



Office of the Mayor

CONSENT CALENDAR

June 1, 2021

To: Members of the City Council

From: Mayor Jesse Arreguín, Councilmember Kate Harrison, Councilmember Susan Wengraf, and Councilmember Sophie Hahn

Subject: Budget Referral: Phase 2 of Civic Center District Visioning

RECOMMENDATION

Refer to the Fiscal Year 2022 Budget process \$200,000 in General Fund revenues for Phase 2 of planning for the Civic Center Visioning Project.

FINANCIAL IMPLICATIONS

\$200,000 in General Fund revenues. Funding sources could include excess property transfer tax revenues which per Council Budget policy go into the Capital Improvement Fund and must be prioritized for one-time expenses.

BACKGROUND

After a robust community process, on September 22, 2020, the Berkeley City Council adopted Resolution No. 69,579-N.S. approving Berkeley's Civic Center Visioning and Implementation Plan and striking reference to any preferred design concept. Approval of the Civic Center Visioning Plan was the first step in a multi-year process to develop a design concept and implementation plan for rehabilitating Old City Hall, the Veterans Memorial Building and Civic Center Park to meet seismic retrofit standards and reflect community priorities for open space, performance space, recreation, historic preservation, arts and culture and economic development. During Council discussion, there was a commitment to engage the community in evaluating design alternatives and developing a preferred design concept for future planning.

Funding is now needed for additional public process, planning and design to develop a preferred design concept and a funding plan. This item requests \$200,000 for additional planning and design with the goal of developing a design concept for the Civic Center District, based on input from the community, city commissions and City Council.

CONTACT PERSON

Jesse Arreguín, Mayor, 510-981-7100

Attachments:

1. Resolution No. 69,579-N.S. "APPROVING BERKELEY'S CIVIC CENTER VISION AND IMPLEMENTATION PLAN"

RESOLUTION NO. 69,579-N.S.

APPROVING BERKELEY'S CIVIC CENTER VISION AND IMPLEMENTATION PLAN

WHEREAS, the Berkeley voters passed *Measure T1 Bond Funding for Infrastructure and Facilities*, to repair, renovate, replace, or reconstruct the City's aging infrastructure and facilities, including important City facilities and buildings; and

WHEREAS, the Veterans Memorial Building and Old City Hall were slated for structural analysis and visioning of possible conceptual design alternatives, in concert with Civic Center Park, to help determine a direction for future capital improvements to restore and secure these facilities to maximize their community benefit; and

WHEREAS, on January 22, 2019 City Council approved this solicitation at its regular meeting and approved the engagement of a qualified project consultant team to assist in the completion of this project at its regular July 16, 2019 meeting; and

WHEREAS, the City of Berkeley's project team has conducted an inclusive and transparent community process, engaged meaningfully with stakeholders, and provided a compelling and shared vision for the Civic Center area that supports current and future community needs while respecting and celebrating the area's rich past and historically significant structures; and

WHEREAS, *Berkeley's Civic Center Vision and Implementation Plan* determines a direction for future capital improvements to restore and secure these facilities to maximize their community benefit.

NOW THEREFORE, BE IT RESOLVED by the Council of the City of Berkeley that the City Council approves and adopts *Berkeley's Civic Center Vision and Implementation Plan* (Exhibit A) and declares its intent to support the vision articulated in the plan.

BE IT FURTHER RESOLVED by the Council of the City of Berkeley that the City Manager is hereby authorized to further the implementation of the plan and its ambitious vision for the future of Berkeley's Civic Center:

"Civic Center will be the heart of Berkeley's community. Civic Center will be the prime space for civic life, culture, and the arts. It will reflect the city's diverse identities, celebrating its history, and contributing to shaping its future. A place of shared resources and a platform for free expression accessible to all, Civic Center aims to manifest the city's values, advance social justice, and demonstrate the power of true public space."

The foregoing Resolution was adopted by the Berkeley City Council on September 22, 2020 by the following vote:

Ayes: Bartlett, Droste, Hahn, Harrison, Kesarwani, Robinson, and Arreguin.

Noes: None.

Absent: Davila and Wengraf.



Jesse Arreguin, Mayor

Attest: 
Mark Numainville, City Clerk



July 10, 2020

Berkeley's Civic Center

Vision and Implementation Plan

A Vision for Berkeley's Civic Center

Civic Center will be the heart of Berkeley's community. Civic Center will be the prime space for civic life, culture, and the arts. It will reflect the city's diverse identities, celebrating its history, and contributing to shaping its future. A place of shared resources and a platform for free expression accessible to all, Civic Center aims to manifest the city's values, advance social justice, and demonstrate the power of true public space.

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Reimagining the heart of Berkeley

Developing a bold yet pragmatic vision for the future of Berkeley's Civic Center.

When it comes to community building and civic engagement, there are few places that compare to Berkeley. Arguably, few cities have championed so passionately and unconditionally the fundamental values that make a city a city — namely the sharing of collective resources and a true respect for individual expression. A laboratory of new political ideas since its founding, Berkeley has always advanced our understanding of the word Community. Yet, unlike other cities that play a similar role on the world stage, Berkeley lacks an updated civic space that truly embodies the values its community lives by.

Certainly, Berkeley doesn't lack great public spaces. Tilden Park provides wonderful recreation in nature. The Berkeley Marina grants breathtaking views of the Bay and connects us with its waterfront. Indian Rock and the Rose Garden offer special places for respite and contemplation.

Even if mostly for “gown not town”, The UC Berkeley campus itself is in fact a grand, world-class, public place, and People's Park speaks of our understanding of public space as a space of solidarity. Yet, we couldn't point to any of these places as the center of Berkeley's Public Life. We are left with the question: Where is Berkeley's Heart? Where's the public space of prime community identity that all Berkeleyans use, the place that gathers us as one, weaving together our daily lives? Thinking of it, many central squares in other cities we might travel to are exactly that— the thriving heart of their community. Why shouldn't Berkeley have something similar? Why can't Civic Center, which was designed 100 years ago with that idea in mind, serve this very purpose for the next 100 years?

We know that, in its current condition, the site comes with challenges that prevent it from realizing its full potential. (1) The site is slightly off-center from the most active

part of downtown, enough to be just off the beaten path. (2) Some of its buildings are not only in need of capital intensive restoration, but they also give their back to the central open space, with ground floors that are not active or permeable. (3) As a consequence to these two first points, with the exception of the Farmers' Market and a few other periodic events, Berkeley residents have organized their daily public life around other spaces and destinations and, as of today, Civic Center doesn't make the list of the places people like to go. In day to day life, the park remains underutilized therefore prone to accommodate socially undesirable behaviors. Yet the opportunities outplay the challenges. The site features some of the most historically significant buildings in the city, all of which revolve around a central open space that has been patiently waiting to be further activated by the community for years, like a canvas awaits the final strokes of paint to become a distinguished work of art.

