unit) ⁵	Commercial Parking		Residential Parking	
	Stories	Feet			Interior lots	Corner lots	Front	Side	Rear		MIN.	MAX.	MIN.	MAX.
South Shattuck	4	45'	2.5	120 du/acre	60%	70%	0' min	0' min	0' min	40 sf per unit	None or 1/1000 sf, depending on size	1.5 per 1,000 sf	None	1 per unit
North Adeline	3	35'	2.0	100 du/acre	60%	70%	0' min	0' min	0' min					
South Adeline	3	35'	2.0	100 du/acre	60%	70%	0' min	0' min	0' min					
Ashby BART	Any future development in the Ashby BART area would be subject to a negotiated development agreement, consistent with the policy and objectives provided in this Specific Plan for the Ashby BART subarea, in Policy 3.7 of this Chapter.													

Table 3.3 Incentive Development Standards (Tier 2: At least 14% of Total Units Affordable, Mix of 50% Low and 50% Very Low)

Subarea	Max height ¹		Max FAR	Max density (du/acre)	Max lot coverage		Required setbacks (from lot line) ^{2,3,4,6}			Usable open space (sf per unit) ^{5,6}	Commercial Parking		Residential Parking	
	Stories	Feet			Interior lots	Corner lots	Front	Side	Rear		MIN.	MAX.	MIN.	MAX.
South Shattuck	6	65'	4.0	210 du/acre	90%	90%	0' min	0' min	0' min	40 sf per unit	None or 1/1000 sf, depending on size	1.5 per 1,000 sf	None	1 per unit
North Adeline	5	55'	3.5	150 du/acre	90%	90%	0' min	0' min	0' min					
South Adeline	5	55'	3.5	150 du/acre	90%	90%	0' min	0' min	0' min					
Ashby BART	Any future development in the Ashby BART area would be subject to a negotiated development agreement, consistent with the policy and objectives provided in this Specific Plan for the Ashby BART subarea, in Policy 3.7 of this Chapter.													

¹ In the case of a roof with parapet walls, building height shall be measured to the top of the roof and parapets may exceed the height limits above by up to five (5) feet as of right.

² For a lot that abuts the interior side or rear lot line of a residentially-zoned lot, new construction shall be set back from the shared property line by 20 feet for the portion of the building that exceeds 35 feet in height.

³ For a lot that confronts (i.e. is located across the street from) a residentially-zoned lot, any new building shall be set back 10 feet from the street-facing property line where that portion of the building that exceeds 45 feet in height.

⁴ No side or rear setback required except if abutting a lot with R-district zoning, in which case the side setback shall be 10 feet.

⁵ Each square foot of such open space that is provided as publicly accessible open space shall be counted as two square feet of required on-site open space.

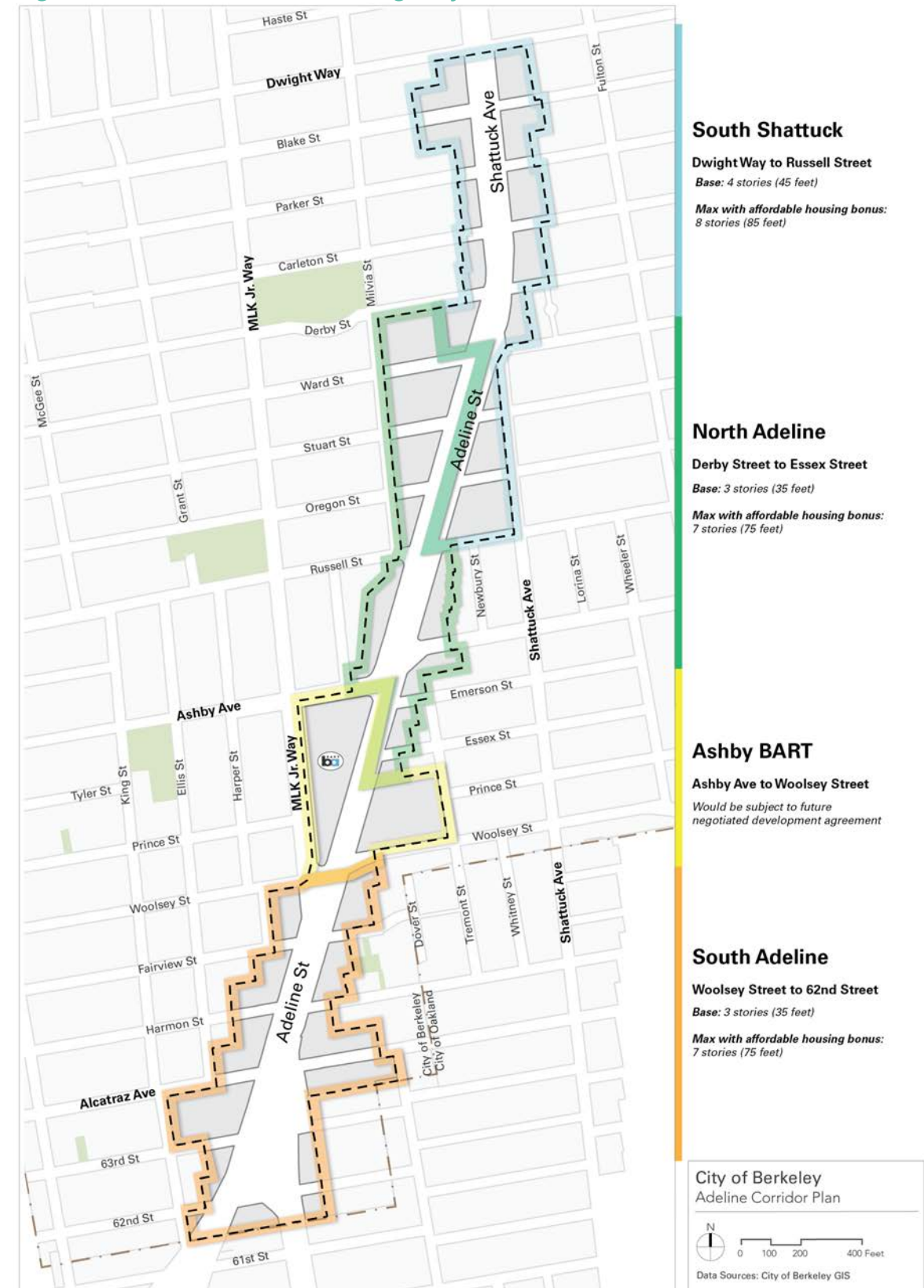
Table 3.4 Incentive Development Standards (Tier 3: at least 21% of Total Units Affordable, Mix of 50% Low and 50% Very Low)

Subarea	Max height ¹		Max FAR	Max density (du/acre)	Max lot coverage		Required setbacks (from lot line) ^{2,3,4}			Usable open space (sf per unit) ⁵	Commercial Parking		Residential Parking	
	Stories	Feet			Interior lots	Corner lots	Front	Side	Rear		MIN.	MAX.	MIN.	MAX.
South Shattuck	7	75'	5.0	250 du/acre	90%	90%	0' min	0' min	0' min	40 sf per unit	None or 1/1000 sf, depending on size	1.5 per 1,000 sf	None	1 per unit
North Adeline	6	65'	4.0	210 du/acre	90%	90%	0' min	0' min	0' min					
South Adeline	6	65'	4.0	210 du/acre	90%	90%	0' min	0' min	0' min					
Ashby BART	Any future development in the Ashby BART area would be subject to a negotiated development agreement, consistent with the policy and objectives provided in this Specific Plan for the Ashby BART subarea, in Policy 3.7 of this Chapter.													

Table 3.5 Incentive Development Standards (Tier 4: at least 25% of Total Units Affordable, Mix of 50% Low and 50% Very Low)

Subarea	Max height ¹		Max FAR	Max density (du/acre)	Max lot coverage		Required setbacks (from lot line) ^{2,3,4}			Usable open space (sf per unit) ⁵	Commercial Parking		Residential Parking	
	Stories	Feet			Interior lots	Corner lots	Front	Side	Rear		MIN.	MAX.	MIN.	MAX.
South Shattuck	8	85'	5.5	300 du/acre	90%	95%	0' min	0' min	0' min	40 sf per unit	None or 1/1000 sf, depending on size	1.5 per 1,000 sf	None	1 per unit
North Adeline	7	75'	5.0	250 du/acre	90%	95%	0' min	0' min	0' min					
South Adeline	7	75'	5.0	250 du/acre	90%	95%	0' min	0' min	0' min					
Ashby BART	Any future development in the Ashby BART area would be subject to a negotiated development agreement, consistent with the policy and objectives provided in this Specific Plan for the Ashby BART subarea, in Policy 3.7 of this Chapter.													

Figure 3-3 Plan Area Maximum Height by Subarea



3.3 BUILDING DESIGN

Ensure that the massing, articulation, and design of buildings provides visual interest, integrates with the neighborhood, and creates a pleasant, pedestrian-oriented public realm.

The geometry, massing, architectural expression, and overall shape of buildings has a powerful effect on the character of a mixed-use corridor such as Adeline Street. It determines how a building “reads” from the street and is strongly correlated to the experience of pedestrians, shoppers, and other passersby. The intent of the design guidance below is to provide basic parameters for high-quality development while still allowing for creativity, flexibility, and exceptional architecture. This guidance supplements guidance found in the municipal code.

1. BUILDING MASS AND BULK

Incorporate the following design strategies to reduce the perceived mass and bulk of new buildings:

- **Modulate Length on New Buildings.** Modulate the length of individual new buildings (i.e. the linear distance of the building facade along the street) on any single block face by incorporating large and small massing breaks at regular intervals (50 to 100 feet) along street frontages.
- **Reduce Bulk of Large Buildings.** Design large buildings to appear as an aggregation of smaller buildings rather than a single large block or box.
- **Use Building Mass.** Use building mass to frame adjoining streets, plazas, open spaces, and pathways.



Upper story stepback and unique corner treatment

- **Use Ground Floor Articulation.** Use ground floor articulation (recesses, structural bays, varied setbacks, etc.) to create a pedestrian scale along the sidewalk.
- **Distinct Building Levels.** Design buildings with a distinct ground floor, middle, and top.
- **Vary Facade Details for Visual Interest.** Vary materials, color, texture, ornamentation, and/or other facade details to provide visual interest, reduce the perception of height, and distinguish between upper and ground floors.

2. HORIZONTAL AND VERTICAL ARTICULATION

Incorporate the following design strategies for horizontal and vertical articulation in new buildings:

- **Vary Horizontal Length of Facades.** Incorporate massing breaks, projections, architectural details, and variations in materials and color to break up the horizontal length of facades. Provide some form of architectural articulation every 25 to 50 feet to promote visual interest and a comfortable pedestrian scale.
- **Varied Architectural Elements or Roof Forms.** Integrate architectural elements or varied roof forms at regular intervals to articulate long horizontal rooflines along street frontages.
- **Break Up Vertical Height of Buildings.** Use stepbacks, recesses, structural bays, articulation in wall planes, architectural details, and variations in materials and color to break up the vertical height of buildings.

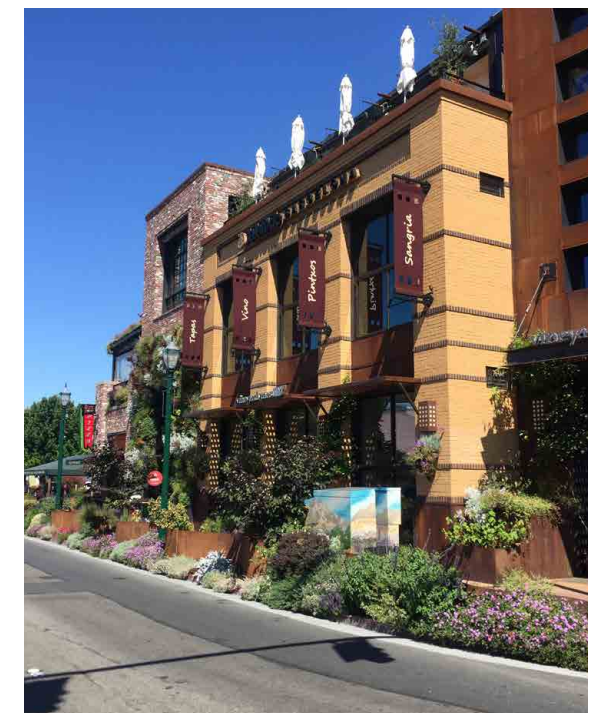


Horizontal and vertical articulation

3. DISTINCT BUILDING FORMS AND MATERIALS

Incorporate the following design strategies for distinct building forms and materials to distinguish development along the Adeline Corridor:

- **Custom Details.** Incorporate custom details to avoid generic architecture.
- **Compelling Architecture.** Leverage the angled orientation of Adeline Street to create interesting and compelling architecture. Flatiron buildings are encouraged on angular lots.



Vertical and horizontal articulation through use of structural bays and variation in roofline, setbacks, color, and materials

4. CORNER BUILDING TREATMENTS

Treat corner buildings with unique attention and emphasis using the following strategies:

- **Setbacks and Massing.** Minimize setbacks and focus massing towards the corner.
- **Public Entrances.** Locate public entrances near the corner and avoid driveways and garage entries within 75 feet of the corner.
- **Distinct Architectural Elements.** Include distinctive architectural elements such as height projections, articulation, variation in materials, facade transparency, and unique roof silhouettes.
- **Plazas or Open Space.** As an alternative treatment, provide publicly accessible plazas or open spaces in place of building frontage.



Special corner treatment

5. PARKING DESIGN

- **Auto Parking.** Ensure that the design and placement of automobile parking does not negatively impact the pedestrian environment, including the following design strategies:
 - **Location.** Locate parking and vehicle areas behind, within, or under buildings.
 - **Shallow Lots.** On shallower lots (less than 100 feet deep), surface parking or above-grade structured parking may be located next to the building, but may not take up more of the primary frontage than the building.
 - **Entries.** Limit driveways and garage entries facing or crossing sidewalks.
 - **Parking with Frontage.** Structured parking that includes a frontage onto the street should use appropriate design (such as faux facades, green walls, public murals, etc.) to minimize its visual impact.



Parking lot located behind building

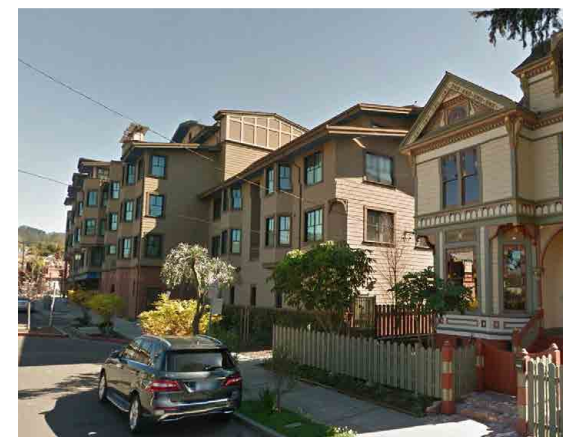
3.4 NEIGHBORHOOD TRANSITIONS

Ensure that new development provides appropriate transitions in height, bulk, and intensity to adjacent residential neighborhoods along the Adeline Corridor.

Context-sensitive design transitions are an important strategy for ensuring that new development is aesthetically integrated with the neighborhood and respectful of its existing character and scale. Height transitions are particularly important across the street from existing residentially-zoned properties, or in places where development is adjacent to the rear of lower-intensity residential parcels. The guidelines below help to focus the bulk of buildings toward commercial areas and along Adeline Street, while stepping down to existing low-intensity residential neighborhoods. This strategy has been used along other corridors in Berkeley – including along University Avenue, San Pablo Avenue, and Shattuck Avenue.

New development in the Adeline Plan Area should seek to create sensitive transitions to lower-intensity residential neighborhoods through the following approaches:

- **Rear Massing Building Design.** Design the rear massing of buildings with a house-form or townhouse appearance when abutting a lower-intensity residential parcel.
- **New Development Buffers Adjacent to Residential Properties.** Reduce the impact of new development on adjacent residential properties through the use of buffers (wide setbacks, extensive landscaped strips, transition zones, high-quality fencing, or screening) and design treatments (height and/or bulk step downs, matching the form or roof style of adjacent properties).
- **Privacy for Residential Properties.** Where possible, reduce privacy impacts on existing residences by screening or orienting rear-facing balconies away from direct line-of-sight.



Examples of an architectural and massing transition between higher intensity housing and single family neighborhoods

3.5 GROUND FLOOR FRONTAGE AND FACADES

Ensure that ground floor uses and facade design in the Adeline Area positively contribute to the pedestrian experience and street character.

Good design of the ground level front of a building is one of the most important strategies for creating an inviting, pedestrian-oriented environment. Frontage and facade design play a crucial role in creating buildings that contribute to the public realm, leading to memorable and beautiful places. A well-designed ground floor with regular windows, doors, and interesting

details can make the sidewalk feel more inhabited and active, discourage crime by providing “eyes on the street,” and contribute to a feeling of ownership and stewardship for those that visit, live, and work along the corridor. There are some elements of good frontage design that should be used in all types of buildings, and others that may vary by ground floor use, as described below.

1. GUIDELINES FOR ALL GROUND FLOOR USES

The following design guidelines apply to all types of ground floor frontages in the Plan Area:

- **Setback Regulations.** Locate buildings according to the setback regulations in Table 3.4 Site Development Standards.
- **Minimum Setback.** When possible, build to the minimum setback to establish a streetwall close to the pedestrian realm. Minor variations in building facade and publicly accessible plazas or open spaces are also encouraged.
- **Active Uses.** Wherever possible, active uses of all types are strongly preferred



Ground-floor retail frontage



Murals and historic architecture create an attractive, interesting frontage

on ground floors. This includes retail and services, restaurants and cafes, community rooms and kitchens, building amenities, small professional offices, recreation and arts facilities, residential lobby spaces, and/or individual residential unit entrances and stoops.

- **Facades Facing Public Street.** For non-residential space, design all facades facing a public space (street, sidewalk, open space, or walkway) to be active, transparent, and visually interesting. Variations such as changes in color, material, and/or texture are encouraged.
- **Reduced Blank Walls.** Blank walls (facades without doors, windows, landscaping treatments, or other elements of pedestrian interest) should be less than 30 feet in length along sidewalks, pedestrian paths, or open space.
- **Humanizing Design Elements.** Provide awnings, signage, and other humanizing design elements to generate a pedestrian scale.
- **Vary Ground Floor Facades from Upper Floors.** Design the street-facing facades of ground floors with a distinctly different character from upper floors (distinguished by a greater floor-to-ceiling height, greater articulation, finer design details, unique colors, enhanced ground floor entrances, and/or architectural variation).



Setback provides an outdoor dining plaza



Changes in color and texture provide interest

Table 3.6 Summary of Numerical Frontage and Facade Guidelines by Use Type

Ground Floor Use	Minimum Height	Minimum Transparency % ¹	Entrance Frequency (Average)
Commercial	15' floor to floor 12' floor to ceiling	65% - 75% based on location	30' (retail) 100' (office or other commercial uses)
Residential	12' floor to floor	30%	50'

¹ Transparency percentages apply to the portion of the facade between 3' and 10' above grade.

2. GUIDELINES FOR ACTIVE GROUND FLOOR FRONTAGE AND FACADES

The following design guidelines apply to active ground floor facades along frontages designed for Active Ground Floor Use whenever they occur in the Adeline Plan Area:

- **Activate Sidewalk and Street.** Incorporate shopfronts, outdoor seating/dining areas, retail stands, or kiosks to activate the sidewalk and street.
- **Ground Floor Minimum Height.** For the ground floor, provide a minimum 12-foot indoor floor-to-ceiling height.
- **Street Corner Building Entrance.** For buildings situated on a street corner, provide a corner entrance or an entrance along each street frontage.
- **Minimize Curb Cuts.** Minimize the number of curb cuts along any given block to improve pedestrian safety by consolidating driveways.
- **Transparent Doors and Windows.** Provide at least 75% transparency between 3 and 10 feet (doors and transparent windows) to allow maximum visual interaction between sidewalk areas and the interior. Do not use dark or mirrored glass.
- **Entrances.** Provide entrances at least every 30 feet along street-facing frontage.



Example of engaging, active restaurant and cafe frontage

3. GUIDELINES FOR RESIDENTIAL FRONTAGE AND FACADES

The following design guidelines apply to ground floor residential frontages and facades whenever they occur in the Adeline Plan Area:

- **Private Frontage and Public Right of Way Transition.** Provide a physical and visual transition between the public right-of-way and private frontage by including features such as landscaping, stoops, terraces, and/or porches.
- **Direct Pedestrian Access.** Provide direct pedestrian access from all ground floor residential lobby spaces or individual units to the adjacent street, sidewalk, or open space.
- **Ground Floor Minimum Height.** For the ground floor, provide a minimum 12-foot floor-to-floor height.
- **Elevate Ground Floor Residential Units.** Elevate ground floor residential units a minimum of 24 inches and a maximum of 48 inches from the sidewalk plane.
- **Residential Lobby Width Limits.** Limit residential lobbies to a width of 40 feet along street-facing frontage.
- **Transparent Doors and Windows.** Provide at least 30% transparency between 3 and 10 feet (doors and transparent windows) to allow maximum visual interaction between



Example of transparent active retail frontage

sidewalk areas and the interior of residential units. Do not use dark or mirrored glass.

- **Entrances.** Provide an average of at least one entrance for every 50 feet of street-facing frontage.

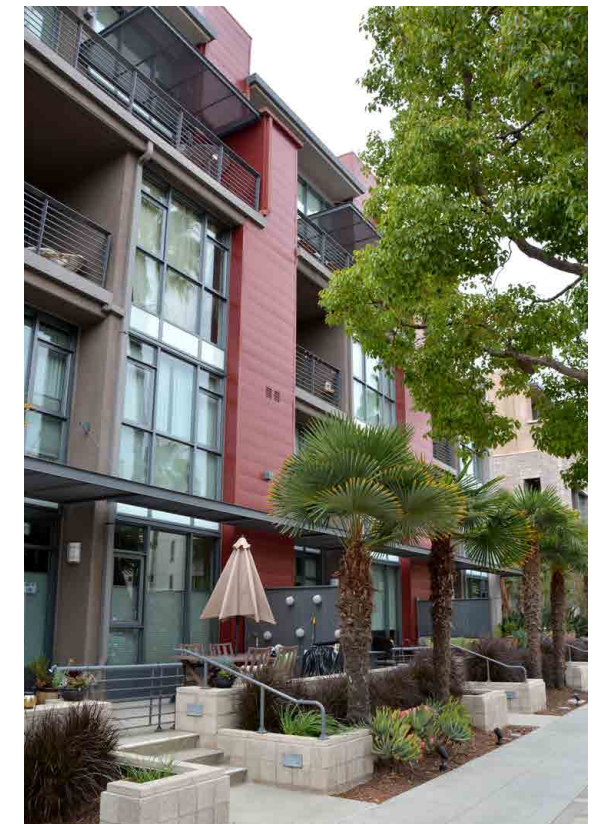
4. GUIDELINES FOR COMMERCIAL FRONTAGE AND FACADES

The following design guidelines apply to ground floor commercial facades along frontages designated for Commercial Uses whenever they occur in the Adeline Plan Area:

- **Front Setback Area Designs for Guests and Employees.** In front setback areas, include landscaping or seating for guests and employees, public amenity areas, and other spaces that promote gathering, social activity, and pedestrian activity.
- **Ground Floor Minimum Height.** For the ground floor, provide a minimum 12-foot indoor floor-to-ceiling height.
- **Employee Entrances.** Provide at least one main entrance for employees and the public accessed from the primary street frontage or adjacent sidewalk.
- **Transparent Doors and Windows.** Provide at least 65% transparency between 3 and 10 feet (doors and transparent windows) to allow maximum visual interaction between sidewalk areas and the interior of office spaces. Do not use dark or mirrored glass.
- **Window Glazing.** Window glazing should provide a high degree of light transmittance and be non-reflective.
- **Entrances.** Provide an average of at least one entrance for every 100 feet of street-facing frontage.

5. CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN

Use Crime Prevention through Environmental Design strategies (CPTED) in the design of new buildings and building frontages, particularly where there are transitions from public to private space:



Door yards provide a transition between public and private space

- **Location.** Locate active uses and public spaces along the ground floor.
- **Eyes on the Street.** Maximize “eyes on the street” through excellent transparency and lighting.
- **Private and Public Space.** Create clear physical and aesthetic delineation between private and public space.
- **Prevention.** Use fencing, bollards, or landscaping to prevent or discourage access into unmonitored areas.
- **Maintenance.** Regularly maintain public space; remove and/or repair vandalism or broken property.
- **Doors.** Ensure that doors to common facilities are transparent and access-controlled. Courtyard gates and shared building entrances that access individual units should automatically lock when closed.

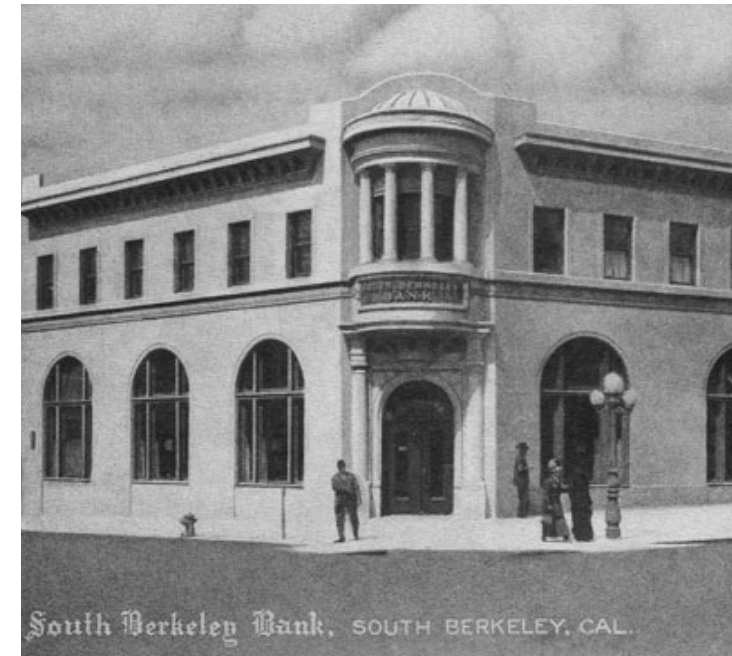
3.6 HISTORIC RESOURCES, HISTORIC PRESERVATION, AND ADAPTIVE REUSE

Actively preserve, adapt, and reuse historic structures and resources throughout the Adeline Area, particularly landmarked structures of merit and those within historic districts.

Figure 3.3 shows the many structures of historical merit that exist in the Adeline Plan Area, along with existing historic districts. Many of these specific resources are shown and described in more detail in the description of subareas in Chapter 2. Preserving historical and cultural resources is a critical strategy for preserving neighborhood character, promoting sustainability, and supporting community institutions. It also can provide a valuable contribution to the local economy, image and appeal, while also contributing to the long-term enhancement of property values and neighborhood stability. Historic buildings are often the most recognizable landmarks in a neighborhood, and provide an emotional touchstone and sense of place that cannot be replaced. Adaptive reuse of historic structures can also offer an option for smaller-scale community uses or businesses looking for space that is affordable and accessible to the community. The role of historic preservation is particularly important in the South Adeline area – which includes large portions of the Lorin District – as well as the North Adeline area, particularly in the Antiques District and other historic buildings oriented around the intersection of Adeline Street and Ashby Avenue.

Strategies to support adaptive reuse:

- **Historic Preservation Zoning Incentives.** CEQA historic resources or potential CEQA historic resources will not be required to provide new parking or open space to convert from a commercial to residential use or vice versa. Also, if a CEQA historic resource or a potential CEQA historic resource is incorporated as part of a larger project, that area that is incorporated will be exempt from parking and open space requirements.
- **Historic Resource Evaluation.** Identification of historic and cultural resources is an important step to historic preservation. The City currently requires project applicants to prepare Historic Resource Evaluations (HRE) for projects involving demolition or major alteration to a structure or building that is more than 40 years old. In addition to this practice, the City could consider seeking grant funding to prepare a Plan Areawide HRE (as was prepared for the Downtown area) to identify any remaining resources that should be protected.
- **Historic Recognition.** Appreciation for historical resources within the Plan Area, including physical and online interpretative materials on the history of the area and its communities should be implemented whenever possible. Examples include enabling the placement of history plaques and ensuring the City's online GIS Portal featuring Historical Resources and Districts is updated periodically with the most up-to-date information. Uplifting community assets and history are also discussed in Policy 5.7 Placemaking and 7.4 Streetscape Amenities, Lighting and Wayfinding.



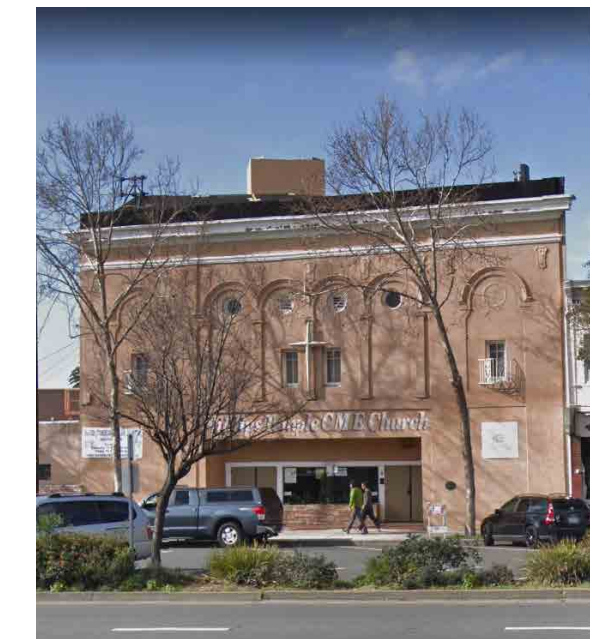
Historic: South Berkeley Wells Fargo Bank



Current: Restaurant in ground floor



Historic: Lorin Theater



Current: Phillips Temple CME Church

Figure 3.4 Known and Potential Historic Resources



Table 3.7 Known Historical Resources

Figure 3.3 ID #	APN	Address	Year Built	Name	Status
1	54-1722-6	2750 Adeline St	1906	Frederick H. Dakin Warehouse	3S, BLM
2	53-1598-16	2970-2976 Adeline St	1905	Adeline St	3D
3	53-1598-17	2982 Adeline St	1910		3D
4	53-1598-18-1	2988-2990 Adeline St	1905	Hoffman Building	3D; BSOM
5	52-1592-16	3021 Adeline St	1901-02		3D
6	53-1592-15	3025 Adeline St	ca. 1901		3D
7	53-1592-14	3027 Adeline St	1905	William Clephane Corner Store	1S; BLM
8	53-1595-9-3	3031-3051 Adeline St	1922	Hull & Durgin Funeral Chapel & Little Chapel of Flowers	3S; BLM
9	53-1703-7	3061 Adeline St	1910		3D
10	52-1551-8-1	3192 Adeline St	1909	T.M. Lucks Nickelodeon	3S
11	52-1530-5	3228 Adeline St	1903	Carlson's Block	3S; BLM
12	52-1531-1	3250 Adeline St	1903	India Block	3B; BLM
13	52-1531-2	3258 Adeline St	1923		3D
14	52-1531-3	3264 Adeline St	1925		3D
15	52-1531-4-2	3278 Adeline St	1928		3D
16	52-1531-5	3280 Adeline St	1953		3D
17	52-1531-6	3286 Adeline St	1906	South Berkeley Bank, Wells Fargo Bank	3B; BLM
18	52-1532-4-3	3332 Adeline St	1920	Lorin Theater	3S; BLM
19	53-1598-20	1979-1981 Ashby Ave	1907		3D
20	53-1598-19	1985 Ashby Ave	1905	Webb Block	3B; BLM
21	55-1823-13	2120-2122 Dwight Way	1905	Luther M. Williamson Building	3S; BLM
22	53-1703-1	1900 Essex St	1936		3D
23	52-1531-16	1808 Harmon St	1909	IT Theatre, Haws Plumbing	3S
24	54-1723-2	2727 Milvia St	1940	Berkeley Iceland	2S; BLM
25	55-1822-1	2500 Shattuck Ave	1923	George A. Mattern/Berkeley Bank Building	BSOM
26	55-1822-6	2526-2530 Shattuck Ave	1905	Berkeley French Laundry, The Hall, Washing Well	3S; BLM

1S: Individually listed in the NRHP & CRHR
2S: Individual property determined eligible for NR by the Keeper. Listed in the CR.
3S: Appears eligible for NR as an individual property through survey evaluation.
3B: Eligible for listing in the NRHP or CRHR as an individual property and as a contributor to a historic district
3D: Eligible for listing in the NRHP or CRHR as a contributor to a historic district
3S: Eligible for listing in the NRHP or CRHR as an individual property
BLM: City of Berkeley Landmark
BSOM: City of Berkeley Structure of Merit

Table 3.8 Potential Historical Resources*

Figure 3.3 ID #	APN	Address	Year Built
27	52-1532-7	1719-1721 63rd Street	1907
28	52-1681-10-1	2820 Adeline Street	1895
29	52-1524-3	3350 Adeline Street	1920
30	54-1722-11	2005 Stuart Street	1895

*This table reflects potential significance for architectural merit and retention of integrity based on reconnaissance survey only.
Source: JRP Historical Consultants 2015 and City of Berkeley



New development preserves the historic storefront facade

3.7 ASHBY BART

Future development within the Ashby BART subarea shall provide public space, community-oriented facilities, and affordable housing, consistent with the objectives, parameters, and process outlined in the Adeline Corridor Specific Plan.



The Ashby BART Station is one of the most prominent landmarks and amenities along the Adeline Corridor, with the potential to support and advance all five key topic areas addressed in this Plan – land use, housing, economic opportunity, transportation, and public space.

As stated in Chapter 2, the Ashby BART subarea is envisioned to be redeveloped as a vibrant neighborhood center with high-density mixed-use development that unifies and knits back together the east and west sides of Adeline Street. The Ashby BART development will be a model for sustainable transit-oriented development, incorporating high levels of affordable housing and complementary commercial and civic uses; public space for community gatherings, special events, and civic celebrations; and green construction.

The Plan lays the groundwork for future engagement with the community and BART by outlining key objectives that apply to future development and describing a process for evaluating development proposals for these sites. Future development in the Ashby BART subarea shall be consistent with the seven objectives below, which shall be incorporated into any future master plan and development agreements with potential developers.

OBJECTIVE 1. AFFORDABLE HOUSING. Future development in the Ashby BART subarea shall consist of well-designed, high-quality, transit-oriented development that maximizes the total number of deed-restricted affordable homes, serving a range of income levels (e.g. Extremely Low, Very Low, Low and Moderate) and could also include supportive services or other spaces associated with the affordable



The Ashby BART Station

housing and other desired community benefits. The opportunity to leverage public land for a mix of uses, including significant amounts of affordable housing, will help to safeguard the socio-economic and cultural diversity treasured by the community, as well as have correlated benefits of contributing to the neighborhood's economic prosperity and improving health outcomes.

The City and BART should strive for a goal of 100% deed-restricted affordable housing, prioritizing Extremely Low and Very Low affordable housing, that could be accomplished through multiple phases of development. The amount of housing and levels of affordability shall be determined through the process outlined in the Memorandum of Understanding (MOU) unanimously adopted by the City Council and the BART Board of Directors (Dec. 2019 and Jan. 2020, respectively) to work together to develop the Ashby BART and North Berkeley BART station areas. This process will involve community meetings, development of an affordable housing funding plan and additional land use and economic feasibility studies, including analysis of 100% affordable housing, to inform further conversation with the Community Advisory Group (CAG), Planning Commission and broader community (see Objective 7).

OBJECTIVE 2. PUBLIC SPACE. Any future development shall include one or more publicly accessible spaces incorporated onto the development parcels within the Ashby BART subarea. The public space could potentially be provided as plazas, green space, pedestrian paseos, rooftop patios, flexible event space, or other pedestrian-accessible spaces that are open to the public. Incorporating elements of "green infrastructure" in these elements is highly encouraged (See Chapter 7).

Future redevelopment of the Ashby BART west parking lot should incorporate a large civic plaza that could be designed and programmed to accommodate the Berkeley Flea Market and potentially a relocated Farmers Market, as well as support the Juneteenth Festival and other

music and entertainment events. This space could include dedicated flexible space on the site and/or in a nearby location such as on Adeline Street. The space should be designed with the general and specific needs of the Flea Market and Farmers Market (if the operators of the Markets are interested), as well as allow flexibility for other programming such as the Juneteenth Festival, music and entertainment, civic events, or other public uses – at different times of the week or in complementary locations. This could include dedicated flexible space on the site or in a nearby location such as on Adeline Street. The City will oppose the relocation of the Flea Market away from the BART parking lot without the consent of the designated representative of the vendors, currently Community Services United. The City is committed to supporting the Berkeley Flea Market as it works with BART to redevelop the Ashby BART subarea through the process outlined in the Memorandum of Understanding adopted by City Council and the BART Board of Directors (Dec. 2019 and Jan. 2020, respectively). This process will include engagement with the Berkeley Flea Market individually and through the Community Advisory Group (CAG), which will include a representative from Flea Market management, currently Community Services United.

OBJECTIVE 3. ADDITIONAL DEVELOPMENT PARAMETERS. The following general development parameters will be further refined as implementation steps of this Specific Plan:

Building Height. To achieve the affordable housing goal, climate action goals and maximize community benefits from development of public land, high density mixed-use development is envisioned that are generally up to four to seven stories. The City will continue to coordinate with BART as it refines development parameters as part of implementation of Assembly Bill 2923. In general, development fronting on Adeline Street and Ashby Avenue should "step down" or transition to lower heights where development fronts on Martin Luther King Jr. Way, Woolsey, Tremont and Essex Streets.

Ground-Floor Uses. As noted in Policy 3.1, the following types of uses shall be required for ground floor uses for the Ashby BART subarea:

- Adeline Street frontage: Ground floor retail or active commercial use required.
- Ashby Avenue frontage: Ground floor commercial use required.
- Martin Luther King Jr. Way: Residential or commercial use allowed on ground floor.
- Tremont, Woolsey and Fairview Streets: Residential or commercial use allowed on ground floor.

Additional Land Uses. Additional land uses that would be encouraged in the Ashby BART area include the following:

- Potential space for a new African American Holistic Resource Center (see Chapter 5 for more information)
- Ground floor retail, restaurants and family-oriented entertainment;
- Affordable space for neighborhood non-profits
- Small, affordable workspaces
- Universally-accessible community event and recreation space, or performance venues.

Construction Phasing. Future development should minimize construction impacts to the Flea Market and other existing businesses, including extensive outreach and engagement as part of developing potential construction phasing plans.

OBJECTIVE 4. PUBLIC ART. Future redevelopment should maximize opportunities to incorporate permanent and/or temporary public art installations that celebrate neighborhood history, cultural heritage and identity (see Chapters 2, 5 and 7 for more information).

WHAT IS ASSEMBLY BILL (AB) 2923?

Assembly Bill 2923 was signed into law by Governor Jerry Brown on September 30, 2018. AB2923 grants BART the authority to establish transit-oriented development (TOD) zoning standards that apply to its property across the Bay Area, including the North Berkeley and Ashby BART Station sites. The intent of the law is to enable BART to work together with cities to maximize the public benefit of scarce transit-adjacent land (see www.bart.gov/ab2923 for more information). Although BART has the ultimate authority to establish zoning standards for its property, BART has indicated that it intends to work in close collaboration with local elected officials and community stakeholders. Furthermore, since the City has the option to purchase the "air rights" for the west Ashby BART parking lot, it would have a direct role in approving any future master plan and development agreement for that site, and would work with BART to implement the Objectives described in the Adeline Corridor Specific Plan for any redevelopment of the Ashby BART subarea.

