



Office of the City Manager

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REVISED AGENDA MATERIAL for Supplemental Packet 2

Meeting Date: December 14, 2021

Item Number: 47

Item Description: Response to City Council Action on October 26, 2021 regarding Short Term Referral for Amendments to Accessory Dwelling Unit (ADU) Ordinance to Address Public Safety Concerns

Submitted by: Jordan Klein, Planning & Development Director
Farimah Faiz Brown, City Attorney

This revised version of the proposed ordinance clarifies that the public safety restrictions related to wildfire evacuation risk do not apply within the following zoning districts:

R-SH (Residential High Density Subarea—Hillside Overlay), C-NSH (North Shattuck Commercial—Hillside Overlay), and C-NH (Neighborhood Commercial—Hillside Overlay)

It also removes two erroneous references to a Council referred road width threshold of 33 feet.



Office of the City Manager

PUBLIC HEARING
December 14, 2021

To: Honorable Mayor and Members of the City Council

From: Dee Williams-Ridley, City Manager

Submitted by: Abe Roman, Fire Chief, Fire and Emergency Services Department
Jordan Klein, Director, Planning and Development Department

Subject: Response to City Council Action on October 26, 2021 regarding Short Term Referral for Amendments to Accessory Dwelling Unit (ADU) Ordinance to Address Public Safety Concerns

RECOMMENDATION

Conduct a public hearing and upon conclusion, adopt first reading of a local ordinance enacting Chapter 12.99 (Accessory Dwelling Units in Wildfire Hazard Areas) and amending Chapter 23.306.

FISCAL IMPACTS OF RECOMMENDATION

None

CURRENT SITUATION AND ITS EFFECTS

On October 26, 2021, City Council considered Planning Commission's recommendations for a local ADU Ordinance and directed the City Manager to develop a set of narrowly-focused public safety regulations that apply to Accessory Dwelling Units (ADUs). These regulations are to address public safety issues that arise from new development, residents and dwelling units in fire-prone areas.

The proposed ordinance incorporates all of the recommendations referred to the City Manager and City Attorney by the Council on October 26, 2021 in a manner that is narrowly tailored to achieve the public safety goal of preventing fatalities during a wildfire evacuation. This staff report includes an array of alternatives for consideration by the Council, should it wish to narrow or expand the scope of the proposed ordinance.

BACKGROUND

As stated in California Government Code Section 51175, the Legislature has found that wildfires pose a serious threat to the preservation of the public peace, health and safety, and that the wildfire front is not the only source of risk, since embers and firebrands travel far beyond the area impacted by the fire front, and pose a risk of ignition to structures and fuels on a site for a longer time. In that same statute the legislation has determined that it is necessary that all levels of government, including local

governments work to implement preventive measures to ensure the preservation of the public peace, health, or safety. The ability to evacuate people safely during a wildfire is a major challenge in Berkeley. The trend of increasing the density of households even in recognized Very High Fire Hazard Severity Zones as mandated by existing State ADU law demands that the City impose more restrictive fire and public safety requirements as allowed by Gov. Code 51175 and other laws in order to mitigate difficult and dangerous evacuation conditions.

ENVIRONMENTAL SUSTAINABILITY AND CLIMATE IMPACTS

Studies have shown that the total acreage of vegetation burned in California over the decades since the late 1980s has consistently increased over time. One study concluded that the estimated 7.08 million acres burned in the time period from 2009-2018 is approximately 259% more than the acreage burned during the period from 1989-1998 (2.73 million acres) (Buechi, Cameron, Heard, Plantinga, & Weber, 2021)¹. All other variables being equal, this increase in burned acreage will also equate to a corresponding increase in carbon dioxide released to the environment due to wildfires. Measures taken to prevent wildfires, slow the development of wildfires once they are ignited, make wildfires easier to suppress, or prevent the diversion of valuable firefighting resources from rescue missions and allow them to concentrate on suppressing the wildfire will have the effect of reducing this emission of carbon dioxide.

RATIONALE FOR RECOMMENDATION

The wildland fire problem throughout the State of California and the western region of the United States has become progressively worse over the past 30-40 years. The duration of what was once considered a 'wildfire season' has extended to the point that wildfire events occur throughout most of the calendar year. This tends to blur any distinct lines between adjacent fire seasons. As a result, wildfire activity has become more of a cycle and less of a 'season'. Recent wildfire incidents since 2017 have consistently set records for fire size, intensity and rate of spread. Scientific evidence suggests that our current extreme drought conditions that make vegetation more susceptible to ignition and the fire weather conditions which lead to extreme fire behavior and make fire control difficult are due in large part to global climate change.

Formal studies confirm that the overall severity of the wildfire problem in the state has steadily increased over the past 30-40 years and recent wildfire incidents in California since 2017 have consistently set records for fire size, intensity and rate of spread. The difficulty of controlling recent wildfires is evidenced by the number of structures being lost in wildfires despite the record expenditure of public funds on fire control efforts and in the anecdotal reports of experienced firefighters.

¹ Buechi, Hanna; Cameron, Dick; Heard, Sarah; Plantinga, Andrew J; Weber, Page "Long-Term Trends in Wildfire Damages in California", 2020: <https://emlab.ucsb.edu/sites/default/files/documents/wildfire-brief.pdf>

The October 20, 1991 Oakland-Berkeley firestorm (known officially as the Tunnel-Oakland Hills fire), resulted in 25 fatalities due to evacuation challenges posed by winding narrow roads in the Oakland Hills bordering Berkeley. In light of these risks, since 2007, Fire Zone 3, (which comprises the Panoramic Hill neighborhood zoned as the Environmental Safety-Residential District), has been subject to safety restrictions including requirements for the installation and retrofit of fire sprinklers. Today, the Berkeley Fire Department believes that based on deteriorating wildfire conditions throughout the state that the wildland fire problem in Fire Zone 2 is now very similar to the wildland fire problem in Fire Zone 3.

The geographic area designated as Fire Zone 2 shares most of the wildfire characteristics present within Fire Zone 3. Both areas are recognized by the City and the Director of the California Department of Forestry and Fire Protection as Very High Fire Hazard Severity Zones (VHFHSZ) and share similar fire weather. Both areas have narrow, winding and steeply graded roads and streets. Both areas have abundant vegetation intermixed with structures. The topography of both areas is steep which creates the potential for rapidly advancing slope-driven fires. The original parcel subdivisions created narrow but deep lots in both Fire Zones. This tends to crowd adjacent structures and greatly reduces the amount of defensible space available to provide for wildfire safety. Many of the streets average less than 26 feet in width, resulting in choke points where two vehicles are unable to pass each other in the presence of any parking lane. The main factor that the two areas do not share is the condition of a single means of evacuation and access by road that exists in Fire Zone 3. The majority of street segments in Fire Zone 2 have access to more than one evacuation and access route. However, given the dramatic increase in the severity of the wildfire problem it is believed that even the availability of a second or additional access routes, which is typical in Fire Zone 2, cannot mitigate all of the factors previously listed that may contribute to a catastrophic wildfire.

The hazard posed by winding, narrow streets in the wildfire-prone areas is likely to increase substantially with increased density of human life, structures and vehicles and any resulting increase in evacuation traffic. Increasing the number of households living on a given parcel is highly likely to result in an increase in the number of separate vehicles evacuating from that parcel. A parcel containing a single-family home, a JADU and an ADU, occupied by three households, is more likely to generate three separate evacuation vehicles than a single-family home occupied by a single household.

In a study performed at UC Berkeley, researchers modeled a wildfire evacuation scenario in the Berkeley Hills. According to their model, if each household in the Berkeley Hills used only one vehicle to evacuate, then the estimated evacuation time would be less than 2 hours, and 245 vehicles would be exposed to immediate fire danger. However, if each household took 1.7 vehicles to evacuate, that would increase evacuation time to three hours and expose 782 vehicles to fire. If all households evacuate with three vehicles, exposed vehicles reach 2,497 (11% of the total). The

report concluded that reducing the number of personal vehicles (and thereby reducing traffic congestion) was one of the most impactful measures that could prevent wildfire fatalities by ensuring that all households are able to evacuate safely.²

By the same reasoning, preventing an increase in the number of households living within the Very High Fire Hazard Severity Zone will have a direct impact upon the risk of exposure of evacuating vehicles to wildfire risk.