With this project, Berkeley's community has been presented with a once-in-a-generation opportunity. Members of the public from all walks of life came together to reimagine the identity and function of Civic Center and reaffirm it as the beating heart of its tight-knit community. Berkelyans have shown a true desire to transform this place and the commitment to work together to make it happen. All stakeholders donated their time generously to help us understand what the unmet needs and undiscovered possibilities of the place are. Members of the community turned up in very high numbers in each and every public event organized throughout the arc of the project and demonstrated they know how to work collaboratively for a common purpose.

The result is a bold yet pragmatic vision for the future of the place, one that gives Berkeley the Heart of the City it deserves, matching the unique identity and the larger-than-life spirit of its people.



Existing Conditions

1.1 Introduction, Site & Context

1.2 Site Assessment

1.2.1 Historic Structures

1.2.2 Policy Context

1.2.3 Public Space Public Life study results

1.1

Project Background

The Berkeley Civic Center Vision Project

The purpose of this project has been to develop a shared community vision, design concepts and implementation plan for Berkeley's Civic Center area, with a transparent public process rooted in analysis of how people use Civic Center today, community needs, site analysis, and historic structures analysis. The planning area includes Martin Luther King Civic Center Park, the Veterans Memorial Building, and City Hall — the Maudelle Shirek Building.

The Berkeley Civic Center Historic District (the same geographic area as the Civic Center Overlay Zone) was listed on the National Register of Historic Places in 1998 and includes multiple local Landmarks *(please refer to the Historic Structure*



Report in the appendix for additional information). The Veterans Building and the Maudelle Shirek Building are in need of seismic upgrading, American Disabilities Act compliance, and show signs of deferred maintenance. The Park, although successful as a gathering space during events and rallies, does not attract an everyday intensity of use that matches its central location and symbolic status.

In 2016, Berkeley voters passed Measure T1, which authorized the City to sell \$100 million of general obligation bonds to repair, renovate, replace, or reconstruct the City's aging infrastructure, including important City facilities and buildings. The Civic Center Vision and Implementation Plan is funded as a T1 Phase 1 project.

The T1 funding is for the structural analysis and visioning of possible conceptual design alternatives for the Veterans Memorial Building, the Maudelle Shirek Building and Civic Center Park, along with streets and adjacent structures necessary for context-sensitive solutions. The Vision Plan aim to help the City and the community clarify what their Civic Center can become, and to determine capital improvement priorities for this area.



The T1 bond program is administered by Parks, Recreation & Waterfront and Public Works departments. The Office of Economic Development (situated within the City Manager’s Office) is managing the project across multiple City Departments

and with the consultant team led by Gehl.

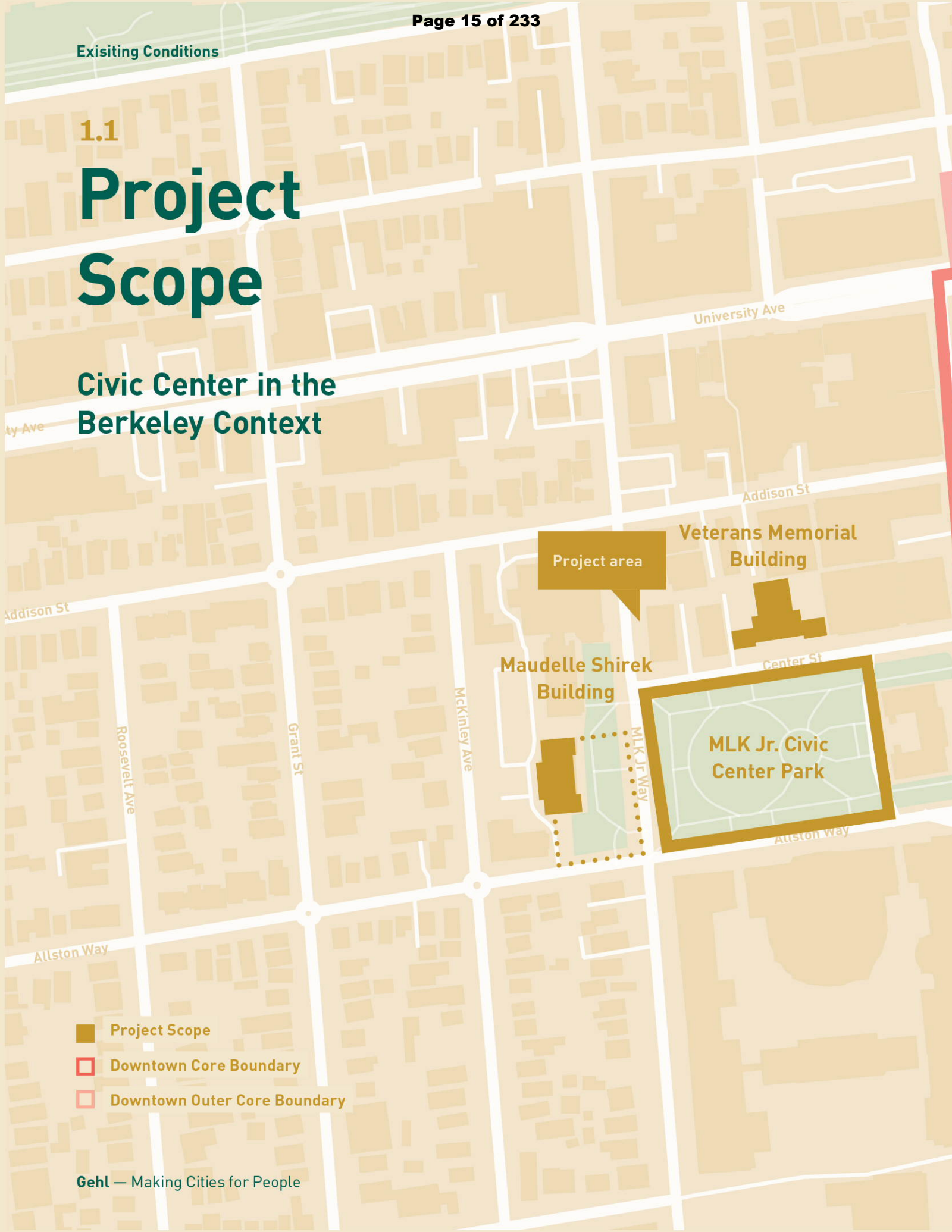
The Vision Project addresses planning, development, historic preservation, transportation, and arts programming issues, and has seen involvement from Landmarks, Parks, Public Works and Civic Arts Commissions. Other important bodies — such as Berkeley Unified School District, and local stakeholders — such as the Ecology Center, YMCA, the Berkeley Historical Society, existing tenants, including the Veterans organizations themselves and local Arts organizations, have been engaged with *(see chapter 2)* and have informed the shaping of the Vision and Implementation Plan.