OBJECTIVE 5. PEDESTRIAN AND BICYCLE CONNECTIONS. Future development should include pedestrian and bicycle connections that serve users of all abilities and ages. Development of the west parking lot should incorporate the following key bicycle connections at minimum, consistent with the City of Berkeley Bike Plan and as described in the Transportation Chapter of this Plan:

- Connection of the Woolsey/Prince bicycle boulevard facility across the Ashby site
- Provision of an off-street/protected bicycle facility along Adeline Street between Ashby and the intersection with MLK Jr. Way.

OBJECTIVE 6. PARKING AND TRANSPORTATION DEMAND MANAGEMENT.

Any future development must include aggressive and innovative Transportation Demand Management strategies to reduce demand for parking and single-use automobile trips (See Chapter 6). Consistent with BART Transit-Oriented Design Guidelines and the City's Climate Action Plan, any future mixed-use development shall provide parking at ratio not to exceed 0.5 spaces/residential unit and 1.6 spaces per 1000 sq ft of commercial space. Because Ashby BART Station is considered an Urban with Parking station, BART's Access and TOD policies strive to have little to no BART parking replacement. To offset the loss of parking spaces, future development must incorporate non-auto, multimodal access alternatives to BART patrons.

WHAT ARE "AIR RIGHTS?"

Ownership of land can be divided into rights on the surface, subsurface (i.e. mining or mineral rights) and air rights. The City of Berkeley acquired air rights over both parking lots at Ashby BART Station back in 1966 after the voters approved undergrounding the BART lines. In 1999, the City executed a contract with the Ed Roberts Campus to assign the City's option to the air rights over the eastern Ashby BART parking lot (the current Ed Roberts Campus site and the remainder parking lot behind it), to facilitate development of the Ed Roberts Campus. An agreement between the City and the Ed Roberts Campus in 2008 confirmed that the City assigned the air rights over the eastern BART parking lot to the Ed Roberts Campus, but the City still retained the option over the western BART parking lot. The air rights generally refer to the space starting 10 feet above the average finished grade location.

OBJECTIVE 7. PROCESS AND ENGAGEMENT.

Because of the importance of the BART site both to the success of the proposed housing strategy and to the overall character of the neighborhood, any development process should include a deliberate and extensive community decision making process. The City will work with BART to complete a planning process which includes a Station Area Advisory Group or similar body comprised primarily of representatives of local stakeholder organizations. This stakeholder group should participate in decisions regarding the site requirements to be included in any Request for Proposals (RFP). In addition, any RFP that is issued for development at the BART site will outline specific requirements that a selected developer continue to invest in proactive community engagement throughout the development process and to identify appropriate additional community benefits as part of the project design process. A development team's proven track record of managing this kind of community engagement/community benefits process will be one criteria for selection. The local community should continue to be closely involved in development of these key public sites. Chapter 4 (Housing Affordability) includes additional information and considerations for future phasing, funding, programming, and affordable housing strategies for the Ashby BART area.

3.8 SUSTAINABLE BUILDING DESIGN AND ENERGY USE

Ensure that the design of new buildings incorporates features that address energy use and further the goals of Berkeley's Climate Action Plan.

Berkeley's Climate Action Plan (CAP) was adopted in 2009 with the goal of reducing the City's greenhouse gas (GHG) emissions by 80% by the year 2050. Reducing the energy used in Berkeley's residential, commercial and institutional buildings through energy efficiency retrofits and use of renewable energy, along with building electrification, is key to meeting this goal.

The following measures shall be required of all new buildings in the Adeline Corridor Specific Plan Area:¹

- All new buildings constructed in the Plan area shall be built as all-electric with no natural gas infrastructure connected to the building. This includes all appliances such as electric cooking, clothes drying, water heating, space heating, and air conditioning.
- Projects which cannot be built as all-electric must qualify for an exception or public interest exemption based on the following, or on an equivalent City of Berkeley adopted ordinance² which meets or exceeds these standards:
- Exception: Natural gas infrastructure may only be permitted for specific systems, devices, or appliances within the building

that are subject to the California Energy Code (Title 24, Part 6) and cannot demonstrate compliance with the requirements of that regulation if electric.

- Public Interest Exemption: Upon evaluating alternative technologies and the impacts on the health, safety, and welfare of the public, the entity issuing the zoning permit for the new building may allow minimally necessary and specifically tailored natural gas infrastructure in the building, if it is established that the use serves the public interest.

For any projects permitted to include natural gas components, the City of Berkeley shall require electric readiness to facilitate future full building electrification.³

- All new development projects in the Plan Area shall conform to the following EV infrastructure requirements or an equivalent City of Berkeley adopted ordinance⁴ which meets or exceeds those standards:

Single Family Homes and Duplexes

- At least one parking space per dwelling unit with on-site parking to be equipped with raceway, wiring, and power to support a future Level 2⁵ EV charging station.

Multi-Family Building

- 20% of parking spaces to be equipped with raceways, wiring, and power to support future Level 2 EV charging stations.

¹ The following measures reflect required mitigation measures as reflected in the Mitigation Measure Monitoring Program for the Adeline Corridor Specific Plan (GHG Mitigation Measures 1 through 3) and BMC Chapter 12.80 (Prohibition of Natural Gas Infrastructure in New Buildings, BMC Chapter 19.36 (Berkeley Energy Code) and BMC Chapter 19.37 (Berkeley Green Code).

² Current ordinance, BMC Chapter 12.80, adopted by Berkeley City Council on July 23, 2019.

³ Current ordinance, BMC Chapter 19.36, adopted by Berkeley City Council on December 3, 2019.

⁴ Current ordinance, BMC Chapter 19.37, adopted by Berkeley City Council on December 3, 2019.

⁵ Level 2 circuit: 40+ Amp, 208/240v AC (standard household washer/dryer outlet), charges approximately 25-30 mile driving distance per hour.

- 80% of parking spaces to be equipped with connecting raceways (no additional electrical service capacity required).

Non-Residential Buildings

- 10% of parking spaces must have Level 2 charging stations installed (a DC Fast Charge station may be installed in place of 10 required Level 2 stations).
- 40% of parking spaces to be equipped with connecting raceways (no additional electric service capacity required).
- Building to meet a zero net energy is encouraged for all new buildings in the Plan Area. All new buildings, with the exception of accessory buildings and structures, proposed in the Plan Area shall install solar photovoltaic energy systems in compliance with City of Berkeley adopted ordinance.⁶ Buildings that meet the exceptions in the adopted ordinance for solar photovoltaic energy systems must purchase 100% renewable energy available through an electric utility serving Berkeley. For new multi-family buildings and non-residential buildings, solar photovoltaic energy systems shall cover no less than 15% of total roof area and are encouraged to at least provide all electricity used in interior and exterior building and pathway lighting.

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⁶ Current ordinance, BMC Chapter 19.36 (Berkeley Energy Code), was adopted by Berkeley City Council on December 3, 2019.

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chapter 4: housing affordability

CONTEXT

Stable, affordable housing is central to the health of individuals, families, and communities. Throughout the Adeline Corridor planning process, community members have underscored the high need for more affordable housing and measures to prevent displacement. The question “Affordable for whom?” frequently came up, reflecting the concern that many below market rate “affordable” units are not affordable to the lowest income residents in the neighborhood.

The City of Berkeley has adopted a number of ordinances, policies, and programs, to support the development and preservation of affordable housing. It has also taken steps to mitigate displacement and to remove potential constraints to affordable housing development (See “Existing Plans and Programs.”) While many of these have been effective, regional economic trends that impact financial feasibility, legal limits on local jurisdictions’ ability to adopt certain ordinances, and other factors continue to present challenges to meeting affordable housing needs.

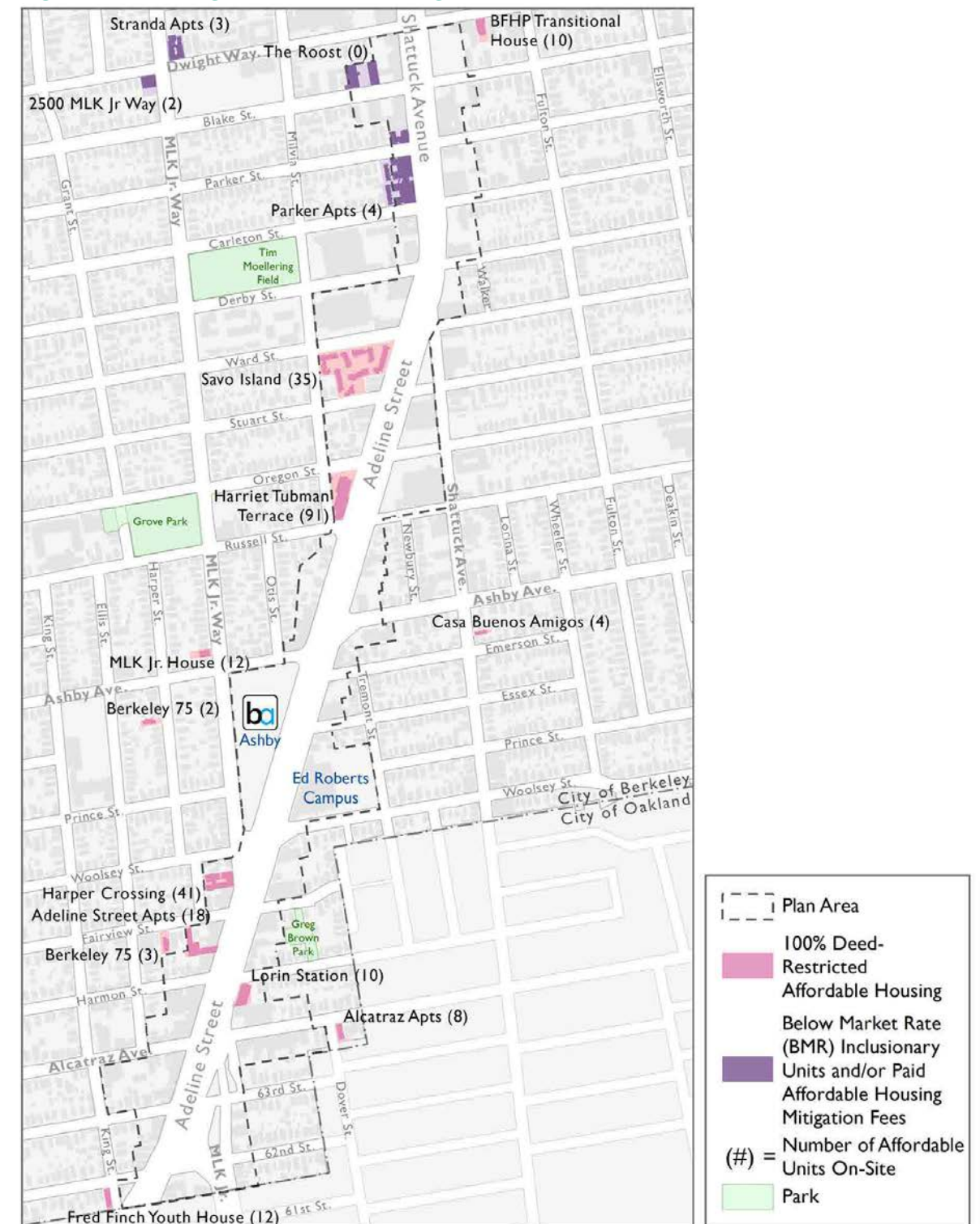
This chapter focuses on a four-pronged approach: producing new housing, preserving existing housing, adopting anti-displacement strategies, and addressing homelessness. It recognizes the different constraints and feasibility of various policies and strategies at the Plan Area-level and citywide level; and the importance of the different contexts of City-owned/public land and privately-owned land in order to achieve the goal of maximizing affordable housing. Production of new affordable housing units on vacant and underutilized sites must be a very high priority along this corridor. One of the top priorities of this Plan is ensuring that a high percentage of new housing is affordable. Some projects may be 100% affordable, some may include a combination of affordable and market rate housing (e.g., “mixed-income”), and some may be entirely market rate. The “Affordable First” strategy outlined in this chapter commits the City of Berkeley to a goal that at least half of all new housing development in the Adeline Corridor over the next 20 years is income-restricted affordable housing, including housing for the lowest income, highest need populations. The Plan also recognizes the need for housing at all income levels and aspires to affordable housing goals that are achievable. This means that affordable housing must be built concurrently with market-rate development, and that the City’s requirements do not inhibit construction or result in untenable development costs.

WHAT IS DISPLACEMENT?

“Residential Displacement: the process by which a household is forced to move from its residence - or is prevented from moving into a neighborhood that was previously accessible to them because of conditions beyond their control.”

- UC Berkeley, Urban Displacement Project

Figure 4.1 Existing Affordable Housing



WHAT IS "AFFORDABLE HOUSING"?

Housing is typically considered affordable if housing costs do not exceed 30 percent of household income. Affordability is generally discussed in terms of different income groups. Households are typically categorized as **Extremely Low-Income, Very Low-Income, Low-Income,** or **Moderate-Income** based on household size and how household income compares to the Area Median Income (AMI) for other households of the same size. Income limits for each household size and income group are established annually by State and Federal agencies. These income limits are used to determine the maximum rents or sales prices for "affordable housing" units.

Any housing that has rent or sales price restrictions is often called "affordable housing." Berkeley offers several options to access affordable housing including non-profit income-subsidized units (typically built together in a single development) and "Below Market Rate" or BMR units (included as part of a market-rate development project). Affordable housing generally provides housing for households that otherwise could not afford adequate housing at market rates.

The City of Berkeley itself does not build affordable housing. Rather, the City collects fees from new market-rate residential or commercial development that it pools with State and federal funding sources into the City's Housing Trust Fund (HTF). With approval from the City Council, the City uses HTF funding to support non-profit developers' affordable housing projects. Market-rate developers have the option to pay fees into the HTF or build affordable housing units (at specified levels of affordability) on-site as part of a proposed project. The developer signs a contract that guarantees that the units are income restricted for the life of the project.

WHAT IS "AREA MEDIAN INCOME"?

Percentages of Area Median Income (AMI) are frequently used to determine eligibility for affordable projects. The area median income is the household income for the median -- or middle -- household in a region. Typically, to be eligible, your income must be less than 30%-80% of the AMI for your size household, depending on the property. Sample AMI thresholds for a one person or four-person household is shown below.

Table 4.1 Income Categories

Household Size	Extremely Low Income (ELI) <30% AMI	Very Low Income (VLI) Up to 50% AMI	Low Income (LI) Up to 80% AMI	Moderate Income (MI) Up to 120% AMI
One Person	\$26,050	\$43,400	\$69,000	\$104,100
Four Person	\$37,150	\$61,950	\$98,550	\$148,700
Unit Size				
Studio	\$651	\$1,085	\$1,736	\$2,604
One Bedroom	\$697	\$1,162	\$1,860	\$2,790
Two Bedroom	\$837	\$1,395	\$2,232	\$2,348

Source: U.S. Department of Housing and Urban Development 2019 Sample Income Limits and California Tax Credit Allocation Committee (TCAC). Note that the TCAC does not set 120% rents; these were calculated by City staff using TCAC's methodology.

Affordable Housing Projects in Berkeley



*A rendering of 2012 Berkeley Way.
Image: Leddy Maytum Stacy Architects*



*A rendering of 1601 Oxford St.
Image: HKIT Architects*

EXISTING PLANS, PROGRAMS AND REGULATIONS

The City of Berkeley has a strong history of programs and initiatives to protect existing affordable housing, fight displacement and create new supplies of affordable housing. These programs and initiatives are administered primarily by the Health, Housing and Community Services Department, Berkeley Housing Authority, Rent Stabilization Board and Planning Department.

The Housing Element of the City's General Plan serves as the City's framework for housing goals, policies, and programs for meeting existing and future housing needs and increasing affordable housing opportunities. The 2015-2023 Housing Element addresses the planning period of January 31, 2015 to January 31, 2023 as required by the State Housing Element Law. The most relevant major efforts are summarized below.

Affordable Housing Information

The City provides contact information and addresses for all local non-profit and below-market-rate affordable housing developments to assist residents with accessing leasing and waitlist opportunities (www.cityofberkeley.info/affordable/). This webpage also includes resources for affordable housing and homeless resources throughout the region, including Alameda County 211 and One Home Bay Area.

Affordable Housing Bond Funding (Measure O)

In November 2018, Berkeley voters authorized the City to issue up to \$135 million in bonds to fund affordable housing projects for a variety of low and moderate-income ranges and target populations.

Affordable Housing, Anti-Displacement and Homeless Funding (Measure U1 and Measure P funding from the City's General Fund)

Voters in Berkeley approved Measure U1 in 2016 which included an increase in the Business License Tax charged on properties that consist of five or more residential units. In 2018, Berkeley voters approved a one percent tax increase on property sales and transfers over \$1.5M to help fund services for Berkeley's homeless population.

Affordable Housing Mitigation Fee

The City enacted an Affordable Housing Mitigation Fee in response to a court ruling preventing cities from requiring affordable rental units be included in new developments. As a result, developers of new market-rate rental projects must pay a fee of \$37,962 per unit, which is adjusted bi-annually to reflect the California Construction Cost Index. Developers can reduce this fee by including units affordable to low-income households, and the fee is waived if at least 20% of a development's units are affordable (with half affordable to Very Low-Income households and half to Low Income households.) Revenues generated from these fees go to the City's Housing Trust Fund and are used to develop or preserve affordable housing. The legislature has recently enacted new laws that could allow the City to require that new rental development projects include affordable units instead of the mitigation fee; the issue is being studied further.

Commercial Linkage Fee

The commercial linkage fee is levied on developers of new commercial development to support affordable housing. Fees range from \$2.25 to \$4.50 per square foot, depending on building use, and increase bi-annually based on the California Construction Cost Index. Revenues from these fees go to the City's Housing Trust Fund.

Condo Conversion Limits

The City's Condominium Conversion Ordinance restricts property owners from converting rental units to condominiums. Condominium conversion removes multi-family rental housing from the market, which can decrease the number of units available to renter households. Berkeley's ordinance limits condominium conversions to 100 units per year, and assesses a fee per unit that goes to the City's Housing Trust Fund. Property owners can reduce this fee to under 10% of the sales price of the condominium if they enter into a regulatory agreement that limits rent increases on their tenants. Tenants also are provided the first right of refusal to purchase the property at time of sale.

Demolition Ordinance

Berkeley's Demolition Ordinance regulates the demolition, conversion and elimination of Berkeley's existing housing stock. Property owners or developers who wish to demolish tenant-occupied housing are required to provide existing tenants with a one-time allowance for relocation expenses, compensation for moving and storage expenses, and to subsidize the displaced tenants rent differential in a comparable replacement unit until new units are ready for occupancy. Tenants who are displaced due to demolition are provided with the right of refusal to move into the new building at the rent that would have applied if their former units had remained in place. Owners or developers are also required to either pay a mitigation fee for each demolished rental unit or to create permanently affordable replacement units.

Density Bonus

The State's Density Bonus law allows new residential development to be built at a higher density than is allowed under local zoning if the project includes affordable units for low-income households. Berkeley enforces this law and calculates a project's density bonus based on the number of below-market rate units, the income level targeted by these units, and the proposed project size.

Ellis Act Implementation Ordinance

The Ellis Act Implementation Ordinance establishes the process for withdrawing residential rental property from the rental housing market. The ordinance requires that property owners give tenants a 120-day notice of the intent to withdraw units from the rental market (one-year notice for most senior and/or disabled tenants), the payment of tenant relocation assistance, and an offer of the right to re-establish their tenancy if the property is re-rented within the following 10 years.

Eviction Prevention

The City's Housing Retention Program provides financial assistance to tenants to avoid eviction due to non-payment of rent. Qualifying households can receive one-time grants up to \$5,000 to prevent eviction and maintain permanent housing. The City contracts with the East Bay Community Law Center to administer the program.

Housing Trust Fund

A Housing Trust Fund is a designated source of public funds dedicate to creating and preserving affordable housing. The City created its Housing Trust Fund in 1990. The fund receives revenue from a variety of local, state and federal sources, including Affordable Housing Mitigation fees, Commercial Linkage fees, federal Community Development Block Grant (CDBG) funds, and federal HOME funds. Health, Housing and Community Services (HHCS) periodically issues Request for Proposals (RFP's) from affordable housing sponsors for Housing Trust Fund

Program (HTF) loans to support the construction, acquisition and rehabilitation of local affordable housing projects. Project sponsors typically use an HTF loan to leverage outside funding sources, including federal tax credits, to finance non-profit affordable housing developments. In recent years, the balance of funds available for the HTF has varied significantly with the housing market as federal funds have declined and mitigation fees now account for a significant contribution.

Relocation Assistance

The City requires all landlords who are lawfully evicting or temporarily vacating tenants to provide permanent or temporary relocation assistance and the right to return to the property. This ordinance helps prevent displacement and alleviate hardships on elderly, disabled and low-income tenants.

Relocation Ordinance

The Relocation Ordinance prevents tenants from being permanently displaced if they must vacate their unit temporarily while repairs are completed to bring a rental unit into code compliance. The Ordinance requires the owner to allow tenants to move back into their unit once repairs are completed, and to provide financial compensation to tenants to mitigate the costs associated with being temporarily displaced.

Rent Control/Just Cause Eviction

Berkeley voters passed the Rent Stabilization and Eviction for Just Cause Ordinance in 1980, creating one of the strongest forms of rent control and eviction protections in the state. The Rent Stabilization Ordinance regulates residential rents for most Berkeley rental units that were built before 1980 and limits the amount a property owner can increase rent on a tenant in a given year to 65% of the Consumer Price Index (CPI). The ordinance also protects tenants from unwarranted evictions by limiting the reasons a tenant can be evicted to twelve “just causes,” including failure to pay rent or substantial violations of the lease terms that are not corrected after written notice from the landlord.

Rent Stabilization Program

The Rent Stabilization Program provides information and counseling to landlords and tenants, calculates and certifies rent ceilings, offers free mediation to resolve rental housing disputes, conducts hearings related to habitability complaints and rent adjustment disputes, and offers a variety of free workshops and seminars for both landlords and tenants.

Rent Stabilization Board

The Rent Stabilization Board is a government body composed of nine elected commissioners. The voters amended the City Charter to have the elected Rent Board implement the Rent Stabilization Ordinance, and its staff provide information and counseling to landlords and tenants, calculate and certify rent ceilings, conduct hearings related to rent adjustment disputes, and maintain a database of registered rental units. The Rent Board collects fees from rental properties, which funds the administration of programs related to the Rent Stabilization Ordinance.

Senior and Disabled Home Rehabilitation Loan Program

The Health, Housing and Community Services Department manages the Senior and Disabled Rehabilitation Loan program, which facilitates essential health, safety, and accessibility repairs for low-income senior and disabled homeowners; enabling them to remain safely in their homes. This program provides eligible Berkeley homeowners with interest-free, deferred payment loans of up to \$100,000.

Small Sites Program

The City is developing a “Small Sites” multifamily housing loan program to preserve existing, “naturally occurring” affordable rental units in Berkeley, and protect tenants vulnerable to Ellis Act evictions. Through the Small Sites program, the City will provide funds to affordable housing developers to acquire multi-family properties, renovate them to address urgent health and safety issues, and record long-term regulatory agreements to preserve affordability.

Tenant Buyout Ordinance

The Tenant Buyout Ordinance provides rights and obligations to tenants and landlords entering into “buyout” agreements. Such agreements include a promise by the tenant to permanently vacate a controlled rental unit in Berkeley in exchange for compensation from the landlord. Landlords must provide tenants with a written disclosure of tenants’ rights prepared by the Rent Board prior to making any buyout offer. Tenants have the right to rescind any buyout agreement at any time during the first 30 days after all parties sign.

Tenant Protection Ordinance

The Tenant Protection Ordinance prohibits illegal evictions through the use of fraudulent and/or misleading representations, intimidating conduct, and coercive conduct. The ordinance requires landlords to provide notice to tenants disclosing the existence of the Ordinance’s protections on a form prepared by the city. This disclosure notice is required to be provided at the inception of any tenancy beginning after April 2017, and must be included with any eviction notice. Failure to include this notice is a defense to an eviction.

HUD’s Mainstream Voucher Program

The U.S. Department of Housing and Urban Development (HUD) issues notices for housing authorities to apply competitively for allocations of Mainstream Vouchers. Berkeley’s Housing Authority (BHA) has been allocated two rounds thus far: 40 Mainstream Vouchers in 2018 and 30 in 2019. These vouchers support a specific target population of non-elderly (between the ages of 18 – 61) disabled, homeless or at risk of homelessness; current clients in supportive or rapid re-housing; at risk of institutionalization or already institutionalized. Referrals for these vouchers come from BHA’s partner organizations: the Homeless Coordinated Entry System (operated by BACS), and two agencies servicing disabled and/or institutionalized populations and the Center for Independent Living, and East Bay Innovations.

HUD’s VASH Program

Through HUD-issued notices of availability applications, the Veteran’s Affairs Supportive Housing (VASH) provides homeless veterans and their families a voucher to rent affordable housing, while providing supportive services offered through the U.S Department of Veterans Affairs (VA). VA medical facilities refer eligible HUD-VASH families to the partnering housing authorities. Berkeley’s Housing Authority (BHA) has received a total of 40 VASH vouchers from HUD, in 2017-2019.

Source of Income Non-Discrimination

The City of Berkeley is committed to providing and preserving fair and affordable housing for all income levels. This is reinforced by the Berkeley Municipal Code which works to eliminate discrimination in property rentals (BMC 13.31.010). The BMC was amended, effective July 25, 2017 to prohibit against discrimination on the basis of “source of income” including rental assistance from any Federal, State, local or non-profit administered benefit or subsidy program. While landlords may establish procedures to evaluate an applicant’s financial ability to pay rent and refuse to rent to someone with insufficient income or a poor credit history, landlords may not advertise a preference for, nor refuse to rent to a person based on their source of income, as long as it is lawful.

Coordinated Entry and Housing Resource Center

Berkeley’s Coordinated Entry System (CES) is a policy that works towards Alameda County’s comprehensive strategy to address homelessness more efficiently and equitably. CES sets a strategy to intentionally serve those least able to serve themselves first through providing standardization, prioritization, and coordination. In the City of Berkeley, Coordinated Entry happens at the Housing Resource Center (HRC) which operates a centrally coordinated system to help access homeless services, emergency shelter, transitional housing and other homeless housing resources.

Below Market Rate (BMR) Program and Section 8 requirements in new BMR units

The City's BMR program includes privately-owned affordable rental apartments created through the Inclusionary Housing (IHO) (BMC 23C.12) and Affordable Housing Mitigation Fee (AHMF) (BMC 22.20.065) ordinances. This program regulates apartments with affordable rents set at fixed "below market" rates within market-rate developments. As of January 2020, there are 38 properties with a total of 471 BMR units. Tenants who receive Section 8 may live in a BMR unit as long as they meet the income limits under the BMR program. All projects developed after 2016 must make a portion of the BMR units available to Housing Choice Voucher and Shelter Plus Care certificate holders.

Shelter Plus Care Vouchers

The Berkeley Shelter Plus Care Program is a housing subsidy program for individuals who are chronically homeless in Berkeley. The Program is funded by the U.S. Department of Housing and Urban Development and operated by the Berkeley Health, Housing and Community Services Department in collaboration with several community agencies. Participants pay approximately 30% of their income towards rent, and receive ongoing supportive services. Recipients can utilize vouchers to find housing in the private market in Oakland, Emeryville, Albany, or Berkeley.

Section 8 Housing Choice Vouchers

The Housing Choice Voucher Program, commonly referred to as "Section 8", provides rental subsidy to low-income families. This tenant-based rental assistance program allows families flexibility in selecting a community or neighborhood in which to live. The voucher covers a portion of the rent and the tenant is expected to pay the balance. The tenant's share of rent is an affordable percentage of their income, which is generally between 30 to 40 percent of their monthly-adjusted gross income for rent and utilities. Seventy-five percent of new vouchers issued must be made available to families earning less than 30 percent of the area median income (AMI). The program is the largest United States affordable housing program funded by the Department of Housing and Urban Development (HUD).

HOUSING AFFORDABILITY GOAL: PROMOTE EQUITABLE ACCESS TO HOUSING BY PRODUCING NEW AFFORDABLE HOUSING, PRESERVING EXISTING AFFORDABLE HOUSING, AND PREVENTING DISPLACEMENT.

4.1 NEW HOUSING BALANCE - 50% AFFORDABILITY TARGET

Ensure for at least 50% of all new housing units produced along the Adeline Corridor over the next 20 years as income-restricted housing and affordable at a range of income levels including the lowest income and highest need households.

The Adeline Corridor includes a small number of sites that would be appropriate for additional housing to help meet the neighborhood's (and region's) dire need for more housing. But many in the community fear that this scarce opportunity for building will be used primarily to meet the needs of higher income residents. It does not have to be this way. This plan commits the City of Berkeley to the goal of ensuring that at least 50% of all new housing built in the Adeline Corridor over the next 20 years will be income restricted permanently affordable housing serving a range of incomes. A 50% goal is not a panacea, but it helps ensure the benefits from new development will serve lower-income residents.

This will not be easy to accomplish, but it can be done. The strategy outlined below aims to facilitate the City's progress to meet the 50% goal.

The proposed strategy achieves an overall affordable housing rate of 50% through a combination of mixed-income projects including low income units and a number of larger 100% affordable housing developments. The strategy builds on the presence of several key publicly owned sites and new affordable housing funding together with the City's existing affordable housing requirements and a new on-site affordable housing incentive program for market rate projects that take advantage of the plan's height and density increases (See Chapter 3, Policy 3.2). Applied carefully, these tools make it practical to achieve a very high share of affordable housing serving a very wide range of incomes. Building as much affordable housing as possible now and locking that affordability in permanently can ensure that the Corridor remains vibrant and economically diverse for generations to come.

While it is not possible to perfectly predict the number of new housing units that will be built in the Plan Area, based on an analysis of available

vacant and underutilized sites, this plan projects a total of 1,450 new housing units over the next 20 years (see Adeline Corridor Specific Plan Draft Environmental Impact Report and Chapter 2 Project Description for more detail on projected buildout thresholds 2040). If these sites were all developed as market rate/mixed-income projects, Berkeley's existing Affordable Housing Mitigation Fee together with the State Density Bonus for affordable housing would ensure that some share of the units were restricted affordable housing. Berkeley currently requires payment of \$37,962 per new housing unit unless a project includes 20% Affordable Housing. While many projects may choose to pay this fee, the State Density Bonus allows projects that include at least 10% Low-Income or 5% Very Low-Income units to build bigger projects than would otherwise be allowed. This additional density has motivated many recent projects to include on-site affordable units. While both of these policies are likely to change over the next 20 years, our projections assume that about half of new market-rate rental projects would elect to produce on-site affordable units.

The City estimates that under current rules, if the projected buildout of 1,450 dwelling units were to be built in new market rate projects, it would result in about 175 new deed-restricted affordable units (12% of the total) as well as about \$14 million in mitigation fees to support the Housing Trust Fund, which can be leveraged with State and federal funding to develop about

100 units of deed-restricted affordable housing. The on-site affordable housing incentive described in Chapter 3 aims to encourage a higher share of projects to choose to provide on-site affordable units and provides benefits to projects that include as much as 50% of base units as affordable housing (half low-income and half very low income). However, our economic analysis indicates that, even with the incentives, including such high shares of affordable housing will not be economically feasible for most projects. As a result, it is likely that the share of affordable units in mixed-income buildings will remain well below 50%.

However, assuming that even a handful of key public sites (most notably the BART parking lots) are reserved primarily for affordable housing buildings, it is possible to achieve an overall affordable housing share above 50% of new housing and a total of more than 725 new affordable housing units. Avoiding a one-size-fits-all strategy enables a more ambitious outcome. By maximizing the existing affordable housing opportunity sites to build primarily affordable housing buildings in addition to mixed-income buildings, we can build far more permanently affordable units than would be practical any other way. This approach requires greater transparency and accountability - a simple requirement of a specific percentage of affordable units in all projects is easier for community stakeholders to monitor, but the benefits of a more nuanced strategy are worth the trouble.

ECONOMIC INTEGRATION

Relative to many other communities, South Berkeley already has a high share of income-restricted affordable housing units. In recent years, research on economic mobility has led to a growing concern about over-concentration of affordable housing. Research has shown that children, in particular, are harmed by communities with high concentrations of poverty. This has led policymakers at the local, State and federal level to place a higher emphasis on economic integration and 'access to opportunity' when selecting locations for affordable housing. In light of this trend, some may argue that planning for a high share of affordable housing in the Adeline corridor is inappropriate. But it is important to keep in mind that, in spite of the history of disinvestment in the area, the Adeline Corridor is a relatively high opportunity neighborhood, with very strong transit access, access to jobs, high quality local schools, retail and health care facilities.

In addition, because the likely rate of future development is modest, even if a high share of *new* housing is set aside as income restricted affordable housing, the majority of all housing in the neighborhood will continue to be unrestricted market-rate housing.

HOUSING BALANCE ACCOUNTABILITY AND TRANSPARENCY

Accountability is a key concern for many in the community. There is a widespread perception that the City has not delivered on promises made in prior plans for the South Berkeley neighborhood. How can community residents be sure that every effort will be made to ensure that proposed level of affordable housing will actually be built?

There is no easy way to guarantee that affordable units will be built. New affordable housing development relies on complex, layered funds from a variety of public and private sources. Due to relatively limited funding and high demand, there is high competition across the state to access necessary funds, which are awarded on a project dependent basis. The proposed levels of affordable housing will only be possible if public subsidies are available and much of the subsidies needed to implement this plan will require approval by Berkeley and/or Alameda County voters. In particular, the rate at which the anticipated affordable housing is built will depend on the availability of bond financing (see below). But because the key sites for this housing are currently publicly owned, the City has greater ability to ensure that these sites are not used for another purpose.

In order to ensure that the proposed housing balance is achieved, the City will annually produce a summary report identifying the number of market rate and affordable units permitted and built since adoption of this plan.

If at any time the number of new unrestricted market rate units built since adoption of this plan exceeds the number of new affordable units built, the area will be considered 'out of balance.' Once an annual report finds the area is 'out of balance' based on the count of completed units, the City will review current affordable housing plans, examine obstacles that may be impacting the imbalance and discuss strategies to overcome any barriers in the annual report.

4.2 NEW ON-SITE AFFORDABLE HOUSING INCENTIVE

Increase the share of affordable units included in market rate buildings by creating stronger incentives for on-site development

The level of community concern about housing affordability and the ongoing rate of displacement of existing residents suggests that increasing the share of affordable units that are provided on-site in new market rate housing projects should be a key goal for the Adeline Corridor. The limited number of units that will be built in this way will not solve the housing crisis but they can make an important contribution to stabilizing the neighborhood.

This plan proposes to increase the share of on-site affordable housing through two related changes. First by introducing new density standards that will generate a higher number of affordable units even from market rate buildings when applicants choose to apply the State Density Bonus. Second, by offering a new

on-site affordable housing incentive, we can achieve an even higher share of affordable units in exchange for higher densities than current practice would allow.

Chapter 3 outlines a new set of base development standards for the Adeline Corridor. Projects that take advantage of the State Density Bonus will continue to be able to increase the overall density by 35% above this new base in exchange for providing affordable units (either 11% of base units for Very Low Income or 20% for Low Income households). While the specifics vary from site to site, in general the proposed densities are roughly consistent with what recent multi-family housing projects have been able to achieve in the Corridor through the use of use permits together with the State Density Bonus. However, in order to increase the share of affordable units, the City will develop an Adeline Corridor-specific on-site affordable housing incentive program. This program will allow density bonuses of up to 100% in exchange for up to 50% of base units as affordable housing (with half serving Very Low Income and half **Low-Income** households).

The economic feasibility of the proposed affordable housing incentive program was evaluated during the planning process and is described in more detail in Appendix C. The analysis found that the profitability of typical projects at the increased density together with the increased affordability requirements would be similar to what would be realized by projects using the State Density Bonus (with lower density and less affordable housing). While many projects will not choose to include the highest levels of affordability available under the new Adeline-specific program, the proposed program makes high levels of affordability a practical option under current market conditions and this option may become even more attractive as market conditions, state laws, and available financing tools change in the future. It may be desirable to offer additional options to providing the required on-site affordable housing in order to maximize the creation of deed-restricted affordable housing. Options include providing the required affordable units off-site as newly constructed units or through the acquisition and rehabilitation of existing development as permanent, deed-restricted affordable housing under certain circumstances. A potential framework to consider for an off-site affordable program for the Adeline Corridor should include:

- Replacement ratio of units;
- Location requirement (e.g. off-site units should be located in South Berkeley)
- Timing: units at the “receiving site” should be made available either concurrently or prior to the units at the “sending site”;
- Acquisition and Rehabilitation: a physical needs assessment should be developed to identify that the units being acquired are rehabilitated to a comparable level of amenity and useful life to the otherwise required amount of (new) on-site affordable housing. Additional research would be

WHY NOT JUST REQUIRE 50% AFFORDABLE IN EVERY BUILDING?

As part of the Adeline Corridor planning process, a series of “what if” scenarios were tested to determine the feasibility of higher affordable housing requirements (see Appendix C). The analysis showed that market rate projects could, indeed, support higher affordable housing percentages — although a 50% requirement would be too high for most projects to move forward. So instead, the Plan proposes a local density incentive that rewards builders of affordable housing with more market rate units as well, in order for the development economics to work.

required to determine the appropriate development approval processes; enforcement mechanisms needed to ensure completion of off-site units; as well as how to address rehabilitation of units (and if those units already have some kind of formal affordability requirement such as rent control).

- Length of affordability: both newly constructed or acquired units should be required to be deed restricted affordable for either the life of the building, or the life of the initial project, whichever is longer. During the planning process, many residents expressed a strong desire to maximize the amount of deed-restricted, affordable housing along the corridor. The City should explore additional strategies to require and/or incentivize affordable housing along the corridor, such as increasing the Affordable Housing Mitigation Fee for the plan area, eliminating the fee option and requiring on-site development, or other strategies.

Table 4.2 On-Site Affordable Housing Incentive

	South Shattuck Subarea			North Adeline and South Adeline Subareas		
	Affordable Units as % of Total Units	Max Density (du/acre)	Max FAR	Affordable Units as % of Total Units	Max Density (du/acre)	Max FAR
Tier 1	(0%)	120	2.5	(0%)	100	2
Tier 2	14%	168	3.5	14%	140	2.8
Tier 3	21%	204	4.3	21%	170	3.4
Tier 4	25%	240	5.0	25%	200	4.0

Notes:

1. Half of the affordable units would be provided at Low Income (LI) and half at Very Low Income (VLI) levels.
2. Affordability levels for development in the Ashby BART subarea will be subject to a separate negotiated development agreement. See Chapter 3, Policy 3.8 for more information.

WHY INCLUDE MARKET RATE HOUSING AT ALL?

The rising cost of housing and the ongoing displacement of area residents were raised over and over again as top community concerns in the outreach meetings to inform this plan. Many area residents are concerned that new housing development along the Adeline Corridor will primarily serve a new higher income demographic than the area's existing housing does. This is an important concern and this plan commits to aggressive action to ensure that new housing serves all income groups; with at least half being income restricted to lower income households. But the commitment to providing housing opportunities for all income levels includes the production of market rate housing even though much of that housing will serve higher income residents. There are important reasons for this strategy.