On October 26, 2021, the City Council directed the City Manager and City Attorney to take action to address these hazards as follows:

For the Hillside Overlay District (HOD), in light of the public hazards and life safety concerns, we refer to the City Manager and City Attorney for staff analysis and recommendations for a potential ordinance, Councilmember Wengraf's full list of recommendations (including the number of ADUs on a parcel) as well as the issue of ADU limitations where there is one access and egress route with a goal of returning within a month or less.

Councilmember Wengraf's Supplemental item listed the following recommendations:

1. Allow one accessory dwelling unit on parcels in the HOD by either:

A. conversion of existing space (garage, basement or attic) to an ADU no larger than 800 sq. feet

or

B. conversion of existing internal space for JADU no larger than 500 sq. feet

or

C. one detached ADU of 800 sq. feet

2. Prohibit roof-top decks and balconies for fire safety

3. Prohibit all protrusions into the four-foot rear or side setback to maintain defensible space

4. Maintain 16-foot maximum height for ADUs

5. Allow parking in the front yard setback in coordination with ministerial ADU permit

~~Additionally, on page 4 of her supplemental item, Councilmember Wengraf uses a street width narrower than 33 feet as grounds for restricting the development of multiple ADUs per parcel.~~ The proposed ordinance applies in Fire Zones 2 and 3 and incorporates all of the recommendations set forth in the Council referral. The primary effect of the

² Zhao, Bingyu, PhD Wong, Stephen D, PhD "Developing Transportation Response Strategies for Wildfire Evacuations via an Empirically Supported Traffic Simulation of Berkeley, California" 2021: <https://escholarship.org/uc/item/70p6k4rf>

proposed ordinance would be to reduce the number of ADUs per parcel from two (one ADU and one JADU) to one (either an ADU or a JADU) and thereby limit the number of separate households likely to flee a wildfire event, which would result in fewer vehicles and a lower likelihood that escaping vehicles would be exposed to wildfire risk due to traffic congestion during the evacuation. Fire Zones 2 and 3 are the formally recognized Very High Fire Hazard Severity Zone in the City of Berkeley, for purposes of Government Code 51179. Certain portions of Fire Zone 2 near the campus of the University of California are zoned for multi-family housing and do not share the narrow, winding streets and related hazardous conditions present in the hilly portions of the VHFHSZ; those areas not zoned for single-family housing are excluded to ensure that these protections are narrowly tailored.

ALTERNATIVE ACTIONS CONSIDERED

This report includes alternative options for City Council consideration. These options, which would revise the proposed language of Chapter 12.99, are outlined below, and each option could be used to further narrow the scope of the proposed ordinance. There is also an implementation concern regarding the prohibition on “rooftop decks and balconies” which are not defined terms for purposes of ministerial approval of zoning certificates.

Replace Fire Zone 2 and 3 with State Recommended VHFHSV

The proposed ordinance uses the boundary of Fire Zones 2 and 3 to designate the areas in which additional restrictions apply to the development of ADUs for wildfire safety purposes. As an alternative, the Council could narrow the applicability of the Ordinance by relying upon the State-Recommended VHFHSV boundaries, which would exclude a portion of Fire Zone 2 in the northwest corner of the locally-adopted VHFHSV.

Government Code Section 51178 requires that the state Director of Forestry and Fire Protection identify Very High Fire Hazard Severity Zones throughout the state, and submit those recommendations to the local jurisdictions where those VHFHSZs are located. Government Code Section 51179 provides that the local jurisdiction may, in turn, designate additional areas that where their inclusion within the VHFHSZ is necessary for effective fire suppression in the area. These locally-adopted VHFHSZs are then transmitted to the state and become the official VHFHSZ for the area until such time as they are modified upon review, which takes place every five years, per Government Code Section 51181.

The City lawfully exercised its authority under Government Code 51179 to modestly expand the boundary of the Very High Fire Hazard Severity Zone originally identified by the Director of Forestry and Fire Protection (adopted on January 1, 2011, repealed and re-enacted on December 3, 2019). The City’s determinations of the boundaries Fire Zones 2 and 3 were based upon substantial evidence in the record that inclusion of these areas is necessary for effective fire protection within the area.

Relying upon the state recommended VHFHSZ rather than Fire Zones 2 and 3 (the applicable and lawfully established VHFHSZ) would have the effect of excluding certain narrow streets and streets that lack two distinct means of egress that are located outside of the state-recommended VHFHSZ but within the locally-adopted VHFHSZ. It would also pose implementation problems associated with the fact that the state-recommended VHFHSZ was not adopted by the City and therefore is not in use anywhere, parcels on the boundary may dispute whether or not the state-recommended VHFHSZ does or does not apply.

Below is alternative language for Council's consideration:

BMC 12.99.020 A

A. A lot that meets the following criteria shall be subject to the provisions of this Chapter.

1. ~~Lots that are located within a very high fire hazard severity zone ("Fire Zone 2" or "Fire Zone 3") as designated in paragraph III. of Berkeley Municipal Code Section 19.48.020 as designated by the Director of Forestry and Fire Protection pursuant to California Government Code section 51178. If the California Government Code is amended such that the Director of Forestry and Fire Protection is no longer required to designate very high fire hazard severity zones, the City Manager, in consultation with the Fire Marshal, shall identify an appropriate substitute designation, which the City Manager shall cause to be published and updated on the City's website no later than June 30 of each calendar year;~~
and

2. ~~Lots that are not located within the R-2H (Restricted Two-Family Residential—Hillside Overlay), R-2AH (Restricted Multiple-Family Residential—Hillside Overlay), R-3H (Multiple-Family Residential—Hillside Overlay), or R-4H (Multi-Family Residential), R-SH (Residential High Density Subarea—Hillside Overlay), C-NSH (North Shattuck Commercial—Hillside Overlay), or C-NH (Neighborhood Commercial—Hillside Overlay) districts.~~

Further Narrow Applicability based on Street Width or Egress

The proposed ordinance would apply protections to parcels that are within the Fire Zone 2 or 3, which includes areas that contain narrow streets or have only one distinct means of egress. Council could further narrow the applicability of the fire safety restrictions by applying them only to parcels that are *both* located within Fire Zone 2 or 3 *and* where at least one other Applicability criterion is met, either the street width requirement or the absence of multiple distinct means of egress. This would reduce the number of parcels where ADUs are limited to one ADU or one JADU, thereby increasing the number of parcels with three separate dwelling units which could be occupied by three separate households in the area prone to wildfire risk.

Below is alternative language for Council's consideration:

BMC 12.99.020.A

A. A lot that meets all of the following criteria shall be subject to the provisions of this Chapter.

1. Lots that are located within a very high fire hazard severity zone ("Fire Zone 2" or "Fire Zone 3") as designated in paragraph III. Of Berkeley Municipal Code Section 19.48.020; and
2. Lots that are not located within the R-2H (Restricted Two-Family Residential—Hillside Overlay), R-2AH (Restricted Multiple-Family Residential—Hillside Overlay), R-3H (Multiple-Family Residential—Hillside Overlay), ~~or R-4H (Multi-Family Residential)~~, R-SH (Residential High Density Subarea—Hillside Overlay), C-NSH (North Shattuck Commercial—Hillside Overlay), or C-NH (Neighborhood Commercial—Hillside Overlay) districts; and
3. Either of the following:
 - a. Lots that lack distinct means of vehicular access as follows:
 - i. The two (2) distinct means of vehicular access, as measured from the lot frontage to the point of intersection with the highway, shall not overlap with each other; and
 - ii. Each distinct means of vehicular access shall contain a paved or unpaved road of at least twenty-four (24) feet in width, exclusive of sidewalks, landscaping, and parking lanes;
 - or
 - b. Lots that are on streets less than 33 feet wide.

Further Narrow Street Width

~~The Council referral used 33 feet as a threshold for street width, below which protections would apply in the Hillside District Overlay.~~ In the alternative, Council could further narrow the applicability of the fire safety restrictions by using a narrower street width criterion. City staff has mapped streets where the average width is below 26 feet, and has also mapped streets where the average width is below 24 feet. These widths were selected because they limit vehicle access when combined with a parking lane. The ordinance could impose requirements on streets where the condition and width of the road is such that a 20-foot fire lane cannot be maintained; however implementation of a street width criterion for applicability will be greatly facilitated by the use of a width that has already been mapped and is readily accessible to staff.