Existing Conditions

1.1

Project Scope

Civic Center in the Berkeley Context



- Project Scope
- Downtown Core Boundary
- Downtown Outer Core Boundary

Berkeley Downtown
Outer Core

Berkeley
Downtown Core



BART

Shattuck Ave

Addison St

Center St

Allston Way

Oxford St

Frank Schlessinger Way

University of
California
Berkeley

Berkeley Downtown
Outer Core

Bancroft Way

Bancroft Way

1.1

Project Timeline

Where are we in the process?



2019 2020

SEP — OCT — NOV — DEC — JAN — FEB — MAR —

Tour

PSPL

Historic Structures Research

Concept Design

TAC

TAC

Community Meeting

Community Meeting

SSC

SSC

City Council

Tour

Focus group interviews

Draft Report

Historic Structure Reports

■ Research / Design

■ Engagement

■ Deliverables

TAC= Technical Advisory Committee

SSC= Super Subcommittee of the Commissions (Including: T1 Public Works, Parks Recreation & Waterfront, Landmarks, and Civic Arts)

PSPL= Public Space and Public Life studies

Design Concepts

MAR APR MAY JUN JUL AUG SEP

TAC Community Meeting

SSC

City Council

Website

Final Draft

Final Report

1.2

Site Assessment

Although surrounded by varied architecture, just a block away from the bustling BART Plaza and with great views up Center Street into campus, Civic Center is a challenging public space.

Issues summary

- 2180 Milvia — the only building in the park — turns its back to the park (opens up to a parking lot)
- Blank façades surround the park
- Central lawn is often too wet to sit on, few public benches
- Certain groups, although small in number, negatively impact the sense of security
- Lack of good night lighting
- Lack of sense of safety
- Lack of maintenance and lots of litter
- No food or beverage offer
- Play provision is inadequate
- Restrooms are inadequate
- Shaded and dark spaces around the main seating areas (near fountain)
- The green is too large and empty
- The main buildings don't have a ground floor that opens onto the street or the park

- The park's pedestrian paths compete with the sidewalks
- There is extensive on-street parking
- Traffic dominated environment of surrounding streets

Opportunities summary

- 3,000 students at Berkeley High School daily
- Center Street connects the BART to the Park — opportunity to create a terminus
- Further green and landscape
- High quality buildings
- Large residential community to the west
- Location adjacent to Arts District
- On the edge of but also part of downtown
- Opportunity to remove parking and traffic on Center and Allston Streets
- Provide food and beverage in the park
- Re-orient facades toward the park, potentially subdividing interior spaces for various tenants to have a front-door onto the park and providing multiple entry points to buildings
- Walking distance to public transit

Berkeley Civic Center

Protection

Got to have these ...



Feeling safe - protection against traffic & accidents



Feeling secure - protection against crime & violence



Protection against unpleasant sensory experiences

Comfort

... without these no one will stay



Opportunities to walk/cycle



Opportunities to stop & stay



Opportunities to sit



Opportunities to see



Opportunities to talk & listen



Opportunities for play & exercise

Delight

These make the difference between good & great places



Dimensioned at a human-scale



Opportunities to enjoy the positive aspects of climate



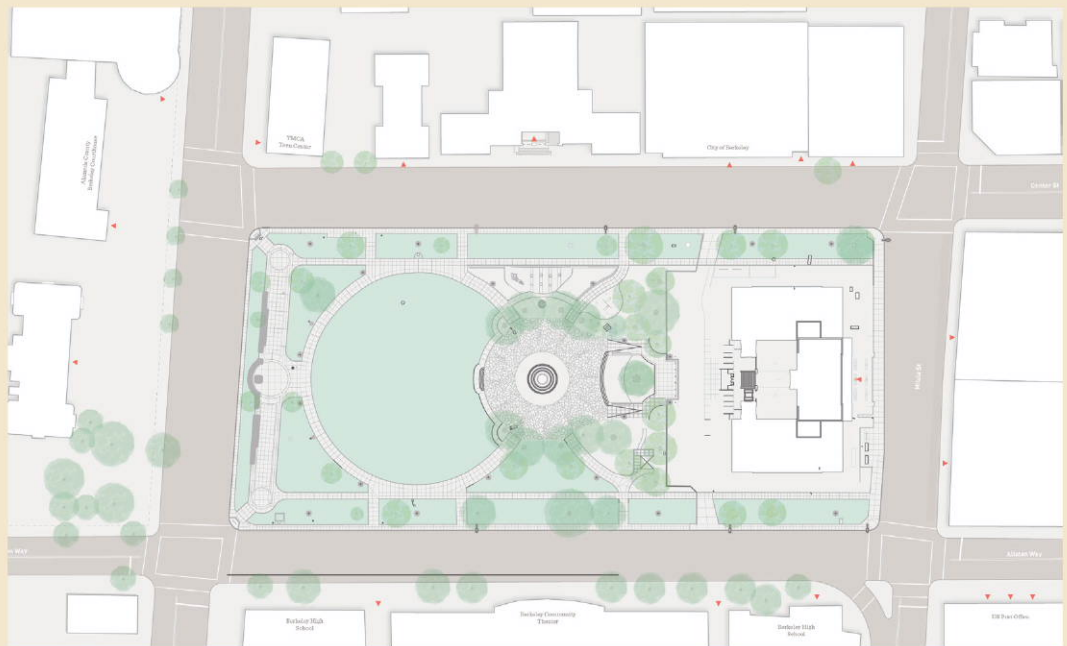
Aesthetic qualities and positive sensory experience

12 Quality Criteria

Berkeley's Civic Center was assessed using the Twelve Quality Criteria, a Gehl tool for researching how public spaces are experienced by their users. The tool was used to evaluate whether different features of the public space are protective, comfortable and enjoyable for people spending time there.

← 12 Quality Criteria Civic Center Assessment

Civic Center, Existing Conditions →



1.2.1

An overview*

Historic Structures

Rehabilitation of Historic Structures

**For a more detailed look at the historical context, please refer to the Historic Structure Reports in the appendix.*

An implementable vision plan for the Berkeley Civic Center should be firmly rooted in an understanding of not only its current configuration and uses, but also its past context, associated important persons and pivotal events which have influenced the design and development of Berkeley's premier civic space. To that end, the project team has completed a historic structure report for both City Hall (Maudelle Shirek Building) and the Veterans Memorial Building. Additionally, a Historic Landscape Analysis has been completed for Martin Luther King Jr. Civic Center Park.