First, no land use plan can adequately protect neighborhood residents from the impact of the regional housing shortage. The Bay Area as a whole is building far less housing than we need to keep up with job growth. The clear and unavoidable result of this shortage is higher housing prices. If we build no new housing, higher income households will inevitably be drawn into communities like south Berkeley where they will end up pushing the rents and prices on existing housing higher. In a 2016 Housing Production study, researchers at UC Berkeley's Urban Displacement Project found that the new market rate housing development was associated with lower rates of displacement in surrounding areas. When higher income residents have more new housing options, they seem to be less likely to move into more moderately priced existing housing.

The same UC Berkeley researchers found that new affordable housing development had an even greater benefit in reducing displacement. But the number of affordable units we can build is limited by the scarce public subsidies and it is not realistic to expect that Berkeley could ever build enough to serve every income-qualified household. Most families will find housing in the market – and the market rent or price will be determined largely by the overall supply. Combining affordable and market rate development is the only strategy likely to result in enough new housing to stem the tide of displacement.

4.3 NEW AFFORDABLE HOUSING ON PUBLIC LAND

Prioritize and actively pursue development of new affordable housing on publicly owned land.

Publicly-owned land is an important resource for pursuing new affordable housing because the City and its partners have more direct development control over this land than privately owned parcels. While most land along the Adeline Corridor is privately owned, the handful of publicly owned sites will play a central role in City efforts to generate new affordable housing in the Adeline area. To the maximum extent practical, these sites should be reserved for development of 100% affordable buildings or mixed-income projects in which more than 50% of the units are affordable. While the availability of local or outside housing subsidies may limit the pace at which these sites can be developed, land is a scarce resource and committing these sites for future affordable housing will facilitate a clear multi-year strategy for growing the stock of affordable homes.

Among the publicly-owned sites in the Plan Area (shown in Figure 4.2), the two Ashby BART parking lots provide the most immediate opportunities for significant affordable housing development, as well as other community-desired uses. The other parcels are considerably smaller and/or are occupied with existing buildings and uses (such as Fire Station #5 and the Black Repertory Group Theatre). In addition to these existing parcels, the long-term concept for redesigning the Adeline street right-of-way and public space (described in more detail in Chapter 6) has the potential to create additional public land that could be used for new housing development. All of these other sites would require further study and there are many factors, including minimum project size and the cost of relocation of existing uses, which could impact feasibility. For example, typical affordable projects require at least 50 units to be considered competitive for low income housing tax credits and other vital, competitive State and federal funding. In general, a site of at least 15,000 square feet may be needed to accommodate buildings at this size.



Ashby Avenue BART parking lot



Berkeley Fire Station Number 5 on Adeline Street at Derby

ASHBY BART SITE DEVELOPMENT

The two BART parking lots provide the most immediate opportunities for significant affordable housing development. To a large degree, the City’s ability to implement the ambitious affordable housing goals outlined in this plan rests on coordination with BART to build large numbers of affordable housing units on these two sites.

Until specific site designs have been completed, it is impossible to know exactly how many residential units can be built on each lot. However, the best estimates indicate that the west lot could accommodate 500 to 650 units in a six to seven-story building while the east lot could accommodate up to 150-250 units in a five-story building. Together they could accommodate 650 - 900 units of housing.

While the BART sites must be used primarily for the provision of affordable housing in order to achieve the overall affordable housing goals of this Plan, it may make sense to set aside a portion of either or both sites for development of market rate housing as a way to raise additional subsidy for affordable projects. For example, including some market rate townhouses along a neighborhood residential frontage could reduce the needed local public subsidy and create a smoother transition to the existing neighborhood while still ensuring that the great majority of all new housing on these sites was set aside for lower income residents. This would be subject to further study by the City and BART with respect to property disposition policies and other constraints.

One challenge of using the BART sites for primarily affordable housing is that it is not generally possible to finance affordable housing projects with more than 250 units at a time. Affordable housing projects rely very heavily on the allocation of Low-Income Housing Tax Credits (LIHTC). These federal tax credits are awarded by the State through a competitive process with projects being selected each year all throughout the state. According to

the California Tax Credit Allocation Committee (CTCAC), in recent years the average size of projects receiving tax credit allocations has been 81 units and only 2% of the nearly 5,000 projects ever funded in California have included more than 250 affordable units. For this reason, building these sites out as primarily affordable housing will likely require building three to five separate projects in phases over a number of years—or including a market rate component in the development program for the site.

Figure 4.2 Publicly Owned Parcels



4.4 AFFORDABILITY LEVELS AND TENANT TYPES IN NEW HOUSING

Promote a range of affordability levels for a range of tenant types in new housing development along the Adeline Corridor.

The social, economic, and environmental well-being of a community is enhanced when individuals and families are retained, workforce housing is available, and the needs of residents with changing or special circumstances are met. In order to preserve the diversity that makes the Adeline Corridor area so unique, the City should work to promote new housing development that accommodates a range of affordability levels for a range of tenants. The area should provide both market rate and below market rate housing units at a range of affordability levels. In addition, the City, through land use regulations and housing policies, will encourage the private sector to provide and maintain a mixture of housing types with varied prices, sizes, and densities that meet the housing needs of a variety of tenant groups, such as:

- Senior housing
- Family and multi-generational housing (e.g 2-3 bedroom units and other family-friendly amenities, such as childcare)
- Housing for those with disabilities
- Transitional housing for formerly homeless
- Supportive housing
- Youth housing

- Student housing (primarily closer to campus in the South Shattuck area)
- Artist housing
- Workforce housing

This Plan calls for an ambitious combination of on-site affordable units included in otherwise market rate projects and new 100% affordable housing projects built with public subsidy in many cases on public land. Under the City's current inclusionary housing program new ownership projects must include 20% of units at prices affordable to households earning 80% or less of Area Median Income (AMI). As described above, for rental projects, developers may choose between paying the Affordable Housing Mitigation Fee for each new unit or providing 20% onsite affordable housing (with half of those units affordable below 80% of AMI and half below 50% of AMI).

By including 100% affordable housing projects, the strategy can reach much further down the income ladder and provide housing for households with even lower incomes and generally greater needs. The Low-Income Housing Tax Credit program is restricted to households earning less than 60% of AMI and the majority of units are priced to be affordable to households earning much less. Table 4.3 shows the mix of incomes served by LIHTC projects statewide. The largest group of units are limited to households earning 40-50% of AMI but 20% target households below 30% of AMI.

Table 4.3 Mix of Incomes Served by Low Income Housing Tax Credit (LIHTC) Projects. (See Table 4.1 for Income Categories)

Below 30% AMI	30-40% AMI	40-50% AMI	50-60% AMI
20%	15%	44%	21%

Source: California Tax Credit Allocation Committee

4.5 EXPANDED RANGE OF HOUSING OPTIONS

Encourage new and non-traditional housing models and types targeted towards lower and middle-income residents.

Berkeley has long been a pioneer in new housing models. In order to meet the varied housing needs of the community, the City will continue to encourage and actively recruit new and non-traditional housing types in the Adeline Corridor Area, such as:

- Housing cooperatives
- Co-housing
- Group housing
- Land trusts
- Affordable live-work units
- Below market rate ownership units

As part of this effort, the City could collaborate with existing local community resources, such as Savo Island Cooperative Homes (at Adeline and Ward) or the Northern California Land Trust, to provide education and technical assistance to other groups pursuing similar models of non-traditional housing ownership. The City is currently developing a citywide "Small Sites" multi-family loan program which will may provide funding for some of these project types.

4.6 NEW AND EXPANDED FUNDING SOURCES

Continue to find new, locally controlled funding sources and expand financing mechanisms to fund affordable housing.

While the Adeline Corridor has appropriate public and privately-owned sites for the development of enough new affordable housing to ensure that the area remains economically diverse, a key obstacle is the limited public funding for these projects.

Affordable housing units require subsidies ranging from \$100,000 to more than \$600,000 per unit depending on the income level being served and the suite of funding sources applied to the project. Building the affordable housing necessary to achieve greater than 50% of new housing at the income levels described above could require more than \$300 million in subsidy.

Luckily, the great majority of this funding will not need to come from the City of Berkeley. State and federal programs, most notably the federal Low-Income Housing Tax Credit program routinely provide capital subsidies to build affordable properties. Because of the presence of the BART station, projects in the Adeline Corridor will likely score well in competitive applications for tax credits as well as state resources like the Affordable Housing and Sustainable Communities Fund.

However, in order to successfully secure these federal and state subsidies, each community must provide key gap financing. The more local funding is available the greater the level of outside funding that can be brought in to fund local projects.

A 2017 BART study on funding affordable housing near transit found that in the Bay Area, new tax credit financed affordable housing units required \$100,000 to \$150,000 in local funding per unit. Currently the City could be investing as much as \$200,000 per unit. Therefore, for Berkeley to build 500 to 650 units of affordable housing in the Adeline Corridor, the City would need to provide between 50 and 130 million dollars in local subsidy over the 20-year period (adjusted for inflation). This amounts to \$2.5 to \$6.5 million per year for 20 years. More realistically, however, building this many units would require funding three to five separate affordable housing projects each requiring \$10 to \$40 million in subsidy from the City of Berkeley in addition to State and Federal housing subsidies. The cost of building has been rising rapidly in recent years. While it is somewhat unlikely that the current trend can continue for the next 20 years, it does seem likely that the per unit subsidy needed may increase faster than the overall rate of inflation. There are several promising sources for this additional local funding:

- **Housing Bond.** Bay Area cities and counties have been successfully using affordable housing bonds to raise the local resources necessary to provide gap funding for new affordable projects. In these programs the voters (by two-thirds vote) agree to add an increase to their annual property tax bills to fund affordable housing. The city or county then borrows a large amount of money by issuing bonds. Investors like pension funds buy the bonds, essentially loaning the city money to use to build affordable housing. Then the city uses the annual property tax money to pay back the bond holders. In 2016 Alameda County voter approved Measure A1 which authorized \$580 million in bond funds for affordable housing (of which more than \$15 million is specifically set aside for projects in Berkeley). While a bond proposal could specifically target the Adeline Corridor, it is likely that projects in the Corridor would benefit from any increase in local affordable housing resources.

In 2018, Berkeley voters approved Measure O (“2018 Affordable Housing Bond”) which authorizes the City to issue \$135 million in general obligation bonds to finance the acquisition and improvement of real property to create and preserve affordable housing. Measure O’s affordable housing directive restricts all funding to capital costs related to affordable housing development and preservation. This includes development hard costs (i.e. materials and construction), soft costs (i.e. architecture and legal fees) and delivery costs (i.e. project administration costs). Other important housing affordability programs, such as rent subsidies, operating reserves, or tenant legal services, are not eligible for financing with Measure O funds. The City Council created a Measure O Bond Oversight Committee which is tasked with ensuring that all expenditures are consistent with the slated intention of Measure O.

- **Property Transfer Fee.** Another potential source of funding would be an increase in the City’s Property Transfer Fee which could be limited to high-value transactions to avoid high taxes on lower-income buyers, and dedicate the additional transfer tax revenues to the Housing Trust Fund. Transfer taxes could also be higher for transactions that demonstrate a high profit margin over a short period of time, as was recently done through Measure P (See Chapter 8 for description of Measure P).
- **Public Land Donation.** When a public agency provides free or reduced cost land for an affordable housing project that reduces the project’s need for cash subsidy (by reducing the overall cost). At the time of writing of this Plan, land costs for affordable housing projects in the East Bay range between \$20,000 and \$100,000 per unit depending on the location and density of the project. Providing free or reduced cost land for the proposed affordable housing developments in the Adeline Corridor could reduce the need for cash subsidy by \$10 million or more.

4.7 LOCAL PREFERENCE POLICY FOR AFFORDABLE HOUSING

Develop a preference policy to prioritize new affordable housing units to current area residents or those who have previously been displaced from the neighborhood.

A number of cities, including San Francisco, Oakland, Santa Monica, Portland, New York, and Cambridge (MA), have developed policies to prioritize affordable housing projects (inclusionary Below-Market Rate units and/or non-profit developer affordable units) for residents who live or work in the community where the project is located. In some cases, these policies prioritize both those who currently live near an affordable development and those who have been displaced from the community for specific reasons (such as no-fault evictions or redevelopment/urban renewal actions). See sidebar for more information on how cities are implementing these policies.

Government and banking policies displaced and segregated residents of the Adeline neighborhood for decades. Today, as the region’s growth outpaces wage growth, housing price spikes in the neighborhood are pricing out many long-term residents. While many of the institutions that connect the community remain (churches, shops), the supporting community is forced to leave or commute from outer suburbs. This unravels the social and community fabric that gives Berkeley and Adeline its unique identity. Preference policies are a tool to facilitate the retention of long-term residents, and ensure the local neighborhood benefits from new affordable housing development.

While neighborhood-based preferences for affordable housing have sometimes been challenged in court or by federal regulators on the basis of the Fair Housing Act, preference policies that are tailored to address specific policy concerns such as displacement and neighborhood stability can be designed to withstand legal challenges. The Fair Housing Act defines the following aspects of a person’s identity as protected classes: race, color, national origin, religion, sex, familial status, and disability. As new affordable housing opportunities are created in the plan area, the City will, within the limits of state and federal law, prioritize current and former local residents. Potential preferences could include, as part of a point system, people currently living near new affordable developments, and former Berkeley residents who have been displaced from the community, particularly those subject to no-fault evictions and adverse government actions.

Across the country, community preference policies have enabled current and former residents to continue living in their communities. For example, in San Francisco, those displaced by the Redevelopment Agency during urban renewal in the 1960s and 70s can receive a Certificate of Preference that gives them top priority in all lotteries for affordable housing, regardless of whether they still live in the city. The City of Cambridge, Massachusetts, maintains an applicant pool of everyone applying for BMR units, and the list is sorted to prioritize current residents. As a result, 90% of tenants placed in BMR units last year were Cambridge residents.

HOW COMMUNITY PREFERENCE POLICIES OPERATE IN OTHER CITIES

Generally speaking, affordable housing units in the United States are available to all who qualify based on income guidelines. However, local governments across the country use community preference policies to prioritize affordable housing applicants with some connection to an affordable housing unit's location. Though not an exhaustive list, the characteristics described below represent the typical components of existing preference policies.

- **Types of preferences.** Preference policies vary in terms of what qualifies an applicant for prioritized access to affordable housing units. These policies commonly give preference to applicants who meet one or more of the following criteria:
 - Current city residents
 - Individuals employed in the city
 - Residents of a specific geography within the city (such as the area near where an affordable unit is located)
 - Current or former residents who have experienced displacement within the city under specific circumstances (such as a no-fault eviction or eminent domain due to urban renewal policies)
- **Type of affordable housing affected by the policy.** Some preference policies apply only to units in non-profit affordable developments, some policies solely affect BMR units in market-rate projects, and some policies apply to both types of affordable housing.
- **Institution responsible for preference screening and tenant selection.** In some locations, a city agency maintains control over screening applicants for eligibility in a preference program. Alternatively, this responsibility may fall on the developer of the unit. Additionally, some cities conduct a lottery for units themselves and apply the preference to the results, while some jurisdictions delegate these responsibilities to developers. Instead of a lottery, some cities maintain an applicant pool that is sorted by applicants' preference status, and these cities refer eligible tenants to developers of affordable units.

4.8 RENT CONTROL PROGRAM

Support and strengthen Berkeley's rent control protections.

Berkeley's Rent Stabilization Ordinance is among the strongest in the state, and applies to a range of residential rental properties. The ordinance regulates residential rents for most Berkeley rental units that were built before 1980 and limits the amount a property owner can increase rent on a tenant in a given year to 65% of the Consumer Price Index (CPI). The ordinance also protects tenants from unwarranted evictions by limiting the reasons a tenant can be evicted to twelve "just causes," including failure to pay rent or substantial violations of the lease terms that are not corrected after written notice from the landlord.

The City will continue to support rent control and seek ways to strengthen this program and the benefits it provides, especially to lower income tenants on and near the Adeline Corridor. As part of this effort, the City and community should actively advocate for stronger rent control protections and other affordable housing protections at the state level, including repeal or revision of Costa Hawkins which could potentially enable extension of rent control protection to tenants of single family homes and multi-family buildings built after 1981.

4.9 HOUSING RETENTION PROGRAM AND EVICTION PROTECTIONS

Strengthen the Housing Retention Program to protect residents from eviction.

The City has a strong Just Cause for Eviction Ordinance, which protects residents from arbitrary evictions, as well as an existing Housing Retention Program, which provides financial assistance to tenants to avoid eviction. While these programs are administered citywide, its importance to the Adeline Corridor and the wider South Berkeley neighborhoods is particularly high, given the strong displacement pressures that the area is facing. The City should find mechanisms to stabilize and increase funding for the Retention Program. This could include the following:

- **Affordable Housing Mitigation Fees.** Consider authorizing the use of a small percentage of Affordable Housing Mitigation Fees to fund the Housing Retention Program.
- **Anti-Eviction Assistance.** Extend technical assistance and anti-eviction mediation services as part of the Housing Retention Program
- **Homeowner Assistance.** Extend the program to include financial or technical assistance for low-income homeowners at risk of foreclosure
- **Outside Funding.** Identify additional local, regional, state, or private sector funding sources for the Housing Retention Program.

4.10 OWNER AND TENANT EDUCATION

Continue to work with property owners and tenants alike to provide education, technical assistance, and public information about protecting existing affordable housing.

Providing access to housing information and programs is key to ensuring that both property owners and tenants understand their rights and responsibilities, and the services available to them. The City should continue to work with property owners and tenants to provide education, technical assistance, and public information to help increase participation in existing housing programs, reduce displacement, prevent unjust evictions, ensure safe rental housing, and reduce owner/tenant conflicts, among other benefits. This includes:

- **Promote Citywide Housing Programs.** Promoting existing Citywide housing programs such as the Housing Retention Program
- **Educating Tenants.** Educating tenants about their rights
- **Educating Landlords.** Educating landlords about their obligations, responsibilities, and rights
- **Dispute Resolution.** Providing dispute resolution services for tenant/owner conflicts
- **Coordinate and Promote.** Continuing to coordinate with and promote local organizations that offer eviction legal services
- **Provide Information.** Providing information on State and federal housing assistance programs

4.11 HOMELESSNESS

Continue to implement the 2018 Strategic Update to the Alameda County EveryOne Home Plan to End Homelessness and the City's 1000 Person Plan.

Homelessness is a key concern for the Adeline Corridor, the City and region. Homelessness has been steadily increasing since 2009 in Berkeley, but the last several years have seen an acceleration of this trend—between 2015 and 2017, the last year for which data are available, homelessness in Berkeley is up 17%, such that 972 people experience homelessness on any given night in Berkeley. Over two-thirds of those experiencing homelessness sleep unsheltered, in cars, encampments, bus stops, or other places not meant for human habitation. In January of 2016, the City of Berkeley recognized the growing problem of unsheltered homelessness by declaring a shelter crisis. Since that time, the City has responded with a sustained effort to address the problem on two levels: first, by investing in strategies that address the root cause of homelessness, which is the lack of access to affordable housing; and second, with interventions that alleviate the suffering of those living on the streets and the impacts they have on surrounding communities.

General fund contributions through 2019 have totaled \$6.5 million for services alone, and the City receives an additional \$9.8 million in State, County, and Federal funding as well. To help guide these and future investments, on March 12, 2019 Berkeley became the first jurisdiction in Alameda County to adopt the 2018 Strategic Update to the countywide EveryOne Home Plan to End Homelessness, and on February 26, 2019, City staff delivered a comprehensive analysis and cost estimate to end homelessness in Berkeley with the 1000 Person Plan. The strategic recommendations in these two plans will ensure Berkeley spends its limited homeless resources as effectively and efficiently as possible towards the goal of ending homelessness.

CITY OF BERKELEY ACTIONS TO IMPLEMENT A TWO-FOLD APPROACH TO ADDRESS HOMELESSNESS CRISIS

1. To alleviate suffering and neighborhood impacts; the City:

- **Increased Shelter Beds.** Increased the number of shelter beds in the system by funding a continuing 52 bed, low-barrier shelter in the Veterans Building throughout 2018 and opening the city's first Navigation Center, the 45-bed STAIR Center at Second and Cedar Streets, in June of 2017;
- **Piloted Downtown Storage Program.** Piloted a downtown storage program with 58 lockers in the courtyard of the Veteran's Building, which opened October of 2018;
- **Enhanced Street Outreach.** Enhanced street outreach by leveraging state Mental Health Services Act (MHSA) resources for the Homeless Outreach and Treatment Team (HOTT), which works with individuals experiencing symptoms of mental illness, and partnering with UC Berkeley to hire a full-time outreach worker in People's Park and the Telegraph area;
- **Fund Other Shelter Programs.** Funds four other year-round shelter programs with 148 beds for single adults and 18 beds for families; funds four transitional housing programs with 64 beds for transition-aged youth, families, people recovering from substance addiction, and women fleeing domestic violence;
- **Fund Access to Basic Needs.** Funds and supports access to basic needs such as showers and laundry, food, sanitation and toilets, income and benefits, and a variety of other supportive services;
- **Fund Increased Trash and Sanitation Services.** Will administer \$4M in State Homeless Emergency Aid Program (HEAP) funds to increase trash and sanitation services to encampments, support shelter programs, increase the number of public toilets, open a second locker program, and perform outreach to people living in RVs.

2. To improve the availability of affordable housing options, the City:

- **STAIR Center.** Opened the East Bay's first Navigation Center, called the STAIR Center, which is a 45-bed, low-barrier and service-rich shelter that targets people living in encampments for intensive case management and time-limited housing subsidies to help them transition to permanent housing;
- **Permanent Supportive Housing Subsidy.** Administers 260 permanent supportive housing subsidies for homeless people with disabilities;
- **Coordinated Entry System.** Became the first jurisdiction in Alameda County to implement the Federally-mandated Coordinated Entry System in 2016, providing a single point of entry for homeless people seeking shelter, housing, and case management;
- **Berkeley Way.** Prioritized the development of Berkeley Way, the City's largest affordable housing project ever, which would add 53 permanent supportive housing units for formerly homeless people;
- **Measure P.** Received approval from the voters in November 2018 to raise transfer taxes on high-value real estate transactions (Measure P) to generate \$6-\$8M annually for homeless services, and issue a \$135M bond (Measure O) to create and preserve affordable housing in Berkeley.

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chapter 5: economic opportunity

CONTEXT

The Adeline Corridor contributes to Berkeley's economic vitality with a diverse and unique mix of businesses and organizations that are recognized and valued at a local and regional scale. It serves as an important southern gateway into the City of Berkeley and to Downtown and UC Berkeley. It also includes the Ashby BART Station, a major multi-modal transportation hub.

The Adeline Corridor draws its distinctive identity from many different types of businesses, organization, and activities:

- **Arts and Culture.** There are a range of innovative organizations representing the performing and visual arts, and decorative arts and crafts, in and near the Plan Area. Three active theater groups — Black Repertory Group, Shotgun Players, and Inferno Theater— provide live performances and theatrical events for the community. There are numerous art galleries and studios where local artists work in close proximity and sell their work.
- **Bakeries/Cafes/Restaurants and Nightlife.** There is an emerging food scene with an impressive assortment of new eating and drinking establishments that is increasingly attracting customers from a larger market area. During the planning process, some residents, as well as owners and operators of businesses and arts organizations along the Corridor, have expressed a desire for additional restaurants in the Plan Area in order to provide more options and to “activate” the street during the evening, as well as to complement arts and theater uses.
- **Antiques, Home Furnishings and Specialty Fabric/Needlework Stores.** There is a concentration of antique and home furnishings businesses near the intersection of Ashby and Adeline, informally known as “the Ashby Antiques District.” There are also long-tenured stores such as Lacis Museum

of Lace and Textiles, a well-known specialty store in lace and needlework for artisans and Stone Mountain & Daughter, a specialty fabric store that features classes, events, and exhibits. These stores attract customers from throughout the Bay Area and beyond.

- **Goods and Services.** A few long-standing businesses attract customers from areas beyond the Plan Area such as Berkeley Bowl, an iconic Berkeley business that is among the City's largest private sector employers. Sports Basement is one of the largest retailers in the City. In the northern part of the Plan Area, new and long-standing auto dealerships contribute substantial sales tax revenue.
- **Outdoor Markets and Festivals.** The Adeline Corridor is home to the Berkeley Flea Market, a neighborhood institution established in 1975 that operates on weekends at the Ashby BART Station west parking lot, and the South Berkeley Farmers' Market that has been operating on Tuesdays at its current Adeline and 62nd Street location since 2012. In addition, the five-block area of Adeline between Ashby and Alcatraz Avenues has also been home to the annual Juneteenth Festival since 1986—a celebration that attracts visitors from all over the region and beyond.



The Black Repertory Group

- **Non-Profits and Community Organizations.** In addition to public social service agencies, the Adeline Corridor is home to a wealth of non-profit community service organizations and churches that provide a range of services such as job training, legal assistance, housing, medical and mental health services, and banking/financial assistance for the community, including the homeless, low-income, seniors, youth, and disabled communities. Examples of these organizations include: the Drop-In Center, Healthy Black Families, Inter City Services, Ed Roberts Campus, East Bay Center for the Blind, Youth Spirit Artworks and Rebuilding Together.

During the planning process, many community members voiced their desire to enhance local qualities that could attract more businesses and customers to the Corridor while simultaneously addressing the issues that currently create challenges for the business community such as the cost, time and complexity of permitting processes, cleanliness of streets and sidewalks and need for additional services to assist the homeless population. A survey of businesses within the Adeline Corridor found that more than two-thirds intend to stay and grow, suggesting sustainability and business strength in the Corridor. This Plan calls for supporting that strength and helping to grow existing businesses, as well as helping new businesses thrive and expand.

This chapter outlines a series of policies and strategies to promote economic opportunity for businesses, entrepreneurs, and workers ranging from technical assistance to changes to the physical environment (e.g. building storefronts, signs, awnings, sidewalks, and streets). In some cases, these strategies can be undertaken by the City and in other cases they must be led by private entities/organizations or a partnership of both. Fostering economic growth is deeply intertwined with ensuring a nearby customer base, safe and easy access, and a welcoming street environment. While this chapter touches upon these issues, other chapters in this Plan – Land Use, Housing Affordability, Transportation, and Public Space – address them in more detail.

During the planning process, many creative ideas from the local business community and other stakeholders were raised with regards to strategies to support local businesses with respect to placemaking including development of public space, strategies for managing the aging buildings, and strategies for working with derelict property owners, among others. While the Plan sets a framework for these topics, further economic development planning and funding will be necessary in order to bring these strategies to fruition at the implementation stage of the Plan.

BERKELEY JUNETEENTH FESTIVAL

The first Berkeley Juneteenth Festival took place along the Adeline Corridor in 1987. Marking the day that news of Lincoln's signing of the Emancipation Proclamation reached slaves in Galveston, Texas on June 19, 1865 — a full two years after the actual signing — Berkeley's Juneteenth Festival is the country's longest running celebration. This free festival features a variety of ethnic and afro-centric craft and food vendors, as well as live entertainment that showcases African American culture, music, dance and spoken word. The festival is produced by Berkeley Juneteenth Cultural Celebrations (BJCC), a non-profit organization whose mission is “to promote greater societal cohesiveness by educating and involving the community in historical, family, and cultural activities pertaining to people of color.”

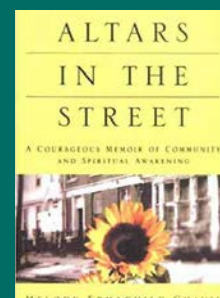
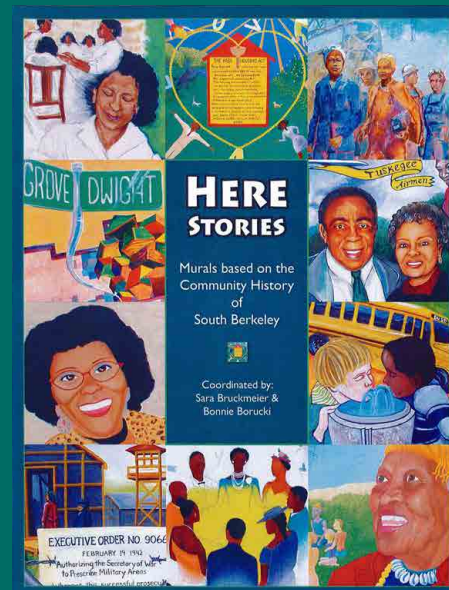
DOCUMENTING HISTORY



Throughout the planning process, many community members have expressed the concern that with the accelerating pace of change in the neighborhood, local histories are in danger of being lost and forgotten. There have been many community-lead efforts to document and commemorate the area's rich history and cultural heritage in the form of public art, oral histories, documentaries, photos and other personal artifacts.

There is an opportunity and a need to ensure that the assets created from these efforts are preserved, documented and accessible to the public in perpetuity. The City should continue to support community-lead initiatives and partnerships to preserve and disseminate existing assets and to build upon past efforts. This will ensure that the younger generations, current residents, visitors to the area, the City of Berkeley and beyond, will be aware and respectful of local history.

Some examples of the numerous community-lead initiatives to celebrate local history include (from top to bottom left, clockwise): The Invisible Becomes Visible (2018), a community mural about South Berkeley's history overseen by muralist Edythe Boone; HereStories, South Berkeley Seniors (2007); a collection of oral history recordings and murals at Malcolm X Elementary School based on South Berkeley's community history; South Berkeley Oral History Project (2016), a community oral history project in partnership with five community elders, Youth Spirit Artworks, historian Susan Anderson, UC Berkeley History-Social Science Project, Berkeley Community Media and the City of Berkeley; Love is a Dream House in Lorin (2006), a play by Marcus Gardley about the history of South Berkeley performed at Shotgun Players Theater; Welcome to the Neighborhood (2018) a documentary about the history of the Lorin District by Pam Uzzell; and Altars in the Street (1997); a memoir by Melody Ermachild Chavis, chronicling her neighbors and neighborhood in South Berkeley in the 90s.



EXISTING PLANS, PROGRAMS AND REGULATIONS

There are a number of existing efforts to celebrate, preserve, and build on the existing economic and community development assets in the Plan Area. These include community-led efforts as well as services offered by the City of Berkeley's Office of Economic Development and Health, Housing, and Community Services Department, which assist local businesses, neighborhood institutions, community organizations, artists, and workers. Major efforts are identified below.

Lorin Business Association

This group of independent business owners and managers, nonprofits, artists, and other stakeholders has existed for decades in various iterations, and has been meeting monthly for several years. In 2014, the group took critical steps towards formalization, including electing officers and establishing a membership structure. In 2017, LBA adopted its own Lorin/Adeline Economic Development Plan for the Lorin District and presented it to the City Council. In addition to establishing a regular forum for businesses and stakeholders, the group markets the District, advocates for policies, and implements other activities to support the neighborhood.

Streamlining City Permitting and Zoning

The City continuously evaluates ways to adjust the zoning and permitting regulations based on market conditions and trends, and reduce barriers and costs for small businesses that want to expand, relocate, or open a second location in this Area. With ongoing feedback and collaboration with the business community and the LBA, City staff will continue to submit recommendations for zoning modifications to support small businesses.

Small Business Retention and Attraction Programs

The City of Berkeley's Office of Economic Development provides support to existing and prospective businesses and nonprofits, including technical assistance and access to City resources, networking, small business financing, strategic advice regarding location and planning for the future and navigating the permitting process. The City is also currently piloting two economic development programs designed to serve independently-owned small businesses that are at risk of displacement or closure. During the Adeline Corridor planning process, businesses, organizations, and community members alike shared a concern about the continued viability of existing businesses – including those being threatened by increasing rents and/or gentrification.

Marketing Berkeley's Businesses

The City of Berkeley partners with business associations to enhance the visibility of small, independently-owned businesses. The City and its partners will periodically implement marketing and communications campaigns to highlight Berkeley's independently-owned retail and services businesses, and promote Berkeley as a place for shopping, dining, and entertainment. In addition, Visit Berkeley is a destination marketing organization that helps attract visitors from around the globe.

Small Business Networking and Education

The City of Berkeley is partnering with the Berkeley Chamber of Commerce to develop a series of educational events for locally-owned businesses. These events will educate businesses on strategies to boost revenues, enhance marketing, and access new markets. In addition, these convening sessions also create networking opportunities for small businesses.

Business Financing

The City of Berkeley's Revolving Loan Fund (RLF) can provide financing to small businesses and nonprofits that are creating or retaining jobs in Berkeley. The RLF offers loans to businesses that are unable to access traditional commercial loans, with interest rates and terms that are below market. Loans may be used to fund business expansion, fixed assets, equipment, working capital, and real estate. The City of Berkeley's Loan Administration Board reviews and approves loans for eligible businesses and organizations, and provides support and professional advice to entrepreneurs and managers.

Economic Data

The City of Berkeley compiles, maintains, and analyzes data on Berkeley's economy on an annual basis. This data provides key indicators for evaluating the health of Berkeley's economy such as business occupancy, commercial vacancy rates, and other demographic statistics that support business location decisions, and marketing. In addition, City staff compiles this information specifically for South Berkeley, which overlaps the Adeline Specific Plan Area.

Green Business Certification

The City of Berkeley promotes sustainable business practices in collaboration with the Alameda County Green Business Program. The program's technical assistance and certification process helps businesses implement industry-specific steps to reduce greenhouse gas emissions and hazardous waste, improve energy efficiency, conserve water, decrease operating costs, improve employee health, and divert solid waste from the landfill. Certified businesses can gain a marketing advantage with environmentally conscious consumers, while also minimizing their environmental impacts.

Workforce Development

The City's Health, Housing, and Community Services Department also pursues strategies to increase livable wage employment opportunities by supporting related community services and working with public and private regional partners. The City has supported local workforce development organizations to provide training, education and job placement for low-income, under-employed, and unemployed residents. These include:

- **Inter-City Services.** Located on Adeline Street in the Plan Area, provides employment, training, and education.
- **Youth Spirit Artworks.** Located on Alcatraz Avenue provides art-related jobs and job training for homeless and low-income San Francisco Bay Area youth, ages 16-25.
- **Biotech Partners.** Operates the Biotech Academy at Berkeley High School, targeting youth from under-represented populations (African American, Latino, South East Asian, female and low-income youth) and those who may be in the fields of science and biotechnology at risk of not graduating from high school.
- **The Bread Project.** Located on University Avenue, provides training in culinary arts and bakery production, and includes the formerly incarcerated and refugees as their target population. They operate a social enterprise (wholesale bakery) that creates opportunities for trainees to obtain crucial on-the-job experience.
- **Rising Sun Energy Center's Green Energy Training Services (GETS).** Provides pre-apprenticeship training for the building and construction trades and careers in green and clean technologies, including solar installation, through classroom and hands-on training.

ECONOMIC OPPORTUNITY GOAL: Foster economic opportunity for South Berkeley residents and businesses by facilitating job training and workforce development opportunities, active community spaces, and a thriving environment for commerce along the Adeline Street/South Shattuck Corridor.

5.1 EXISTING BUSINESS RETENTION AND EXPANSION

Continue to strengthen and maintain existing businesses and non-profits by providing financing assistance, case management, consulting, and other relevant services.

Helping existing businesses survive and grow is a vital strategy to preserve the unique and eclectic character of the Adeline Corridor and ensure its continued economic success. This is particularly important as many of the longtime businesses along the Adeline Corridor are micro- and very small businesses or non-profits that face increasing rents and a changing market for their products and services.

Berkeley's Office of Economic Development (OED) currently provides a range of services to existing and prospective Berkeley businesses, including offering assistance that helps businesses better understand and navigate City processes, as well as connecting potential business operators with commercial real estate brokers, training, networking, and loan/grant opportunities. OED will continue to offer these services and partner

with qualified non-profit organizations that have specialized staff focused on providing targeted business assistance (e.g. training, consultation, loans, or other resources). Examples of non-profits that the City has partnered with or could partner with in the future include the Renaissance Entrepreneurship Center, Project Equity, East Bay Community Law Center, Bay Area Organization of Black-Owned Businesses (BAOBAB), Prospera, Mainstreet Launch, Inter City Advisors, NAACP, Greenlining, and the Northern California Community Loan Fund.

5.2 PARTNERSHIPS

Pursue partnerships with community organizations, local institutions, merchant groups, service providers, and other local stakeholders promoting economic opportunity.

The Adeline Corridor is one of the primary commercial districts serving South Berkeley, with several nodes of commercial activity. While there have been individual businesses and/or groupings of businesses that have played a role in coordinating and communicating with neighboring businesses in the Corridor (e.g. the businesses around the historic Ashby Antiques District or the arts organizations in the Area), the Lorin Business Association (LBA) has emerged as group that has increasingly expanded its organizational capacity to promote economic growth and opportunity in the Area. The LBA is a group of merchants, nonprofits, and property owners located in the area south of Ashby to the Berkeley-Oakland border. In 2017, the Downtown Berkeley Association (a property-based Business Improvement District, described further below) voted to extend its southern boundary to include the area on Shattuck Avenue south of Dwight Way to Carleton Street.



Food trucks activating a parking lot

The City will leverage partnerships and collaborations with business associations such as the LBA, as well as other long-standing neighborhood institutions in the Plan Area, such as community groups, merchants, non-profits, local churches, and service providers. The City should continue to provide strategic support to assist in the expansion of the activities of existing business associations, including implementing new projects related to building networks and partnerships between new and existing businesses in the Corridor as well as neighborhood marketing, branding, events, and other activities to raise the profile of the neighborhood. For example, the City will continue to use Berkeley Business District Network (BBDN) meetings to connect the network of representatives from the City's commercial district associations and business membership organizations with the City Manager and other City staff and resources. These meetings are critical opportunities to share information on local trends and conditions affecting small businesses, district events, policy issues, and other relevant topics.



Job training and career development services

5.3 BUSINESS IMPROVEMENT DISTRICTS/ORGANIZATIONS

Explore the potential to establish Business Improvement District(s) or similar entity.

A Business Improvement District is an independent non-profit organization funded primarily through property-owners and/or business owners who agree to assess (or tax) themselves an amount that is proportional to a defined set of capital improvements and/or services (beyond those that the City provides). A BID would provide a management entity with reliable resources and transparency requirements (e.g. a Board, work plan and budget) that has a unified voice. This increases a District's clout and ability to work effectively with the City and other civic and social organizations within the community. A BID could be the lead for a number of the strategies in this chapter to: operating "ambassador programs" (where BID's hire staff who usually wear distinctive uniforms, for safety, cleaning, hospitality, outreach, and landscaping services), clean-up and beautification programs, District marketing and promotions, and volunteer coordination and special events.

The concept of a BID has been critical to the success of numerous commercial corridors in Berkeley including: Downtown Berkeley (whose business district now includes the northern portion of the Adeline Corridor from Dwight Way to Carleton Street), North Shattuck, Telegraph, Solano, and Elmwood. A BID could be an effective mechanism to provide property and business owner services and funding to supplement City services. A BID could include the entire Plan Area or a subsection of the Area.

Because approval of a BID requires a majority vote (with votes weighted by the calculated benefit to the property or business), an important first step is for the community to demonstrate that there is support among property owners and business owners to form such a District.

During the community process, concern was expressed that the goals of BIDs may sometimes be in conflict with other broader community goals of equity and compassion for the unhoused. Exploration of whether there is community support for a BID or similar entity should include stakeholder meetings including existing businesses and property owners and in particular Black business owners, cultural and religious institutions, nonprofits, the Berkeley Community Flea Market, local residents, unhoused people, and other users of the corridor to determine the appropriate strategy/entity could best support a vibrant commercial district. Discussion should also include the development of equity goals/principles, possible boundary, desired scope of services and capital improvements and funding potential. Examples to draw upon include Black cultural districts around the country (e.g. Oakland, Austin, Denver, Seattle, etc.). Part of the northern portion of the Plan Area is already part of the Downtown Berkeley Association (DBA), a property-based Business Improvement District, which collects fees from property owners to fund Downtown services. The Lorin Business Association (LBA), a volunteer membership organization that has membership dues could choose to explore creation of a BID. The Office of Economic Development will assist interested community groups/business organizations with the process.