The use of a narrower street width as part of the criteria for applicability of the fire safety restrictions would reduce the number of parcels where ADUs are limited to one ADU or one JADU, thereby increasing the number of parcels with three separate dwelling units which could be occupied by three separate households in the area prone to wildfire risk.

Below is alternative language for Council’s consideration, using 26 feet as the street width criterion.

BMC 12.99.020.A

A. A lot that meets all of the following criteria shall be subject to the provisions of this Chapter.

1. Lots that are located within a very high fire hazard severity zone (“Fire Zone 2” or “Fire Zone 3”) as designated in paragraph III. Of Berkeley Municipal Code Section 19.48.020; and
2. Lots that are not located within the R-2H (Restricted Two-Family Residential—Hillside Overlay), R-2AH (Restricted Multiple-Family Residential—Hillside Overlay), R-3H (Multiple-Family Residential—Hillside Overlay), ~~or~~ R-4H (Multi-Family Residential), R-SH (Residential High Density Subarea—Hillside Overlay), C-NSH (North Shattuck Commercial—Hillside Overlay), or C-NH (Neighborhood Commercial—Hillside Overlay) districts; and
3. Either of the following:
 - a. Lots that lack distinct means of vehicular access as follows:
 - i. The two (2) distinct means of vehicular access, as measured from the lot frontage to the point of intersection with the highway, shall not overlap with each other; and
 - ii. Each distinct means of vehicular access shall contain a paved or unpaved road of at least twenty-four (24) feet in width, exclusive of sidewalks, landscaping, and parking lanes;
 - or
 - b. Lots that are on streets less than 26 feet wide.

Implementation Concerns regarding “rooftop decks and balconies”

The terms “rooftop decks and balconies” as used in the list of items referred by the City Council, do not reflect defined terms that can be used by Land Use Planning staff to ministerially approve or deny applications for zoning certificates. It is not clear whether this language is intended to include all forms of exterior elevated elements, such as attached exterior decks; if the language is not intended to incorporate what is commonly referred to as a “deck,” staff will need to devise a clearer definition distinguishing a balcony from a deck.

CONTACT PERSON

Steven Buckley, Land Use Planning Manager, Planning and Development Department,
510-981-7411

Steven Riggs, Fire Marshall, Fire Department, 510-981-5584

Attachments:

1: Ordinance

2: Public Hearing Notice

ORDINANCE NO. -N.S.

AMENDMENTS TO THE ACCESSORY DWELLING UNIT (ADU) ORDINANCE (BMC 23.306) AND ADOPTION OF A WILDFIRE HAZARD EVACUATION RISK MITIGATION ORDINANCE (BMC 12.99)

BE IT ORDAINED by the Council of the City of Berkeley as follows:

Section 1. Berkeley Municipal Code Chapter 23.306 is amended to read as follows (additions are shown in underlined text and deletions are shown in ~~strike through~~):

23.306 Accessory Dwelling Units

Sections:

- 23.306.010 Purposes
- 23.306.020 Applicability
- 23.306.030 Permit Procedures
- 23.306.040 Development Standards
- 23.306.050 Deed Restrictions
- 23.306.060 Neighborhood Noticing
- 23.306.070 Rooftop Decks and Balconies

23.306.010 Purposes

The purposes of this Chapter are to:

- A. Implement California Government Code Section 65852.2 and 65852.22.
- B. Increase overall supply and range of housing options in Berkeley.
- C. Expedite small-scale infill development.
- D. Support Housing Element goals of facilitating construction of accessory dwelling units and increasing the number of housing units that are more affordable to Berkeley residents.
- E. Encourage development of accessory dwelling units in zoning districts with compatible land uses and infrastructure.
- F. Reduce potential impacts of new development in high fire severity areas and the Hillside Overlay District (HOD) due to unique conditions and hazards within these areas that require additional restrictions on ADUs and JADUs because of impacts of traffic flow and public safety consistent with Government Code 65852.2, subdivision (a)(1)(A), which allows local agencies to regulate ADUs based on "adequacy of water and sewer service, and the impacts of traffic flow and public safety."

23.306.020 Applicability

A. The provisions of this chapter apply to zoning districts where residential uses are permitted, on lots that have at least one existing or proposed Dwelling Unit or Group Living Accommodation that is not a Fraternity House, Sorority House or Dormitory.

~~1. **Exceptions.** The provisions of this chapter that permit ADUs and JADUs do not apply to lots in the R-1H (Single Family Residential—Hillside Overlay), R-2H (Restricted Two Family Residential—Hillside Overlay), or R-2AH (Restricted Multiple Family Residential—Hillside Overlay) districts. In such districts, ADUs and JADUs shall only be permitted to the extent required by subdivision (e)(1) of Government Code section 65852.2.~~

B. Number of ADUs and JADUs Permitted Per Lot. Except as expressly modified by Chapter 12.99, the following number of ADUs and JADUs shall be the maximum number of accessory units permitted on lots subject to this Chapter.

1. Lot with one Single Family Dwelling: One ADU and/or one JADU.
2. Lot with more than one Single Family Dwelling: One ADU.
3. Lot with a Duplex or Multiple-Family Dwelling, either:
 - a. Up to two detached ADUs; or
 - b. At least one ADU converted from non-habitable portions of the existing Main Building (e.g. basement, attic, storage room). The maximum number of ADUs converted from non-habitable portions of the existing Main Building shall not exceed 25% of the total number of existing Dwelling Units on the lot.
4. Lot with a Group Living Accommodation that is not a Fraternity House, Sorority House or Dormitory: One ADU.

23.102.010 – Permit Procedures

A. Zoning Certificate. An application for an ADU or JADU shall be allowed with a Zoning Certificate. Review must be completed within 60 days of submission of a completed application. A completed application must include evidence of compliance with this Chapter, including Development Standards, Deed Restrictions, and Neighborhood Noticing.

1. If an application to create an ADU or JADU is submitted as part of a project that requires discretionary review, a Zoning Certificate for a Building Permit shall not be issued for the ADU or JADU until the discretionary approval(s) has/have been granted and any applicable appeal periods have expired.
2. Issuance of a Zoning Certificate shall not be denied for the construction or conversion of an ADU or JADU that complies with the requirements of Government Code Section 65852.2(e)(1).

3. Issuance of a Zoning Certificate for the construction or conversion of an ADU or JADU shall not be denied based on the failure of an applicant to correct a nonconforming zoning condition.

23.306.040 Development Standards

A. **Basic Standards.** See Table 23.306-1: ADU and JADU Development Standards.

TABLE 23.306-1 ADU AND JADU DEVELOPMENT STANDARDS

	ADU ¹	JADU
Maximum Size <u>Outside of HOD</u> ^{2,5}		500 sf
Studio or 1 bedroom	850 sf	N/A
2 + bedrooms	1000 sf	
Maximum Size <u>Within HOD</u>	<u>800 sf</u>	<u>500 sf</u>
Maximum Height <u>Outside of HOD</u>	20 ft.	N/A
Maximum Height <u>Within HOD</u>	<u>16 ft.</u>	
Front Yard Setback	Same as underlying district	
Rear Setback	4 ft ³	
Side Setback	4 ft ³	
Required Off-Street Parking <u>Outside of HOD</u>	None ⁴	
Required Off-Street Parking <u>Within HOD</u>	<u>The lesser of 1 space per bedroom or ADU</u> ^{6,7}	<u>None</u> ⁷

[1] An ADU converted from an Accessory Building or Accessory Structure legally established prior to December 1, 2021 that does not comply with the Maximum Height, Size, and/or Rear and Side Setback requirements is allowed to maintain non-conformity to the same dimensions of the existing Accessory Building or Accessory Structure, provided that the existing side and rear setbacks are sufficient for fire and safety as determined by the Building Official and the Fire Marshal. Any physical additions to the existing Accessory Building or Accessory Structure shall comply with the development standards in this table.

[2] An ADU created entirely through conversion with no modifications to the existing building envelope that is non-compliant with the standards in this table is allowed a physical addition of no more than 150 square feet that complies with Maximum Height and Setback requirements in this table.

[3] If there is a lesser setback allowed for a comparable Accessory Building or Accessory Structure in the underlying zoning district, that setback shall apply.

[4] Replacement of off-street parking for the Main Building is allowed and does not need to comply with Parking Maximums (BMC 23.322.070) nor Parking Layout and Design (BMC 23.322.080).