The two Historic Structures Reports include a historical narrative, building and site descriptions, chronology of development and use, identification of character-defining features, integrity analysis, conditions assessment, and treatment recommendations. The Historic

Landscape Analysis includes identification of character-defining features, chronology of development and change, conditions assessment, and treatment recommendations. These documents are intended to help guide and inform future projects at both buildings and future improvements to the park.

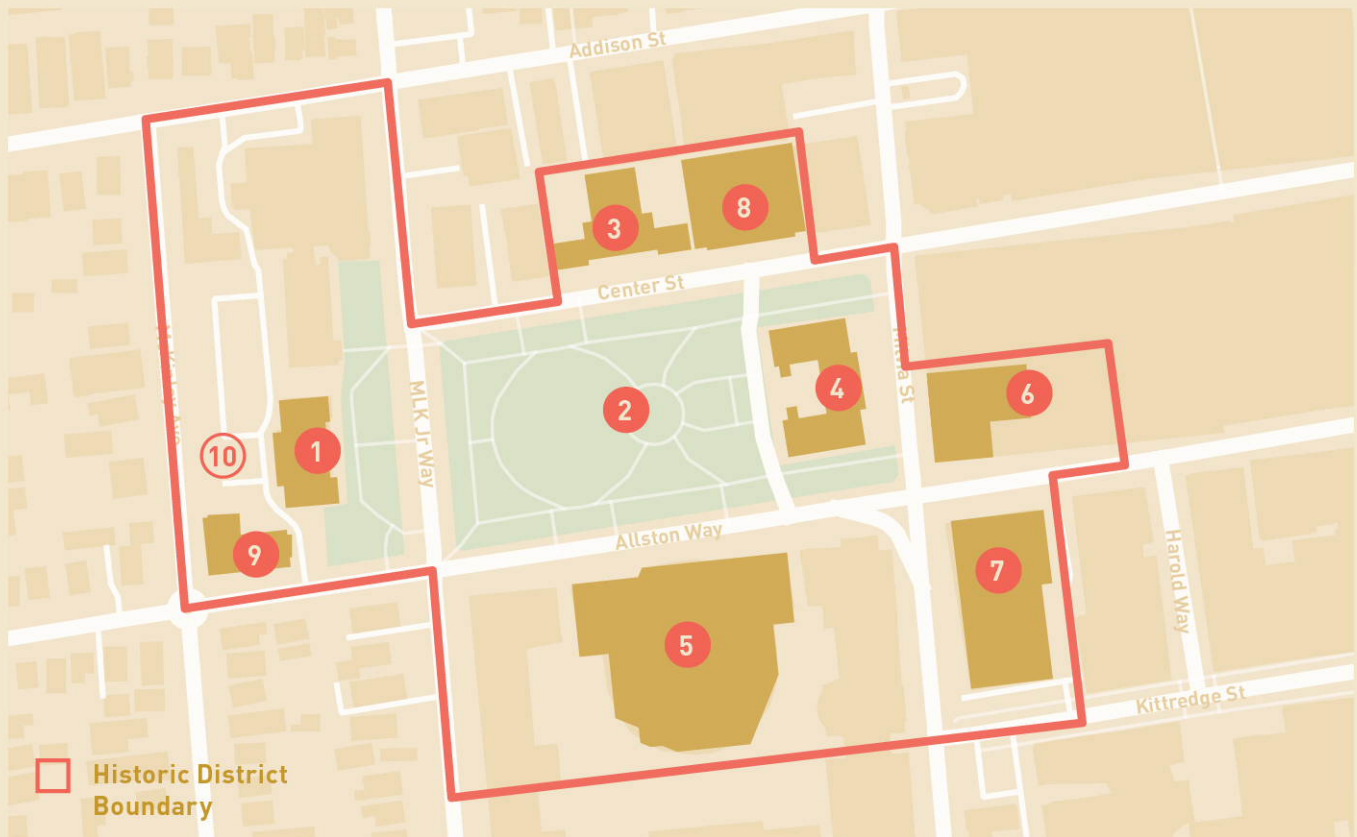
The Berkeley Civic Center Historic District was listed on the National Register of Historic Places in 1998 and is also a City of Berkeley designated Landmark District. The Civic Center Park and nine nearby buildings, including City Hall and the Veterans Building, are contributing resources to the historic district. These resources, when considered collectively, create a distinct sense of place; each resource valued for a different historical association and contribution to the district and to Berkeley as a whole.

Additionally, City Hall is recognized as individual City Landmark #7 (1975) and the Veterans Memorial Building is individual City Landmark #89 (1985). Civic Center Park is included in the Historic District (Landmark #208, 1998), but is not individually designated.

It is important to remember that any proposed changes to these resources are subject to compliance with The Secretary of Interior Standards for the Treatment of Historic Properties and are under the purview of the Berkeley Landmark Preservation Commission (LPC). In addition, should any Federal funding be secured, any project that makes use of those monies, would be subject to review under Section 106 of the National Historic Preservation Act.

- 1 Maudelle Shirek Building
- 2 Martin Luther King Jr Civic Center Park
- 3 The Veterans Memorial Building
- 4 The Federal Land Bank Building/ Martin Luther King Jr. Civic Center Building
- 5 Berkeley Community Theater
- 6 Young Men's Christian Association Building
- 7 United States Post Office
- 8 State Farm Insurance Companies Building
- 9 City Hall Annex
- 10 Hall of Justice (*demolished*)

↓ Civic Center Historic Resources



Existing Conditions

Maudelle Shirek Building, (aka) Old City Hall

The Maudelle Shirek Building, also known as Old City Hall, is a local and national landmark constructed in 1906, has an architectural grandeur and prime location at Civic Center Park that commands a use that is commensurate with the building's significance. The building contains several character-defining features, including the main entry hall and central spiral staircase, that must be retained. The north and south wings on the main and upper floors, however, have been heavily renovated over time and offer large open spaces that may be rehabilitated to accommodate any number of uses. The parking lot to the building's south offers an ideal location for an addition.

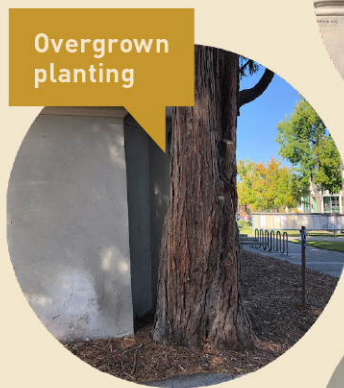
The building's original main formal entry is raised 11 feet above grade, posing a challenge, but not an insurmountable one, for universal access. A number of additional building material surveys, including ones for water intrusion and roof slab condition, must be completed to understand the full extent of repair required for the reuse of this building.