Figure 5.1 shows the boundary of the DBA as well as the geographic range of participating businesses in the LBA.

BUSINESS IMPROVEMENT DISTRICTS (BIDS)

How is a BID formed? By law, BID formation is a multiple step process that includes preparation of a Management Plan by a licensed engineer that identifies the type of district, its geographic boundaries, assessment fees, beneficial activities and budget. Both business-based and property-based BIDs are formed through City Council by adoption of an ordinance. Both require a public hearing and stakeholders notification by mail. If approved by a majority of businesses, the BID is established and an advisory board is appointed. Types of improvements and activities to be financed are specified at this time. Once formed, the BID is limited to improvements or activities specified during formation and detailed in a report prepared by a licensed engineer. BID formation and continued operation requires City staff support.

How is the BID annual assessment determined? Assessments can be property-based and/or business owner-based. The amount and methodology of assessment is determined by the business and property owners subject to the assessment. By law, the amount of each assessment is equal to the services or physical improvement being provided. Assessment cost is relative to improvement costs and frequency or number of services provided.

Figure 5-1 Business Associations and Districts



5.4 FLEA MARKET AND FARMERS MARKET

Enhance the offerings and broaden the appeal of the Plan Area's well-known outdoor markets: the Berkeley Flea Market and the South Berkeley Farmers Market.

The Berkeley Flea Market, operating on the weekends at the west parking lot of the Ashby BART Station since 1975, provides an important marketplace for micro-businesses and an important historical and contemporary social gathering space for South Berkeley's Black community and people of color. The Flea Market creates a regional draw that attracts many visitors to the Corridor, some of whom may remain on the Corridor or be enticed to return to the area to patronize other local businesses, and arts and cultural organizations.

The South Berkeley Farmers Market has been operating at its current location in the parking lot and street on Adeline and 63rd Street since 2012. It operated at Derby Street at Martin Luther King Jr. Way for 25 years before moving to Adeline Street. The Farmers Market is operated by the Ecology Center as an open-air market for fresh, locally-grown produce and farm-processed foods sold directly by growers and producers to consumers. The Farmers Market is currently open on Tuesday afternoons.

During the planning process, many people saw the Flea Market and Farmers Market as key community assets, but some also felt that they were not being adequately supported or fulfilling their potential. This Plan commits to a strategy of lifting up both the Flea Market and the Farmers Market so that they can play a greater role in serving the community, supporting the growth of locally-owned micro-businesses and serving as essential community gathering places. By focusing on these assets, the Plan is sending a very specific message about what kind of community this is and what it can be in the future.

The Plan calls for the future redevelopment of the Ashby BART west parking lot to incorporate a publicly accessible plaza that could potentially accommodate both markets, as well as other support community events such as the annual Juneteenth Festival. While this requirement will add some financial challenge to the already ambitious affordable housing goals for the Ashby BART area (see Chapters 3 and 4), retention of the Flea Market in the Plan Area is a key community priority. Building an attractive, new multi-purpose plaza can generate widespread benefit for all the businesses in the Plan Area, as well as the community at-large.

The new public plaza/market space would include improved physical infrastructure and other amenities that both markets currently lack such as: public restrooms, a public stage, electrical and water access, permanent storage space, and weather protection. The plaza would be designed in a way that celebrates the community's cultural history. Refinement of a plaza design should include further consultation with the Flea Market staff and vendors, Farmers Market, and the members of the community. By focusing revitalization efforts around existing assets, the benefits of new development will enhance what the community already values.



Vending and performance at the Berkeley Flea Market

5.5 NEW BUSINESSES AND USES

Attract and encourage new businesses and uses.

Attracting and encouraging new businesses and uses would enhance the vibrancy of the Adeline Corridor. Local business associations are the best positioned to work with property owners of existing space, as well as with developers and property owners of new development to prioritize desired uses. Some of the desired uses identified during the planning process include:

- Food and beverage services, including restaurants and cafes
- Office space, including co-working, artist/maker space, and traditional office space
- Grocery stores and smaller markets with healthy produce
- Entertainment venues and performance spaces
- Theaters
- Family-oriented entertainment

- Community meeting spaces
- Health centers and services, including medical and dental clinics
- Gyms and fitness centers
- Food trucks
- Breweries
- Specialty retail stores

In addition, non-profit organizations and social service providers are an important backbone of the Adeline Corridor, providing support for many of the area's most vulnerable populations while promoting important goals like health, job training, economic empowerment, and neighborhood resiliency. The Adeline Corridor is also home to a number of churches that have long been neighborhood anchors and important venues for community organizing. These institutions and organizations are envisioned to remain a valuable part of the neighborhood and will be critical partners in many of this Plan's goals for equity, affordability, and economic opportunity.

AFRICAN AMERICAN HOLISTIC RESOURCE CENTER (AAHRC)

The African American/Black Professionals & Community Network (AABPCN) and the Berkeley NAACP have been leading efforts in the City for the creation of an African American Holistic Resource Center (AAHRC) for the past eight years. The City of Berkeley incorporated planning for an AAHRC in South Berkeley, as a priority, and it is reflected in the Mayor's and Council Member of District 3's work plans, as well as the City's Strategic Plan (Goal 4, Priority 4.4). The mission of the AAHRC is to:

"Eliminate inequities and disparities by using community-defined best practices and approaches. Culturally responsive services are offered in order to address social determinants of overall health, mental wellness and equity across the life span. The AAHRC provides advocacy, support and referral services for an array of educational issues, legal matters and programming and services for cultural, social and recreation. A strong focal point is on promoting self-awareness and strengthening connections by fostering unity in the African American community."

A 2019 AAHRC Feasibility Study was funded by the Berkeley City Council and supported by the Health, Housing and Community Services Department. According to the study, the AAHRC is envisioned to be a "state-of-the-art green building ranging in size of 5,000 - 6,000 square feet. This building could include a multipurpose room, library, medical screening room, two therapy offices, two classrooms, dance studio, game room, kitchen, and an office with a reception area."

The Feasibility Study identified several potential locations for the AAHRC in South Berkeley for further consideration and discussion including sites in the Adeline Corridor Plan Area. See also Chapter 3, Policy 3.8 which discusses the Ashby BART and the potential for the AAHRC, the Flea Market, and other desired uses and amenities to be considered as part of a future mixed-use development on Ashby BART parking lots.

5.6 BRANDING AND MARKETING

Provide marketing, branding, and social media support.

A comprehensive marketing strategy can help create a unique identity, which can be a powerful economic tool that communities, merchants, and business associations can use to attract tenants and customers.

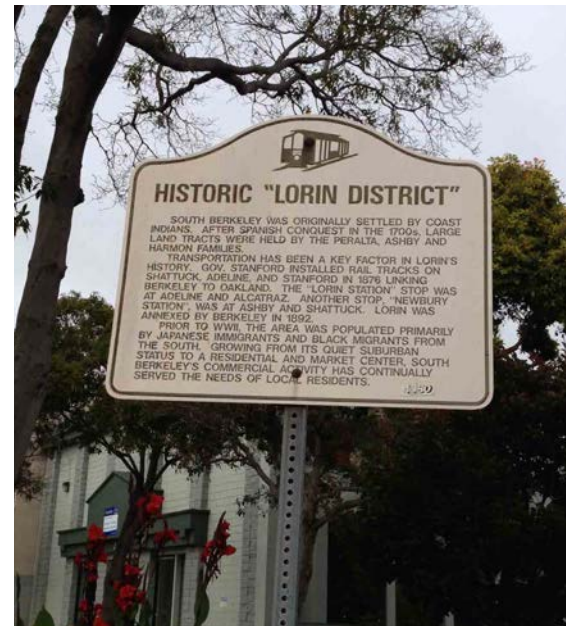
Cohesive signage, art, streetscape elements, and messaging (logo, marketing materials, social media campaigns) would help establish the identity and enhance the sense of place for the different plan subareas and the Adeline Corridor overall. Community events and informational resources that speak to Adeline's rich cultural history would further solidify the Corridor's brand. For instance, a mobile app could be developed to tell the story of Adeline to visitors, paired with a walking tour featuring cultural assets, local businesses, and art attractions.



Lorin District Banner



Antiques District Banner



Lorin District Plaque

5.7 PLACEMAKING

Ensure private and public realm improvements and programming enhance the identity of the Corridor and the pedestrian and retail environment.

Arts, culture, and placemaking can fuel creativity and innovation, stimulating the local economy and strengthening civic engagement. A more distinctive and active private and public realm would encourage more residents and visitors to come to the Corridor for shopping, dining, and arts and cultural experiences. Programming and improvements should be designed to complement and support Plan Area businesses, non-profits, artists, and other ground floor commercial spaces and users. Examples of private and public realm improvements and programming are provided below. Chapter 7 of this Specific Plan includes additional detail about design and programming for public space along the Adeline Corridor.

- History and Heritage.** The Adeline Specific Plan Area is a diverse community known for its African-American and Japanese-American heritage and history. It also is known for once being part of the Key Route System and civic activism around undergrounding the BART track and civil rights. Economic development efforts should commemorate, celebrate, preserve, and enhance this cultural and historic identity. Examples of policy-based strategies to promote cultural or historic identity include establishing a cultural or historic district, such as the Lorin Historic District, to enhance and promote the cultural identity of the Area.
- Public Art.** Building on the existing murals, sculpture and wealth of artists and art organizations in the Area, an Adeline Corridor public art program could include temporary and permanent installations, and

live performances promoting the unique cultural identity, history, and innovation within the Corridor and South Berkeley. The City should work with organizations and artists living and working in the Corridor to develop the program and concept. Programming could include events such as a monthly "Art Walk" to showcase local artists and galleries or a self-guided art walking tour. This could include temporary art installations in public spaces along the Adeline corridor. Potential sites may be associated with pavement to parks-type improvements or new open spaces, plazas, and corner curb extensions.

- Public Space and Streetscape.** Streetscape improvements, such as seating, lighting, bicycle corrals, parklets or other streetscape amenities could be integrated with public art or a visual identity could be established that is distinctive to the entire Corridor or subarea.
- Visual Gateways.** The Corridor is an important southern gateway to the Plan Area and to the City, as well as a gateway to the Downtown and UC Berkeley. Physical design treatments should be installed to visually reinforce this important identity to passersby.
- Storefront and Building Design.** Attractive storefronts; with well-designed signage, that have a great degree of transparency and adequate floor-to-ceiling height could create a positive visual impact and stimulate pedestrian activity and investment. The Plan Area also has a rich building stock of historic buildings that are part of the neighborhood's unique character and appeal. Chapter 3 of this Specific Plan includes additional detail about design guidelines that enhance neighborhood character and support pedestrian activity in retail areas.



Historic Trolley (the Grove)



Laurel Village Gateway



Edyth Boone Berkeley Timeline Mural Pieces



5.8 WORKFORCE DEVELOPMENT

Explore development of a targeted hiring program.

The City has a number of existing hiring programs and requirements. These include Community Workforce Agreements, the First Source Program and the Housing and Urban Development Department's Section 3 program. The City should explore building on these programs to develop a targeted hiring program that requires new businesses in the Adeline Corridor to hire a required percentage local resident that meet defined criteria for construction and non-construction jobs. Examples of criteria that could be used include: low income and/or formerly incarcerated, chronically unemployed or homeless or paying more than 50% of income for shelter, formerly in foster care, lacking a GED or high school diploma, a custodial single parent, receiving public assistance or a US Veteran. Exploration of such a program would include analysis of options to administer, monitor and enforcement mechanisms, as well as potential for linkages to job training programs.



Active and Inviting Marketplace



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chapter 6: transportation

CONTEXT

Transportation has both shaped and divided the Adeline Corridor throughout its history. Development of bustling commercial districts was spurred by the advent of the Key Route system at the beginning of the 20th Century. Construction of the BART system and the Ashby Station in the late 1960s and early 1970s removed many homes and businesses, disrupting an important center of African American cultural, business, and community life. A legacy of this history is the street’s extraordinary width: at its widest point, Adeline Street is 180 feet wide. The section of South Shattuck in the Plan Area is 160 feet wide. Both streets have multiple travel and turn lanes that are 12 feet or more in width.

The streets in the Adeline Specific Plan Area serve important local, citywide, and regional mobility functions, and have a range of users including pedestrians, cyclists, transit vehicles, and automobiles. They also accommodate emergency access and goods movement (e.g. trucks that deliver goods). In addition to BART system infrastructure, there are also important City utilities beneath many of the streets.

Throughout the planning process, an important theme has been improving safety and connections along the Adeline Corridor – an area with a high concentration of destinations that serve many vulnerable populations such as seniors, children, and people living with disabilities. The width of the right-of-way presents an unparalleled opportunity, as well as a great challenge. The design of the street has

an impact on the mode of transportation people choose to use – whether it be walking, bicycling, transit, or driving – which in turn has an impact on the City’s greenhouse gas emissions and ability to meet the ambitious goals of its Climate Action Plan and Resilience Strategy. In addition, recent innovations in transportation technology – such as on-line ride hailing services, bike-sharing, electric scooters and autonomous vehicles – have dramatically changed the way people get around, and planned mobility improvements in the area need to address these new forms of transportation.

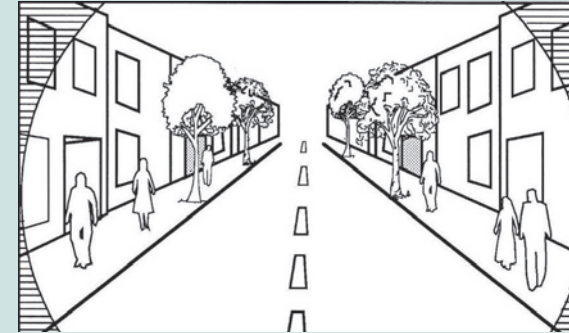
This chapter describes the past and current transportation context for the Adeline Corridor, including existing plans and policies that govern the many layers of transportation planning for the area. It provides overarching policies, a long-term, transformative vision for redesigning the right-of-way, and interim multi-modal transportation improvements that are implementable in the nearer-term. Opportunities for public right-of-way uses other than transportation, such as public space for parks, plazas and/or green infrastructure, are discussed in Chapter 7. All design illustrations in this chapter are conceptual, and will require continued design, engineering, and coordination with local agencies and community stakeholders as they are implemented in the future.

“Street design must meet the needs of people walking, driving, cycling, and taking transit, all in a constrained space. The best street design also adds driving to the value of businesses, offices and schools located along the roadway.”

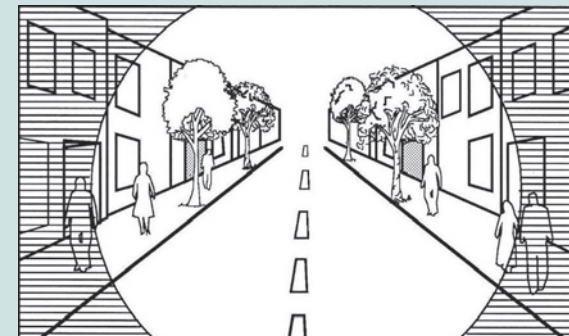
NACTO URBAN STREET DESIGN GUIDE, NACTO (NATIONAL ASSOCIATION OF CITY TRANSPORTATION OFFICIALS)

PEDESTRIAN SAFETY & VEHICLE SPEED

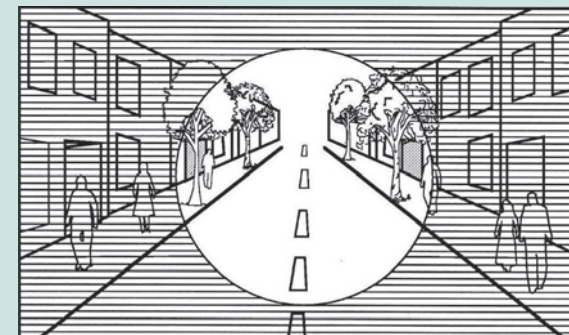
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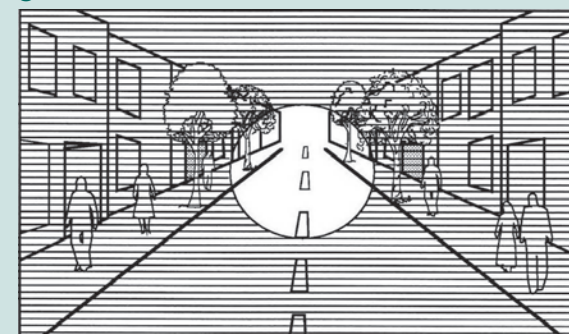
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25 MPH

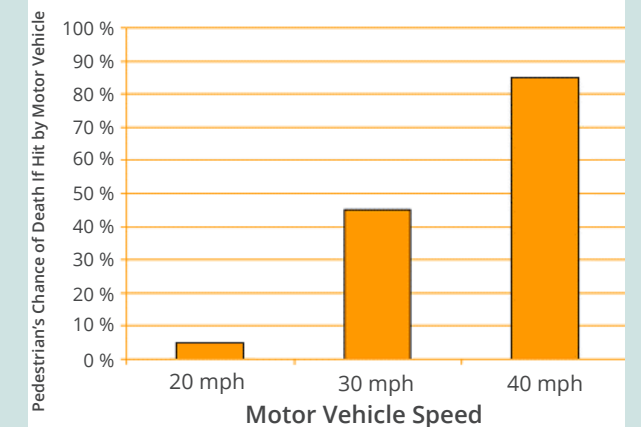


30 MPH



The diagram at left shows how increased vehicle speed reduces the likelihood that drivers will see pedestrians, bicycles, or other vehicles around them. It also increases the chance of pedestrian fatality or major injury if there is a collision. The posted speed on Adeline Street is 25 miles per hour, though the wider lane widths and overall street widths mean many cars go much faster.

Pedestrian Fatalities Based on Speed of Vehicle



EXISTING PLANS, PROGRAMS AND REGULATIONS

The City of Berkeley and regional agencies such as AC Transit, Alameda County Transportation Commission, Caltrans, and BART have a variety of transportation plans and anticipated network improvements related to the Adeline Plan Area. It is important to understand these existing plans and guidance to ensure that potential improvements along Adeline integrate with the larger local and regional multi-modal transportation network. The most relevant existing plans and anticipated improvements are summarized below. Unless otherwise specified, the following list references key plans, programs and regulations of the City of Berkeley.

City of Berkeley General Plan

As noted in Chapter 3, the General Plan of the City of Berkeley is a comprehensive and long-range statement of community priorities and values consisting of several topical chapters or “Elements” that provide long-term policy guidance. The General Plan Elements relevant to transportation include: the Transportation Element (2001), the Disaster Preparedness and Safety Element (2001) and the Environmental Management Element (2001). These Elements includes goals, policies, and actions to improve mobility and safety, emergency access and to encourage the incorporation of “green infrastructure” to manage stormwater and greenhouse gas emissions.

Berkeley Strategic Transportation Plan (2016)

The Berkeley Strategic Transportation (BeST) Plan was developed to establish a framework for prioritizing the funding and completion of transportation projects from the City’s adopted plans and Council referrals. It organizes projects into program areas and applies evaluation criteria in order to establish a list of priority

projects for which the City is to seek grant funding over the five years following adoption of the BeST Plan. It also provides an implementation strategy for the City’s Complete Streets Policy.

Bicycle Plan (2017)

The City of Berkeley adopted its most current Bicycle Plan in 2017. The Bikeway Network Map includes the existing bicycle lanes on Adeline Street between Stuart Street and Woolsey Street, and the Bicycle Boulevards along Russell Street, Milvia Street, and King Street adjacent to the Plan Area (see Figure 6-14). The proposed vision for bikeways includes a low-stress network of cycle tracks on Adeline Street and Shattuck Avenue and new bike boulevards on Derby Street and Prince-Woolsey Street in the Plan Area.

Climate Action Plan (2009)

As part of its focus to address climate change and reduce greenhouse gases in Berkeley, the Climate Action Plan includes several policies and programs to encourage active transportation, such as bicycling and walking, and transit use; it also seeks to discourage single-occupancy automobile use through value-priced parking strategies.

Complete Streets Policy and Principles (2013)

On December 11, 2012, Berkeley City Council adopted a Complete Streets Policy (Resolution 65,978-N.S.) to guide future street design and repair activities. “Complete Streets” describes a comprehensive, integrated transportation network with infrastructure and design that allows safe and convenient travel along and across streets for all users, including pedestrians, bicyclists, persons with disabilities, motorists, movers of commercial goods, users and operators of public transportation, emergency vehicles, seniors, children, youth, and families.

Pedestrian Master Plan (2010)

Adopted in 2010, the Pedestrian Master Plan guides the development and enhancement of the pedestrian environment within the City of Berkeley. The Plan includes goals and policies that are consistent with those in the General Plan, defines the existing pedestrian network within the City, and provides a list of recommended projects and programs to improve pedestrian accessibility and safety in Berkeley. At the time of this Plan’s writing, an update of the City’s 2012 Pedestrian Master Plan is underway and scheduled to be completed in July 2019.

Street Repair Program

Berkeley maintains a rolling 5-Year Street Rehabilitation Plan for paving and reconstructing City streets. The Plan is generated with the aid of a sophisticated Pavement Management System developed by the Metropolitan Transportation Commission. The Plan was most recently updated for Fiscal Years 2018 and 2019 by Resolution 68,279-N.S. adopted by Council on December 19, 2017. The Street Rehabilitation and Repair Policy created by Resolution 55,384-N.S. and updated by Resolution 64,733-N.S. to include permeable paving, contains the basic criteria for developing the plan.

Truck Routes

Designated truck routes for trucks over seven tons are found on Shattuck Avenue, Adeline Street, Martin Luther King Jr Way between Adeline Avenue (62nd Street) and south city limits, and Ashby Avenue in the Plan Area. The heavy truck route network within Berkeley is defined in Berkeley Municipal Code (BMC) Section 14.56.060.

Other Relevant Agencies

There is an ongoing need to coordinate with additional regional and state agencies such as:

- **Alameda-Contra Costa Transit (AC Transit).** Alameda-Contra Costa Transit (AC Transit) completed a Major Corridors Study report in 2016 to identify infrastructure investments that will help buses run faster

and more reliably on key transit corridors. The study’s goal is to improve customer satisfaction and increase ridership. The study was coordinated with ACTC’s Countywide Transit Plan development and calls for increased bus service and transfer opportunities along Adeline Street.

- **Alameda County Transportation Commission.** The Alameda County Transportation Commission (ACTC) has prepared and administers several plans that affect roadways in the Adeline Corridor Specific Plan Area. This includes the Congestion Management Program (CMP), Countywide Multimodal Arterial Plan, Countywide Transit Plan, and Countywide Goods Movement Plan.
- **California Department of Transportation (Caltrans).** Ashby Avenue (State Route 13) is under Caltrans’ authority. Major modifications to this street will be coordinated with Caltrans.
- **San Francisco Bay Area Rapid Transit District (BART).** San Francisco Bay Area Rapid Transit District (BART) is a rapid transit public transportation system serving the San Francisco Bay Area in California. There are underground tracks and facilities, as well as the Ashby BART station and surface parking lots located in the Adeline Specific Plan Area. BART has a range of planning policies for its properties related to transit-oriented development, affordable housing, multi-modal access, and public art, among other topic areas.

TRANSPORTATION GOAL: Provide safe and equitable transportation options that meet the mobility needs of all residents, regardless of age, means, and abilities, and that further the attainment of the City’s greenhouse gas reduction goals.

6.1 HUMANIZING THE STREET

Provide complete streets for all users, humanizing the design and function of Adeline Street and other cross streets as future improvements are made to the transportation system.

A high-quality network of “Complete Streets” can improve safety, enhance access, and support greater choice in transportation options. The City of Berkeley has adopted a “Complete Streets” policy that applies citywide. Adeline Street presents an opportunity to implement complete streets principles on a large scale and

humanize what is currently a very auto-oriented street. Adeline Street is designated by the City as a “Complete Street Corridor Study” location in the City’s Bicycle Plan. Future infrastructure and mobility improvements along the Corridor should focus on providing safe and convenient travel for all transportation modes and all users, including (note the categories below are not mutually exclusive):

- Seniors, youth, families and persons with disabilities
- Pedestrians
- Bicyclists
- Users and operators of public transportation
- People driving motor vehicles
- Emergency responders
- Movers of commercial goods

CITY OF BERKELEY COMPLETE STREETS POLICY

“Complete Streets” describes a comprehensive, integrated transportation network with infrastructure and design that allows safe and convenient travel along and across streets for all users. Providing a complete network does not necessarily mean that every street will provide dedicated facilities for all transportation modes, but rather that the transportation network will provide convenient, safe, and connected routes for all modes of transportation.

6.2 STREET RIGHT-OF-WAY DESIGN

Redesign the Adeline Street and Shattuck Avenue rights-of-way to provide better public space, improve multi-modal transportation access, create a more attractive street, and improve safety for persons of all means and abilities.

Adeline Street presents an exciting opportunity to transform a street that is currently very auto-oriented, challenging for pedestrians and bicyclists, and lacking in usable public space. Figure 6-1 provides a long-term redesign concept for the Adeline Street right-of-way, as well as a portion of Shattuck Avenue. The concept is the result of extensive community feedback to “re-imagine” the street so it functions safely for multiple modes of transportation, while providing more public space for recreation, relaxation, socializing, and civic life (see Chapter 7 Public Space). The right-of-way redesign also supports other community goals, such as providing more sustainable infrastructure and green space, enlivening the street to support commerce and economic activity (see Chapter 5 Economic Opportunity), and creating potential sites for new community facilities or affordable housing (see Chapter 4 Housing Affordability).

The redesign concept is a refinement of street and public space concepts initially presented at the Re-Imagine Adeline public exhibit in 2017, and further refined and presented at a community workshop and online survey in 2018. It reflects community feedback received throughout the Adeline planning process, as well as detailed analysis of issues like emergency access, intersection alignment, bicycle and pedestrian facilities, and the location of underground utilities and the BART tunnel.

LONG-TERM + INTERIM IMPROVEMENTS

Policy 6.2 “Street Right-of-way Design” describes a long-term concept for major redesign of the street right-of-way. Subsequent policies in this chapter describe other improvements that could be implemented in the interim before the long-term concept is fully realized.

The long-term right-of-way design is conceptual, and is anticipated to undergo continued refinements and design improvements; as well as study additional roadway configuration options such as further reduction of travel lanes. This will require continued input from community stakeholders, elected officials, and City staff, as well as further engineering and design work including:

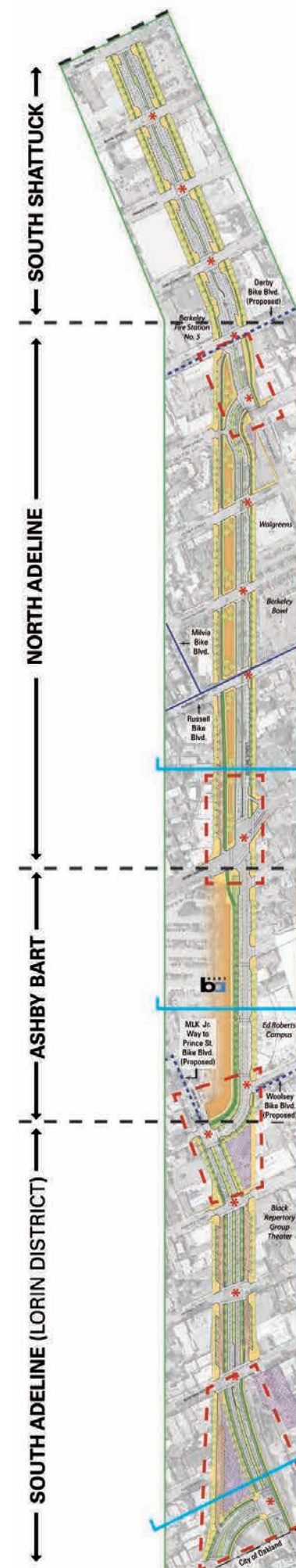
- Detailed circulation studies
- Assessment of on-street parking demand and curbside activities, such as commercial deliveries, bus stops, and space for mobility services to pick up and drop off riders
- Detailed design of intersection geometries, design details, and signalization for all modes
- Coordination with AC Transit regarding stop locations and amenities
- Detailed assessment of load-bearing capacity of the BART tunnel, and resulting constraints on potential public space, landscaping, facilities, or structures on top of the tunnel
- Detailed balancing of public space programming needs and street redesign
- Detailed balancing of streetscape maintenance needs and available funding
- Detailed assessment on BART’s access needs resulting from redevelopment

RIGHT-OF-WAY DESIGN OBJECTIVES AND REQUIREMENTS

The long-term right-of-way concept shown in Figure 6-1 was informed by the following design requirements and objectives. These objectives reflect community input as well as a detailed review of the technical needs of different users of the street:

- **Pedestrian comfort and safety.** Increase comfort and safety for pedestrians of all ages and abilities, including pedestrians accessing BART and other transit, businesses, services, nearby neighborhoods, and residential uses along South Shattuck and Adeline.
- **Access for those with disabilities.** Comply with and exceed requirements included in the U.S. Access Board guidelines for pedestrian facilities in the public right-of-way.
- **Bicycle facilities.** Provide low stress, “family-friendly” bicycle facilities to accommodate bicyclists of all ages and riding abilities to access destinations along Adeline Street.
- **Citywide bicycle network.** Connect to the citywide bicycle network, including the bicycle boulevards on Russell Street, Milvia Street, and Woolsey Street (proposed), and the buffered bike lane on Adeline Street in Oakland (see Policy 6.6 Bicycle Facilities).
- **Balance motorized and non-motorized modes.** Balance pedestrian and bicycle comfort and safety with the design criteria/function of buses, delivery vehicles and automobiles in a mixed-use commercial district.
- **Improve intersection safety.** Improve safety for all modes of transportation at the following intersections of Adeline and major cross streets (see also Policy 6.3 Intersection Design), as well as at minor, unsignalized intersections:
 - Shattuck Avenue and Adeline Street
 - Adeline Street and Ashby Avenue
 - Adeline Street and MLK Jr. Way
 - Adeline Street and Stanford/MLK.

- **Accommodate emergency vehicles.** Maintain the Corridor’s function as a primary route for emergency vehicles and fire trucks, including the current requirements for a 26-foot clear fire lane space (including hose deployment and staging space for ladder trucks, with fire lane parallel to building facades and no farther from building than 30 feet).
- **Provide buffers between public space and traffic.** Increase safety and comfort for pedestrians and users of public spaces by including landscape buffers, low fences/railings, bollards, and other buffers between public space and moving traffic.
- **Curbside management.** Balance the needs of all users with the growth of transportation network companies (TNCs) or “ride hailing services,” as well as other shared-use mobility providers.
- **Identify opportunities to repurpose excess right-of-way for useable public space or development.** Identify opportunities to increase the amount and diversity of usable public space including parks, plazas, outdoor markets such as the Berkeley Flea Market and the South Berkeley Farmers’ Market, or potentially for development of affordable housing and/or community facilities (see Chapter 4 Housing Affordability and Chapter 7 Public Space).
- **Trees.** Increase the number of trees and tree canopy cover in the right of way. Avoid removal of healthy, mature trees. Any removal of trees should be offset by a net increase in trees and tree canopy cover across the right of way.



Location of Figure 6-4 Street Section

Location of Figure 6-6 Street Section

Location of Figure 6-8 Street Section

Figure 6-1 Long-Term Right-of-Way Design Concept Key Map

Figure 6-1 shows a zoomed-out summary view of the proposed Adeline Corridor right-of-way design. For a more detailed view of the design concept for end street segment, see Figure 6-2, 6-3, 6-5, and 6-7, as well as accompanying street section diagrams (Figure 6-4, 6-6, 6-8).

LEGEND

- Public Space Opportunity Area: may include landscaped areas, plazas and programmed events. See Chapter 7 Public Space for additional details.
- Sidewalk
- Landscaped medians and buffers
- 2-Way Cycle Track (Class 4 Bikeway) (Occurs on West side between Russell Street and MLK Jr. Way)
- 1-Way Cycle Track (Class 4 Bikeway)
- Proposed Bike Blvd
- Existing Bike Blvd
- Low-speed drive aisles for access to properties, parking, and drop off zones, as well as for Fire Dept vehicles
- Trees (denoting rows of trees rather than individual locations)
- Detailed design of pedestrian and bicycle treatments at intersection not shown, will occur during later design phases. See Section 6.5 “Pedestrian Circulation” and Section 6.6 “Bicycle Facilities” and Section 6.3 “Intersection Design” for additional details.
- Area subject to further refinement and/or assessment of options during future planning and design phases, including street alignment, intersection geometry, public space design and programming, or configuration of opportunity area for community-oriented facility or affordable housing.
- Opportunity Area for potential public space and/or development (additional study required)

The right of way concept and circulation pattern, including location of driveways, bus stops, and passenger loading areas will undergo further review and refining as the plan concept is implemented in the future.

DESIGN DETAILS BY SUBAREA

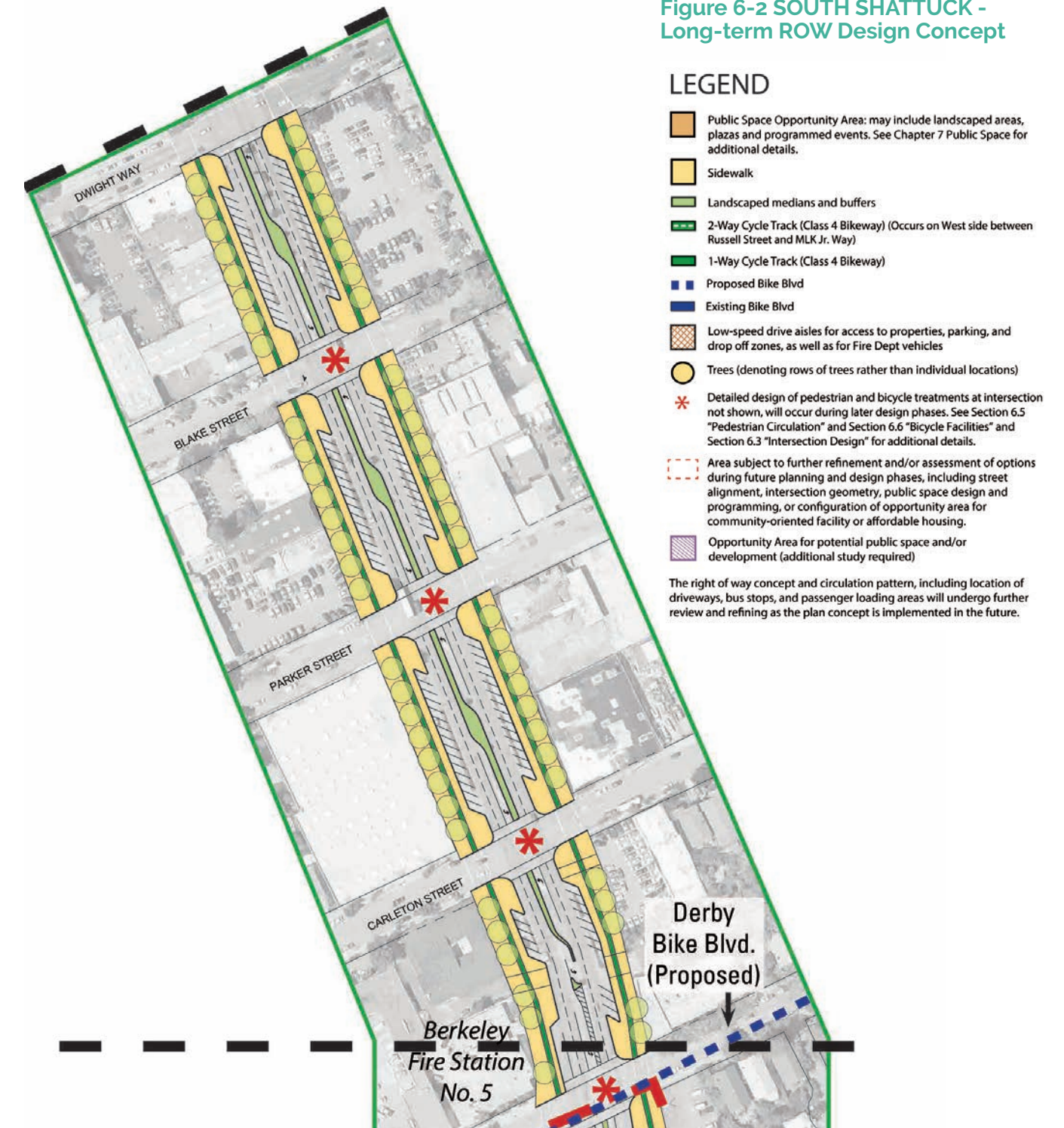
The summaries below provide an overview of the design features and elements included in the long-term right-of-way improvement concept, as illustrated in Figure 6-1. These overviews provide additional design details and considerations for street segments in each subarea (South Shattuck, North Adeline, Ashby BART, and South Adeline). The designs included here are conceptual, and could be refined or varied in the future, with further design work to identify detailed features such as exact intersection geometries, bicycle facility types and alignments, pedestrian crossing facilities, and the exact location of street trees and public space. Improvements to the different segments could be implemented in phases or concurrently.

1. SOUTH SHATTUCK (SHATTUCK AVENUE BETWEEN DWIGHT AND ADELINE)

This segment of Shattuck Avenue (shown in Figure 6-2) connects the reconfigured Shattuck/Adeline intersection with the rest of Shattuck as it extends north towards Downtown Berkeley. Dwight Way constitutes the boundary between the Adeline Specific Plan and the rest of Downtown Berkeley, which is covered by the Downtown Streets and Open Space Improvement Plan (SOSIP). At this location, the design of Shattuck will transition to the configuration of Shattuck Avenue proposed in the SOSIP. To achieve this design transition, the City could choose to extend the Adeline Specific Plan design (Figure 6-4) further north of Dwight Way. Alternatively, the City could choose to extend the SOSIP design further south of Dwight

Way, or resolve this design transition in some other way. Proposed improvements along South Shattuck include the following key features and design elements:

- **Eliminate Medians and Consider Back-In Angled Parking.** Elimination of the existing side medians between travel lanes and the parking access aisle, and consider the conversion of angled parking to back-in angled parking.
- **Raised One-Way Cycle Track.** Raised one-way cycle track (Class 4, separated bikeway) on both sides of Shattuck Avenue.
- **Tree-lined Sidewalks.** Tree-lined sidewalks widened to 20 feet.
- **Ingress and Egress Accommodations.** Design the intersection of Shattuck Avenue and Derby Street to accommodate all ingress and egress needs of the Fire Station located at the northwest corner of the intersection while still improving conditions for people walking across Shattuck at this intersection.