[5] For purposes of Table 23.306-1, 'HOD' means lots that are within Fire Zones 2 or 3 (BMC 19.48.020, para. III.), but does not include lots located within the R-2H (Restricted Two-Family Residential—Hillside Overlay), R-2AH (Restricted Multiple-Family Residential—Hillside

Overlay), R-3H (Multiple-Family Residential—Hillside Overlay), ~~or~~ R-4H (Multi-Family Residential), R-SH (Residential High Density Subarea—Hillside Overlay), C-NSH (North Shattuck Commercial—Hillside Overlay), or C-NH (Neighborhood Commercial—Hillside Overlay) districts.

[6] No off-street parking shall be required for ADUs that satisfy the criteria defined in subdivision (d) of California Government Code section 65852.2 or any successor provision thereto.

[7] If an applicant provides off-street parking for an ADU or a JADU in the HOD, parking shall be allowed in any configuration on the lot, including within the front yard setback.

B. Projections.

1. Except as limited by Paragraph B.2 of this Section, architectural features (Chimneys, Water Heater Enclosures, Flues, Heating and Cooling Equipment, Eaves, Cornices, Canopies, Awnings) may project two feet into the required setbacks, so long as there remains at least a two-foot setback from property lines. Bay windows may not project into a setback.

2. No projections shall be allowed within the required setbacks on lots that are within Fire Zones 2 or 3 (BMC 19.48.020, para. III.) except on lots located within the R-2H (Restricted Two-Family Residential—Hillside Overlay), R-2AH (Restricted Multiple-Family Residential—Hillside Overlay), R-3H (Multiple-Family Residential—Hillside Overlay), ~~or~~ R-4H (Multi-Family Residential), R-SH (Residential High Density Subarea—Hillside Overlay), C-NSH (North Shattuck Commercial—Hillside Overlay), or C-NH (Neighborhood Commercial—Hillside Overlay) districts.

23.306.050 - Deed Restrictions

A. The property owner shall file a deed restriction with the Alameda County Recorder which states:

1. The JADU shall not be sold separately from the Main Building;
2. The ADU shall not be sold separately from the Main Building unless the conditions of BMC 23.306.050 B are met;
3. The ADU and/or JADU shall not be rented for a term that is shorter than 30 days; and
4. If the property includes a JADU, the JADU, or the Single Family Dwelling in which the JADU is located, shall be owner-occupied.

B. **ADUs Developed by a Qualified Nonprofit Developer.** An ADU built or developed by a “qualified nonprofit corporation” may be sold or conveyed separately from the Main Building to a “qualified buyer,” as such terms are defined in subdivision (b) of Section 65852.26 of the California Government Code. The ADU must be held

pursuant to a recorded tenancy in common agreement recorded on or after December 31, 2021 that includes the following elements:

1. Delineation of all areas of the property that are for the exclusive use of a cotenant;
2. Delineation of each cotenant's responsibility for the costs of taxes, insurance, utilities, general maintenance and repair, and improvements associated with the property;
3. Procedures for dispute resolution among cotenants before resorting to legal action;
4. Allocates to each qualified buyer an undivided, unequal interest in the property based on the size of the dwelling each qualified buyer occupies;
5. A repurchase option that requires the qualified buyer to first offer the qualified nonprofit corporation to buy the ADU or primary dwelling if the buyer desires to sell or convey the property;
6. A requirement that the qualified buyer occupy the ADU or primary dwelling as the buyer's principal residence; and
7. Affordability restrictions on the sale and conveyance of the ADU or primary dwelling that ensure the ADU and primary dwelling will be preserved for low-income housing for 45 years for owner-occupied housing units and will be sold or resold to a qualified buyer.
8. If requested by a utility providing service to the primary residence, the ADU shall have a separate water, sewer, or electrical connection to that utility.

23.306.060 – Neighbor Noticing

A. Scope and Timing of Notice. Notice of an ADU application shall be mailed to owners and tenants of the subject, adjacent, confronting and abutting properties within ten working days of submission to the Planning Department.

B. Content of Notice. Notice shall provide the address of the project, allowable hours of construction, and a link to the City's ADU webpage.

C. Mailing Fees. The applicant shall be responsible for the cost of materials, postage and staff time necessary to process and mail notices.

23.306.070 Rooftop Decks and Balconies

A. Notwithstanding any provisions of this Title to the contrary, rooftop decks and balconies shall be prohibited on lots that are within Fire Zones 2 or 3 (BMC 19.48.020, para. III.) except on lots located within the R-2H (Restricted Two-Family Residential—Hillside Overlay), R-2AH (Restricted Multiple-Family Residential—Hillside Overlay), R-3H (Multiple-Family Residential—Hillside Overlay), or R-4H (Multi-Family Residential), R-SH (Residential High Density Subarea—Hillside Overlay), C-NSH (North Shattuck

Commercial—Hillside Overlay), or C-NH (Neighborhood Commercial—Hillside Overlay) districts.

Section 2. Berkeley Municipal Code Chapter 12.99 is adopted to read as follows:

12.99 Wildfire Hazard Evacuation Risk Mitigation Ordinance

Sections

12.99.010 Title and Purposes

12.99.020 Applicability

12.99.030 Total Number of Units Permitted

12.99.010 Title and Purposes

A. This Chapter may be referred to as the “Wildfire Hazard Evacuation Risk Mitigation Ordinance.”

B. The purposes of this chapter are to permit and promote the construction of accessory dwelling units and junior accessory dwelling units while protecting human life and health, promoting the public health, safety, and general welfare, and minimizing public and private losses due to dangerous conditions in specific areas.

C. Government Code 65852.2, subdivision (a)(1)(A) allows local agencies to regulate ADUs based on "adequacy of water and sewer service, and the impacts of traffic flow and public safety."

D. The Hillside Overlay District has unique conditions and hazards that require additional restrictions on ADUs and JADUs because of impacts of traffic flow and public safety:

1. Wildfires, earthquakes and landslides put residents of the Hillside Overlay District at significant risk.

2. The Hayward fault bisects the Hillside Overlay District.

3. Due to the maze of narrow, winding streets, the Hillside Overlay District has extremely poor emergency access and egress conditions. Safety is compromised by a substandard street infrastructure that has limited accessibility for emergency responders as well as inadequate capacity for fast and reliable escape. A majority of street widths in the North Berkeley hills have substandard widths.

4. A study published by UC Berkeley researchers concluded that in the best-case scenario, if each household evacuated from the hill with one vehicle, estimated evacuation time would be two hours and 245 vehicles would be exposed to immediate fire danger. However, if each household evacuated with 1.7 vehicles,

evacuation time would increase to three hours and 782 vehicles would be exposed to immediate fire danger.

E. Increasing density and intensity by permitting both one ADU and one JADU (2 total) in addition to the primary home, on every parcel zoned residential in the Hillside Overlay District or in a very high fire hazard severity zone will seriously exacerbate the already very hazardous conditions that currently exist, necessitating reasonable limitations that reduce exposure to hazardous conditions.

12.99.020 Applicability

A. A lot that meets all of the following criteria shall be subject to the provisions of this Chapter.

1. Lots that are located within the very high fire hazard severity zone (“Fire Zone 2” or “Fire Zone 3”) as designated in paragraph III. of Berkeley Municipal Code Section 19.48.020; and

2. Lots that are not located within the R-2H (Restricted Two-Family Residential—Hillside Overlay), R-2AH (Restricted Multiple-Family Residential—Hillside Overlay), R-3H (Multiple-Family Residential—Hillside Overlay), ~~or~~ R-4H (Multi-Family Residential), R-SH (Residential High Density Subarea—Hillside Overlay), C-NSH (North Shattuck Commercial—Hillside Overlay), or C-NH (Neighborhood Commercial—Hillside Overlay) districts.

12.99.030 Total Number of Units Permitted

A. Notwithstanding any provisions of Chapter 23.306 to the contrary, no more than one ADU or JADU shall be permitted per lot that is subject to this Chapter.

Section 3. Copies of this Ordinance shall be posted for two days prior to adoption in the display case located near the walkway in front of the Maudelle Shirek Building, 2134 Martin Luther King Jr. Way. Within 15 days of adoption, copies of this Ordinance shall be filed at each branch of the Berkeley Public Library and the title shall be published in a newspaper of general circulation.