Inappropriate
building material



Deferred
maintenance



Overgrown
planting



Damage

Veterans Memorial Building

The Veterans Memorial Building retains a remarkable amount of original interior building materials and decorative finishes that require careful conservation. The primary character-defining space, and heart of the building, is the auditorium, offering a highly sought-after mid-size performance space. The large rooms in the wings of the main and upper floors offer additional space for gathering, performance or practice. The first and second floors should remain in their historical configuration, while the basement could be divided into smaller spaces. The courtyards to the north and south of the auditorium and the roof present potential locations for additions or public outdoor space. The largest and most expensive challenge to rehabilitating this building is a seismic retrofit, a result of the building's unique combination of construction types, concrete and wood. Significant water damage at the north and south stairways must also be immediately addressed to ensure the building's future reuse.



The building **INTERIOR** shows signs of excessive water damage



The building **EXTERIOR** has consistent cracking and staining



Seismic Upgrade

Both Old City Hall and the Veterans Memorial Building were constructed prior to any comprehensive seismic building standards and must be seismically retrofitted. Two options have been considered for each building;

A **Basic Performance Objective for Existing Buildings (BPOE)** scheme is built to code and allows safe egress from the building and prevents the building from collapse during a seismic event, however, the building may incur damages that are exceedingly expensive to repair.

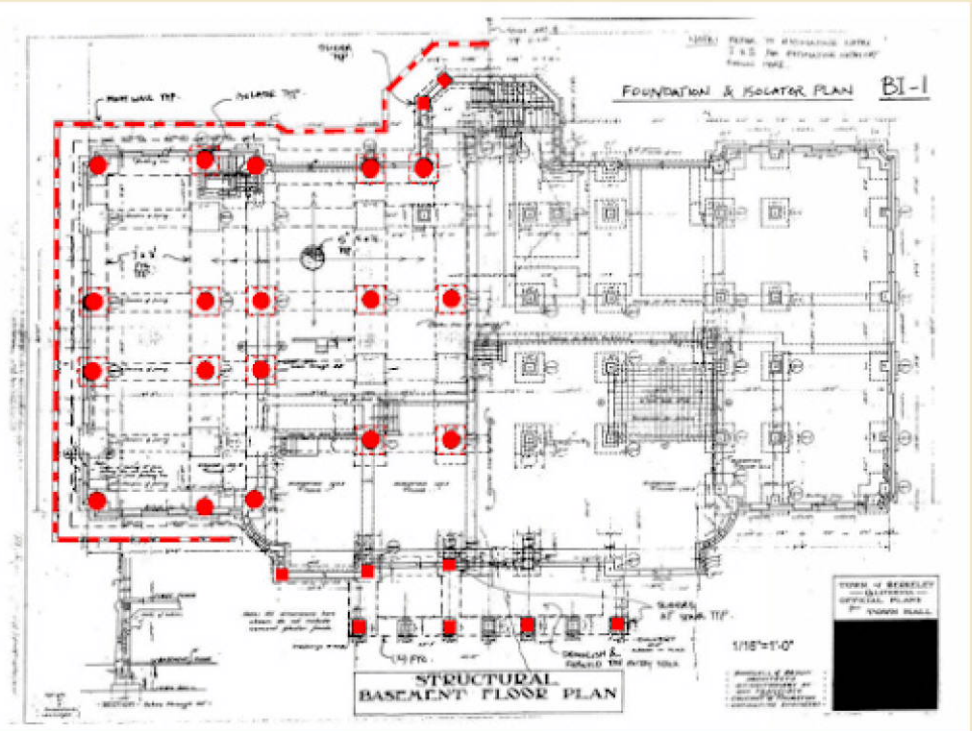
An **Immediate Occupancy (IO)** scheme allows safe egress and provides enhanced protection to the building such that it could be reoccupied almost immediately following a seismic event.

A BPOE retrofit scheme is very common for existing buildings and can accommodate any number of building uses. An IO scheme is typically undertaken for buildings that house “essential services,” such as hospitals and emergency services, that must remain open in the case of community crisis.