2. NORTH ADELINE (ADELINE STREET BETWEEN SHATTUCK AND ASHBY)

The long-term right-of-way concept for North Adeline, between Shattuck Avenue and Ashby Avenue, is shown in Figure 6-3. It is consistent with the community goal of making Adeline safer for people walking and cycling, more attractive for businesses and residents, and better served by parks and public spaces. The key element of this right-of-way concept is the provision of public space along one side of Adeline Street. Design considerations incorporated into the redesign for North Adeline include the following:

- **Narrow Medians.** Two vehicle travel lanes in each direction separated by narrow medians along the center of the main roadway. The median is paved and configured to meet Fire Department access requirements to properties on the east side of the street.
- **Perpendicular Alignment of Intersection.** A more perpendicular alignment of the intersection at Adeline and Shattuck Avenue, resulting in a small opportunity area for a community-oriented facility or affordable housing to the south of the intersection on the east side of Adeline.
- **Public Space.** Conversion of the 56-foot wide existing center median into an approximately 38-foot wide linear public space along the western side of the street that can include landscaped open space, plazas, and/or modestly sized programmed elements. (See also Chapter 7 Public Space for a more detailed discussion of these opportunities).
- **Local Drive Aisle.** A local drive aisle provides access to businesses, residences, and other uses along western edge of Adeline. Drive aisle includes parking, one narrow vehicular travel lane, and a raised cycle track, all configured to satisfy the Fire Department's 26-foot clear access and staging area requirements. The narrowness of the lane will help to manage drivers to travel at or

below the speed limit. To further convey that the drive aisle is a low-speed environment for cars, it should be constructed using a paving material that is different from regular asphalt. In addition, the entry and exit points of the drive aisle should be raised above the adjoining roadway surfaces on Adeline and cross streets by up to 3 inches.

- **Back-in Angled On-Street Parking.** Back-in angled on-street parking along one-lane drive aisle on west side of the street at commercial uses (north of the Ashby intersection to approximately Russell Street)
- **Parallel On-Street Parking.** Parallel on-street parking on east side of the street.
- **Raised One-Way Cycle Track.** Raised one-way cycle track (Class 4, separated bikeway) on east side of Adeline has a beveled curb so that its width can be included in the 26-foot clear space required for fire access.
- **Two-Way Cycle Track.** Two-way cycle track on west side of street between Russell Street and Ashby Avenue establishes convenient connection between the existing Russell Street and Milvia Street bicycle boulevards to Ashby BART to the south of Ashby Avenue.
- **Tree-lined Sidewalks.** 13-foot and 16-foot wide, tree-lined sidewalks on the west and east side of Adeline, respectively.
- **Senior Housing Access Needs.** On streets adjacent to senior housing, street configuration should take into account loading and unloading, emergency vehicle access, and bus access that doesn't block vehicle, bicycle, or pedestrian access.

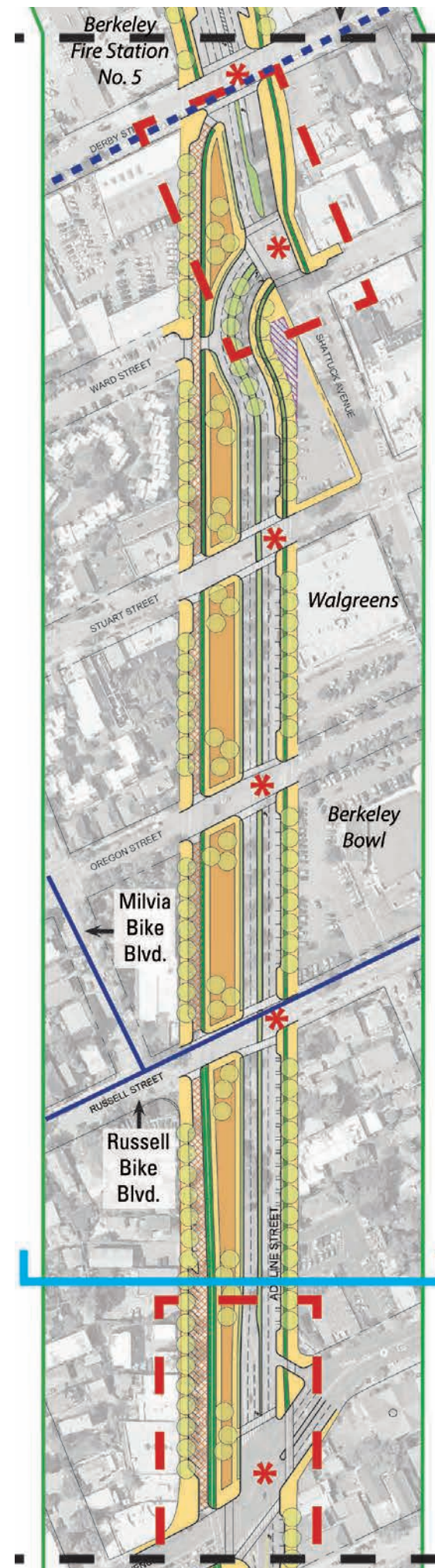


Figure 6-3 NORTH ADELINE - Long-term ROW Design Concept

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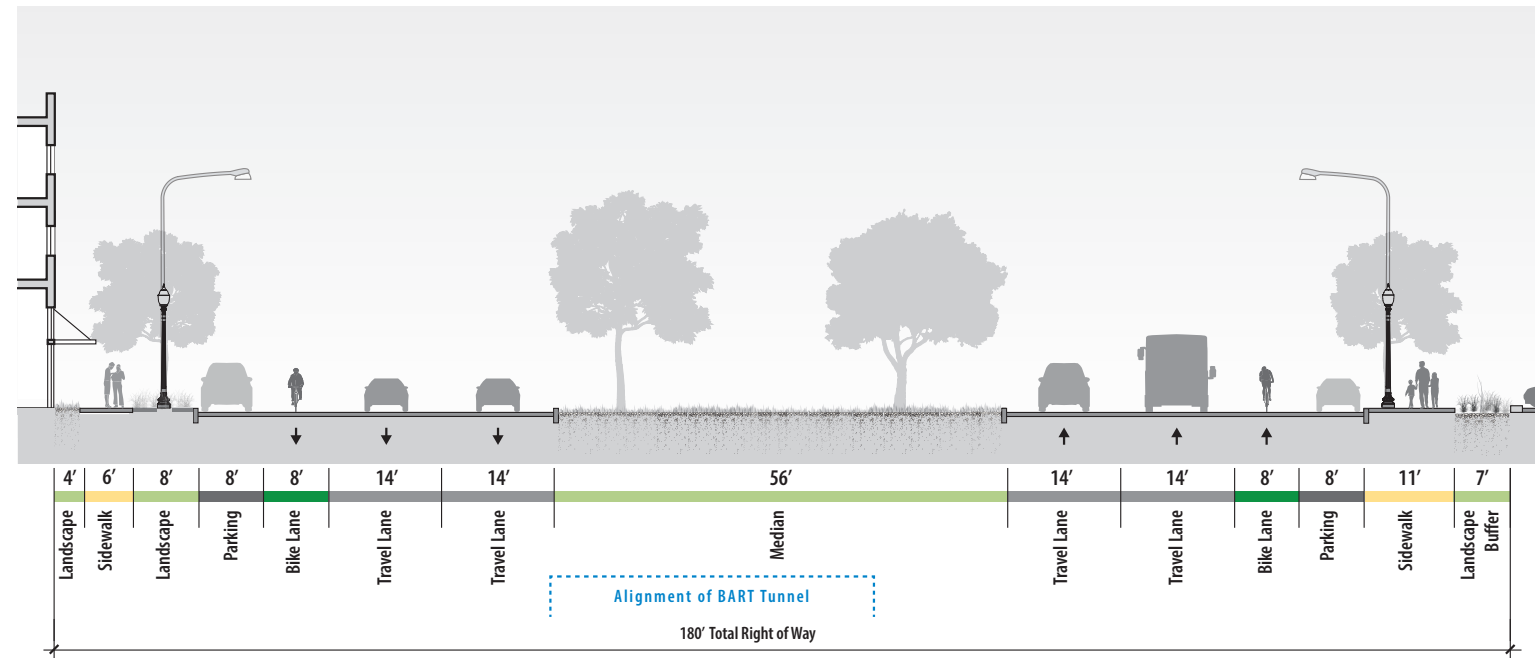
- Public Space Opportunity Area: may include landscaped areas, plazas and programmed events. See Chapter 7 Public Space for additional details.
- Sidewalk
- Landscaped medians and buffers
- 2-Way Cycle Track (Class 4 Bikeway) (Occurs on West side between Russell Street and MLK Jr. Way)
- 1-Way Cycle Track (Class 4 Bikeway)
- Proposed Bike Blvd
- Existing Bike Blvd
- Low-speed drive aisles for access to properties, parking, and drop off zones, as well as for Fire Dept vehicles
- Trees (denoting rows of trees rather than individual locations)
- * Detailed design of pedestrian and bicycle treatments at intersection not shown, will occur during later design phases. See Section 6.5 "Pedestrian Circulation" and Section 6.6 "Bicycle Facilities" and Section 6.3 "Intersection Design" for additional details.
- Area subject to further refinement and/or assessment of options during future planning and design phases, including street alignment, intersection geometry, public space design and programming, or configuration of opportunity area for community-oriented facility or affordable housing.
- Opportunity Area for potential public space and/or development (additional study required)

The right of way concept and circulation pattern, including location of driveways, bus stops, and passenger loading areas will undergo further review and refining as the plan concept is implemented in the future.

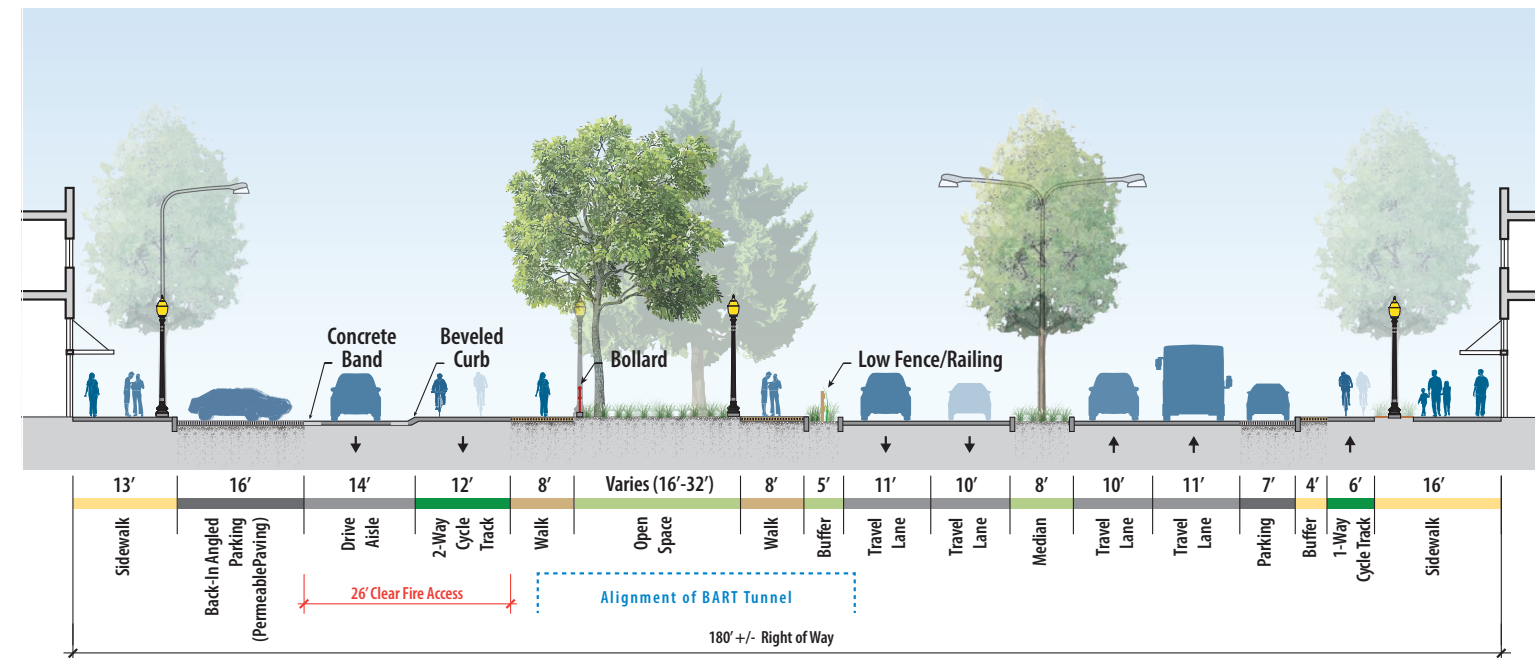
Location of **Figure 6-4** Street Section

Figure 6-4 North Adeline Existing Typical Street Section and Proposed Street Section

EXISTING



PROPOSED



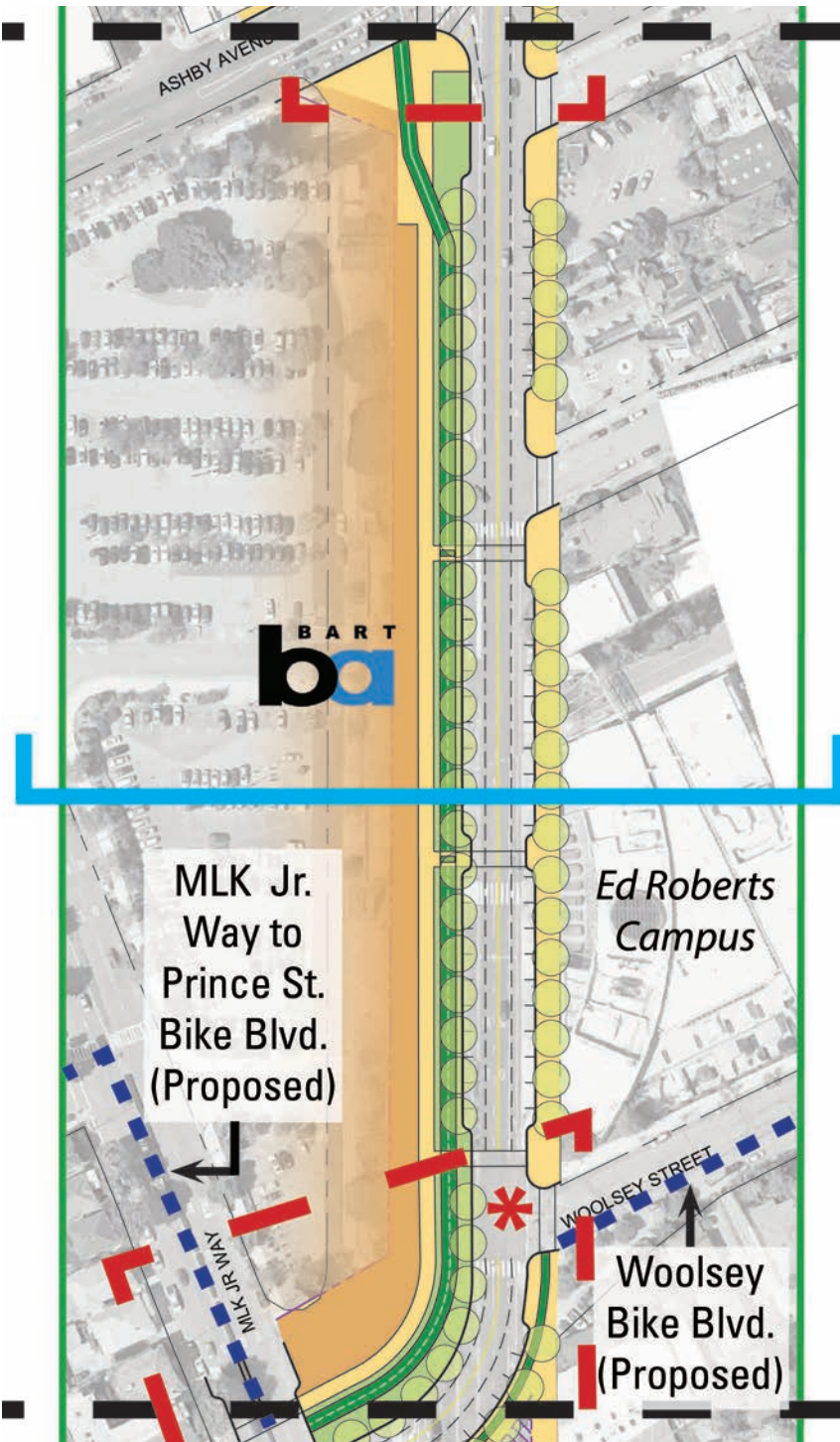
3. ASHBY BART (ADELINE STREET BETWEEN ASHBY AND MARTIN LUTHER KING JR. WAY)

The redesign of this segment of Adeline Street (Figure 6-5), which runs adjacent to the Ashby BART Station between Ashby Avenue and MLK Jr. Way, is intended to improve access for all transportation modes while supporting new public space opportunities at the BART Station and in the street right-of-way. This street segment links the major intersections of Adeline at Ashby and Adeline at Martin Luther King Jr. Way. Design of this segment will need to be coordinated with the design of these intersections and redevelopment of the Ashby BART sites (see Policy 3.7 and Policy 6.3 Intersection Design for more information). The proposed typical cross-section for this segment, consistent with the long-term right-of-way concept, is shown in Figure 6-6. Important design features include:

- **Eliminate Existing Median.** Existing median is eliminated to narrow the curb-to-curb street width and support temporary closures of the street for public events, including a potential future site for the Berkeley Flea Market and/or the South Berkeley Farmers' Market (see Chapters 5 and 7 for more information about public space programming and the markets). To further convey that the roadway is used for special events, it should be constructed using a paving material other than regular asphalt.
- **Raised Two-Way Cycle Track.** Raised two-way cycle track (Class 4, separated bikeway) on the west side of Adeline continues two-way cycle track north of Ashby and establishes direct and convenient connection between existing bicycle boulevards on Russell and Milvia Streets, and proposed bicycle boulevard on Woolsey Street.

- **Raised One-Way Cycle Track.** Short segment of raised one-way cycle track on east side of Adeline, connecting the intersection of Adeline/ Martin Luther King Jr. Way with the intersection of Adeline/ Woolsey, for cyclists approaching from the south on Adeline and wishing to connect to the Woolsey Bike Boulevard.
- **Connected Tree-lined Sidewalks.** Widened tree-lined sidewalk on west side of the street. Sidewalk should connect to walkways associated with the future development on the Ashby BART site and be closely integrated with plazas, open spaces, or buffer plantings along the edges of the site.
- **Tree-lined Sidewalks Without Bicycle Facility.** 19-foot wide, tree-lined sidewalk without bicycle facility in front of Ed Roberts Campus avoids conflicts between cyclists and persons with sight impairments.
- **Parallel On-Street Parking.** Parallel on-street parking on both sides of the street.
- **On-Street Parking, Sidewalk, and Cycle Track.** On-street parking, sidewalk, and cycle track on the west side of Adeline can be adapted as necessary to allow use of sidewalk to also function as bus boarding and transit passenger area.
- **Perpendicular Alignment of Intersection.** Perpendicular alignment at the intersection of Adeline and Martin Luther King Jr. Way improves safety and connections (see Policy 6.3 Intersection Design for more information).

Figure 6-5 ASHBY BART-
Long-term ROW Design Concept



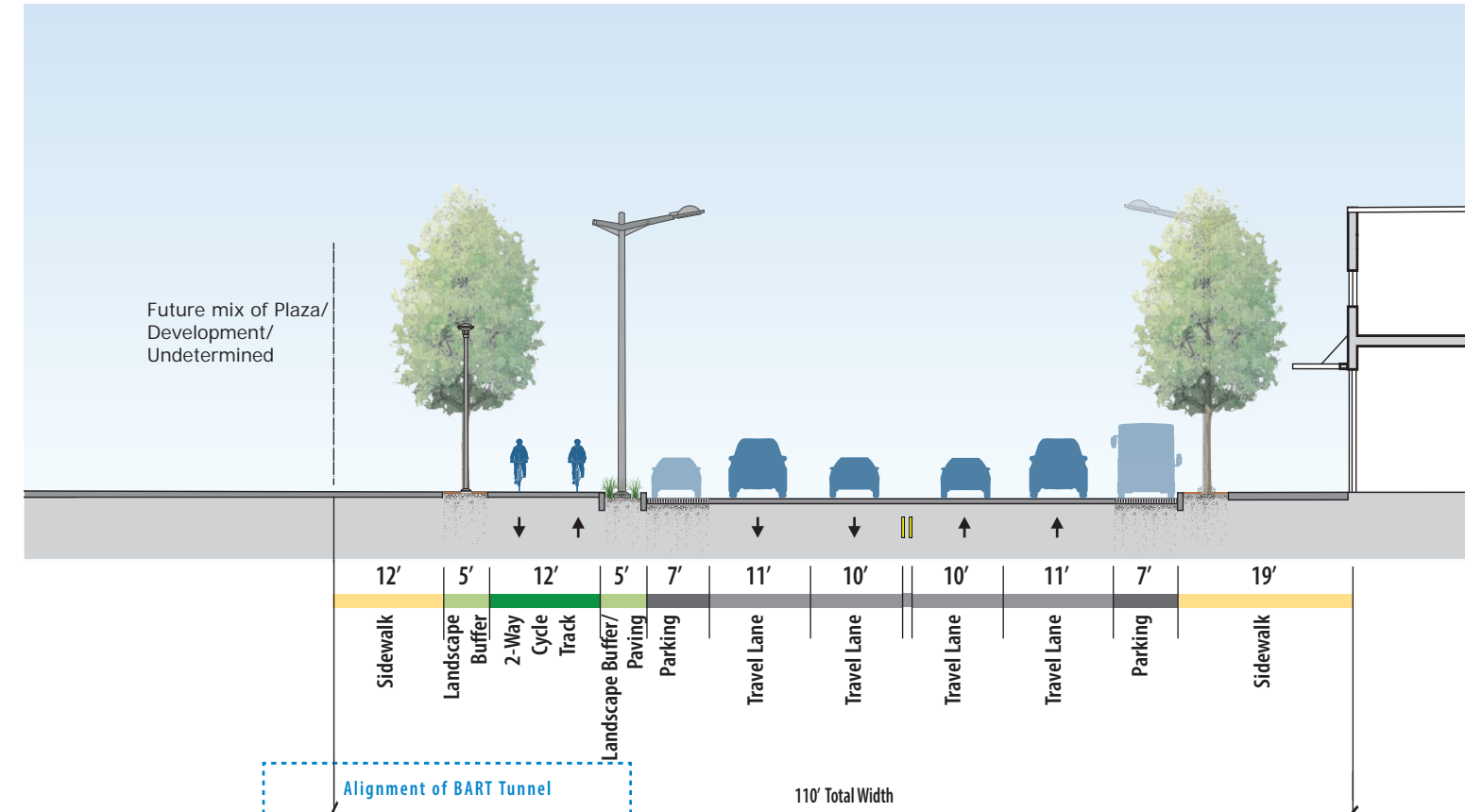
LEGEND

- Public Space Opportunity Area: may include landscaped areas, plazas and programmed events. See Chapter 7 Public Space for additional details.
- Sidewalk
- Landscaped medians and buffers
- 2-Way Cycle Track (Class 4 Bikeway) (Occurs on West side between Russell Street and MLK Jr. Way)
- 1-Way Cycle Track (Class 4 Bikeway)
- Proposed Bike Blvd
- Existing Bike Blvd
- Low-speed drive aisles for access to properties, parking, and drop off zones, as well as for Fire Dept vehicles
- Trees (denoting rows of trees rather than individual locations)
- Detailed design of pedestrian and bicycle treatments at intersection not shown, will occur during later design phases. See Section 6.5 "Pedestrian Circulation" and Section 6.6 "Bicycle Facilities" and Section 6.3 "Intersection Design" for additional details.
- Area subject to further refinement and/or assessment of options during future planning and design phases, including street alignment, intersection geometry, public space design and programming, or configuration of opportunity area for community-oriented facility or affordable housing.
- Opportunity Area for potential public space and/or development (additional study required)

The right of way concept and circulation pattern, including location of driveways, bus stops, and passenger loading areas will undergo further review and refining as the plan concept is implemented in the future.

Location of **Figure 6-6**
Street Section

Figure 6-6 Adeline at Ashby BART Proposed Street Section (Adeline between Ashby and MLK)



4. SOUTH ADELINE (ADELINE STREET BETWEEN MARTIN LUTHER KING JR. WAY AND ADELINE/STANFORD)

The design concept (Figure 6-7) for this street segment, between the Ashby BART Station and the border with Oakland at the intersection of Adeline and MLK/Stanford, reduces the number of lanes in each direction from three to two while improving pedestrian and bicycle safety and supporting major public space improvements. The proposed typical cross-section for this segment, consistent with the long-term right-of-way concept, is shown in Figure 6-8.

Within this typical street section, the design concept has a number of variations in on-street parking, sidewalk width, and median width as it moves south from the BART Station to the Oakland/Berkeley border. The detailed cross-section for these locations will need to undergo continued refinement and engineering, as well as continued input from community stakeholders, elected officials, and City staff, as well as coordination with the City of Oakland. There are also programming questions that need to be resolved that will inform refinement of the design concept such as whether this subarea or the Ashby BART redevelopment will accommodate the Farmers Market (See Chapters 3, 5 and 7 for more information).

Important design features of this street segment include the following:

- **Reduce Number of Lanes.** Reduce number of lanes on Adeline from three to two lanes in each direction between Ashby BART and the Oakland border.

- **Raised One-Way Cycle Track.** Raised one-way cycle track (Class 4, separated bikeway) on both sides of Adeline, and continuing on toward Stanford Avenue to connect to the buffered bike lanes on Adeline Street in Oakland. Portions of cycle track alongside medians and access aisles have beveled curbs so that their width can be included in the 26-foot clear space required for Fire Department access.
- **Perpendicular Alignment of Intersection.** Perpendicular realignment of the intersection of Adeline/MLK Jr. Way/Stanford Avenue, which improves intersection safety for all modes of transportation and creates an opportunity area for a major public space, community-oriented facility, or affordable housing. See Policy 6.3 Intersection Design for more information about this location.
- **Landscaped Medians.** Narrower median can include trees with a narrower columnar leaf canopy; wider medians can include trees with a larger canopy.
- **Sidewalks.** Drive aisle-facing sections of sidewalk kept clear of vertical objects for Fire Department access.
- **Median Potential.** The median at the currently unsignalized intersections at Fairview and Harmon Streets can accommodate a future dedicated left-turn lane if needed.
- **Dedicated Left-Turn Lanes.** Dedicated left-turn lanes maintained in the north and southbound directions at the intersection of Adeline Street and Alcatraz Street.

Table 6.1 South Adeline Right-of-Way Design Standards

	Between MLK and Fairview	Between Fairview and Alcatraz	Between Alcatraz and Oakland City Limit
Sidewalks	10-foot wide tree-lined sidewalks	14-foot wide tree-lined sidewalks	8-foot wide tree-lined sidewalks along Adeline travel lanes; 20-foot wide tree-lined sidewalks along building frontage
On-street parking	No on-street parking	No on-street parking along Adeline; back-in angled parking along access aisles	No on-street parking along Adeline; angled parking along western access aisle

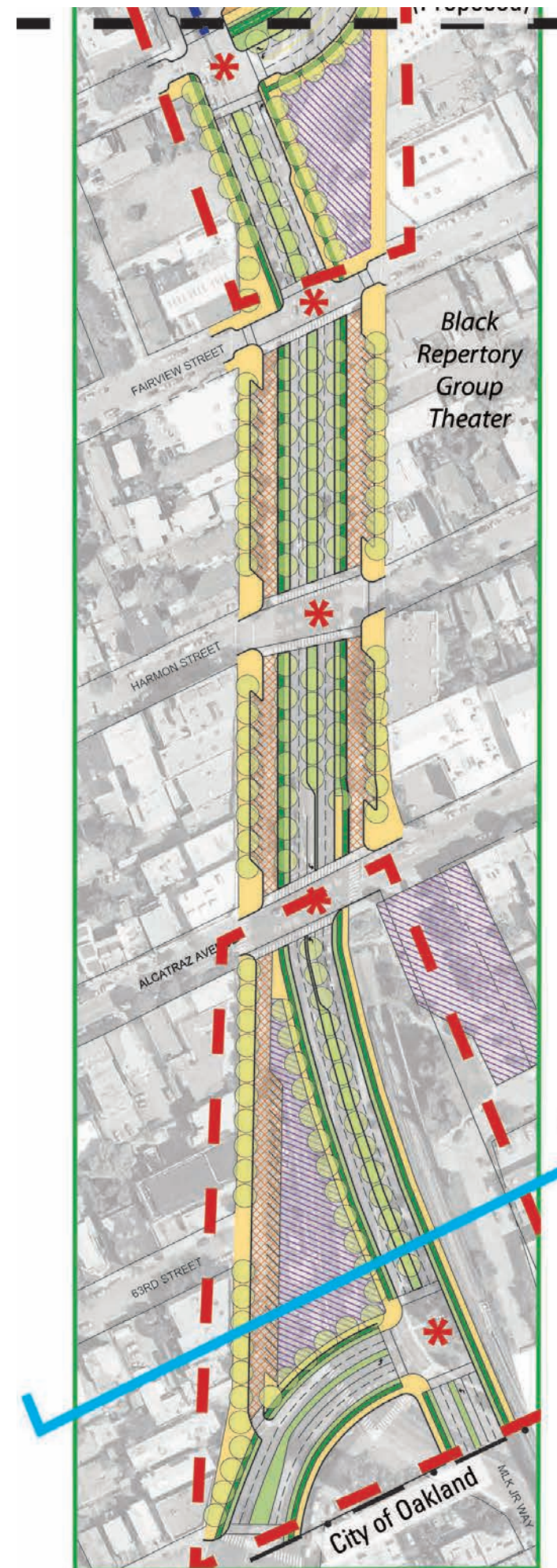


Figure 6-7 SOUTH ADELINE - Long-term ROW Design Concept

LEGEND

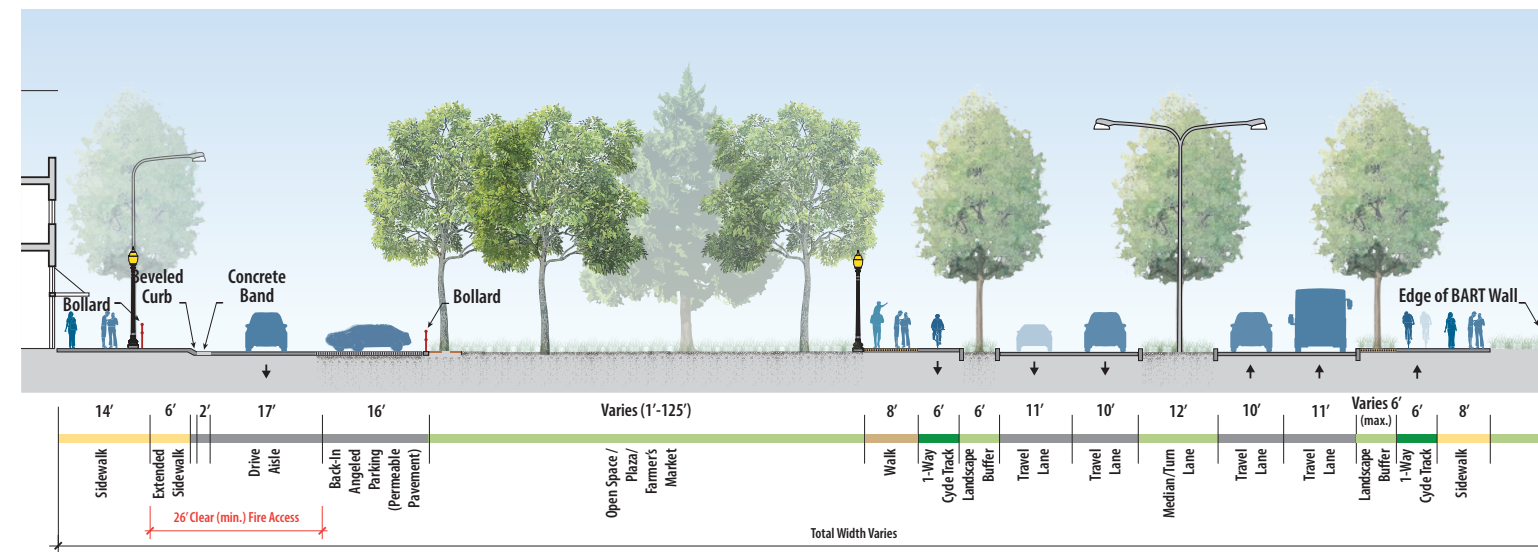
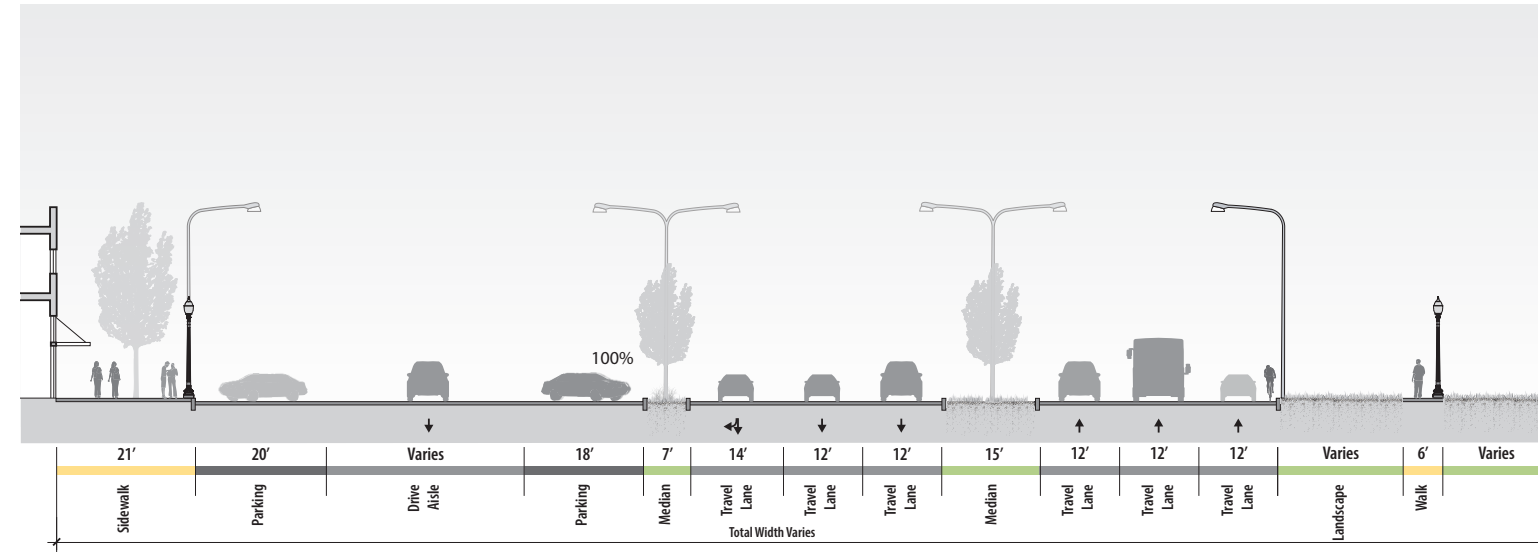
- Public Space Opportunity Area: may include landscaped areas, plazas and programmed events. See Chapter 7 Public Space for additional details.
- Sidewalk
- Landscaped medians and buffers
- 2-Way Cycle Track (Class 4 Bikeway) (Occurs on West side between Russell Street and MLK Jr. Way)
- 1-Way Cycle Track (Class 4 Bikeway)
- Proposed Bike Blvd
- Existing Bike Blvd
- Low-speed drive aisles for access to properties, parking, and drop off zones, as well as for Fire Dept vehicles
- Trees (denoting rows of trees rather than individual locations)
- Detailed design of pedestrian and bicycle treatments at intersection not shown, will occur during later design phases. See Section 6.5 "Pedestrian Circulation" and Section 6.6 "Bicycle Facilities" and Section 6.3 "Intersection Design" for additional details.
- Area subject to further refinement and/or assessment of options during future planning and design phases, including street alignment, intersection geometry, public space design and programming, or configuration of opportunity area for community-oriented facility or affordable housing.
- Opportunity Area for potential public space and/or development (additional study required)

The right of way concept and circulation pattern, including location of driveways, bus stops, and passenger loading areas will undergo further

Location of **Figure 6-8** Street Section

Figure 6-8 South Adeline Existing Typical Street Section and Proposed Street Section (Adeline between MLK and Adeline/Stanford)

EXISTING



6.3 INTERSECTION DESIGN

Develop and implement improved multi-modal designs for key intersections, prioritizing safety, multi-modal access, public space, and community use of public land.

The design of intersections plays a key role in making a street safer and more convenient for all travel modes. The long-term right-of-way concept plan shown in Figure 6-1 depicts the generalized alignment of curbs at intersections and intersection alignments. Details of these conceptual intersection alignments are described below for the following key intersections:

1. SHATTUCK AND ADELINE
2. ADELINE AND ASHBY
3. ADELINE AND MARTIN LUTHER KING JR. WAY
4. ADELINE/MARTIN LUTHER KING JR. WAY AND STANFORD

The description of each of these intersection locations is consistent with the long-term right-of-way concept shown in Figure 6-1. All of the intersection concepts provided below will require further detailed design, engineering, and planning work as they are implemented. This could include the following types of refinements:

- Refinements to curb and lane geometries
- Full assessment of the need for dedicated turn lanes
- The location-specific alignment of high-visibility crosswalks and bicycle crossing and turn treatments
- Location-specific design of pedestrian median refuges
- The detailing of accessibility treatments
- Signalization treatments for all modes
- Curb ramp placement
- Transit facility (bus shelter) placement
- Paving materials, painting, texture, crosswalk design, or other surface treatments
- Other design changes to improve safety for all transportation modes.

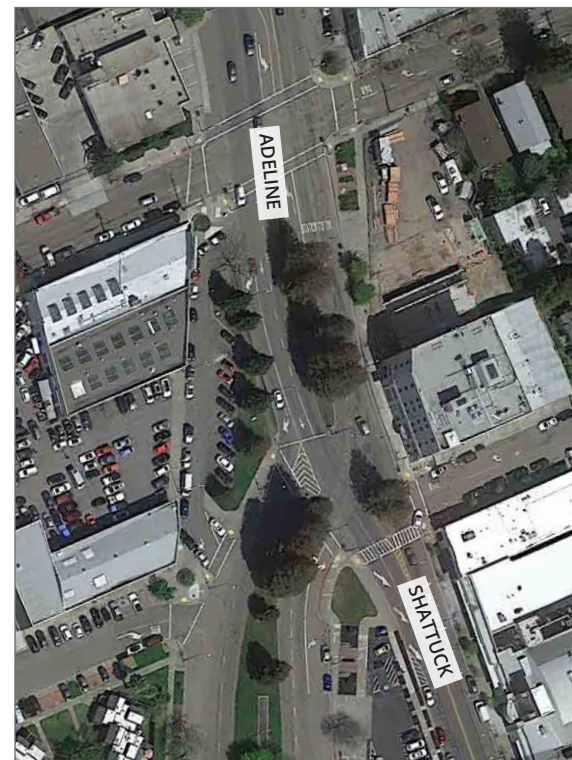
The further refinement and development of intersection improvements at all intersections in the Plan Area should also take into account well-established best practices for multi-modal and complete streets, including the NACTO Urban Streets Design Guide and the NACTO Urban Bikeway Design Guide, as well as adopted City of Berkeley guidance such as the Bicycle Plan.