Office of the City Manager

PUBLIC HEARING

January 18, 2022

(continued from December 14, 2021)

To: Honorable Mayor and Members of the City Council

From: Dee Williams-Ridley, City Manager

Submitted by: Abe Roman, Fire Chief, Fire and Emergency Services Department
Jordan Klein, Director, Planning and Development Department

Subject: Response to City Council Action on October 26, 2021 regarding Short Term Referral for Amendments to Accessory Dwelling Unit (ADU) Ordinance to Address Public Safety Concerns

RECOMMENDATION

Conduct a public hearing and upon conclusion, adopt first reading of a local ordinance enacting Chapter 12.99 (Accessory Dwelling Units in Wildfire Hazard Areas) and amending Chapter 23.306.

FISCAL IMPACTS OF RECOMMENDATION

None

CURRENT SITUATION AND ITS EFFECTS

On October 26, 2021, City Council considered Planning Commission's recommendations for a local ADU Ordinance and directed the City Manager to develop a set of narrowly-focused public safety regulations that apply to Accessory Dwelling Units (ADUs). These regulations are to address public safety issues that arise from new development, residents and dwelling units in fire-prone areas.

The proposed ordinance incorporates all of the recommendations referred to the City Manager and City Attorney by the Council on October 26, 2021 in a manner that is narrowly tailored to achieve the public safety goal of preventing fatalities during a wildfire evacuation. This staff report includes an array of alternatives for consideration by the Council, should it wish to narrow or expand the scope of the proposed ordinance.

BACKGROUND

As stated in California Government Code Section 51175, the Legislature has found that wildfires pose a serious threat to the preservation of the public peace, health and safety, and that the wildfire front is not the only source of risk, since embers and firebrands travel far beyond the area impacted by the fire front, and pose a risk of ignition to structures and fuels on a site for a longer time. In that same statute the legislation has determined that it is necessary that all levels of government, including local

governments work to implement preventive measures to ensure the preservation of the public peace, health, or safety. The ability to evacuate people safely during a wildfire is a major challenge in Berkeley. The trend of increasing the density of households even in recognized Very High Fire Hazard Severity Zones as mandated by existing State ADU law demands that the City impose more restrictive fire and public safety requirements as allowed by Gov. Code 51175 and other laws in order to mitigate difficult and dangerous evacuation conditions.

ENVIRONMENTAL SUSTAINABILITY AND CLIMATE IMPACTS

Studies have shown that the total acreage of vegetation burned in California over the decades since the late 1980s has consistently increased over time. One study concluded that the estimated 7.08 million acres burned in the time period from 2009-2018 is approximately 259% more than the acreage burned during the period from 1989-1998 (2.73 million acres) (Buechi, Cameron, Heard, Plantinga, & Weber, 2021)¹. All other variables being equal, this increase in burned acreage will also equate to a corresponding increase in carbon dioxide released to the environment due to wildfires. Measures taken to prevent wildfires, slow the development of wildfires once they are ignited, make wildfires easier to suppress, or prevent the diversion of valuable firefighting resources from rescue missions and allow them to concentrate on suppressing the wildfire will have the effect of reducing this emission of carbon dioxide.

RATIONALE FOR RECOMMENDATION

The wildland fire problem throughout the State of California and the western region of the United States has become progressively worse over the past 30-40 years. The duration of what was once considered a 'wildfire season' has extended to the point that wildfire events occur throughout most of the calendar year. This tends to blur any distinct lines between adjacent fire seasons. As a result, wildfire activity has become more of a cycle and less of a 'season'. Recent wildfire incidents since 2017 have consistently set records for fire size, intensity and rate of spread. Scientific evidence suggests that our current extreme drought conditions that make vegetation more susceptible to ignition and the fire weather conditions which lead to extreme fire behavior and make fire control difficult are due in large part to global climate change.

Formal studies confirm that the overall severity of the wildfire problem in the state has steadily increased over the past 30-40 years and recent wildfire incidents in California since 2017 have consistently set records for fire size, intensity and rate of spread. The difficulty of controlling recent wildfires is evidenced by the number of structures being lost in wildfires despite the record expenditure of public funds on fire control efforts and in the anecdotal reports of experienced firefighters.

¹ Buechi, Hanna; Cameron, Dick; Heard, Sarah; Plantinga, Andrew J; Weber, Page "Long-Term Trends in Wildfire Damages in California", 2020: <https://emlab.ucsb.edu/sites/default/files/documents/wildfire-brief.pdf>

The October 20, 1991 Oakland-Berkeley firestorm (known officially as the Tunnel-Oakland Hills fire), resulted in 25 fatalities due to evacuation challenges posed by winding narrow roads in the Oakland Hills bordering Berkeley. In light of these risks, since 2007, Fire Zone 3, (which comprises the Panoramic Hill neighborhood zoned as the Environmental Safety-Residential District), has been subject to safety restrictions including requirements for the installation and retrofit of fire sprinklers. Today, the Berkeley Fire Department believes that based on deteriorating wildfire conditions throughout the state that the wildland fire problem in Fire Zone 2 is now very similar to the wildland fire problem in Fire Zone 3.

The geographic area designated as Fire Zone 2 shares most of the wildfire characteristics present within Fire Zone 3. Both areas are recognized by the City and the Director of the California Department of Forestry and Fire Protection as Very High Fire Hazard Severity Zones (VHFHSZ) and share similar fire weather. Both areas have narrow, winding and steeply graded roads and streets. Both areas have abundant vegetation intermixed with structures. The topography of both areas is steep which creates the potential for rapidly advancing slope-driven fires. The original parcel subdivisions created narrow but deep lots in both Fire Zones. This tends to crowd adjacent structures and greatly reduces the amount of defensible space available to provide for wildfire safety. Many of the streets average less than 26 feet in width, resulting in choke points where two vehicles are unable to pass each other in the presence of any parking lane. The main factor that the two areas do not share is the condition of a single means of evacuation and access by road that exists in Fire Zone 3. The majority of street segments in Fire Zone 2 have access to more than one evacuation and access route. However, given the dramatic increase in the severity of the wildfire problem it is believed that even the availability of a second or additional access routes, which is typical in Fire Zone 2, cannot mitigate all of the factors previously listed that may contribute to a catastrophic wildfire.

The hazard posed by winding, narrow streets in the wildfire-prone areas is likely to increase substantially with increased density of human life, structures and vehicles and any resulting increase in evacuation traffic. Increasing the number of households living on a given parcel is highly likely to result in an increase in the number of separate vehicles evacuating from that parcel. A parcel containing a single-family home, a JADU and an ADU, occupied by three households, is more likely to generate three separate evacuation vehicles than a single-family home occupied by a single household.

In a study performed at UC Berkeley, researchers modeled a wildfire evacuation scenario in the Berkeley Hills. According to their model, if each household in the Berkeley Hills used only one vehicle to evacuate, then the estimated evacuation time would be less than 2 hours, and 245 vehicles would be exposed to immediate fire danger. However, if each household took 1.7 vehicles to evacuate, that would increase evacuation time to three hours and expose 782 vehicles to fire. If all households evacuate with three vehicles, exposed vehicles reach 2,497 (11% of the total). The

report concluded that reducing the number of personal vehicles (and thereby reducing traffic congestion) was one of the most impactful measures that could prevent wildfire fatalities by ensuring that all households are able to evacuate safely.²

By the same reasoning, preventing an increase in the number of households living within the Very High Fire Hazard Severity Zone will have a direct impact upon the risk of exposure of evacuating vehicles to wildfire risk.

On October 26, 2021, the City Council directed the City Manager and City Attorney to take action to address these hazards as follows:

For the Hillside Overlay District (HOD), in light of the public hazards and life safety concerns, we refer to the City Manager and City Attorney for staff analysis and recommendations for a potential ordinance, Councilmember Wengraf's full list of recommendations (including the number of ADUs on a parcel) as well as the issue of ADU limitations where there is one access and egress route with a goal of returning within a month or less.

Councilmember Wengraf's Supplemental item listed the following recommendations:

1. Allow one accessory dwelling unit on parcels in the HOD by either:

A. conversion of existing space (garage, basement or attic) to an ADU no larger than 800 sq. feet

or

B. conversion of existing internal space for JADU no larger than 500 sq. feet

or

C. one detached ADU of 800 sq. feet

2. Prohibit roof-top decks and balconies for fire safety

3. Prohibit all protrusions into the four-foot rear or side setback to maintain defensible space

4. Maintain 16-foot maximum height for ADUs

5. Allow parking in the front yard setback in coordination with ministerial ADU permit

Additionally, on page 4 of her supplemental item, Councilmember Wengraf uses a street width narrower than 33 feet as grounds for restricting the development of multiple ADUs per parcel.