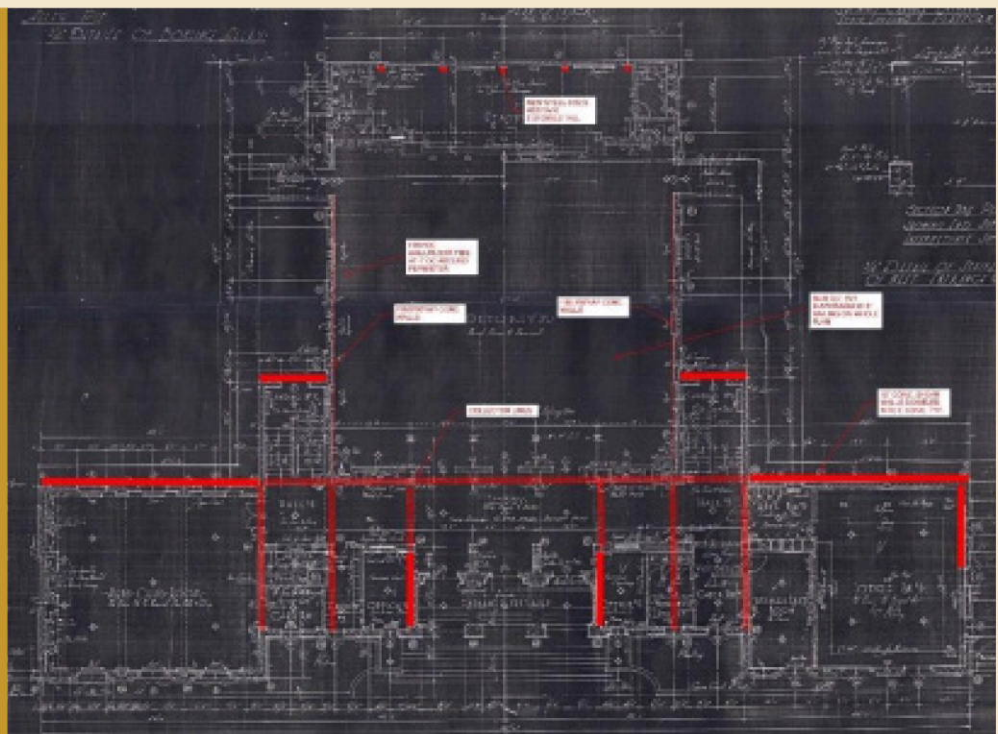
Maudelle Shirek Building, Old City Hall

Preferred Seismic Upgrade: IO (Enhanced) →



Veterans Memorial Building

Preferred Seismic Upgrade: BPOE (Code) →

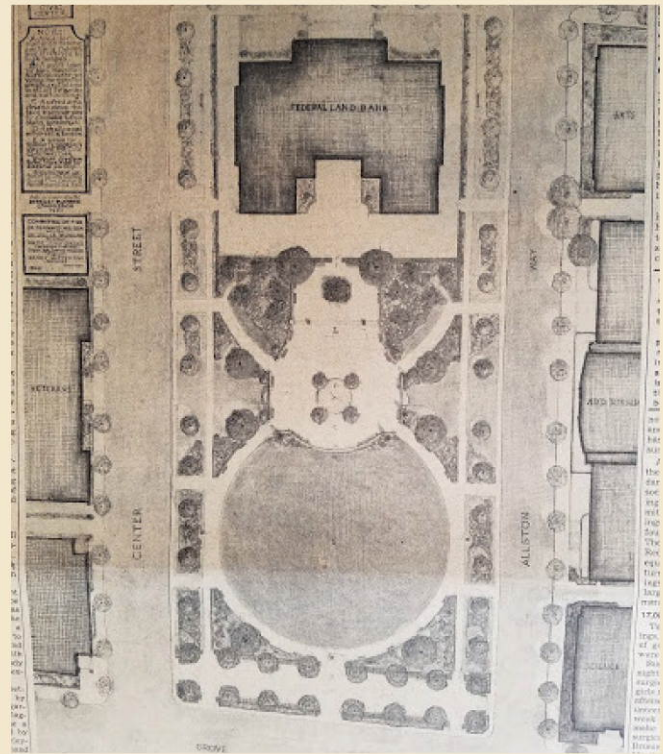


Reference: Seismic Evaluation report by IDA Structural Engineers, April 2019

Martin Luther King Jr. Civic Center Park

As a contributing resource to the Berkeley Civic Center National Register District, the Martin Luther King Junior Civic Center Park is afforded a high level of protection by the State Office of Historic Preservation. Any proposed revisions to the Park are subject to review and approval through local and state approval processes. The Historic Landscape Assessment (*See Appendix*) was written in accordance with The Secretary of the Interior's Standards for the Treatment of Historic Properties and the Guidelines for the Treatment of Cultural Landscapes. The treatment recommendations are consistent with these standards. Each states a preferred approach per preservation best practices, acknowledging that while some proposed alterations may be more strident than recommended, they are worthy of consideration given the City's goals for the Park and its future.

The City of Berkeley has challenged the design team to imagine schemes that push the limits of the existing Civic Center District, schemes that are



justified by a collective desire for change. Through an extensive outreach effort, the design team has accumulated input from many residents, user groups, organizations, City department and agency representatives, and elected and appointed officials within the City of Berkeley. The collected evidence speaks to both the lost potential of the Park and the desire to see it brought back to life through physical and programmatic interventions.

Most agree that the Civic Center Park has functioned significantly below its potential for quite some time. Several design elements of the Park, including the indirect circulation paths, the oversized central lawn, and the shady fountain terrace, act as deterrents to would-be Park users. A lack of

cleanliness and maintenance to the Park, its plantings and physical urban fabric, the non-functional fountain, and the removal of places for seating also contribute an uninviting Park experience. Given the public underutilization of the Park by most residents except during planned events or high school lunch times, the most visible users are unhoused individuals who have come to regard the Park as their home, which has regrettably changed the community's perception of the Park.

It is unclear how aware Berkeley residents are of this Park's status as a historic landmark and perhaps an awareness of the role the Park has played in the City's history would shift public opinion and help grow a deeper appreciation for it as a place. Civic Center Park, and indeed the entirety of the Civic Center Historic District, is awaiting its next act. A careful balance between



↑ Civic Center Park viewed from 2180 Milvia Street in 2019

preservation principles and powerful new design ideas is required to create a welcoming, usable and lively Park that meets the project goals and anchors the historical Park in the lives and hearts of Berkeley for generations to come.

We encourage and welcome a healthy conversation about respect for history and the vitality of new ideas. This is a crucial next step. Let's dive in!

For a more detailed look at the historical context, please refer to Appendix.



↑ Civic Center Park viewed from 2180 Milvia Street in the 1940s

1.2.2

Policy Context

The Civic Center Area Vision Plan considers the general Civic Center Area and focuses specifically on the Veterans Memorial Building, Maudelle Shirek Building, and Martin Luther King (MLK) Jr. Civic Center Park. Guiding planning documents include:

- Berkeley's General Plan (2002)
- The Downtown Area Plan & EIR (2012)
- The Street & Open Space Improvement Plan (2012)
- The Downtown Design Guidelines,
- Berkeley's Pedestrian Master Plan (2010)
- Berkeley's Bicycle Plan (2017)
- Berkeley Municipal Code (BMC updated through 2020).

Overarching Themes

A review of policies in the guiding policy documents reveals common high-level aspirations distilled here as overarching themes.

Community Participation

Berkeley's General Plan's underscores the importance of community participation in

decisions relating to land use, community character, and open space.

Government, Education & Culture

The General Plan and the Downtown Area Plan (DAP) recognize the Civic Center as a valuable opportunity to bring together complementary government, education and cultural uses.

(Figure 1.1) Allowable Uses & Development Standards →

The Civic Center Zoning Overlay District (2014) reserves the area for community-oriented activities and uses and encompasses the Veterans Memorial Building, Maudelle Shirek Building, and MLK Jr. Civic Center Park. Construction on the Veterans Memorial and Maudelle Shirek sites would also need to conform with underlying development standards for the "C-DMU Corridor" and "Residential R-2" districts respectively.

Historic Preservation & Context-Sensitive Design

The DAP calls for conservation of district subareas with strong historic identity, while encouraging context-sensitive design to allow for changes to the built environment over time.

Pedestrian Priority

When considering Civic Center Area improvements, vehicular traffic should be calmed and pedestrian-friendly environments should take priority.