1. SHATTUCK AND ADELINE

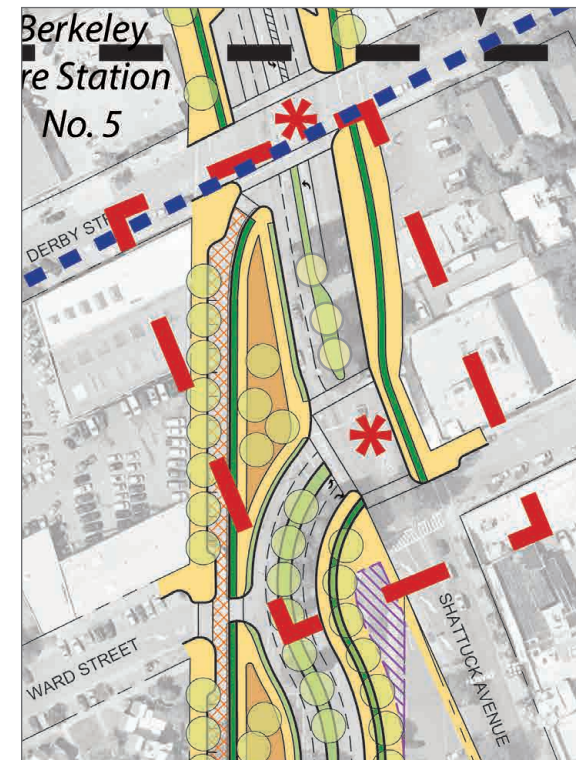
The existing complex conditions at the intersection of Shattuck Avenue and Adeline Street are challenging for pedestrians, bicyclists, and drivers alike. Several bicycle injury accidents have occurred here in recent years. These challenging conditions include an unsignalized, high-volume southbound right-turn lane from Shattuck Avenue onto Adeline Street, the angled alignments of Shattuck and Adeline, and the presence of a merge lane on Shattuck Avenue just south of the intersection. Curb bulbouts were recently added at the Shattuck pedestrian crossing on the east side of the street in association with the development of the Berkeley Honda site.

Figure 6-9 shows the potential realignment of the intersection of Shattuck and Adeline, consistent with the potential street design shown in Figure 6-1 (Long-term Right-of-Way Concept). This design brings the two streets into a more perpendicular alignment to improve pedestrian crossing safety, reduce vehicle turning speeds, and provide additional usable public space around the intersection. This intersection concept is compatible with the Adeline drive aisle and side median shown in the Long-term Right-of-Way Concept.

Figure 6-9 Intersection of Shattuck and Adeline



Existing conditions at the intersection of Shattuck Avenue and Adeline Street.



Design concept for the intersection of Shattuck Avenue and Adeline Street, consistent with North Adeline Long-term Right-of-Way Concept (Figure 6-1). See Figure 6-1 for map legend. The design will be refined in the future with additional engineering and design details.

2. ADELINE AND ASHBY

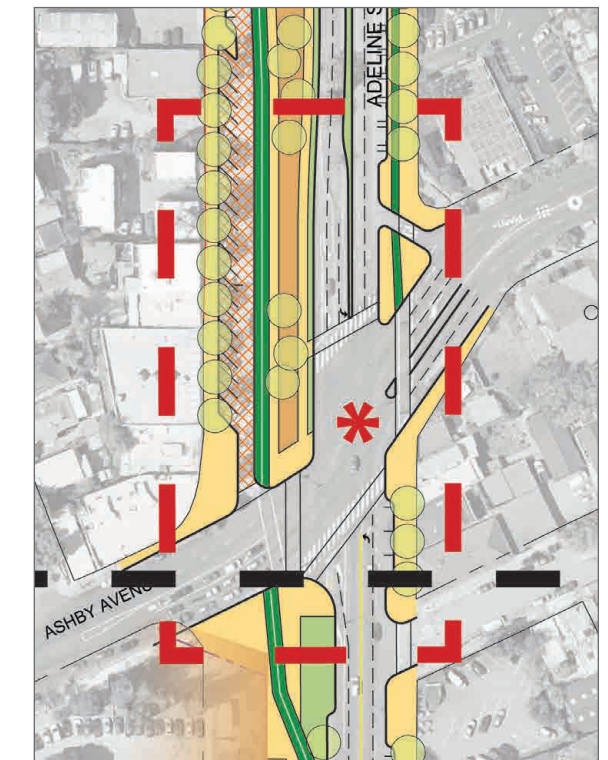
The large volumes of vehicles, angled street alignment, lengths of pedestrian crosswalks, and lack of comfortable pedestrian refuges all make this signalized intersection one of the most challenging in the Plan Area. This is evidenced by the relative high number of pedestrian injury accidents that have occurred at and in the immediate vicinity. This intersection is also a major pedestrian access point to the Ashby BART Station, including transit riders using bus stops across Ashby from BART.

A concept for the realignment of the intersection of Adeline Street and Ashby Avenue is shown in Figure 6-10, consistent with the Long-term Right-of-way Concept shown in Figure 6-1. This concept improves conditions for people walking and cycling at this intersection through a reduction in the number of lanes, a tightening of curb radii, and the introduction of curb extensions and comfortable median refuges. All proposed future improvements at this intersection will require coordination with and approval by Caltrans as Ashby Avenue is a designated state highway (State Route 13).

Figure 6-10 Intersection of Adeline and Ashby



Existing conditions at the intersection of Adeline and Ashby.



Design concept for the intersection of Adeline Street and Ashby Avenue, consistent with North Adeline Long-term Right-of-Way Concept (Figure 6-1). See Figure 6-1 for map legend. The design will be refined in the future with additional engineering and design details.

3. ADELINE AND MARTIN LUTHER KING JR. WAY

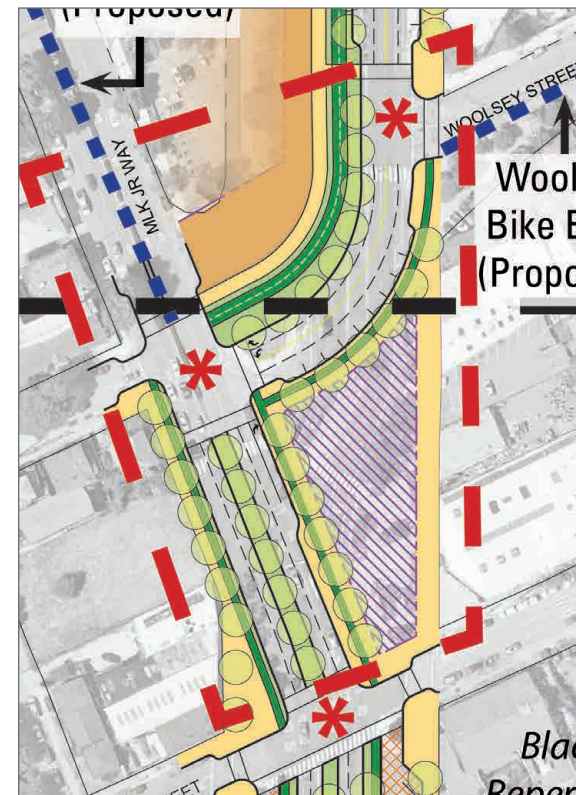
Similar to the intersection of Shattuck Avenue and Adeline Street, conditions at the existing signalized intersection of Adeline Street and Martin Luther King Jr. Way are challenging for people walking and cycling. Several bicycle injury accidents have occurred here in recent years. These challenging conditions include significant traffic volumes on both streets, an unsignalized, southbound slip lane from Adeline Street onto northbound MLK Jr. Way, the angled alignments of Adeline and Martin Luther King Jr. Way, and the lack of a pedestrian crossing on one side of the intersection where Fairview crosses Adeline.

The realignment of the intersection of Adeline and MLK Jr. Way shown in Figure 6-11 (and consistent with the Long-Term Right-of-Way Concept in Figure 6-1) brings the northern leg of Adeline into a more perpendicular alignment while providing an improved bicycle crossing and access to BART.

Figure 6-11 Intersection of Adeline and MLK Jr. Way



Existing conditions at the intersection of Adeline and MLK Jr. Way.



Design concept for the intersection of Adeline Street and MLK Jr. Way. See Figure 6-1 for map legend. The design will be refined in the future with additional engineering and design details.

4. ADELINE/MARTIN LUTHER KING JR. WAY AND STANFORD

Similar to the other major intersections, the intersection of Adeline Street with Stanford Avenue and MLK Jr. Way poorly accommodates people walking and cycling in its existing condition. Challenges include the large north and southbound traffic volumes, the high number of travel lanes on Martin Luther King Jr. Way and Adeline (three in each direction), long pedestrian crosswalks, and lack of a crosswalk across the northern leg of Adeline Street. The intersection also does not accommodate bicyclists, and lacks a connection to the existing buffered bicycle lanes on Adeline Street as it continues into Oakland.

The realignment of the intersection of Adeline/Martin Luther King Jr. Way and Stanford shown in Figure 6-12 is consistent with the Long-Term Right-of-Way Concept in Figure 6-1, which brings the Stanford leg of the intersection into a more perpendicular alignment. This perpendicular alignment improves safety, improves sight lines for all users, slows vehicle turning speeds, and opens up additional space around the intersection that could be used for uses other

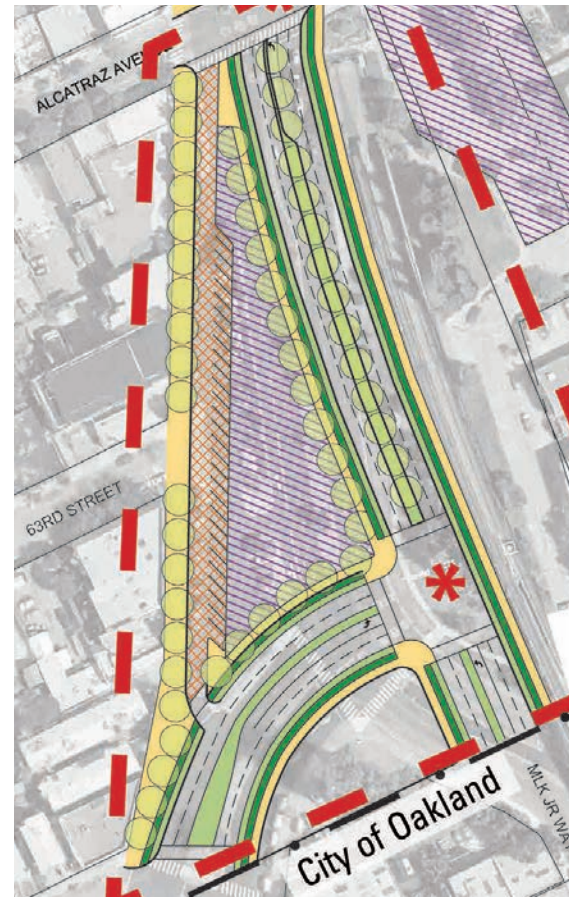
than vehicle movement. In this design, Adeline Street is also shifted east toward the BART tracks, which significantly increases the size of the triangular area in which the South Berkeley Farmers' Market is held today. This creates a major opportunity site that can be used as a public space that can be configured to fit the spatial needs of the Farmers' Market, should it remain at this location in the long-term (see also Chapter 3, Policy 3.8 Ashby BART for a potential alternate location for the Farmer's Market). It can also accommodate other programmed events and landscaped areas (also see Chapter 7 Public Space for more information about public space facilities and programming). There is also the potential that the additional space could be used for the development of community-oriented facilities or affordable housing. However, these options would require further study regarding development and other constraints (e.g. underground infrastructure, legal issues, etc.).

The final design of this intersection and surrounding space will be refined in the future and may include variations to the design and programming.

Figure 6-12 Intersection of Adeline and Stanford/MLK



Existing conditions at the intersection of Adeline and Stanford/MLK Jr. Way.



Design concept for the intersection of Adeline Street and Stanford/MLK Jr. Way. See Figure 6-1 for map legend. The design will be refined in the future with additional engineering and design details.

6.4 UNIVERSAL ACCESSIBILITY

Encourage universal accessibility improvements along the corridor, and continue to work with the community to identify priority locations for improvements for those with disabilities.

The City of Berkeley strives to be a leader in providing accessible public facilities. Providing safe and accessible streets, sidewalks, and public spaces helps support an inclusive community and promotes safety and independence for seniors and those with disabilities. The Adeline Corridor is a particular priority for designing for those disabilities, given the presence of the Ed Roberts Campus, the Ashby BART Station, the East Bay Center for the Blind, multiple service providers and non-profits, senior housing projects, and other important destinations and facilities regularly used by those with a wide range of abilities.

The overarching goal is to improve accessibility throughout the Plan Area's public rights-of-way. This will be done through the design of crosswalks, curb ramps, pedestrian signals, and other features that provide ease of access for wheelchairs and people with disabilities. When designing improvements to the pedestrian right-of-way, the City should consult with accessibility and other special needs groups to prioritize improvements and ensure that all needs are accommodated.

Universal design techniques that should be implemented include audible pedestrian signals, accessible curb ramps, and the many pedestrian crossing improvements shown in Figure 6-13 Pedestrian Improvements. Priority locations for audible pedestrian signals and accessible curb ramps include Adeline at Ashby, Adeline at Alcatraz, and other large, busy intersections along the corridor.

Around senior housing, particular consideration should be made to ensure adequate parking for people with disabilities is available.

6.5 PEDESTRIAN CIRCULATION

Improve pedestrian facilities and amenities that create a safe and attractive environment that encourages walking and accommodates increased pedestrian activity.

While there is already a network of continuous sidewalks throughout the Plan Area, there are still many opportunities to improve pedestrian mobility and safety by:

- Reducing street crossing distances
- Lengthening pedestrian crossing signal times
- Increasing pedestrian visibility
- Reducing speeding
- Eliminating existing and minimizing future driveways and curb-cuts along key pedestrian routes.
- Consider traffic signals on Shattuck Avenue at Blake, Parker, and Derby Street and Adeline Street at Stuart, Russell, Essex, Woolsey, Fairview, and Harmon Streets.
- Creating sidewalks where they are lacking, such as along Martin Luther King between 62nd and 63rd St, to the east of the BART tracks.

As noted above, Policy 6.2 describes a long-term major right-of-way redesign concept that will need additional study and community engagement. Figure 6-13 and Table 6.2 show pedestrian circulation and safety improvements that could be completed in the interim and would be compatible with a potential longer-term redesign.

For example, crossing improvements are not only important where the crossing distance is very large, such as at Ashby Avenue, but also at secondary intersections with long crossing distances and heavy pedestrian activity, such as at Derby, Russell, and Fairview Streets. Recommended interim improvements include high visibility crosswalks, curb extensions or bulb-outs, pedestrian signals or beacons, and median pedestrian refuge islands. There are also near-term opportunities along Adeline to improve signal timing, which could reduce speeding and improve traffic flow.

Off the Adeline and Shattuck Corridors and within adjacent neighborhoods, traffic calming measures could include new stop signs, chicanes, speed humps, special striping or textured pavement, diverters, turn restrictions, or traffic circles on certain streets. These treatments are typically not appropriate for major arterials like Adeline, Ashby, or Alcatraz, but are important strategies for improving pedestrian connections between the Adeline Corridor and surrounding neighborhoods.

Figure 6-13 Interim Pedestrian Improvements



Table 6.2 Summary of Recommended Interim Pedestrian Improvements (as shown in Figure 6-13)

Intersection	High Visibility Crosswalks	Bulb-outs	Signal or Beacon	Median Refuge Island	Additional Notes
Dwight Way	X				
Blake St	X	X	X		
Parker St	X		X		
Carleton St	X				
Derby St	X	X (unless Fire Dept conflict)	X		Bicycle facility crossing (see Figure 6-14)
Ward St	X	X (to shield right-hand turn)			New sidewalk needed along McKeivitt frontage
Stuart St	X		X		
Oregon St	X				
Russell St	X	X	X	X (south of Russell)	Bicycle facility crossing (see Figure 6-14)
Ashby Ave	X			X (north of Ashby)	
Essex St	X				
Adeline/MLK/Woolsey St	Comprehensive Redesign (see Policy 6.2)				Bicycle facility crossing (see Figure 6-14)
Fairview St	X		X	X (north and south of Fairview)	Consider adding second crosswalk
Harmon St	X		X		
Alcatraz Ave	X	X (SW corner)			Bicycle facility crossing (see Figure 6-14)
Adeline/MLK/Stanford	Comprehensive Redesign (see Policy 6.2)				
62nd St	X	X	X		

6.6 BICYCLE FACILITIES

Focus bicycle facility improvements on Adeline and at locations where the Berkeley Bicycle Plan’s existing and planned bicycle network crosses Adeline.

BICYCLE NETWORK

A continuous and connected bikeway system encourages non-motorized travel, provides recreational opportunities, and creates links to other modes of transportation, such as transit. Overall, the City should continue to implement new and improved bikeway facilities along and across the Adeline Corridor, consistent with the City’s Bicycle Plan. Figure 6-14 Bicycle Network Improvements illustrates bicycle network improvements both in and around the Plan Area that should continue to be implemented as funding becomes available and as repaving occurs. These include:

- Converting Derby Street into a bicycle boulevard
- Converting Fulton Street into a bicycle boulevard
- Adding sharrows to Grant Street
- Converting Prince Street and Woolsey Street into bicycle boulevards
- Continuing bicycle lanes across Alcatraz Avenue to the King Street bicycle boulevard to connect to existing City of Oakland bicycle lanes along Alcatraz.

The short-term priorities for this Specific Plan are to provide an interim protected bikeway along Adeline in conjunction with repaving projects (such as the planned repaving of Adeline between Shattuck and Ashby funded by the City’s T1 Bond) and to improve bicycle crossings at the four locations where the bicycle network intersects Adeline Street. These four locations are at Derby Street, Russell Street, Woolsey Street, and Alcatraz Avenue, as shown in Figure 6-14.

BICYCLE PARKING

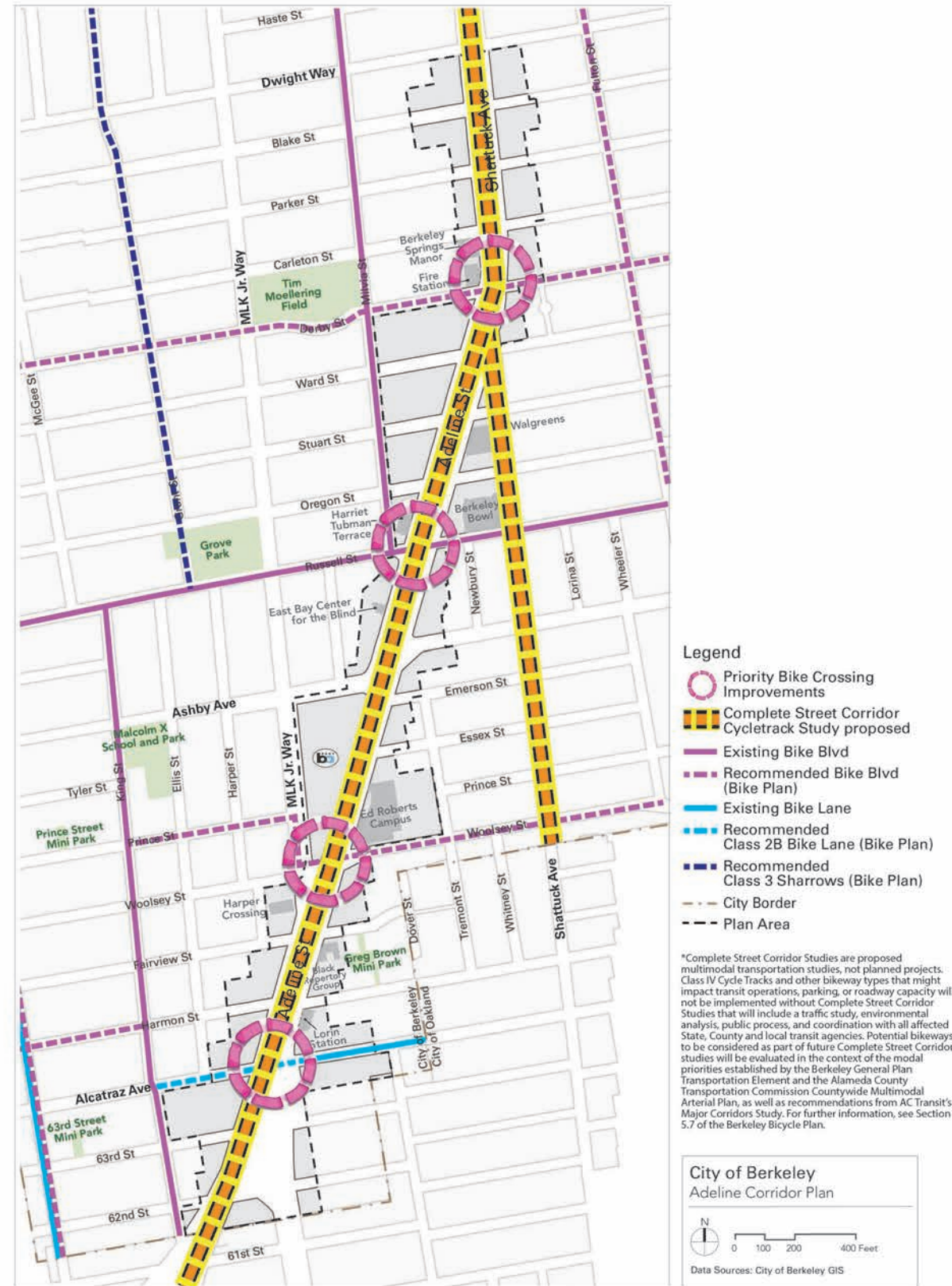
Private developers are required to provide bicycle parking and storage as specified by the Berkeley Municipal Code (BMC 23E.28.070) and encouraged to install other bicycle amenities such as wayfinding and signage to promote bicycling around the neighborhood and to/from BART and key commercial areas. To guarantee adequate on-street bicycle parking for short-term use by visitors and shoppers, the City should conduct a physical survey of the blocks within the Specific Plan area to assess where additional bicycle racks should be installed, with the goal of providing a minimum of 12 racks per 200 feet of block face.

Emerging shared mobility choices further expand options for first and last mile connection, and demand for parking spaces for such devices is expected to grow. In developing and monitoring shared mobility programs, the City prioritizes accessibility for people with disabilities and pedestrian safety. Some of the program requirements anticipated to be placed on shared micromobility providers include the provision of adaptive shared electric scooters as a portion of the shared electric scooter fleet, the adoption and enforcement of an ordinance prohibiting adults from riding electric scooters on sidewalks, and the inclusion of a tethering mechanism on shared bicycles and scooters to encourage users to park them at existing racks or within the furnishing zone of the sidewalk, outside of the walking zone.



Bike station parking

Figure 6-14 Bicycle Network Improvements



BIKEWAY CLASSIFICATIONS

CLASS 1 BIKEWAY

Provides a completely separated right of way for the exclusive use of bicycles and pedestrians with crossflow minimized.



CLASS II BIKEWAY

Provides a striped lane for one-way bike travel on a street or highway.



CLASS III BIKEWAY

Provides for shared use with motor vehicle traffic, typically on lower volume roadways.



CLASS IV BIKEWAY

Provides a separated path for one-way bicycle travel adjacent to a street or highway. Bicycles are separated from motor vehicle traffic by a raised curb, bollards, parking with a painted buffer, or other vertical physical barrier.



6.7 BUS AND SHUTTLE TRANSIT

Work closely with AC Transit to support continued and improved bus transit and shuttle service along the Adeline corridor.

A robust public transportation service is critical to meet the needs of both residents and visitors to the corridor, improve accessibility, and reduce vehicle trips. The Adeline Corridor is designated as a “Primary Transit Route” by the Berkeley General Plan Transportation Element and the Alameda County Transportation Commission Countywide Multimodal Arterial Plan. Maintaining high-quality transit service is a priority for the corridor.

Currently, AC Transit operates several routes within or near the Plan Area, as shown in Figure 6-15. Bus stops are located at regular two- or three-block intervals along all routes:

- Transbay F along Adeline Street and Shattuck Avenue
- 18 along Shattuck Avenue
- 12 along MLK Jr. Way and along Adeline between Martin Luther King Jr. Way and Stanford Avenue
- 80 along Ashby Avenue
- School Route 688 along Alcatraz Avenue (not in operation during summer)
- Late night Transbay 800 service along Shattuck, Adeline between Shattuck and Ashby, and Ashby from Adeline east to Telegraph.

The City does not operate or control AC Transit service. The City’s goal is to support and coordinate with AC Transit as it continues to operate and improve bus service to the area. The City is supportive of AC Transit efforts to undertake physical and programmatic bus transit improvements and related efforts to increase service frequency, reliability, and

ridership along the Adeline Corridor. Continued coordination with AC Transit (and other local/regional transit agencies as needed) will be key to improving service in the Plan Area.

In the near term, the City will coordinate with AC Transit to identify opportunities for improved transit efficiency and reduced bus-stop dwell times through the provision of bus boarding islands, transit signal priority at appropriate intersections and signal timing favorable to transit operations, and for improved bus stop waiting areas and their environs to increase safety and encourage ridership. Existing bus shelters should be improved so they all meet a minimum standard by adding benches, lighting, and signage. This is especially important at high-value destinations such as Ashby BART, locations where multiple lines intersect, and/or at major street connections such as Alcatraz Avenue. Longer-term concepts for the Adeline Street right-of-way, which would require coordination with AC Transit, are described in Policy 6.2.

There may be future opportunities to provide local shuttles to major employers, the university, major housing sites, BART stations, or other destinations. This could occur in coordination with AC Transit, with local employers and institutions such as UC Berkeley, or in coordination with service in neighboring cities such as the Emery-Go-Round shuttle operated by the Emeryville Transportation Management Association. Expansion of service on the existing West Berkeley Shuttle, which connects Ashby BART to the West Berkeley employment district, also could be considered.

Figure 6-15 Existing Transit Service



6.8 BART

Work with BART to maintain and improve its ability to serve Bay Area travelers and accommodate regional growth, including growth around the Ashby Station.

BART plays an important role as part of the City's robust transit system and as a potential developer of land around its stations in the City. In order to advance the City's sustainability goals related to economic opportunity, land use and housing, mobility and greenhouse gas reduction, the City will continue to coordinate closely with BART to ensure that residents, workers and visitors to and from Berkeley are well-served. Coordination shall address a broad range of topics including but not limited to: service safety, reliability and frequency; future service expansion (e.g. Transbay Corridor Core Capacity Project and the Silicon Valley Service Extension); enhancements around and connections to BART stations. (See Chapter 3, Policy 3.8 for more detail regarding future development around the Ashby BART station, as well as the City's Climate Action Plan for more information about citywide goals and actions related to BART and transit planning).

6.9 PARKING AND TRANSPORTATION DEMAND MANAGEMENT

Implement innovative strategies that make efficient use of existing parking resources while reducing demand for additional parking.

Parking in the Plan Area should balance the needs of both commercial businesses and residents, while encouraging transit use, carpooling, bicycling, and walking. Providing too much parking unnecessarily adds to development costs, further encourages driving to the Plan Area and makes it harder for the City to achieve greenhouse gas reduction targets. For example, building structured parking typically adds \$50,000 - \$60,000 per space for a development project, which could otherwise be spent on building housing units or other community amenities.

This Plan encourages the following strategies to reduce overall parking demand and maximize its use, and encourage alternative modes of transportation:

- **Reducing off-street parking required.** Requirements for off-street parking amounts are included in Policy 3.2 Development Standards (Tables 3.1 through 3.4) and Policy 3.8 Ashby BART in Chapter 3. In recognition of the presence of high-frequency transit, to lessen the cost of newly built units, and to reduce traffic congestion in the Plan Area, the City encourages reduced amounts of parking in new development projects.

- **Shared parking.** To the extent feasible, the City will work with project applicants, property and business owners to share parking within and between different developments. "Shared parking" is defined as the ability to share parking spaces as the result of two conditions: variations in the accumulation of vehicles by hour, by day or by season at individual land uses, and relationships among land uses that result in visiting multiple land uses on the same auto trip. An example of shared parking is where an office or institution has high use during the day/week and restaurant and/or theater uses the same spaces in the evening; or churches on the weekends.
- **Unbundling parking.** When possible, parking should be unbundled (sold or leased separately) from new units to reduce housing costs for those without cars. Unbundled parking would help tenants or buyers understand the true cost of parking, and may influence a resident's decision to own a car. Unbundling parking typically reduces parking demand by 10 to 15 percent. It can also make housing more affordable by not forcing residents who do not own a car to pay for parking.
- **Paid parking and time Limits.** Paid parking, at private off-street lots, or at existing time-limited on-street public parking spaces, is one of the most effective ways of increasing parking availability and efficiency, particularly in commercial districts.
- **Car-share or other electric mobility transportation sharing.** New developments should be encouraged to incorporate space and/or opportunities to participate in mobility-sharing programs. For example, including ample space for electric, hybrid or hydrogen vehicles to meet a range of needs (e.g. larger groups of adults and children, transporting large items, short urban trips etc.); or other micro mobility transport such as electric bicycles or scooters. Another possibility would be purchasing or providing passes to one-way car share (e.g., GIG), goBike, and future scooter share services.
- **Transit passes.** Providing transit passes to Plan Area residents or workers can offer significant benefits including: a monthly subsidy towards transit usage, a steady funding stream for enhanced transit service and a "self-selection" incentives whereby more transit-inclined residents and/or workers will be attracted to live in the Plan Area. The cost of the transit pass could be a community benefit provided by the developer and/or included in a monthly homeowners' association dues or rent; in the case of employers, the City's transit benefit ordinance currently requires all employers with 10 or more employees to offer a commuter benefit program, which can save employers up to 9% in business and employee taxes and save employees up to 40% in commute costs.

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I ❤️ ADELINE/
SOUTH SHATTUCK
BECAUSE...
*Art, Music and Culture
This is my Home!*

I ❤️ ADELINE/
SOUTH SHATTUCK
BECAUSE...
*WE LOVE MX ELEMENTARY
SCHOOL*

I ❤️ ADELINE/
SOUTH SHATTUCK
BECAUSE...
*Of the culture &
friendly people 😊*

I ❤️ ADELINE/
SOUTH SHATTUCK
BECAUSE...
THE ARTISTS

I ❤️ ADELINE/
SOUTH SHATTUCK
BECAUSE...
*BLACK REP +
FIREHOUSE!*

I ❤️ ADELINE/
SOUTH SHATTUCK
BECAUSE...
*of the coffee houses
+ theater*

I ❤️ ADELINE/
SOUTH SHATTUCK
BECAUSE...
*Of accessibility &
Diversity!*

I ❤️ ADELINE/
SOUTH SHATTUCK
BECAUSE...
Convenience!

I ❤️ ADELINE/
SOUTH SHATTUCK
BECAUSE...
*There is No Other
Place Like It!!*

I ❤️ ADELINE/
SOUTH SHATTUCK
BECAUSE...
*ITS SO CLOSE
TO BART!*

I ❤️ ADELINE/
SOUTH SHATTUCK
BECAUSE...
OF THE DIVERSITY

I ❤️ ADELINE/
SOUTH SHATTUCK
BECAUSE...
it is creating positive

I ❤️ ADELINE/
SOUTH SHATTUCK
BECAUSE...
*its accessible +
friendly*

I ❤️ ADELINE/
SOUTH SHATTUCK
BECAUSE...
*of all the
Street ART!*

I ❤️ ADELINE/
SOUTH SHATTUCK
BECAUSE...
of its culture

chapter 7: public space

CONTEXT

Public space is made up of the places that shape everyday experience in our neighborhoods and communities: sidewalks, medians, public squares, parks and green spaces, playgrounds, streets, and infrastructure. Providing better and more usable public spaces and parks was an important community priority expressed throughout the planning process. Types of desired public spaces identified through the process included community gardens, gathering and performance spaces, dog parks, tot lots and playgrounds, recreational facilities, spaces for retail kiosks and street vending, and other attractive, accessible, and well-maintained plaza spaces and landscaped areas.

Although local, regional, and State parkland is available in Berkeley, the geographic distribution of recreational facilities across the city is uneven and reflects past and ongoing racial and economic disparities in Berkeley. The southeast portion of the City, which includes the Plan Area, has the fewest facilities by number and acreage. No public parks occur within the Plan Area. Of the parks near the Plan Area tend to be small and residents and users of the Plan Area, have to travel farther than some Berkeley residents

to parks that are not committed primarily to school use (see Table 7-1). The health and environmental benefits of well-maintained landscaping, public space and recreation programs are measurable, well-documented and quantified in numerous studies including:

- **Physical Activity.** Offers opportunities for physical activity which help to increase fitness and lower levels of obesity.
- **Connection with Nature.** Enables people to connect with nature, which is known to confer certain health benefits and enhance well-being.
- **Mental Health.** Improves mental health as attractive and well-maintained public space can serve as venues for stress reduction.
- **Climate Change.** Mitigates the effects of climate change, and air and water pollution impacts on public health.
- **Community Interaction.** Facilitates community interaction as parks can serve as formal and informal places where people meet.

Wherever existing public spaces are being improved or new ones created, they should be designed and programmed with specific community needs in mind. Public spaces that flexibly accommodate and support a broad range of activities and program elements identified by the community are more likely to be frequented, cared for, and supported by people who live in the neighborhood. This will increase a sense of safety, activity, and community ownership in these spaces. Public spaces also should be designed to serve users of all ages and abilities, offering a range of facilities, furnishings, and programming. Ensuring that maintenance needs and costs are factored in as part of the planning of new public spaces was an important priority expressed by community members and City staff alike during the planning process. Overall, good maintenance plays an important role in the safety of public spaces. The presence of graffiti, litter, vandalism, poorly maintained paths or planting can contribute to a perception of a lack of public safety.

This chapter provides a toolkit of potential streetscape and public space programming and design strategies for the Adeline Corridor. It also includes partnership and funding strategies that are critical due to a chronic shortage of funding for park construction and maintenance. The guidance in this chapter can be applied to existing public spaces, as well as potential future public spaces that may be created through re-design of the street right-of-way or intersections (see Chapter 6).

EXISTING PLANS, PROGRAMS AND REGULATIONS

The City of Berkeley has a range of improvement plans, capital projects, and design guidance for public space in the City. The most relevant of these are identified below.

City of Berkeley General Plan

As noted in Chapter 3, the General Plan of the City of Berkeley consists of ten chapters or “Elements” that provide long-term policy guidance. The Open Space Element (2001) includes goals, policies, and actions for the maintenance, improvement, and expansion of the City’s open space and recreational facilities including parks, community gardens, plazas and medians.

Public Parks and Open Space Preservation Ordinance

In 1986, the voters of the City of Berkeley passed the Berkeley Public Parks and Open Space Preservation Ordinance (“Measure L”) which requires the Berkeley City Council to preserve and maintain existing public parks and open space; acquire and maintain public parks and open space in the census tracts and neighborhoods of Berkeley (per the 1977 Berkeley Master Plan); and require any proposals to remove a property from public open space, park or recreational use to be decided by the voters of Berkeley during a general election. This ordinance also has a section stipulating minimum requirements to fulfill, dependent on available funding, in the following priority order: maintenance of existing public parks and open space; maintenance and funding of unimproved/undedicated open space; and giving “high priority for the funding the acquisition, development and maintenance of parks and recreational facilities” in identified census tracts with less than the “[General Plan] provision of two acres of parks and open space per 1000 population.”

Park	Size	Features
Greg Brown Mini-Park	0.58 acre	sport courts, an open grassy lawn, playground, picnic areas, and a clubhouse the city leases out
Grove Park	3 acres	baseball/softball field, a multi-purpose turf area, two full basketball courts, two lighted tennis courts, a volleyball court, play areas for both tots and school-age children; a picnic area with barbeque, a gym, and a recreation building/clubhouse
Prince Street Mini Park	0.15 acre	a playground and a picnic area, as well as a small turf area
63rd Street Mini Park	0.19 acres	playground and a picnic area, as well as a small turf area
Tim Moellering Field (Owned and operated by BUSD)	3.48 acres	primarily programmed for organized sports
Malcolm X Arts Elementary School's Park (Owned and operated by BUSD)	1.8 acres	Publicly-accessible when school is not in session; a full basketball court; a playground area; a community garden; and a stage/amphitheater

Capital Improvement Program (CIP)

The Capital Improvement Program (CIP) for the City represents the City's blueprint for funding for infrastructure improvements and other specific large-scale recurring purchases based on resource availability and the City Council's capital investment priorities. The City's ability to fund its CIP is limited, and there are many competing community priorities. CIP funding resources include the General Fund and a number of other special revenue funds, as well as grants and loans. Elements of the CIP project costs include:

- City Building Facilities
- Sanitary Sewers
- Equipment & Vehicle Fleet
- Sidewalks
- Information Technology
- Storm Drains
- Other Infrastructure
- Streets
- Parks & Marina
- Transportation

Stormwater and Streetlighting Initiative (2018)

On June 12, 2018, Berkeley voters approved additional assessments for property owners to fund maintenance and improvements to the City's street lighting and stormwater facilities to improve safety, reduce flooding, and protect the water quality in creeks and the Bay.

Green Infrastructure Plan (In Progress - 2019)

Scheduled to be completed by Fall of 2019, the Green Infrastructure Plan (GI Plan) will guide the identification, implementation, tracking, and reporting of green infrastructure projects within the City of Berkeley. The GI Plan includes mechanisms for prioritizing areas for GI project implementation and goals for the amount of impervious surface to be retrofitted in Berkeley by 2020, 2030, and 2040. The GI Plan includes general guidelines that call for coordination of street and public space improvement projects so that related improvements are constructed simultaneously to minimize conflicts.

PUBLIC SPACE GOAL: Provide safe, sustainable, beautiful, healthy, and inclusive public spaces that encourage social interaction, provide opportunities for recreation, environmental health, and support active community life in South Berkeley.

7.1 PUBLIC SPACE TYPES

Encourage a diversity of passive and active public open space types.

The Adeline Corridor should have a diverse range of public space types, tailored to satisfy identified community needs in different locations. This should include public spaces that accommodate fixed and flexible programming for social gatherings, outdoor performances and events, and children's play, as well as active and passive recreation. When possible, these spaces should seek to accommodate flexible uses and programming such as community events, mobile vending, pop-up parks, and temporary uses. Public spaces should be integrated with the overall pedestrian environment, to provide an aesthetically pleasing, comfortable and safe experience for people who are walking, relaxing, and socializing in the area. The following types and uses of public spaces are community priorities for the Adeline Specific Plan Area :

- Small and large plazas;
- Seating areas
- Parklets
- Small pocket parks and larger linear parks
- Community gardens
- Landscaped areas
- Dog parks
- Tot lot(s) and playground(s)
- Small-scale recreation areas with sports activities or exercise stations
- Public restroom facilities
- Outdoor dining and seating areas, at restaurants as well as in the public space along sidewalks and in bulb-outs
- Flexible public/private spaces that provide transitions between public space and private retail or residential uses
- Facility or open space that would accommodate a revenue-generating feature that could be rented out (e.g. for parties, large and small events) to help support costs for support maintenance, support operations and security.

7.2 PUBLIC SPACE PROGRAMMING

Activate public spaces through year-round programming and events.

Community events can reinforce a shared sense of community. They also contribute to the active use of public spaces throughout the day and into the evening. Events that attract visitors from beyond the neighborhood have the potential to contribute to an area's identity and support local economic activity. Providing public spaces with a fixed program, such as a tot-lot or playground, should be balanced with spaces that allow flexible use and programming for different activities and events.