² Zhao, Bingyu, PhD Wong, Stephen D, PhD "Developing Transportation Response Strategies for Wildfire Evacuations via an Empirically Supported Traffic Simulation of Berkeley, California" 2021: <https://escholarship.org/uc/item/70p6k4rf>

The proposed ordinance applies in Fire Zones 2 and 3 and incorporates all of the recommendations set forth in the Council referral. The primary effect of the proposed ordinance would be to reduce the number of ADUs per parcel from two (one ADU and one JADU) to one (either an ADU or a JADU) and thereby limit the number of separate households likely to flee a wildfire event, which would result in fewer vehicles and a lower likelihood that escaping vehicles would be exposed to wildfire risk due to traffic congestion during the evacuation. Fire Zones 2 and 3 are the formally recognized Very High Fire Hazard Severity Zone in the City of Berkeley, for purposes of Government Code 51179. Certain portions of Fire Zone 2 near the campus of the University of California are zoned for multi-family housing and do not share the narrow, winding streets and related hazardous conditions present in the hilly portions of the VHFHSZ; those areas not zoned for single-family housing are excluded to ensure that these protections are narrowly tailored.

ALTERNATIVE ACTIONS CONSIDERED

This report includes alternative options for City Council consideration. These options, which would revise the proposed language of Chapter 12.99, are outlined below, and each option could be used to further narrow the scope of the proposed ordinance. There is also an implementation concern regarding the prohibition on “rooftop decks and balconies” which are not defined terms for purposes of ministerial approval of zoning certificates.

Replace Fire Zone 2 and 3 with State Recommended VHFHSV

The proposed ordinance uses the boundary of Fire Zones 2 and 3 to designate the areas in which additional restrictions apply to the development of ADUs for wildfire safety purposes. As an alternative, the Council could narrow the applicability of the Ordinance by relying upon the State-Recommended VHFHSV boundaries, which would exclude a portion of Fire Zone 2 in the northwest corner of the locally-adopted VHFHSV.

Government Code Section 51178 requires that the state Director of Forestry and Fire Protection identify Very High Fire Hazard Severity Zones throughout the state, and submit those recommendations to the local jurisdictions where those VHFHSZs are located. Government Code Section 51179 provides that the local jurisdiction may, in turn, designate additional areas that where their inclusion within the VHFHSZ is necessary for effective fire suppression in the area. These locally-adopted VHFHSZs are then transmitted to the state and become the official VHFHSZ for the area until such time as they are modified upon review, which takes place every five years, per Government Code Section 51181.

The City lawfully exercised its authority under Government Code 51179 to modestly expand the boundary of the Very High Fire Hazard Severity Zone originally identified by the Director of Forestry and Fire Protection (adopted on January 1, 2011, repealed and re-enacted on December 3, 2019). The City’s determinations of the boundaries Fire

Zones 2 and 3 were based upon substantial evidence in the record that inclusion of these areas is necessary for effective fire protection within the area.

Relying upon the state recommended VHFHSZ rather than Fire Zones 2 and 3 (the applicable and lawfully established VHFHSZ) would have the effect of excluding certain narrow streets and streets that lack two distinct means of egress that are located outside of the state-recommended VHFHSZ but within the locally-adopted VHFHSZ. It would also pose implementation problems associated with the fact that the state-recommended VHFHSZ was not adopted by the City and therefore is not in use anywhere, parcels on the boundary may dispute whether or not the state-recommended VHFHSZ does or does not apply.

Below is alternative language for Council's consideration:

BMC 12.99.020 A

A. *A lot that meets the following criteria shall be subject to the provisions of this Chapter.*

1. *Lots that are located within a very high fire hazard severity zone ("~~Fire Zone 2~~" or "~~Fire Zone 3~~") as designated in paragraph III. of Berkeley Municipal Code Section 19.48.020 as designated by the Director of Forestry and Fire Protection pursuant to California Government Code section 51178. If the California Government Code is amended such that the Director of Forestry and Fire Protection is no longer required to designate very high fire hazard severity zones, the City Manager, in consultation with the Fire Marshal, shall identify an appropriate substitute designation, which the City Manager shall cause to be published and updated on the City's website no later than June 30 of each calendar year; and*
2. *Lots that are not located within the R-2H (Restricted Two-Family Residential—Hillside Overlay), R-2AH (Restricted Multiple-Family Residential—Hillside Overlay), R-3H (Multiple-Family Residential—Hillside Overlay), or R-4H (Multi-Family Residential) districts.*

Further Narrow Applicability based on Street Width or Egress

The proposed ordinance would apply protections to parcels that are within the Fire Zone 2 or 3, which includes areas that contain narrow streets or have only one distinct means of egress. Council could further narrow the applicability of the fire safety restrictions by applying them only to parcels that are *both* located within Fire Zone 2 or 3 *and* where at least one other Applicability criterion is met, either the street width requirement or the absence of multiple distinct means of egress. This would reduce the number of parcels where ADUs are limited to one ADU or one JADU, thereby increasing the number of parcels with three separate dwelling units which could be occupied by three separate households in the area prone to wildfire risk.

Below is alternative language for Council's consideration:

BMC 12.99.020.A

A. A lot that meets all of the following criteria shall be subject to the provisions of this Chapter.

1. Lots that are located within a very high fire hazard severity zone ("Fire Zone 2" or "Fire Zone 3") as designated in paragraph III. Of Berkeley Municipal Code Section 19.48.020; and
2. Lots that are not located within the R-2H (Restricted Two-Family Residential—Hillside Overlay), R-2AH (Restricted Multiple-Family Residential—Hillside Overlay), R-3H (Multiple-Family Residential—Hillside Overlay), or R-4H (Multi-Family Residential) districts; and
3. Either of the following:
 - a. Lots that lack distinct means of vehicular access as follows:
 - i. The two (2) distinct means of vehicular access, as measured from the lot frontage to the point of intersection with the highway, shall not overlap with each other; and
 - ii. Each distinct means of vehicular access shall contain a paved or unpaved road of at least twenty-four (24) feet in width, exclusive of sidewalks, landscaping, and parking lanes;
 - or
 - b. Lots that are on streets less than 33 feet wide.

Further Narrow Street Width

The Council referral used 33 feet as a threshold for street width, below which protections would apply in the Hillside District Overlay. In the alternative, Council could further narrow the applicability of the fire safety restrictions by using a narrower street width criterion. City staff has mapped streets where the average width is below 26 feet, and has also mapped streets where the average width is below 24 feet. These widths were selected because they limit vehicle access when combined with a parking lane. The ordinance could impose requirements on streets where the condition and width of the road is such that a 20-foot fire lane cannot be maintained; however implementation of a street width criterion for applicability will be greatly facilitated by the use of a width that has already been mapped and is readily accessible to staff.

The use of a narrower street width as part of the criteria for applicability of the fire safety restrictions would reduce the number of parcels where ADUs are limited to one ADU or one JADU, thereby increasing the number of parcels with three separate dwelling units which could be occupied by three separate households in the area prone to wildfire risk.

Below is alternative language for Council's consideration, using 26 feet as the street width criterion.

BMC 12.99.020.A

- A. *A lot that meets all of the following criteria shall be subject to the provisions of this Chapter.*
1. *Lots that are located within a very high fire hazard severity zone (“Fire Zone 2” or “Fire Zone 3”) as designated in paragraph III. Of Berkeley Municipal Code Section 19.48.020; and*
 2. *Lots that are not located within the R-2H (Restricted Two-Family Residential—Hillside Overlay), R-2AH (Restricted Multiple-Family Residential—Hillside Overlay), R-3H (Multiple-Family Residential—Hillside Overlay), or R-4H (Multi-Family Residential) districts; and*
 3. *Either of the following:*
 - a. *Lots that lack distinct means of vehicular access as follows:*
 - i. *The two (2) distinct means of vehicular access, as measured from the lot frontage to the point of intersection with the highway, shall not overlap with each other; and*
 - ii. *Each distinct means of vehicular access shall contain a paved or unpaved road of at least twenty-four (24) feet in width, exclusive of sidewalks, landscaping, and parking lanes;*
 - or*
 - b. *Lots that are on streets less than 26 feet wide.*

Implementation Concerns regarding “rooftop decks and balconies”

The terms “rooftop decks and balconies” as used in the list of items referred by the City Council, do not reflect defined terms that can be used by Land Use Planning staff to ministerially approve or deny applications for zoning certificates. It is not clear whether this language is intended to include all forms of exterior elevated elements, such as attached exterior decks; if the language is not intended to incorporate what is commonly referred to as a “deck,” staff will need to devise a clearer definition distinguishing a balcony from a deck.