An Inclusive Vibrant Place

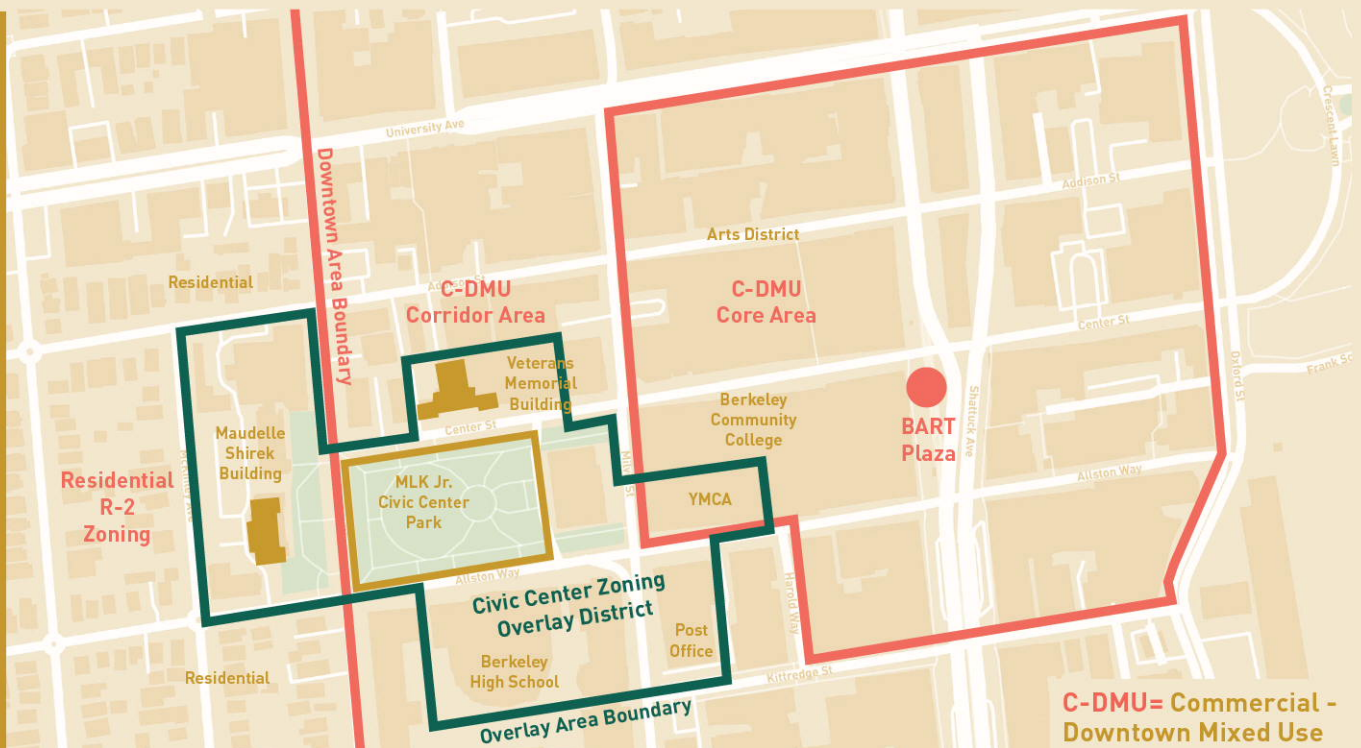
Multiple planning documents cite the Downtown and Civic Center Area as the “heart of Berkeley” to be enjoyed by everyone in the community, regardless of age or ability.

Civic, Cultural, Educational & Community Uses

Adopted policies and regulations emphasize community-oriented uses in the Civic Center Area. Berkeley’s 2002 General Plan Policy Land Use Number 22 (LU-22) stipulates:

Maintain the Civic Center as a cohesively designed, well-maintained, and secure place for community activities, cultural & educational uses, and essential civic functions & facilities.

The DAP Policy Land Use Number 1.4 underscores that the importance of civic uses to the area. For example government, education and recreation uses and community and social service functions are made more accessible to



Existing Conditions

all given superior transit access and the central location within the city.

The Veterans Memorial Building, Maudelle Shirek Building, and Civic Center Park are within Berkeley's "Civic Center District Overlay" area and subject to a 50-foot height limit and restrictions on use (BMC Chapter 23E.98). The Overlay District was established in 2014 to preserve and promote the area as a place of cultural heritage, historic preservation, civic and community activity, and cultural and education uses. Overlay District boundaries and allowable uses are noted in Figure 1.1 and below.

Uses Permitted in Civic Center Overlay District (BMC Chapter 23E.98.030)

- Libraries
- Judicial Courts
- Museums
- Parks and Playgrounds
- Public Safety and Emergency Services
- Government Agencies and Institutions
- Public Schools / Educational Facilities
- Non-Profit Cultural, Arts, Environmental, Community Service, and Historical Organizations
- Live Performance Theatre
- Public Market

East of Martin Luther King (MLK) Jr. Way, most of the Overlay District falls within the Downtown Area Plan (DAP) boundary and C-DMU Downtown Mixed Use District (BMC Chapter 23E.68). Unless superseded by the Civic Center Overlay District, improvements east of MLK Jr. Way must conform to DAP policies and C-DMU "Buffer Area" regulations.

West of Martin Luther King (MLK) Jr. Way, the Maudelle Shirek Building conforms with Overlay District provisions but is otherwise a non-conforming use within Berkeley's "R-2 Restricted Two-Family Residential District" (BMC Chapter 23D.28).

Circulation Improvements →

Existing and planned pedestrian and bicycle circulation improvements include: MLK Jr. Way signal & crosswalk improvements at Center Street and Allston Way (connecting west), separated bike-way improvements along Milvia (connecting north/south), and landscape & pedestrian amenities along Center Street & Allston Way (connecting east).

Martin Luther King Jr. Civic Center Park

While MLK Jr. Civic Center Park occupies a central place in Berkeley, the Downtown Street & Open Space Improvement Plan (SOSIP) did not address the design of or funding of MLK Jr. Civic Center Park improvements. Comprehensive planning for Civic Center Park has not been undertaken since the 1990s. Only general guidance is provided by the Open Space Element of Berkeley’s General Plan (2002) to:

involve the community in “every aspect” of park design (Policy OS-5),

give high priority to disadvantaged and underserved populations (Policy OS-7), and