The programming of regular and special events in public spaces will largely be a shared responsibility between the Recreation Division of the Parks, Recreation, and Waterfront Department and local community groups and business organizations. Specific public space programming priorities for the Adeline Corridor are to:

- **Activate Public Spaces.** Activate existing and potential future public spaces of different sizes through programming and amenities (see Policy 7.3 for a discussion of existing and future public spaces).
- **Support Existing and New Events.** Support existing events and encourage new events and flexible or temporary uses that will activate public spaces along the corridor year-round and attract both local and regional populations (for additional discussion of temporary uses see Policy 7.8) such as:
 - Berkeley Flea Market
 - South Berkeley Farmers' Market
 - Berkeley's Annual Juneteenth Festival
 - "Sunday Streets" (or "Open Streets")

- Night markets, cultural festivals, summer outdoor movies, concerts, or other new reoccurring markets or events
- **Consider Temporary Street Closures.** In a limited number of locations, consider street closures to provide additional public space for events. For example, the short block of Stuart between Adeline and Shattuck and the segment of Adeline between Ashby and Martin Luther King Jr. Way.
- **Accommodate All Ages and Abilities.** In programming events and activities in flexible public spaces, provide activities for people of all ages and abilities.
- **Pursue Partnerships and Funding.** Create partnerships with non-profits, business districts, neighborhood advocacy groups (e.g. "Friends of ___ Park") and other community organizations to supplement City resources to program regular and special events in public spaces, fundraise and pursue grant funding.
- **Coordinate between Organizers.** Coordinate programming and maintenance of public spaces in the Adeline Corridor among event and program organizers.



Playground



Seating area and landscaping



Public restroom



Flexible public space and public art



Community garden and public space



Community garden



Seating areas



Temporary educational activities



Playground



Piano and bulletin board



Ongoing events signage



Adventure course



Temporary rollerskating rink



Jungle gym

7.3 PUBLIC SPACE OPPORTUNITY SITES

Identify specific public space opportunity sites and improve public space in the Adeline Corridor.

Opportunities for public space improvements for the South Shattuck, North Adeline, Ashby BART, and South Adeline areas are discussed below and shown in Figure 7.1. These opportunities are consistent with the long-term right-of-way redesign concept in Chapter 6 (Figure 6.1), but also address interim improvements and refinements to existing public facilities such as parks, seating areas, plazas, landscaping, and curb extensions. A goal of this plan is to at least maintain, if not improve, the ratio of park area to residents in the Plan Area.

1. SOUTH SHATTUCK SUBAREA

Most opportunities for public space in the South Shattuck subarea involve improvements and refinements to existing sidewalk areas which have seating areas, curb extensions, small plazas, and other streetscape amenities. These small spaces play an important part of the overall array of the neighborhood's public spaces, providing opportunities for respite and greenery. Portions of the South Shattuck subarea are within the assessment boundary of the Downtown Berkeley Association (Property-based Business Improvement District) which may be able to facilitate the improvement and management of these small public spaces.

2. NORTH ADELINE SUBAREA

As described in Chapter 6 and shown in Figure 6.1, this Plan identifies a future long-term redesign of the South Shattuck - Adeline Street right-of-way: the conversion of the existing 56-foot median into a linear space ranging between 38 and 52 feet wide, that runs along the west

side of Adeline Street between Derby Street and Ashby Avenue. This provides substantial opportunities to accommodate many of the public space types that were identified during the planning process. The linear space could accommodate a flexible array of programming elements such as:

- **Landscaping and Greenery.** Ornamental and native landscaping, community gardens, and "edible landscapes" using native plants.
- **Program Elements.** Fixed program elements, such as a dog park, tot lot(s) and playground(s), restrooms, and small-scale courts for sports activities or exercise stations.
- **Gathering Spaces.** Public gathering spaces for organized or informal activities, such as pop-up or kiosk commercial uses, or space for other civic or social events.

Substantially widened sidewalks (see Figure 6-2) would also provide opportunities for a range of streetscape amenities such as street furniture and landscaping.

3. ASHBY BART SUBAREA

As noted in previous chapters, the Ashby BART subarea is envisioned to be a vibrant neighborhood center with high-density mixed-use development and new public spaces for community gatherings, commerce, civic celebrations and other special events. Public open space within the Ashby BART sites should improve access for people walking and cycling from surrounding streets to and from the BART Station.

A major opportunity exists with future redevelopment of the Ashby BART west parking lot to establish an attractive public plaza that functions as a gathering place and marketplace that can accommodate the Berkeley Flea Market and potentially the South Berkeley Farmers

Market. As part of a redevelopment of the west parking lot, refinement of the long-term right-of-way redesign concept should analyze options to facilitate temporary closures of Adeline Street to general traffic and use of the street right-of-way for temporary events. The City will work with AC Transit and BART to determine if regular weekend street closures are feasible, including the possibility of conducting the Berkeley Flea Market and/or the South Berkeley Farmers' Market. See also Chapter 3, Policy 3.7 for more information.

In the near-term, the potential for activating this portion of Adeline Street could be explored in conjunction with an expanded Sunday Streets event along Adeline Street and up Shattuck Avenue to Downtown Berkeley or from Ashby Avenue into the Lorin District.

4. SOUTH ADELINE SUBAREA

In the South Adeline subarea (also known as the "Lorin District"), major opportunities for public spaces include:

- **The northeast corner of the Adeline/Fairview intersection.** Currently, this area includes a small plaza with special paving that extends to the building line, landscaped areas of various sizes and shapes, and pedestrian-scale lighting and street furniture. The plaza also abuts a bus stop with seating and a shared bike-bus lane. As demonstrated by a pop-up event during the planning process, this space could be



Berkeley Flea Market

activated with temporary physical park and plaza improvements. Such programming could include small community gathering events, food trucks, and kiosk-style vending. In the long-term and in conjunction with a re-design of the Martin Luther King Jr. Way intersection as part of the reconfiguration of Adeline Street between Ashby Avenue and Martin Luther King Jr. Way, the City will consider permanently converting this space into an active public plaza or park with programmed use, or a new community-serving facility.

- **Greg Brown Mini-Park Modification/Expansion.** Located just outside but abutting the Plan Area, east of Adeline Street and between Fairview and Harmon Streets, this 0.58-acre park is underutilized due to its limited access and visibility. Improvements to Greg Brown Mini Park should be explored in conjunction with further study of right-of-way and public space improvements for the Adeline and Fairview Streets intersection. Options that could be further explored include acquiring adjacent property that has frontage on Adeline Street from a willing property owner of an adjacent site to increase the amount of usable open space and to make the park's entry more visible and accessible to all users and/or to allow for development of all or a portion of the existing Greg Brown Park site.
- **West side of Adeline between Alcatraz and southern Adeline/Martin Luther King Jr. Way intersection.** Under the long-term concepts for a realignment of Adeline Street south of Alcatraz Avenue (described in Chapter 6), the City will pursue the transformation, and expansion, of the area currently used by the Farmers' Market into a public space that not only accommodates the Farmers' Market, but also includes a plaza and open space elements. If the Farmers' Market is accommodated on or adjacent to the Ashby BART site, then this southern open space could accommodate a larger area of active recreation, such as a larger children's play area. This space should commemorate the contributions of Mable Howard to the South Berkeley community.

Figure 7.1 Opportunity for Public Spaces



7.4 STREETSCAPE AMENITIES, LIGHTING, AND WAYFINDING

Provide a coordinated and consistent design theme for streetscape amenities, lighting, and wayfinding signage along the corridor.

A coordinated, attractive set of streetscape and wayfinding elements creates a unified look and feel for the public realm of the street, strengthens an area's identity, and can contribute to its economic vitality. The placement of iconic signage, art pieces, or gateway features at entry points can further enhance identity and aid orientation within the larger city context. In conjunction with street trees and other landscape features, streetscape amenities such as light fixtures, seating, trash receptacles, water fountains, and other furnishings are also critical elements of a comfortable pedestrian environment.

An important implementation action of this Specific Plan is refining the long-term right-of-way design concept (See Figure 6.1) and developing a comprehensive streetscape plan for the Adeline Corridor that identifies specific improvements, furnishings, and design palettes for the area. It should be created with input from the community, in particular with regard to elements that “brand” the corridor or particular subareas or districts. The comprehensive streetscape plan should:

- **Capture Aesthetic.** Capture the desired overall aesthetic “look and feel” for the new streetscape and integrated public spaces.
- **Streetscape Furniture.** Provide a streetscape furnishing and color palette that includes pedestrian-scale and roadway light fixtures, benches, tree grates, trash receptacles, bollards, paving materials, wayfinding, and other amenities.

- **Planting Palette.** Provide a comprehensive planting palette for street trees, landscaped buffers, and medians that support public open space use.
- **Guidance on Consistency.** Provide guidance for whether the furnishing and/or color palette is consistent throughout the entire Adeline Corridor or has distinguished and “branded” sub-segments and areas, such as the Antiques District or the Lorin District.

STREETSCAPE ELEMENTS

Refinement of the long-term right-of-way concept described in Chapter 6 (Figure 6.1) should address the streetscape components listed below. Some of these components may be possible to implement in the interim or in stages, before completion of the long-term redesign. As noted in Policy 7.7 below, public art should be incorporated into streetscape components whenever possible.

- **Community-Focused Amenities.** Prioritize public space amenities favored by the community and having the most potential for drawing people to use these spaces. Amenities may include water features, public art, gathering areas, shade structures, drinking fountains, fitness stations, public toilets, or other features.
- **Amenities and Furnishings.** Streetscape amenities and furnishings to reflect the unique character and history of the Adeline Corridor.
- **Cultural and Historical Components.** Incorporate specific streetscape elements such as banners or signage and/or incorporate design elements in other streetscape amenities that acknowledge and preserve the neighborhood's African American and Japanese-American heritage,

and/or other notable aspects of the area's history such as being part of the Key Route streetcar system.

- **Unified Wayfinding.** Unified wayfinding signage should be coordinated with the overall streetscape design concept to support distinctions of sub-segments and districts.
- **Gateways.** Install gateways with signature elements, materials, and plantings to create a sense of arrival and welcome visitors to the Adeline Corridor, and its subareas, districts, and landmarks.
- **Lighting Design Guidance.** Provide lighting design guidance or standards for the following elements:
 - **Evening Lighting Levels.** Recommended pedestrian-scale and roadway lighting levels that provide for safe public use in the evening

- **Aesthetic.** Available fixture choices and potential options for further aesthetic customization of fixtures with artistic or other treatments
- **Energy-Efficient Lighting.** Use of energy-efficient LED lamping with natural color rendition to enhance security
- **Lighting Improvements.** Prioritization of lighting improvements in areas with higher levels of pedestrian activity, such as the Ashby BART Station and bus-boarding areas and along major pedestrian access routes, including Alcatraz, Woolsey, Ashby, Russell, and along Adeline.
- **Pedestrian-scale Lighting.** Improve the lighting along sidewalks and at crosswalks throughout the Plan Area by adding new and supplementing existing pedestrian-scale fixtures. Pedestrian-scale lighting is defined as 15- to 18-foot tall light fixtures



Streetscape and furnishings

specifically designed to illuminate sidewalks and plazas frequented by pedestrians. The existing decorative light fixtures along sidewalks on Adeline Street are an example of pedestrian-scale light fixtures.

- **Extension of Existing Pedestrian Lighting.** Build on the presence of existing pedestrian-scale light fixtures south of the Adeline and Martin Luther King Jr. Way intersection.
- **Extension of Lighting Treatments.** Although located outside of the Plan Area boundary, consider extending lighting treatments to 62nd and 63rd Streets east of Adeline Street to the City Limit in order to better connect this area to the Plan Area. There may also be other areas outside the Plan Area where lighting treatments should be extended.
- **Maintenance Planning and Coordination.** Only provide new streetscape amenities and lighting for which long-term maintenance can be provided by the City or business- or neighborhood-based organizations through a Memorandum of Understanding with the City. Coordinate fixture and amenity selection with the City's Public Works Department.

INTERIM STREETScape OPPORTUNITIES

Because of the uncertainty of the timing and availability to fully implement the long-term right-of-way redesign concept, opportunities for interim streetscape improvements should also be considered. These improvements are compatible with the long-term redesign, but can create immediate positive impacts. The primary interim streetscape improvement opportunities that could be implemented in the interim or near-term are:

- **Street Tree Replacement.** Plant trees where empty tree wells exist or at other sidewalk locations identified in the City of Berkeley Street Tree Inventory.

- **New Partners for Maintaining Existing Public Spaces.** Explore opportunities for allowing privately- or community-sponsored and -maintained planting areas within and adjacent to sidewalks and in existing bulb-outs and public open spaces.
- **Outdoor Seating.** Encourage the creation of privately-sponsored, publicly accessible outdoor seating areas, within and adjacent to the public right-of-way, to further enliven and activate the pedestrian environment.
- **Outdoor Dining.** Encourage outdoor privately sponsored dining and seating areas at restaurants and cafés where existing sidewalks and curb extensions provide sufficient width outside of the sidewalk's clear area for pedestrian travel. Consider parklets as an alternative approach to accommodating outdoor seating areas (see Policy 7.8, Pavement-to Parks Improvements).
- **Interim Transportation Improvements.** Other "interim" pedestrian, bicycle, and accessibility improvements are identified in Chapter 6 Transportation. These may include improvements to public spaces such as curb extensions or transit stops, and will increase overall access to the network of public space.

7.5 SAFETY AND MAINTENANCE OF PUBLIC SPACES

Invest in public safety improvements and the maintenance of public spaces along the corridor.

Safety and maintenance are critical and closely related aspects of ensuring the long-term success of public spaces. Well-maintained public spaces feel inviting and, if paired with attractive design and programming, foster increased activity. Poorly maintained public spaces, on the other hand, can feel blighted and lead to a decline in activity and use. The more neighbors you encounter in a public space setting helps to increase a general sense of public safety. While the community indicated that providing better and more usable parks and public spaces was a high priority, they indicated that maintaining such spaces and keeping them free of graffiti and litter was just as important.

GUIDELINES: DESIGNING FOR SAFETY AND COMFORT

In designing new public spaces and improving existing streetscapes, parks, and playgrounds in the Plan Area, follow the basic principles of Crime Prevention Through Environmental Design (CPTED), including:

- **Lighting.** Thoroughly integrate good lighting and establish lighting levels recommended for public streets and settings.
- **Ingress and Egress.** Create well-defined and visible points of ingress and egress.
- **Eyes on the Street.** Establish natural surveillance by encouraging "eyes" on the street and public space from buildings, adjacent streets, and from within the public space. Ensure that buildings located adjacent to a public space frame its perimeter with an active or visually pleasing ground floor

frontage and upper floor windows (building design is discussed further in Chapter 3 Land Use).

- **Programming.** Include programmed activities that increase use.
- **Maintenance.** Implement regular maintenance and timely repairs.
- **Temporary Uses.** Decide if pop-up commercial and performance activities will be allowed and develop a simple process for permitting and managing these temporary uses.
- **Landscape Design.** Design landscape areas that consist of trees, low shrubs, groundcovers, and grasses to maintain visibility into and out of public spaces.
- **Noise.** Landscaping, plant selection, and public art can buffer noise and create ambient noise to reduce negative impacts of noise from traffic and from the raised section of the BART tracks in the Lorin District.

Seating should be provided where it is functionally needed or monitored and maintained by an identified party, such as an adjacent business, association, or community group. Seating elements and benches should be designed to deter their use for sleeping. In designing new public spaces and streetscapes, solicit the Berkeley Police Department's input and coordinate public and community policing efforts, such as neighborhood and commercial district watch groups and others.

GUIDELINES: MAINTENANCE OF PUBLIC SPACES

Regular maintenance is a key factor in the long-term success of public spaces. Future maintenance needs should be anticipated early in the design process. The design process itself should take into account the available maintenance budget and likely maintenance costs. This is particularly true when installing new facilities that will require long-term maintenance, such as additional landscaping. On-going maintenance activities typically include the regular pick-up of litter, emptying of trash receptacles, removal of graffiti, and timely repair of damaged equipment, lights, plantings, and other improvements.

- **Plan for Maintenance.** Identify long-term maintenance needs and routines as part of the design process for public spaces and streetscapes.
- **Budget for Maintenance.** Bring design and associated maintenance needs for plants, hardscape, and equipment into a sustainable balance with the available maintenance budget.
- **Durable Materials.** Use durable materials and equipment as well as plants well-adapted to urban growing conditions and use green infrastructure, as appropriate, in order to reduce maintenance needs (also see Policy 7.6)
- **Maintenance Responsibilities.** Identify public, private, and community-based parties responsible for the execution of maintenance routines.
- **Unsheltered Residents.** Work with local social service and housing organizations to address encampments in public spaces, and develop permanent, sustainable solutions to house unsheltered residents. (also see Chapter 4, Policy 4.11)
- **Community Clean-Up.** Consider instituting community clean-up days and site-specific community maintenance sponsorships to increase the overall sense of ownership in new and improved public spaces as they are implemented.
- **Maintenance Funding.** Explore, identify, and secure funding for the maintenance of the full range of public spaces in the Plan Area. This could include pursuing grant funding, partnering with community organizations who might be able to fundraise from foundations or the general public, or when feasible, including some allocation for programming and maintenance as part of the initial project design budget.
- **Partnerships.** Creative partnerships with non-profits, business districts, neighborhood advocacy groups and other community organizations are critical supplement City resources. In the Plan Area, the City should work with the Downtown Berkeley Association to coordinate and fund ongoing maintenance of public spaces in portion of the South Shattuck subarea that is within their Property-Based Business District boundaries, and work with the Lorin Business Association, community groups to coordinate and fund ongoing maintenance of public spaces in the North Adeline, Ashby and South Adeline subareas.

EXAMPLE OF PUBLIC-PRIVATE PARTNERSHIP

The Dolores Pollinator Boulevard project brought together city departments, local businesses, and the community to create a drought-tolerant pollinator garden in the first block of Dolores at Market Street in San Francisco. Envisioned and designed by a local landscape architecture firm and completed in 2016, the project selected low-water, pesticide-free, pollinator-friendly plants that will bloom all year long. The project creates an aesthetically pleasing strip of color and texture, transforming the medians into biodiverse habitat for bees and other pollinators with bay-friendly landscaping, and a public-private partnership to ensure community stewardship in on-going maintenance.



7.6 LANDSCAPE-BASED STORMWATER MANAGEMENT AND BAY-FRIENDLY LANDSCAPING

Integrate a variety of landscape-based stormwater treatment elements into new development and the public right-of-way along the corridor.

The public space improvements envisioned for the Plan Area provide a unique opportunity for the application of sustainable stormwater management and landscaping practices. Designing, constructing, maintaining, and operating public spaces and streetscape improvements by following the sustainability principles supports local climate action goals as well as the goal of a healthy Adeline community.

The practice of landscape-based stormwater management takes advantage of landscape and other street design elements to manage and improve the quality of stormwater runoff. Landscape-based stormwater management design elements – often referred to as “green infrastructure” – include stormwater planters, bioswales, rain gardens, stormwater curb extensions, tree wells, and pervious pavement. All green infrastructure elements are designed to capture, detain, and/or infiltrate stormwater

runoff from roadway, sidewalk, and plaza surfaces to slow peak flows and to remove sediments and other pollutants typically present in runoff. In addition, green infrastructure reduces localized flooding, expands green space, improves streetscape aesthetics and landscape health, provides cleaner and cooler air, enhances the pedestrian experience, and can increase economic vitality.

LANDSCAPE-BASED STORMWATER MANAGEMENT OPPORTUNITIES

Based on the current regional stormwater National Pollutant Discharge Elimination System (NPDES) permit, the improvements associated with the long-term concept for The Corridor described in Chapter 6 would be classified as a “C.3 Regulated Project,” and would require the incorporation of green infrastructure. The sizing and design of green infrastructure improvements would be guided by the Alameda County C.3 Technical Guidelines.

Even when not required by the regional permit, there are a number of landscape-based stormwater management opportunities in the Plan Area. These can be implemented

in coordination with other City initiatives to integrate green infrastructure and low-impact-design into future projects. The primary opportunities are:

- **Existing Public Spaces.** Integrate landscape-based stormwater management elements into the design of projects that create new or improve existing plazas, parks, or other open spaces.
- **New Public Spaces.** Integrate landscape-based stormwater management elements into streetscape improvements associated with the long-term right-of-way concept for the Adeline Corridor, including in medians, landscape buffers, and sidewalks with street trees, landscape strips, or planters.
- **Coordination of Private Development and Nearby Public Spaces.** Encourage or require adjacent new and redeveloped properties to integrate green infrastructure into streetscape improvements and public open spaces that the development may construct. The green infrastructure could also be designed to reuse stormwater from the development project for landscaping and similar purposes.

The City of Berkeley is preparing a Green Infrastructure Plan (GI Plan) that will be completed by September 2019. The GI Plan includes prioritization criteria and general

guidelines to help guide the implementation of green infrastructure in Berkeley. The GI Plan should be referred to during the planning and design phases of streetscape improvement projects in the Adeline Corridor.

BAY-FRIENDLY LANDSCAPING

Public space and streetscape improvements should incorporate “bay-friendly” elements in design, construction, and landscape management. The Bay-Friendly approach to landscaping is described in the Bay-Friendly Landscape Guidelines, originally published by StopWaste.org. These practices aim to increase the use of plants native to California, improve soil management practices, and reduce the use of water, chemicals, and fuel in maintaining landscaped areas. Use of the Bay-Friendly Landscape Guidelines should be closely coordinated with the City’s Parks, Recreation & Waterfront Department, which is responsible for the maintenance of public parks and landscaped areas.

In addition, the corridor currently contains a number of mature redwood trees. These are clustered around the BART station and near the Adeline/ Shattuck intersection. In addition to their environmental value, these native trees add beauty and identity to the area. They should be preserved to the greatest extent feasible.



Curbside stormwater retention



Integrated stormwater retention and sidewalk



Bay-friendly landscaping and signage

7.7 PUBLIC ART

Incorporate public art into publicly-accessible spaces, streetscape amenities, and wayfinding signage.

Public art has the power to connect communities with place, celebrate an area’s unique history and culture, provide opportunities for local artistic talent, and enhance the quality of life for all through cultural enrichment. Public art can be stand-alone works of art or integrated into streetscape features such as lighting, seating, signage, trash receptacles or even the sidewalks and pavement – the possibilities are boundless.

In Berkeley, the process of incorporating public art into public streets, plazas, and open spaces, is established by the City’s Visual Art Ordinance, the Public Art Program, as administered by the Civic Arts Commission and Civic Arts Coordinator. The incorporation of art in private development is guided by the Public Art in

Private Development Program. The Program gives developers the option to include on-site publicly accessible artwork valued at 1.75% of construction costs and/or pay an in-lieu fee to the Private Percent Art Fund valued at 0.8% of the construction costs. In addition, art can also be installed in public space using funding through grants and other means.

Through the planning process, community members expressed an interest in creating and implementing public art, possibly in non-permanent installations. Throughout the Corridor, public art should be incorporated into the design of publicly-accessible (or visible) spaces, streetscapes, streetscape amenities and wayfinding signage improvements. The following are overarching considerations for incorporating public art into the public-accessible space (whether public or private development):

- **Art Integration.** Art should be incorporated into new private and public development whenever feasible. Art should be placed in visible areas, particularly at gateways/intersections or within public or common open spaces. Art may consist of both permanent and temporary installations.

- **Iconic Public Art.** The City should work with property owners to establish one or more iconic art installations in a public place in the Plan Area.
- **Wall and Street Murals/Art.** Art, patterns, murals or other means should be used to beautify blank walls and facades that face directly onto sidewalks or are prominently visible from the public realm of the street. (see also Policy 7.8 Pavement-to-Parks Improvements)
- **Site-Appropriate.** The design and placement of art should enhance and be coordinated with other streetscape improvements to ensure a coherent character for a particular area or corridor. Art should be:
 - **Locally-sourced.** New open spaces and private developments should offer opportunities for local artists to conceptualize and fabricate public art in the Adeline Corridor and to generally exhibit their work.
 - **Interactive.** Interactive art is encouraged, such as pieces that invite user participation or provide sensory stimulation through touch, movement, or sound.
 - **Interpretive.** Art should be used as a means to enhance community understanding of the Adeline Corridor and South Berkeley’s unique history and cultural assets.
 - **Functional.** Functional art or artistic treatments added to light fixtures, trash receptacles, benches or other furnishings or elements is encouraged.



Statue of Byron Rumford by Dana King



Community garden gate



Decorative Crosswalks



Leaf patterns on concrete



Playground Lizard Mosaic

7.8 PAVEMENT-TO-PARKS IMPROVEMENTS

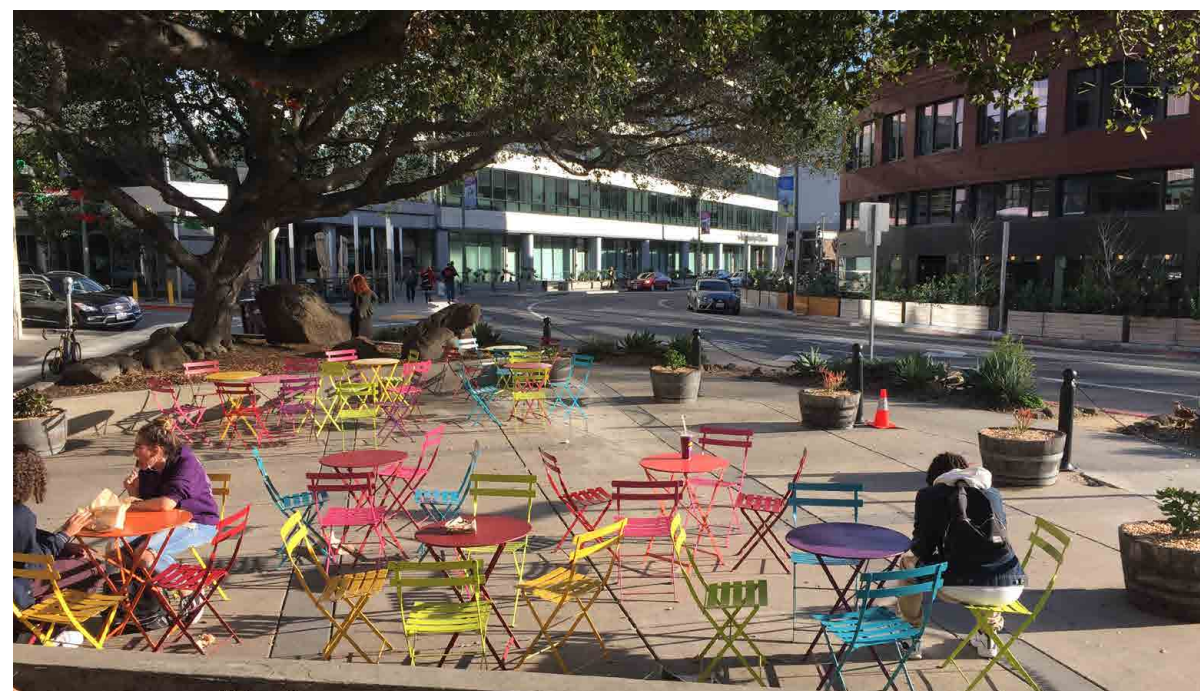
Create temporary open spaces and plazas.

In the short-term, public space improvements can be achieved by converting on-street parking spaces, unused or oversized paved areas within roadways, or underutilized parking lots or vacant lots on private property into temporary public spaces and places for people to gather and socialize. Examples of these temporary “pavement-to-parks” type improvements include parklets, pop-up parks, and temporary street closures. Seating, planting, bicycle parking, lights, and art are among the amenities that can be included in pavement-to-parks improvements, which are typically constructed from inexpensive or salvaged materials and through volunteer labor with little public assistance. The implementation of pavement-to-parks projects offers an opportunity for community building and community ownership of public space.

PAVEMENT-TO-PARKS IMPROVEMENT PRIORITIES

For the implementation of pavement-to-parks improvements in the Plan Area, prioritize the following strategies and opportunity areas:

- **Public Rights-of-Way.** Prioritize pavement-to-parks opportunities within public rights-of-way such as roadways, existing bulb-outs, plazas, and sidewalks
- **Parking Lots.** Consider the potential use of underutilized portions of off-street parking lots as locations for pop-up public spaces.
- **Sponsors and Project Partners.** Identify potential sponsors and resources for the implementation of pavement-to-parks improvements among local community groups and business owners.



Movable seating and planters activating a plaza

- **Pilot Installations.** Use temporary pavement-to-parks improvements to test what types of programming, activities, or improvements resonate with the community. The results can be used to inform the location, design, programming, and maintenance responsibilities for the long-term improvements envisioned by the community.
- **Accessibility.** Ensure the accessibility of pavement-to-parks improvements by persons with disabilities.



Landscaped seating and pedestrian plaza area

STREET MURAL OPPORTUNITIES

Similar to pavement-to-parks, street murals paint the pavement to provide a stronger community identity within the public right-of-way. As an example, the City of Oakland’s “Paint the Town!” project has created a number of street murals that bring a sense of excitement, beauty, and community identity where they are installed. These improvements can be installed by volunteer community members and may or may not involve an artist.



Temporary activation



Street mural seen from above

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chapter 8: implementation

PURPOSE

The Plan articulates a community vision and creates a framework for equitable development, including affordable housing at a range of income levels, public space and infrastructure redesign, economic opportunity and placemaking in the Plan Area over the next 20 years. To realize this vision, the City and partners must be creative and vigilant in leveraging existing resources and collaborators and establishing new funding sources, mechanisms, and innovative partnerships.

This Chapter outlines implementation measures to fulfill the long-term vision of the Adeline Corridor Specific Plan, as articulated in Chapter 2 and in more detail in Chapters 3 through 7. Given the importance, urgency, and complexity of some of the recommended projects and programs, and unknown changes that will occur over the next 20+ years in funding, laws and technological innovation, the Plan, and in particular this Chapter, must be considered a “living document.” It will be monitored and updated on a regular basis to reflect progress, new lessons learned, changing circumstances, new opportunities, and community priorities over time.

The City has established an implementation team comprised of staff from the Planning, Public Works, Office of Economic Development, and Health, Housing and Community Services Departments (as well as other City entities as needed) that will meet to review progress, challenges and new opportunities and to update the Adeline Corridor Action Plan. In order to ensure that the City Council and the community stay informed about Plan implementation, the City will provide an annual report that includes a range of progress updates and metrics, such as the number and levels of affordability of new affordable housing units; status and next steps of Ashby BART development process; and status of funding sources and related projects, among other metrics related to the implementation actions listed in Table 8.1 below.

ADELINE CORRIDOR IMPLEMENTATION ACTIONS

Preliminary implementation actions, responsibilities, timeframe as well as potential funding sources are shown in Table 8.1. These actions should be considered in tandem with the corresponding goals, strategies and policies discussed in Chapters 3 through 7, which provide a more robust explanation and context. The timeframes shown are generally defined as short-term (0 to 3 years) or a continuation of on-going activities. Although the implementation actions indicate lead responsibility to undertake and/or coordinate a particular action and partners, it does not preclude other responsible parties from being added or changed as Plan implementation takes place.

Some implementation actions involve City-led capital improvements or coordinated physical improvements with other partners (e.g., Ashby BART redevelopment or the long-term right-of-way redesign concept); others are policy or program initiatives to be implemented by the City in coordination with the community and other stakeholders (e.g., development of community preference policies for new affordable housing); and other measures will be led by community leaders, with the City government in a supporting role.

ABBREVIATIONS IN TABLE 8.1

City of Berkeley

- CMO – City Manager’s Office
- CAO – City Attorney Office
- HHCS – Health, Housing and Community Services
- OED – Office of Economic Development
- PLNG – Planning and Development Department
- PR&W – Parks, Recreation and Waterfront Department
- PW – Public Works
 - Transportation Division (“PW Trans”)
 - Engineering Division (“PW Eng”)
- RSB – Rent Stabilization Board and Staff
- BHA – Berkeley Housing Authority

Funding Sources

- See Funding Context Section on page 8-11

Other Organizations

- AC Transit – Alameda Contra Costa Transit
- ACTC – Alameda County Transportation Commission
- Alameda County SBDC – Alameda County Small Business Development Center
- BART – San Francisco Bay Area Rapid Transit District
- BBDN – Berkeley Business District Network
- Caltrans – California Department of Transportation
- DBA – Downtown Berkeley Association
- LBA – Lorin Business Association
- SBA – Small Business Administration

Timeframe

- S – Short-term (0 to 3 years)
- O – On-going

Note: Although the Specific Plan includes program initiatives and physical improvements that may require longer timeframes to realize or be built, the actions identified in this chapter are the preliminary actions needed in the short-term to be able to move forward towards a longer-term project or program or are a continuation of on-going activities. To the extent feasible, the timeframe for short-term actions will be further refined and reflected in future annual progress reports about the Adeline Corridor Specific Plan.

TABLE 8.1 Implementation Actions

ACTION DESCRIPTION	LEAD RESPONSIBILITY	PARTNERS	POTENTIAL FUNDING SOURCE	TIME FRAME
PLAN ADMINISTRATION				
PA-1. Establish quarterly meetings with implementation team to review progress, challenges, and next steps.	PLNG	HHCS, OED, PW Eng, PW Trans, PR&W	General Fund	S
PA-2. Provide annual progress update to the City Council and community, including performance metrics, challenges, and next steps. The City will hold regular meetings with community stakeholders to address updates and provide an opportunity for input and feedback with notice to residents of the Plan Area and self-identified stakeholder.	PLNG	HHCS, OED, PW Eng, PW Trans, PR&W	General Fund	S
PA-3. Coordinate and monitor grant and other funding opportunities that relate to Specific Plan priorities.	PLNG	HHCS, OED, PW Eng, PW Trans, PR&W	General Fund	S
LAND USE				
LU-1. Amend the City's General Plan, zoning regulations and zoning map, including changes to development standards to promote on-site affordable housing, to implement the Specific Plan. <i>See Policies/Strategies: LU-3.1 - 3.7 and HA-4.2, HA- 4.4 and HA-4.5.</i>	PLNG		General Fund	S (Amendments will be considered in parallel with Specific Plan adoption)

ACTION DESCRIPTION	LEAD RESPONSIBILITY	PARTNERS	POTENTIAL FUNDING SOURCE	TIME FRAME
LAND USE				
LU-2. Ashby BART Station Area Planning Pursuant to the Memorandum of Understanding (MOU) between the City and BART unanimously approved by the Berkeley City Council and San Francisco BART Board, the City will: A. Conduct needed technical analyses and engage with the Ashby and North Berkeley Community Advisory Committee (CAG) and the community to develop zoning and to refine development parameters for the Ashby BART station area based on Specific Plan Objectives, and consistent with AB2923, City of Berkeley and BART policies. B. Discuss potential allocation of local affordable housing funding. C. Coordinate with BART and other partners on next steps, such as preparing and issuing a Request for Proposal(s), to advance development in the Ashby BART Subarea. D. Coordinate with other public agencies and funders (e.g. AC Transit, Caltrans, ACTC, MTC) to identify and leverage funding opportunities, and coordinate grant applications for affordable housing and capital improvements. <i>See Policies/Strategies: LU-3.1 - LU -3.7 and HA-4.3 through HA-4.7.</i>	PLNG, BART	HHCS, PW, OED Measure o, Oversight Committee Council CMO Community Partners AC Transit, ACTC, Caltrans	General Fund, BART, Grant funding	S
LU-3. Prepare application for SB2 Planning Grants Program that includes measures to refine and expedite proposed affordable housing and infrastructure improvements in the Specific Plan. <i>See Policies/Strategies: LU 3.1 - 3.7, HA 4.2, 4.4 and 4.5, Trans 6.2 and P 7.3.</i>	PLNG	PW Trans, PW Eng, HHCS	SB 2 Planning Grants Program	Completed (Nov. 2019)

ACTION DESCRIPTION	LEAD RESPONSIBILITY	PARTNERS	POTENTIAL FUNDING SOURCE	TIME FRAME
HOUSING AFFORDABILITY				
<p>HA-1. Monitor and report progress on Specific Plan 50% affordable housing target, including tracking and reporting income ranges of units of affordable housing built to ensure that there is a range of affordability levels being met by housing production.</p> <p><i>See Policies/Strategies: HA-4.1 and HA-4.4.</i></p>	PLNG	HHCS	General Fund	S
<p>HA-2. Allocate Measure O dollars and continue to identify new, locally controlled funding sources and expand financing mechanisms to fund affordable housing in the Adeline Corridor.</p> <p><i>See Policies/Strategies: HA-4.6.</i></p>	PLNG, HHCS	Measure O, Oversight Committee Council, CMO	Housing Trust Fund, Measure O, Grant funding (e.g. SB 2 and AHSCS), Additional future bond financing	O
<p>HA-3. Develop a preference policy to prioritize new affordable housing units (inclusionary Below Market Rate units and/or Housing Trust Fund/subsidized units) to current residents or potentially those who have previously been displaced from the neighborhood, as consistent with Fair Housing law.</p> <p><i>See Policies/Strategies: HA-4.7.</i></p>	HHCS	CAO, BHA, PLNG, EBCLC, Black-led community groups	General Fund, Grant funding	Underway
<p>HA-4. Explore ways to strengthen the City's Housing Retention program including measures such as increasing funding allocation to the City's homeowner assistance and anti-eviction programs.</p> <p><i>See Policies/Strategies: HA-4.9.</i></p>	City Council, RSB, HHCS	BHA	General Fund	O
<p>HA-5. Continue to work with property owners and tenants alike to provide education, technical assistance, and public information about protecting existing affordable housing.</p> <p><i>See Policies/Strategies: HA-4.10</i></p>	City Council, RSB, HHCS	BHA	General Fund	O

ACTION DESCRIPTION	LEAD RESPONSIBILITY	PARTNERS	POTENTIAL FUNDING SOURCE	TIME FRAME
HOUSING AFFORDABILITY				
<p>HA-6. Identify additional funding sources, in addition to Measure P funding, to implement the City's 1000-Person Plan priorities, including seeking additional funding sources.</p> <p><i>See Policies/Strategies: HA-4.11.</i></p>	HHCS	Non-profit partners and other County organizations	General Fund, Measure P, Grant funding	S
<p>HA-7. Analyze additional alternatives to providing the required on-site affordable housing units in order to maximize the likelihood that below-market rate housing is actually constructed. Options should define requirements regarding replacement ratio, location/proximity of units, timing and rehabilitation/acquisition of existing units.</p> <p><i>See Policies/Strategies: HA-4.2.</i></p>	PLNG	HHCS	General Fund	Underway
<p>HA-8. As part of its annual progress report, the City will document the number of income-restricted affordable units within the Plan area (at the time of Plan adoption). In the event that the total number of income-restricted units falls below the number at the time of Plan adoption, the City will, within 60 days of reporting such decrease, propose that the City Council consider amendment(s) to the Plan that would increase the number of restricted affordable units in the Plan area.</p>	PLNG	HHCS	General Fund	S

ACTION DESCRIPTION	LEAD RESPONSIBILITY	PARTNERS	POTENTIAL FUNDING SOURCE	TIME FRAME
ECONOMIC OPPORTUNITY				
EO-1. Continue to provide technical assistance from City staff and consultants who provide specialized services to small, independent businesses regarding: preparing business plans, succession planning, alternative ownership models such as worker cooperatives. <i>See Policies/Strategies: EO-5.1.</i>	OED	Alameda County SBDC, SBA, Uptima Business Bootcamp, Project-Equity	General Fund	O
EO-2. Continue to foster collaboration, information sharing and partnerships with the Lorin Business Association and the Downtown Berkeley Association through meetings of the Berkeley Business District Network (BBDN) and other networking opportunities. <i>See Policies/Strategies: EO-5.2.</i>	OED	LBA, DBA and individual businesses and community organizations	General Fund	O
EO-3. Outreach to engage the broader community including not only existing business and property owners, but also non-profits, Black-owned businesses, advocacy organizations, and the unhoused to discuss the potential for new Business Improvement District(s) or similar organizing entity for all or part of the Plan Area. Discussion should include development of equity goals/principles, possible boundary, desired scope of services and capital improvements and funding potential. <i>See Policies/Strategies: EO-5.2, EO-5.3.</i>	Business and Property Owners, LBA	OED	General Fund, Grant funding	S
EO-4. Continue to provide technical assistance to the Berkeley Flea Market including capacity building to develop a business plan and organizational structure for long-term viability. <i>See Policies/Strategies: LU 4.8, EO 5.1 and 5.4, T 6.2 and PS 7.2.</i>	OED	PLNG	General Fund	S