CONTACT PERSON

Steven Buckley, Land Use Planning Manager, Planning and Development Department,
510-981-7411

Steven Riggs, Fire Marshall, Fire Department, 510-981-5584

Attachments:

1: Ordinance

2: Public Hearing Notice

ORDINANCE NO. -N.S.

AMENDMENTS TO THE ACCESSORY DWELLING UNIT (ADU) ORDINANCE (BMC 23.306) AND ADOPTION OF A WILDFIRE HAZARD EVACUATION RISK MITIGATION ORDINANCE (BMC 12.99)

BE IT ORDAINED by the Council of the City of Berkeley as follows:

Section 1. Berkeley Municipal Code Chapter 23.306 is amended to read as follows (additions are shown in underlined text and deletions are shown in ~~striketrough~~):

23.306 Accessory Dwelling Units

Sections:

- 23.306.010 Purposes
- 23.306.020 Applicability
- 23.306.030 Permit Procedures
- 23.306.040 Development Standards
- 23.306.050 Deed Restrictions
- 23.306.060 Neighborhood Noticing
- 23.306.070 Rooftop Decks and Balconies

23.306.010 Purposes

The purposes of this Chapter are to:

- A. Implement California Government Code Section 65852.2 and 65852.22.
- B. Increase overall supply and range of housing options in Berkeley.
- C. Expedite small-scale infill development.
- D. Support Housing Element goals of facilitating construction of accessory dwelling units and increasing the number of housing units that are more affordable to Berkeley residents.
- E. Encourage development of accessory dwelling units in zoning districts with compatible land uses and infrastructure.
- F. Reduce potential impacts of new development in high fire severity areas and the Hillside Overlay District (HOD) due to unique conditions and hazards within these areas that require additional restrictions on ADUs and JADUs because of impacts of traffic flow and public safety consistent with Government Code 65852.2, subdivision (a)(1)(A), which allows local agencies to regulate ADUs based on "adequacy of water and sewer service, and the impacts of traffic flow and public safety."

23.306.020 Applicability

- A. The provisions of this chapter apply to zoning districts where residential uses are permitted, on lots that have at least one existing or proposed Dwelling Unit or Group Living Accommodation that is not a Fraternity House, Sorority House or Dormitory.
1. ~~**Exceptions.** The provisions of this chapter that permit ADUs and JADUs do not apply to lots in the R-1H (Single-Family Residential—Hillside Overlay), R-2H (Restricted Two-Family Residential—Hillside Overlay), or R-2AH (Restricted Multiple-Family Residential—Hillside Overlay) districts. In such districts, ADUs and JADUs shall only be permitted to the extent required by subdivision (e)(1) of Government Code section 65852.2.~~

B. Number of ADUs and JADUs Permitted Per Lot. Except as expressly modified by Chapter 12.99, the following number of ADUs and JADUs shall be the maximum number of accessory units permitted on lots subject to this Chapter.

1. Lot with one Single Family Dwelling: One ADU and/or one JADU.
2. Lot with more than one Single Family Dwelling: One ADU.
3. Lot with a Duplex or Multiple-Family Dwelling, either:
 - a. Up to two detached ADUs; or
 - b. At least one ADU converted from non-habitable portions of the existing Main Building (e.g. basement, attic, storage room). The maximum number of ADUs converted from non-habitable portions of the existing Main Building shall not exceed 25% of the total number of existing Dwelling Units on the lot.
4. Lot with a Group Living Accommodation that is not a Fraternity House, Sorority House or Dormitory: One ADU.

23.102.010 – Permit Procedures

- A. Zoning Certificate. An application for an ADU or JADU shall be allowed with a Zoning Certificate. Review must be completed within 60 days of submission of a completed application. A completed application must include evidence of compliance with this Chapter, including Development Standards, Deed Restrictions, and Neighborhood Noticing.
1. If an application to create an ADU or JADU is submitted as part of a project that requires discretionary review, a Zoning Certificate for a Building Permit shall not be issued for the ADU or JADU until the discretionary approval(s) has/have been granted and any applicable appeal periods have expired.
 2. Issuance of a Zoning Certificate shall not be denied for the construction or conversion of an ADU or JADU that complies with the requirements of Government Code Section 65852.2(e)(1).

3. Issuance of a Zoning Certificate for the construction or conversion of an ADU or JADU shall not be denied based on the failure of an applicant to correct a nonconforming zoning condition.

23.306.040 Development Standards

A. **Basic Standards.** See Table 23.306-1: ADU and JADU Development Standards.

TABLE 23.306-1 ADU AND JADU DEVELOPMENT STANDARDS

	ADU ¹	JADU
Maximum Size <u>Outside of HOD</u> ^{2, 5}		500 sf
Studio or 1 bedroom	850 sf	N/A
2 + bedrooms	1000 sf	
Maximum Size <u>Within HOD</u>	800 sf	500 sf
Maximum Height <u>Outside of HOD</u>	20 ft.	N/A
Maximum Height <u>Within HOD</u>	16 ft.	
Front Yard Setback	Same as underlying district	
Rear Setback	4 ft ³	
Side Setback	4 ft ³	
Required Off-Street Parking <u>Outside of HOD</u>	None ⁴	
Required Off-Street Parking <u>Within HOD</u>	The lesser of 1 space per bedroom or ADU ^{6, 7}	None ⁷

[1] An ADU converted from an Accessory Building or Accessory Structure legally established prior to December 1, 2021 that does not comply with the Maximum Height, Size, and/or Rear and Side Setback requirements is allowed to maintain non-conformity to the same dimensions of the existing Accessory Building or Accessory Structure, provided that the existing side and rear setbacks are sufficient for fire and safety as determined by the Building Official and the Fire Marshal. Any physical additions to the existing Accessory Building or Accessory Structure shall comply with the development standards in this table.

[2] An ADU created entirely through conversion with no modifications to the existing building envelope that is non-compliant with the standards in this table is allowed a physical addition of no more than 150 square feet that complies with Maximum Height and Setback requirements in this table.

[3] If there is a lesser setback allowed for a comparable Accessory Building or Accessory Structure in the underlying zoning district, that setback shall apply.

[4] Replacement of off-street parking for the Main Building is allowed and does not need to comply with Parking Maximums (BMC 23.322.070) nor Parking Layout and Design (BMC 23.322.080).

[5] For purposes of Table 23.306-1, ‘HOD’ means lots that are within Fire Zones 2 or 3 (BMC 19.48.020, para. III.), but does not include lots located within the R-2H (Restricted Two-Family Residential—Hillside Overlay), R-2AH (Restricted Multiple-Family Residential—Hillside

Overlay), R-3H (Multiple-Family Residential—Hillside Overlay), or R-4H (Multi-Family Residential) districts.

[6] No off-street parking shall be required for ADUs that satisfy the criteria defined in subdivision (d) of California Government Code section 65852.2 or any successor provision thereto.

[7] If an applicant provides off-street parking for an ADU or a JADU in the HOD, parking shall be allowed in any configuration on the lot, including within the front yard setback.

B. Projections.

1. Except as limited by Paragraph B.2 of this Section, architectural Architectural features (Chimneys, Water Heater Enclosures, Flues, Heating and Cooling Equipment, Eaves, Cornices, Canopies, Awnings) may project two feet into the required setbacks, so long as there remains at least a two-foot setback from property lines. Bay windows may not project into a setback.

2. No projections shall be allowed within the required setbacks on lots that are within Fire Zones 2 or 3 (BMC 19.48.020, para. III.) except on lots located within the R-2H (Restricted Two-Family Residential—Hillside Overlay), R-2AH (Restricted Multiple-Family Residential—Hillside Overlay), R-3H (Multiple-Family Residential—Hillside Overlay), or R-4H (Multi-Family Residential) districts.

23.306.050 - Deed Restrictions

A. The property owner shall file a deed restriction with the Alameda County Recorder which states:

1. The JADU shall not be sold separately from the Main Building;
2. The ADU shall not be sold separately from the Main Building unless the conditions of BMC 23.306.050 B are met;
3. The ADU and/or JADU shall not be rented for a term that is shorter than 30 days; and
4. If the property includes a JADU, the JADU, or the Single Family Dwelling in which the JADU is located, shall be owner-occupied.

B. ADUs Developed by a Qualified Nonprofit Developer. An ADU built or developed by a “qualified nonprofit corporation” may be sold or conveyed separately from the Main Building to a “qualified buyer,” as such terms are defined in subdivision (b) of Section 65852.26 of the California Government Code. The ADU must be held pursuant to a recorded tenancy in common agreement recorded on or after December 31, 2021 that includes the following elements:

1. Delineation of all areas of the property that are for the exclusive use of a cotenant;

2. Delineation of each cotenant's responsibility for the costs of taxes, insurance, utilities, general maintenance and repair, and improvements associated with the property;
3. Procedures for dispute resolution among cotenants before resorting to legal action;
4. Allocates to each qualified buyer an undivided, unequal interest in the property based on the size of the dwelling each qualified buyer occupies;
5. A repurchase option that requires the qualified buyer to first offer the qualified nonprofit corporation to buy the ADU or primary dwelling if the buyer desires to sell or convey the property;
6. A requirement that the qualified buyer occupy the ADU or primary dwelling as the buyer's principal residence; and
7. Affordability restrictions on the sale and conveyance of the ADU or primary dwelling that ensure the ADU and primary dwelling will be preserved for low-income housing for 45 years for owner-occupied housing units and will be sold or resold to a qualified buyer.
8. If requested by a utility providing service to the primary residence, the ADU shall have a separate water, sewer, or electrical connection to that utility.

23.306.060 – Neighbor Noticing

A. Scope and Timing of Notice. Notice of an ADU application shall be mailed to owners and tenants of the subject, adjacent, confronting and abutting properties within ten working days of submission to the Planning Department.

B. Content of Notice. Notice shall provide the address of the project, allowable hours of construction, and a link to the City's ADU webpage.

C. Mailing Fees. The applicant shall be responsible for the cost of materials, postage and staff time necessary to process and mail notices.

23.306.070 Rooftop Decks and Balconies

A. Notwithstanding any provisions of this Title to the contrary, rooftop decks and balconies shall be prohibited on lots that are within Fire Zones 2 or 3 (BMC 19.48.020, para. III.) except on lots located within the R-2H (Restricted Two-Family Residential—Hillside Overlay), R-2AH (Restricted Multiple-Family Residential—Hillside Overlay), R-3H (Multiple-Family Residential—Hillside Overlay), or R-4H (Multi-Family Residential) districts.

Section 2. Berkeley Municipal Code Chapter 12.99 is adopted to read as follows:

12.99 Wildfire Hazard Evacuation Risk Mitigation Ordinance

Sections

- 12.99.010 Title and Purposes
- 12.99.020 Applicability
- 12.99.030 Total Number of Units Permitted

12.99.010 Title and Purposes

- A. This Chapter may be referred to as the “Wildfire Hazard Evacuation Risk Mitigation Ordinance.”

- B. The purposes of this chapter are to permit and promote the construction of accessory dwelling units and junior accessory dwelling units while protecting human life and health, promoting the public health, safety, and general welfare, and minimizing public and private losses due to dangerous conditions in specific areas.

- C. Government Code 65852.2, subdivision (a)(1)(A) allows local agencies to regulate ADUs based on "adequacy of water and sewer service, and the impacts of traffic flow and public safety."

- D. The Hillside Overlay District has unique conditions and hazards that require additional restrictions on ADUs and JADUs because of impacts of traffic flow and public safety:
 - 1. Wildfires, earthquakes and landslides put residents of the Hillside Overlay District at significant risk.

 - 2. The Hayward fault bisects the Hillside Overlay District.

 - 3. Due to the maze of narrow, winding streets, the Hillside Overlay District has extremely poor emergency access and egress conditions. Safety is compromised by a substandard street infrastructure that has limited accessibility for emergency responders as well as inadequate capacity for fast and reliable escape. A majority of street widths in the North Berkeley hills have substandard widths.

 - 4. A study published by UC Berkeley researchers concluded that in the best-case scenario, if each household evacuated from the hill with one vehicle, estimated evacuation time would be two hours and 245 vehicles would be exposed to immediate fire danger. However, if each household evacuated with 1.7 vehicles, evacuation time would increase to three hours and 782 vehicles would be exposed to immediate fire danger.

- E. Increasing density and intensity by permitting both one ADU and one JADU (2 total) in addition to the primary home, on every parcel zoned residential in the Hillside Overlay District or in a very high fire hazard severity zone will seriously exacerbate the already very hazardous conditions that currently exist, necessitating reasonable limitations that reduce exposure to hazardous conditions.

12.99.020 Applicability

A. A lot that meets all of the following criteria shall be subject to the provisions of this Chapter.

1. Lots that are located within the very high fire hazard severity zone (“Fire Zone 2” or “Fire Zone 3”) as designated in paragraph III. of Berkeley Municipal Code Section 19.48.020; and

2. Lots that are not located within the R-2H (Restricted Two-Family Residential—Hillside Overlay), R-2AH (Restricted Multiple-Family Residential—Hillside Overlay), R-3H (Multiple-Family Residential—Hillside Overlay), or R-4H (Multi-Family Residential) districts.

12.99.030 Total Number of Units Permitted

A. Notwithstanding any provisions of Chapter 23.306 to the contrary, no more than one ADU or JADU shall be permitted per lot that is subject to this Chapter.

Section 3. Copies of this Ordinance shall be posted for two days prior to adoption in the display case located near the walkway in front of the Maudelle Shirek Building, 2134 Martin Luther King Jr. Way. Within 15 days of adoption, copies of this Ordinance shall be filed at each branch of the Berkeley Public Library and the title shall be published in a newspaper of general circulation.

**NOTICE OF PUBLIC HEARING - BERKELEY CITY COUNCIL
AMENDMENTS TO ACCESSORY DWELLING UNIT (ADU) ORDINANCE**

The City Council will consider adopting a local ordinance regarding Accessory Dwelling Units (ADUs). The proposed Municipal Code amendments are consistent with Government Code Sections 65852.2 and 65852.22 and include local regulations for the size, location, and other development standards for ADUs and address public safety measures in portions of the hillside area. The amendments would apply throughout the City. This action is considered exempt from the California Environmental Quality Act (CEQA) pursuant to California Code of Regulations (CEQA Guidelines) Class 3, New Construction or Conversion of Small Structures.

The hearing will be held on **Tuesday, December 14, 2021 at 6:00 p.m.** The hearing will be held via videoconference pursuant to Government Code Section 54953(e) and the state declared emergency.

A copy of the agenda material for this hearing will be available on the City’s website at www.CityofBerkeley.info as of December 2, 2021. Once posted, the agenda for this meeting will include a link for public participation using Zoom video technology.

Written comments should be mailed directly to the City Clerk, 2180 Milvia Street, Berkeley, CA 94704, or emailed to council@cityofberkeley.info in order to ensure delivery to all Councilmembers and inclusion in the agenda packet.

For further information, please contact Alene Pearson, Principal Planner, Planning and Development Department at (510) 981-7489, or by e-mail at apearson@cityofberkeley.info.

Communications to the Berkeley City Council are public record and will become part of the City’s electronic records, which are accessible through the City’s website. **Please note: e-mail addresses, names, addresses, and other contact information are not required, but if included in any communication to the City Council, will become part of the public record.** If you do not want your e-mail address or any other contact information to be made public, you may deliver communications via U.S. Postal Service. If you do not want your contact information included in the public record, please do not include that information in your communication. Please contact the City Clerk at 981-6900 or clerk@cityofberkeley.info for further information.

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City Clerk shall publish a notice at least 10 days prior to the date of the public hearing with the date, hour, and place of the public hearing for annual levy and collection of assessments in accordance with Streets and Highway Code Sections 22625, 22626, 22552, and 22553 and Section 6061 of the Government Code.

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I hereby certify that the Notice for this Public Hearing of the Berkeley City Council was posted at the display case located near the walkway in front of the Maudelle Shirek Building, 2134 Martin Luther King Jr. Way, as well as on the City’s website, on December 2, 2021.

  
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Mark Numainville, City Clerk