ACTION DESCRIPTION	LEAD RESPONSIBILITY	PARTNERS	POTENTIAL FUNDING SOURCE	TIME FRAME
ECONOMIC OPPORTUNITY				
EO-5. Work with the Berkeley Flea Market, Farmers Market/Ecology Center and developers to create a new and/or enhanced location with the appropriate infrastructure at a publicly-accessible space that is part of the Ashby BART redevelopment and/or a redesigned segment of the public right-of-way. <i>See Implementation Action: LU-1 above and TRANS 6.3 below for more detail.</i>	OED, PLNG	BART	General Fund, Grant funding	S
EO-6. Market the Plan Area as a desirable location for new desired businesses, organizations and amenities. <i>See Policies/Strategies: EO 5.5 and 5.8.</i>	LBA, DBA	OED, PLNG	LBA, DBA, General Fund	O
EO-7. Work with local business associations and community organizations to develop ideas for some near-term and interim or temporary events or projects that promote the existing assets and identity of the Plan Area and subareas to build on what is working (e.g. arts, theater, antiques, history and culture); activate the area, such as pop-up events; temporary street closures. <i>See Policies/Strategies: EO 5.6, EO 5.7, PS 7.2 and PS 7.8.</i>	Community Organizations, Individual artists	OED, PW, PR&W, PLNG	City Civic Arts Grants, Grant funding	S
EO-8. Continue to amend the Zoning Ordinance to streamline the review process and reduce the amount of time it takes for desirable businesses and organizations to establish within the Plan Area. <i>See Policies/Strategies: EO 5.1, EO 5.2, EO 5.5 and LU 3.1.</i>	OED, PLNG	BBDN	General Fund	O
EO-9. Facilitate partnerships and space-sharing agreements in the Plan Area among arts organizations and others. <i>See Policies/Strategies: EO 5.2.</i>	OED - (Civic Arts Division)	Civic Arts Commission	General Fund	O
EO-10. Identify vacant underutilized buildings and City-owned property that can be converted or created for use as artist housing, workspaces and display areas. <i>See Policies/Strategies: EO-5.2 and EO-5.5.</i>	OED - (Civic Arts Division)	BBDN, LBA, DBA, Property Owners	General Fund, Grant funding	S

ACTION DESCRIPTION	LEAD RESPONSIBILITY	PARTNERS	POTENTIAL FUNDING SOURCE	TIME FRAME
ECONOMIC OPPORTUNITY				
EO-11. Increase outreach and engagement within the Plan Area to promote the Civic Arts Grants for art and festivals. <i>See Policies/Strategies: EO-5.7 and EO-5.8.</i>	OED - (Civic Arts Division)	Civic Arts Commission	General Fund, Grant funding	S
EO-12. Implement district marketing and creative placemaking projects such as murals, banners, signage, decorative trash cans, in-street paintings, parklets, mixed-media advertising campaigns, and other projects. <i>See Policies/Strategies: EO 5.7 and EO 7.8.</i>	OED	LBA, DBA	General Fund, Grant funding	S
EO-13. Facilitate a shared marketing campaign among arts and cultural organizations to improve the visibility and awareness of the Plan Area as a location and destination for the arts. <i>See Policies/Strategies: EO-5.7 and EO-5.8.</i>	OED - (Civic Arts Division)	Civic Arts Commission, LBA, DBA	General Fund, Grant funding	S
EO-14. Centralize and organize existing information about neighborhood history and develop ways to share it and new efforts to document neighborhood history. <i>See Policies/Strategies: EO-5.7.</i>	LBA, DBA, Other Community Organizations	OED	Grant funding (e.g. City of Berkeley, UC Berkeley Chancellor Community Partnership Fund, other national, state and local grants), Private Fundraising	S
EO-15. Explore building on existing City-funded programs to develop a targeted hiring program that requires new businesses in the Adeline Corridor to hire local residents that meet a defined criteria for construction and non-construction jobs. <i>See Policies/Strategies: EO-5.8.</i>	HHCS	OED	General Fund, Grant funding	S

ACTION DESCRIPTION	LEAD RESPONSIBILITY	PARTNERS	POTENTIAL FUNDING SOURCE	TIME FRAME
TRANSPORTATION				
T-1. Amend the Berkeley Strategic Transportation (BeST) Plan to include the Adeline Corridor as a priority so that the City can prioritize applying for grant funding and leverage other sources of funding. <i>See Policies/Strategies: T-6.1 through T-6.6.</i>	PW Trans	PLNG	General Fund, Grant funding	S
T-2. Refine public right-of-way concepts for each Plan Area subarea identified through the community process, including further study of additional roadway configuration options such as the potential of reducing travel lanes on Adeline from Derby Street to Martin Luther King Jr. Way, developing planning-level cost estimates, and working with agency partners to identify and leverage respective funding sources. <i>See Policies/Strategies: T-6.1, T-6.2, T-6.3 and PS-7.1 through PS-7.8.</i>	PW Trans, PLNG	PW Eng, PR&W, Community	General Fund, Grant funding, T1	S
T-3. Implement the City's Transit First, Complete Streets, Vision Zero, and pedestrian and bicycle safety policies by designing streets that prioritize travel by vulnerable road users and sustainable transportation, prioritizing walking, bicycling, and transit in all roadway design decisions. <i>See Policies/Strategies: T-6.1 through T-6.9.</i>	PW Trans	PW Eng	General Fund, Grant funding	O
T-4. Ensure process to Update Pedestrian Master Plan and Vision Zero are aligned with and help to implement the goals of the Adeline Corridor Specific Plan. <i>See Policies/Strategies: T-6.1 through T-6.9.</i>	PW Trans	PLNG	General Fund, Grant funding	S
T-5. Implement interim pedestrian and bicycle improvements shown in Figure 6.2 in coordination with planning for the long-term right-of-way concept. <i>See Policies/Strategies: T-6.5 and T 6.6.</i>	PW Trans	PLNG	General Fund, Grant funding	S

ACTION DESCRIPTION	LEAD RESPONSIBILITY	PARTNERS	POTENTIAL FUNDING SOURCE	TIME FRAME
TRANSPORTATION				
T-6. Establish an outreach and education program to promote sustainable transportation options (e.g. bikeshare, transit passes, paratransit, etc.), including the public health, mobility, greenhouse gas reduction, and financial benefits. <i>See Policies/Strategies: T-6.1, T-6.4, T-6.5, T 6.6 and 6.9.</i>	PW Trans	Transit Providers, Employers, Community Organizations	General Fund, Grant funding	S
T-7. Continue to coordinate with AC Transit and BART to support continued and improved bus, shuttle and BART service to the Adeline Corridor. <i>See Policies/Strategies: T-6.7 and T 6.8.</i>	PW Trans	PLNG	General Fund	O
T-8. Coordinate with BART, AC Transit, ACTC and Caltrans to identify opportunities to partner on grant applications and to leverage related capital improvement projects and other funding sources available to each agency to advance Plan right-of-way improvements. <i>See Policies/Strategies: LU 3.7 and T-6.1 – T-6.9.</i>	PW Trans	BART, AC Transit, ACTC, Caltrans, PLNG	General Fund, T1, Grant funding	S

ACTION DESCRIPTION	LEAD RESPONSIBILITY	PARTNERS	POTENTIAL FUNDING SOURCE	TIME FRAME
PUBLIC SPACE				
PS-1. Building on the public right-of-way concepts for each Plan Area, work with the community to develop a comprehensive public realm and streetscape plan (see also T-1 above) <i>See Policies/Strategies: PS 7.4 and 7.5. See also Implementation Action T-1 above.</i>	PW, PLNG	PR&W	General Fund, Grant funding	S
PS-2. Work with BART and community stakeholders to refine Specific Plan concepts, including physical and operational parameters for a new civic plaza and other public space as part of redevelopment of the Ashby BART west parking lot. <i>See Policies/Strategies: LU 3.7, EO 5.4, T 6.1 and PS 7.3. See also Implementation Actions LU-2, EO-5 and T-2 above.</i>	PLNG, BART	PW Eng, PW Trans, PR&W	General Fund, Grant funding	S

ACTION DESCRIPTION	LEAD RESPONSIBILITY	PARTNERS	POTENTIAL FUNDING SOURCE	TIME FRAME
PUBLIC SPACE				
PS-3. Assess scope, develop cost estimate and identify funding source to repair irrigation line(s) serving a portion of the South Adeline subarea. <i>See Policies/Strategies: PS 7.4, PS 7.5 and PS 7.6.</i>	PW Eng	PR&W, PW Trans, PLNG	Capital Improvement Program, T1	S
PS-4. Work with community partners to support temporary activation of public space such as pop-up pavement to parks events, street closures and street murals (see Chapter 7) <i>See Policies/Strategies: PS 7.2, PS 7.7 and PS 7.8. See also Implementation Action EO-7 above.</i>	OED	LBA, DBA, PLNG, CMO, PW	General Fund, Grant funding	S
PS-5. Identify and pursue funding sources--such as Proposition 68, the next round of T1 funding or future bond funding--for the creation of parks in the Adeline Corridor. <i>See Policies/Strategies: PS 7.4 and 7.5.</i>	PW Trans, PW Eng, PR&W	PLNG	General Fund, T1	S

FUNDING CONTEXT

Successful funding of 100% affordable housing projects, public realm improvements, and other Plan actions will require a combination of multiple funding sources. Potential funding sources and mechanisms are described below.

Federal, State, and Regional Resources

Various federal, State and regional grant programs provide funding for public improvements and affordable housing. These grant funds are typically competitive and their availability as a funding source can change. Eligibility for grants varies and many require a jurisdiction to provide some percentage of local matching funds. Examples of potential sources of grant funding that City staff are monitoring and may pursue include:

- **Active Transportation Program (ATP).** This program is administered by Caltrans. The purpose of the ATP is to encourage increased use of active modes of transportation, biking and walking. The ATP consolidates existing federal and state transportation programs, including the Transportation Alternatives Program (TAP), Bicycle Transportation Account (BTA) and State Safe Routes to School into a single program with a focus of making California a national leader in active transportation.
- **Affordable Housing & Sustainable Communities (AHSC) Program (Cap and Trade Funds).** These funds are administered by the Strategic Growth Council and implemented through the California Department of Housing and Community Development (HCD). The goal of the funds are to incentivize the development of compact, transit-oriented affordable housing, transportation infrastructure and enhancements, and related programs that reduce greenhouse gas emissions.
- **Infill Infrastructure Grant Program (IIG).** This program is administered by HCD. The primary goal is to promote infill housing development by funding infrastructure improvements that support higher density affordable and mixed-income housing in infill locations. This program is only available to support residential development projects.
- **One Bay Area Grant Program.** These federal competitive grant funds are distributed through the Alameda County Transportation Commission and the Metropolitan Transportation Commission/ Association of Bay Area Governments. The funds are targeted to projects in Priority Development Areas (such as the Adeline Corridor) to support efforts for focused growth. Funds can be used for street/road maintenance, streetscape enhancements, bike and pedestrian improvements, safe routes to schools projects, and transportation planning.
- **Priority Development Area (PDA) Planning Grant, PDA Technical Assistance, and PDA Staffing Assistance.** The PDA Planning Program is an initiative to fund comprehensive planning in PDAs that will result in intensified land uses around public transit hubs and bus and rail corridors. The maximum award is \$800,000. Eligible projects include preparing specific plans, precise plans, EIRs, and zoning regulations. The technical assistance and staffing grants are to be used to formulate funding strategies, identify financing mechanisms, develop parking policies, and to plan and implement transit connectivity, bike and pedestrian plans.
- **Senate Bill 2 (SB 2): California's Building Homes and Jobs Fund.** The City of Berkeley is eligible to apply for grants from California's Building Homes and Jobs Fund (created by SB 2) to support the Plan Area's housing supply. The City can use this money for (1) planning updates specifically

tailored to streamline and accelerate housing production, prioritizing affordable and deeply affordable housing, and (2) to develop rapid rehousing and transitional housing for households experiencing or at-risk of homelessness, and the construction of affordable rental housing for low-income households. Funds will be available starting summer 2019 and must be spent by 2022.

City of Berkeley Resources

City of Berkeley voters have approved a number of ballot measures that provide potential funding sources to achieve Plan goals. Another important resource that can be leveraged to advance affordable housing and public realm improvements is publicly owned land. Existing City resources and potential new ways to generate additional funds for specific purposes are listed below in alphabetical order.

- **Capital Improvement Program (CIP).** The Capital Improvement Program (CIP) represents the City's blueprint for funding for infrastructure improvements and other specific large-scale recurring purchases based on resource availability and the City Council's capital investment priorities. The City's ability to fund its CIP is limited, and there are many competing community priorities to repair and improve the City's existing aging infrastructure and public facilities. CIP funding resources include the General Fund and a number of other special revenue funds, as well as grants and loans.
- **Civic Arts Program Grants.** The City, through the Office of Economic Development Civic Arts Program, provides annual grants for Berkeley-based arts organizations, individual artist projects, festivals and special events taking place in Berkeley.
- **General Obligation (GO) Bonds and Property Tax Transfer Fee Increases.** City of Berkeley voters have, over the last two decades, approved a number of bond and tax measures for affordable housing, transportation, climate action and sustainable infrastructure, including:
 - **Measure M:** Street Paving and Green Infrastructure Bonds. Adopted in 2012, Measure M authorizes the City to issue up to \$30 million in bonds for street repaving and rehabilitation, flood control, water quality and green infrastructure projects.
 - **Measure O:** Affordable Housing Bonds. Approved in 2018, this measure authorizes the City to issue up to \$135 million in bonds at an estimated tax rate of \$23 per \$100,000 in assessed property value for 36 years to fund housing for very low-, low-, median-, and middle-income individuals and working families, including teachers, seniors, veterans, the homeless, students, people with disabilities, and other vulnerable populations.
 - **Measure P:** Berkeley Real Property Transfer Tax Increase. Approved in 2018, this measure increases the tax on the transfer of real property from 1.5% to 2.5% for property sales and transfers over \$1.5 million to fund general City purposes and establishment of a homeless services panel.
 - **Measure T1:** Existing City Infrastructure and Facilities Improvement Bonds. Approved in 2018, this measure authorizes the City to sell \$100 million of GO Bonds to repair, renovate, replace, or reconstruct the City's aging infrastructure and facilities, including sidewalks, storm drains, parks, streets, senior and recreation centers, and other important city facilities and buildings. To date, funds have been allocated in the Plan Area to street asphalt repaving segments on Adeline Street from Derby to Ashby St.
- **Housing Trust Fund (HTF).** The City created its Housing Trust Fund in 1990. The program combines revenue from a variety of local, state and federal sources, including Affordable Housing Mitigation

fees, Commercial Linkage fees, federal Community Development Block Grant (CDBG) funds, and federal HOME funds. HHCS periodically issues Request for Proposals (RFP's) from affordable housing sponsors for HTF loans to support the construction, acquisition and rehabilitation of local affordable housing projects. Project sponsors typically use HTF loan to leverage outside funding sources, including federal tax credits, to finance non-profit affordable housing developments. In recent years, the balance of funds available for the HTF has varied significantly with the housing market as federal funds have declined and mitigation fees now account for a significant contribution (see below and Chapter 4 Existing Plans, Programs and Regulations for more details regarding the City's development impact fees to support affordable housing).

- **Public Land.** Chapters 3, 4 and 7 include maps and a more detailed discussion about options to leverage land owned by the City and BART towards community goals (see Figure 4.2 in Chapter 4, for a map of publicly-owned land). When a public agency provides free or discounted land for an affordable housing project it reduces the project's need for cash subsidy (by reducing the overall cost).

Assessment Districts, Development Impact Fees and Other Quasi-Public and Private Sources

There are a variety of fees, assessments, grant programs, and private funding sources that could contribute to capital improvements and implementation programs in the Plan Area

- **Benefit Assessment Districts.** "Benefit Assessment Districts" generally describe area funding mechanisms supported by groups of property owners or business owners in a delineated area, and developer/landowner funding of improvements associated with specific developments

or properties. The assessments pay for infrastructure or other benefits above those facilities or services which are provided to the general public through use of tax revenue or other funding. Assessments are typically levied after formation of a special Benefit Assessment District. An engineering report is required to support calculations of the amount of assessment by benefit derived. Assessment districts may be created without voter approval but may also be eliminated based on the petition of a majority of property owners (weighted by assessment). Consequently, most agencies prefer to create assessment districts only at the request of property owners or after a majority vote of approval. A few types of assessment districts that may be particularly applicable to the Plan Area are described below:

- **Street Lighting and Other Infrastructure Assessment Districts.** The City of Berkeley currently has a Clean Stormwater and Street Lighting Assessment District (which applies to all property owners citywide). Originally adopted in 1991 and 1982, respectively, City of Berkeley property owners voted to increase the assessment they pay as part of their property taxes to prevent flooding by repairing and replacing deteriorating stormwater infrastructure, and to repair and replace old, damaged light poles, and to provide new street lights in areas that don't have them.
- **Business Improvement Districts and Community Benefit Districts.** Business Improvement Districts (BIDs) and Community Benefit Districts (CBDs) are formed by property owners or business owners to fund such things as street furniture, extra public security, median landscaping, graffiti removal and general sidewalk cleaning, parking, and hosting of events aimed at attracting consumers to the BID/CBD area. BIDs may be property-based and assessed or

business-based and assessed. CBDs are similar to BIDs but also include and assess residential property. BIDs/ CBDs require an engineering report to identify and allocate assessments by land use or business type. BIDs/ CBDs require a majority vote with votes weighted by the calculated benefit to the property or business. As noted in Chapter 3, Berkeley has a number of property-based BIDs, including the Downtown Berkeley Association (whose boundary area includes the northern portion of the Adeline Corridor Plan Area).

- **Development Impact Fees.** Development impact fees are a commonly used method of collecting a proportional fair share of funds from new development for infrastructure improvements and other public facilities to serve the development. With rare exceptions, development impact fees are restricted to funding capital costs. Adoption of impact fees requires "nexus" documentation demonstrating the benefit of the facilities to new development and the proportional allocation of costs to be funded by the fees. Impact fees must be adopted by a majority of the legislative body of an entity with the power to impose land use regulatory measures (e.g., Berkeley City Council). Impact fees are usually imposed either jurisdiction-wide or in other relatively large areas anticipating significant amounts of new development. Examples of different types of the City's development impact fees for new commercial and/or residential development include the Affordable Housing Mitigation Fee, Commercial Linkage Fee, Childcare Mitigation Fee and One-percent for Public Art on Private Projects.
- **Opportunity Zones (OZ).** Introduced into the tax code by the Tax Cuts and Jobs Act in December 2017, Opportunity Zones are federally designated census tracts that provide federal income tax benefits to taxpayers who invest in projects located within these zones. There are five census tracts in Berkeley that have been designated

as OZs in Downtown Berkeley, South Berkeley and West Berkeley. The entire Adeline Corridor Plan Area falls within an OZ. As of writing of this Draft Plan, the federal government had not yet issued further guidance/criteria about what types of investments were allowed for OZ funds. The City continues to track when such guidance will be available in order to better understand how the City can ensure that the benefits from development utilizing OZ funds will promote Specific Plan and citywide goals for affordable housing, economic opportunity, and equitable and sustainable development.

- **Private Developer Contributions.** In addition to the main funding sources above, the private sector may contribute to implementing aspects of the streetscape and/or utility improvements, possibly including such things as special sidewalk treatments, sidewalk widening, and/or special lighting as part of a retail development. The details of public realm improvements that might be undertaken by the private sector should be worked out at the time of City review and approval of proposed development.
- **Private Grants.** Some public realm improvements may attract private or quasi-public grant funding especially for artistic or recreational facilities (e.g. grants for the arts for underpass murals). The City would have to provide the funding and resources for coordination, management, and maintenance of these facilities unless other arrangements could be made.

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Figure A1: Opportunity Sites in Plan Area



Note: The City reviewed the Plan Area on a parcel-by-parcel basis to identify parcels that had the highest likelihood of change or re-development “opportunity” if met certain criteria (eg. over 15,000 sf and/or publicly-owned parcels) and further Plan vision and goals over the long-term. Inclusion on the map does not indicate that a site with an existing use should be replaced or eliminated from the Plan Area. Uses such as a fill-service grocery and a post office are important community-serving amenities and are encouraged to remain in or near the Plan Area. Parcels identified as Opportunity Sites do not imply that the sites will actually be developed. Development of most of the properties in the Plan Area would be implemented through the market-driven decisions that individual landowners make for their properties.

Parcels with a development application under review, already entitled or under construction/ constructed; as well as, parcels with a significant historic or cultural resources for the purposes of environmental review under the California Environmental Quality Act (CEQA) were excluded for the purposes of mapping “Opportunity Sites”. Parcels smaller than 10,000 sf were also not included unless they were adjacent to opportunity sites that would, when considered together, be greater than 10,000 sf.

Legend

- Opportunity Site
- Included in Draft EIR Projected Buildout Scenario
- * Publicly Owned

Opportunity Sites are numbered and color coded to indicate plan subarea location

- # South Shattuck
- # North Adeline
- # Ashby BART
- # South Adeline

- - - City Border
- . - . Plan Area

City of Berkeley
Adeline Corridor Plan

0 200 400 800 Feet

Data Source: City of Berkeley GIS

Table A1: Opportunity Sites in Plan Area

Map ID #	APN	Address	Owners	Current Use	Lot Size (SF)	Subarea
1	55-1822-3-1	2032 Dwight Way	Herrick Foundation	Surface Parking Lot	12,756	South Shattuck
2	55-1823-11-1	2104 Dwight Way	Alta Bates Corporation	Surface Parking Lot	41,293	South Shattuck
3	55-1824-18-1	2116 Blake St	Berkeley Free Market LLC	Music Lovers(Retail) + Surface Parking Lot	13,500	South Shattuck
4	55-1824-14	2105 Parker St	Thallaug Kirsten TR & Thallaug Haakon E	Viking Trader Furniture Store	18,220	South Shattuck
5	55-1825-19	2609 Shattuck Ave	Valiye Reza	Abandoned building + Surface Parking Lot	15,234	South Shattuck
6	55-1825-20	2110 Parker St	Valiye Reza	Surface Parking Lot	10,125	South Shattuck
7	55-1825-15-2	2621 Shattuck Ave	Valiye Reza	Best Auto Radio(Auto Repair)	26,700	South Shattuck
8	55-1819-3-1	2680 Shattuck Ave	City of Berkeley	Berkeley Fire Station 5	17,300	South Shattuck
9	55-1826-20	2627 Shattuck Ave	Valiye Reza	Honda Dealership	15,800	South Shattuck
10	55-1826-18-2	2655 Shattuck Ave	S H Kay LLC	DaVita Berkeley Dialysis Center	23,655	South Shattuck
11	54-1723-1	2700 Shattuck Ave	2700 Shattuck LLC	McKevitt Auto Dealership	45,651	South Shattuck
12	54-1721-1	2747 Adeline St	Shattuck Properties LLC & ETAL	Honda Dealership Lot	10,925	North Adeline
13	53-1684-1	2801 Adeline St	2801 Adeline LLC	Walgreens	47,916	North Adeline
14	53-1683-1	2020 Oregon St	2020 Oregon Street Lp & ETAL	Berkeley Bowl Grocery	84,506	North Adeline
15	53-1598-10-1	2926 Adeline St	East Bay Center for The Blind Inc	East Bay Center for the Blind Cooperative Center	10,000	North Adeline
16	53-1591-18-3	2001 Ashby Ave	Cooperative Center Federal Credit Union	Federal Credit Union + Surface Parking	26,303	North Adeline
17	53-1597-39-4	Adeline St	San Francisco Bay Area Rapid Transit District	Surface Parking Lot (Flea Market Site)	194,348	Ashby BART
18*	53-1703-9	Adeline St	San Francisco Bay Area Rapid Transit District	BART Parking Lot (Behind Ed Roberts Campus)	79,542	Ashby BART
19	52-1552-19	3175 Adeline St	Lee Kam M TR & Lee Kam M & Jai Audrey L TRS	Surface Parking Lot	6,850	South Adeline

Included in EIR Buildout Scenario | *Publicly Owned
Source: Alameda County Assessor

Map ID #	APN	Address	Owners	Current Use	Lot Size (SF)	Subarea
20	52-1552-18	3175 Adeline St	Lee Kam M TR & Lee Kam M & Jai Audrey L TRS	US Post Office	6,700	South Adeline
21	52-1529-20	3215 Adeline St	Chin Yong S & Pun S	Washingtown (Coin Laundry)	8,450	South Adeline
22*	52-1528-15-4	Alcatraz Ave	City of Berkeley	Satellite Affordable Housing Associates Parking Lot	4,897	South Adeline
23	52-1532-16	1728 Alcatraz Ave	Progressive Baptist Church	Progressive Baptist Church Surface Parking Lot	20,250	South Adeline
24	52-1527-15	1806 Alcatraz Ave	Bates Tommie T TR	Euwell's Cleaners	5,288	South Adeline
25*	52-1527-14-3	M L King Jr Way	San Francisco Bay Area Rapid Transit District	Surface Parking Lot	5,352	South Adeline
26*	52-1532-6	Adeline St	City of Berkeley	BART Railway	5,581	South Adeline
27*	52-1525-7-4	3372 M L King Jr Way	San Francisco Bay Area Rapid Transit District	BART Railway	13,062	South Adeline
28	52-1434-5	3401 Adeline St	Splendorio Steven F TR	parking lot	3,689	South Adeline
29	52-1434-4	3407 Adeline St	Splendorio Steven F TR	Buslab Garage	4,946	South Adeline
30	52-1434-3	3411 Adeline St	Carmack Rashell L TR	Apartment	6,203	South Adeline
31	52-1434-8-8	1728 62nd St	Crisis Support Services of Alameda County ETAL	Therapeutic Nursery School	15,096	South Adeline

Included in EIR Buildout Scenario | *Publicly Owned
Source: Alameda County Assessor

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appendix b: housing affordability background

CURRENT CONTEXT

The City of Berkeley’s Housing Mitigation Fee ordinance (BMC 22.20.065) requires developers of any residential housing to pay a fee to the City’s Housing Trust Fund. As of 2020 the fee is \$39,746 per unit built. The fee is adjusted annually, Developers who pay the fee early can pay a slightly reduced fee. Developers also have the option to lower or eliminate the fee by instead providing affordable units on-site within their projects. A project pays no mitigation fee if it includes 20% affordable housing with half of those units serving households earning no more than 50% of Area Median Income and the other half earning no more than 80% of AMI. Analysis of the economic feasibility of recently approved projects in the City suggests that, for most projects, it is currently more expensive to provide the on-site units than pay the fee.

In spite of the economics, many projects in Berkeley are choosing to provide at least some on-site affordable units. One reason for this is the State Density Bonus (Section 65915 of the California Government Code). This law allows developers who include affordable units to build more units than local zoning would otherwise allow. A project can include up to 35% more units than the base zoning if it provides either 20% Low Income units or 11% Very Low-Income units. Projects can provide fewer affordable units in exchange for lower levels of bonus density.

Table B.1: State Density Bonus Requirements

Very Low Income (50% of AMI)		Low Income (80% of AMI)	
% Units	Bonus	% Units	Bonus
5%	20.0%	5%	0%
6%	22.5%	6%	0%
7%	25.0%	7%	0%
8%	27.5%	8%	0%
9%	30.0%	9%	0%
10%	32.5%	10%	20.0%
11%	35.0%	11%	21.5%
		12%	23.0%
		13%	24.5%
		14%	26.0%
		15%	27.5%
		16%	29.0%
		17%	30.5%
		18%	32.0%
		19%	33.5%
		20%	35.0%

Because Berkeley's Affordable Housing Mitigation Fee ordinance only exempts projects that provide affordable units when at least half are priced for Very Low Income (30% to 50% AMI) households, developers are unlikely to select the Low Income (50% to 80% AMI) option under the State Density Bonus law. A project building Low Income units would need to pay Berkeley's full fee in addition to providing affordable units. However, by providing 11% Very Low-Income units a developer can reduce their mitigation fee and simultaneously qualify for the State Density Bonus. So, for projects that value additional density, the 11% Very Low-Income option is the most beneficial. Projects that provide less than 20% affordable units must also pay a housing mitigation fee proportional to the number of units that are not provided on-site.

INCREASING ON-SITE AFFORDABLE HOUSING PRODUCTION

This Adeline Corridor Plan proposes to increase the share of on-site affordable housing through two related changes. First, by addressing the way that the current zoning interacts with the State Density Bonus law, we can generate a higher number of affordable units from buildings at the densities that are currently allowed. Second, by offering a new on-site Affordable Housing Incentive, we can achieve an even higher share of affordable units in exchange for higher densities than current practice would allow.

Improving the Performance of the State Density Bonus

Currently much of the Adeline Corridor is zoned with a designation that does not specify a density (Dwelling Units Per Acre) limit. As a result, applying the State Density Bonus is somewhat challenging. To calculate the density bonus the City requires developers to determine the number of units that would be allowed if a project complied with all applicable zoning limits (Setbacks, lot coverage, height, etc.) without assuming any use permits. The required number of affordable units needed to qualify for the state density bonus is calculated based on this base in spite of the fact that nearly every project is likely to receive one or more use permits. In the Adeline Corridor, this base number (without use permits) is often very far below the number of units that projects can achieve with a use permit. And projects that utilize the State Density Bonus are then able to use State law to request flexibility to exceed the densities that would otherwise be possible even with use permits.

As a result, the State Density Bonus program is currently producing far fewer affordable housing units than it would if the area had clear and appropriate density standards. The Land Use chapter of this plan outlines new development standards (See Policy 3.2, Tables 3.1 – 3.4 that specify dwelling units per acre standards which, once adopted in the zoning code, can be used to simplify and strengthen the State Density Bonus program. Developers that opted to provide 11% Very Low-Income units in order to qualify for the State Density Bonus maximum 35% bonus would have to provide 11% of a larger number in order to qualify. For example, a project that could include up to 100 units with use permits might only qualify for 60 units without any use permits. Under current rules the project would only need to provide seven affordable units (11% of 60 rounded up) instead of 11 units (11% of 100) in order to qualify for the bonus which would allow them to build roughly 135 total units (35% bonus).

On-Site Affordable Housing Incentive Program

In addition to making better use of the State Density Bonus by adopting clearer density standards, the plan proposes to increase the share of on-site affordable units by offering a targeted on-site Affordable Housing Incentive program. The program will offer additional density increases and other land use concessions in exchange for a significant increase in the share of affordable units provided in a project.

Chapter 3 outlines a new set of base development standards for the Adeline Corridor. Projects that take advantage of the State Density Bonus will continue to be able to increase the overall density by 35% above this new base in exchange for providing affordable units (either 11% Very Low Income or 20% Low Income). While the specifics vary from site to site, in general the proposed densities are roughly consistent with what recent multi-family housing projects have been able to achieve on the corridor through use permits and the State Density Bonus.

However, in order to increase the share of affordable units, the City will develop an Adeline Corridor specific on-site Affordable Housing Incentive program. This program will allow density bonuses of up to 100% in exchange for up to 50% affordable housing (with half serving Very Low Income and half Low-Income households).

Table B.2: On-Site Affordable Housing Incentive

	South Shattuck Subarea			North Adeline and South Adeline Subareas		
	Minimum On-Site Affordable Housing Requirement	Max density (du/acre)	Max FAR	Minimum On-Site Affordable Requirement	Max density (du/acre)	Max FAR
Tier 1	(0%)	120	2.5	(0%)	100	2
Tier 2	14%	170	3.5	14%	140	2.8
Tier 3	21%	200	4.3	21%	170	3.4
Tier 4	25%	240	5.0	25%	200	4.0

Notes:

1. Minimum On-Site Affordable Housing Requirement refers to the % of **total units** that must be provided as deed-restricted affordable housing (half of which are provided at Low Income (LI) and half at Very Low Income (VLI) levels). A different way to express these numbers would be as a % of the Tier 1 (or "base level") of zoning, or that the Tier 2, Tier 3 and Tier 4 levels of zoning would require 20%, 21% and 25% of the Tier 1 density as deed-restricted affordable housing. See "Percentage of What" text box on following page for more information.
2. Future development in the Ashby BART subarea affordability levels will be subject to negotiation with BART. See Chapter 3, Policy 3.8 for more information.

The program will allow developers to request less than the maximum additional density in exchange for a proportional reduction in the share of affordable units. The State Density Bonus allows developers to choose between either Very Low Income or Low-Income units. The proposed local bonus would require a mix of both in each project. Table B.3 shows the proposed mix for each increment in bonus density. The development standards (Lot coverage, Floor Area Ratio, etc.) that would apply to projects utilizing this local Affordable Housing Incentive program are described in Chapter 3.

Table B.3: On-site Affordable Housing Incentive – Sliding Scale

South Shattuck Subarea			North Adeline and South Adeline Subareas		
Affordability Level	Max density (du/acre)	Max FAR	Affordability Level	Max density (du/acre)	Max FAR
(0%)	120	2.5	(0%)	100	2
20%	168	3.5	20%	140	2.8
21%	170	3.6	21%	142	2.8
22%	173	3.6	22%	144	2.9
23%	175	3.7	23%	146	2.9
24%	178	3.7	24%	148	3.0
25%	180	3.8	25%	150	3.0
26%	182	3.8	26%	152	3.0
27%	185	3.9	27%	154	3.1
28%	187	3.9	28%	156	3.1
29%	190	4.0	29%	158	3.2
30%	192	4.0	30%	160	3.2
31%	194	4.1	31%	162	3.2
32%	197	4.1	32%	164	3.3
33%	199	4.2	33%	166	3.3
34%	202	4.2	34%	168	3.4
35%	204	4.3	35%	170	3.4
36%	206	4.3	36%	172	3.4
37%	209	4.4	37%	174	3.5
38%	211	4.4	38%	176	3.5
39%	214	4.5	39%	178	3.6
40%	216	4.5	40%	180	3.6
41%	218	4.6	41%	182	3.6
42%	221	4.6	42%	184	3.7
43%	223	4.7	43%	186	3.7
44%	226	4.7	44%	188	3.8
45%	228	4.8	45%	190	3.8
46%	230	4.8	46%	192	3.8
47%	233	4.9	47%	194	3.9
48%	235	4.9	48%	196	3.9
49%	238	5.0	49%	198	4.0
50%	240	5.0	50%	200	4.0

Summary of Economic Feasibility Analysis

In order to evaluate the impact of the proposed local Affordable Housing Incentive, Street Level Advisors developed a project proforma for a single prototypical multi-family rental project. They assumed a hypothetical lot that is one-third of an acre (14,520 sf) and the development of a primarily residential wood frame building over a concrete podium. They assumed an average unit size of 700 square feet based on comparable projects recently completed in Berkeley. In addition, they assumed rents of \$5.00 per square foot, construction costs of \$320 per foot. Both rents and construction costs can change rapidly and can vary considerably between different project types so it is important to understand that the results presented below apply only to this specific example which is intended to represent a realistic project but may not represent the average project. Current C-SA zoning requires 1 parking space per unit, though recent projects have been approved with far less parking. Therefore, for the base project they have assumed 1.0 parking ratio but for the density bonus calculations and both plan scenarios below, they have assumed only .5 parking spaces per unit – which is slightly above the minimum requirements proposed in Chapter 3. Reductions in parking below these numbers could increase the feasibility of potential projects.

All scenarios below assume consistency with the City of Berkeley's Housing Mitigation Fee ordinance. This analysis applies to all sites in the Plan Area except in the Ashby BART subarea, which is anticipated to have a higher intensity than the other areas along the corridor and would undergo a parallel community process and development agreement with BART and the City, with different targets for affordable housing and other program elements. Thus, the scenarios presented apply to the South Shattuck, North Adeline and South Adeline subareas.

Table B.4: Summary of Feasibility Analysis

	Est. DU/Acre	Units	Affordable % (of base)	# LI Units	# VLI Units	Housing Fee	Yield on Cost
Current Zoning			28	0%	0	0 \$ 976,752	5.44% Infeasible
Current Zoning with Use Permits and Bonus			72	11%	0	3 \$ 1,813,968	5.96% Marginal
Proposed Base	120	39	39	0%	0	0 \$ 1,360,476	5.71% Marginal
Proposed Base with State Bonus	161	53	53	11%	0	5 \$ 976,752	5.73% Marginal
Local Bonus A	170	56	56	20%	4	4 \$ 558,144	5.73% Marginal
Local Bonus B	200	66	66	35%	7	7 \$ -	5.68% Marginal
Local Bonus C	240	79	79	50%	10	10 \$ -	5.58% Marginal

The Yield on Cost was calculated for the sample project under each proposed land use scenario. Yield on Cost is a commonly used metric for comparing the feasibility of different development projects. It is calculated by dividing a project's projected Net Operating Income by its total development cost. After interviewing local developers, Street Level Advisors determined that projects that can deliver a Yield on Cost of greater than 6.0% would be considered feasible. Recent projects have been proceeding in Berkeley with yields below this level. The further below 6.0%, however, the less likely a project is to be built. Projects delivering yields below 5.5% are considered infeasible.

Under the base zoning, only roughly 28 units can be built and this configuration delivers a yield on cost of only 5.44 which is considered 'infeasible.' A project on the same site using Use Permits to achieve the maximum FAR of 4.0 and then accessing the State Density bonus (by including 11% VLI units) would achieve a Yield of 5.96% which is considered 'marginal' but is very close to the target 6% yield.

The new proposed Base Zoning would result in an increase in the number of allowable units relative to current zoning but somewhat less than could currently be achieved with Use Permits and State bonus. As a result, the yield for projects using this base are slightly below the maximum yield available under current

rules with Use Permits and State Bonus – but still within the marginal range. A project using the base zoning with the State Density Bonus would achieve a very slightly higher yield.

Chapter 3 proposes three levels of Affordable Housing Incentive. The first level, which offers approximately 40% additional density to projects that include 20% affordable housing on site, provides a yield that is the same as the base plus State bonus alternative but this approach produces 8 affordable housing units instead of only 5.

The remaining two tiers of increased density and affordability both produce yields in the marginal range but very slightly lower than the yield from the first tier. This suggests that while some developers may select these options, they are likely to be used somewhat less frequently than the 20% affordable option.

Percent of What?

When we discuss the share of affordable units that are required, we can measure the affordable units either as a percent of base units or as a percent of the total units. This difference can lead to confusion when discussing these requirements.

The State Density Bonus calculates affordable housing requirements as a percent of the “base units” which would be allowed without a bonus. So, with a 100 unit building you get an extra 35 units (total of 135) if you provide 20 affordable units (20% of 100) but that means you end up with a building with only 15% of the units being affordable (20/135). The same number of units (20) represents 20% of the base but only 15% of the **total units** of the final project.

Berkeley’s Affordable Housing Mitigation Fee, on the other hand, requires 20% of the total units be affordable. In a project with no density bonus this is simple but applying the City’s ordinance and Adeline Corridor-specific Affordable Housing Incentive simultaneously can lead to situations that are hard to describe – but easy enough to calculate. For example a project using the proposed Affordable Housing Incentive at the lowest tier would have to provide 20% affordable units but because the requirement is calculated from the base units the requirement would be less than 20% of the final total number of units and, as a result, the project would not be entirely exempt from Berkeley’s Housing Mitigation Fee (which requires 20% of the total be affordable for full exemption).

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