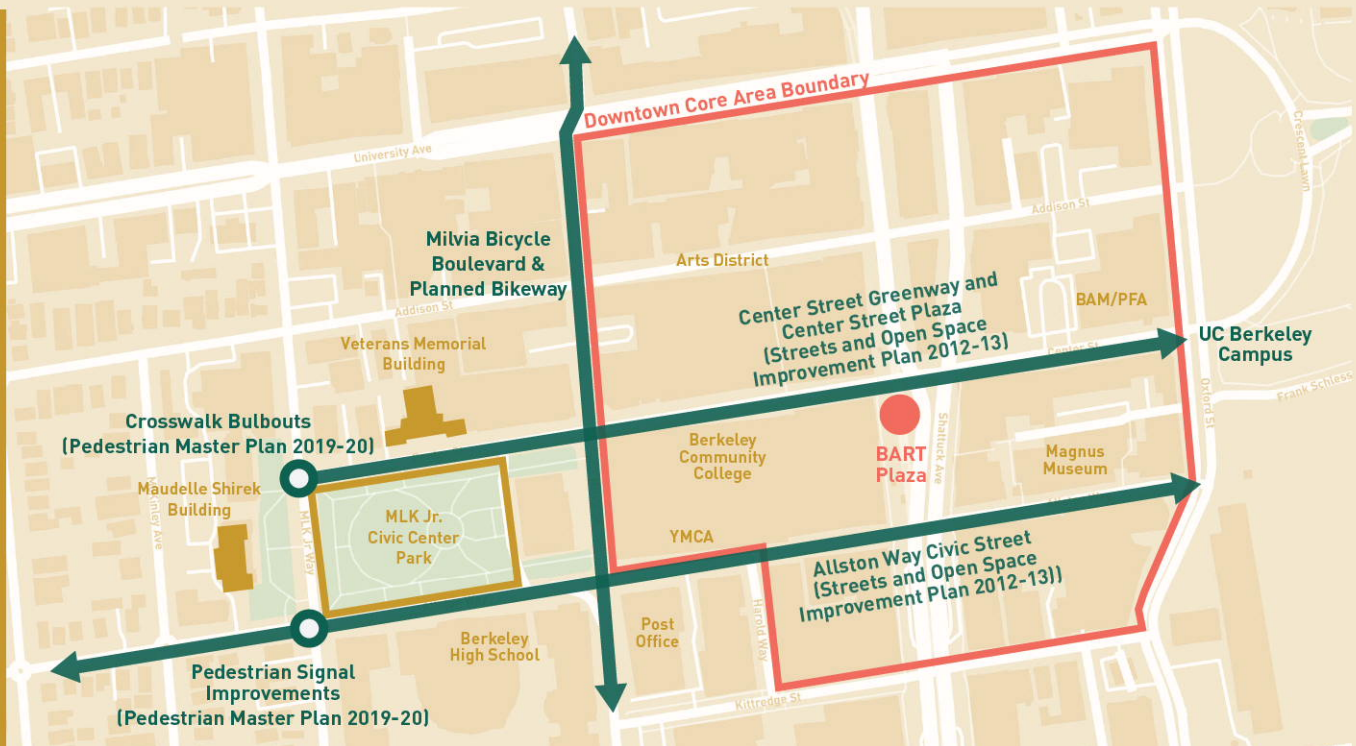
prioritize limited fiscal resources to maintaining and improving existing open space and recreation facilities.

Circulation Improvements

Berkeley’s General Plan, DAP, and SOSIP emphasize pedestrian-friendly environments, bicycle connectivity, and traffic calming. The DAP states explicitly to “give pedestrians priority,” and the General Plan says to consider

the partial or complete closure of Center Street to promote pedestrian ... vitality and enhance Civic Center Park use and appearance. (Policy LU-20)

Regarding Center Street, the SOSIP says:



Existing Conditions

Create a continuous green corridor and pedestrian connection between Civic Center Park, BART and Center Street Plaza. (Policy OS-1.6)

Allston Way also connects to BART and Shattuck Avenue, and is one of few streets that extends without interruption from West Berkeley to UC Berkeley. While Allston's narrow right-of-way limits options, SOSIP says Allston should become a "civic street" that uses light standards, paving, and other special features to make Allston more recognizable and to support pedestrian activity (OS-1.15). Additionally, Allston is a principal point of entry to Berkeley High School, and is a major automobile drop-off zone and place of students coming and going. In 2014, permeable brick pavers were installed on Allston from MLK Jr. Way to Milvia Street to capture urban run-off (stormwater carrying oil and other street related pollutants) and calm traffic.

The Milvia Bicycle Boulevard is an important bicycle facility that connects to North and South Berkeley. Milvia is slated for improvement from being a bicycle route (where bikes mix with traffic north of Allston) to having a "bike track" (separated from traffic) for its entirety in Downtown.

Environmental Sustainability

The Downtown Area Plan promotes buildings, streets and open space that model best practices for sustainability (Goal ES-2). Relevant to the Civic Center,

DAP calls for sustainability by calling for:

- *re-use of buildings or portions of buildings (ES-4.1),*
- *green (LEED Gold or equivalent) building performance (ES-4.1-4.9),*
- *giving priority to pedestrians over vehicles (ES-3.5), and*
- *green streets and green infrastructure (ES-3.2 & ES-5.1-5.3).*

Building Re-Use & Context-Sensitive Design

Alterations to and new construction associated with the Veterans Memorial Building, Maudelle Shirek Building, and MLK Jr. Civic Center Park will be subject to design review by the Landmarks Preservation Commission, which will implement DAP policies including:

Preserve historic buildings and sites of Downtown, and provide where appropriate for their adaptive reuse and/or intensification. (LU-1.1)
Encourage continuity and harmony

Center Street Greenway Connection →

Center Street connects the Civic Center area to BART, Shattuck businesses, Berkeley Community College, and UC Berkeley's campus. Berkeley's Downtown Street & Open Space Improvement Plan illustrates how landscape improvements and pedestrian amenities might be added to Center to better integrate the Civic Center area with the rest of Downtown.

between old and new construction ...[such as through] materials, cadence/modulation, color, fenestration & entry patterns, cornice lines, massing, roof form, building “build-to lines,” and other architectural devices. (HD-3.1) [R]ecruit a community-serving use for [the Veterans Memorial Building’s] main floor. (LU-1.4)

DAP policies and BMC zoning regulations do not require that historic building re-use and intensification provide the same amount of on-site parking and open space as new construction.

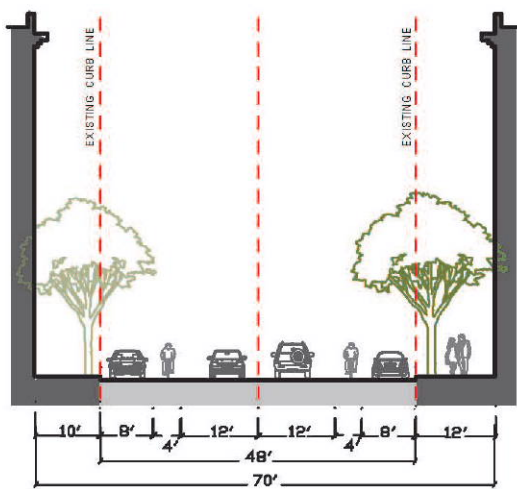
The Veterans Memorial Building and MLK Civic Center Park are in the Commercial – Downtown Mixed Use (C-DMU) zoning district which comes with the following pertinent parking requirements; only substantial net additional floor area would

be subject to parking requirements. If net new floor area exceeds the existing floor area, plus 1,000 square feet or up to 25% of existing floor area whichever is less, the parking requirement can be modified with a Use Permit because the building is within one-third mile of BART and within one-quarter mile of a publicly-accessible parking facility. Alternatively, a fee may be paid in lieu of required parking on-site.

The Maudelle Shirek building lies within the Restricted Two-Family Residential (R-2). For development on the Maudelle Shirek parcel, R-2 explicit off-street parking requirements are limited to: dwellings, community care facilities, libraries, and rooming houses. The Zoning Adjustment Board is to determine on-site parking requirements for all other uses, including community and civic uses envisioned by the Civic Center Vision Plan.

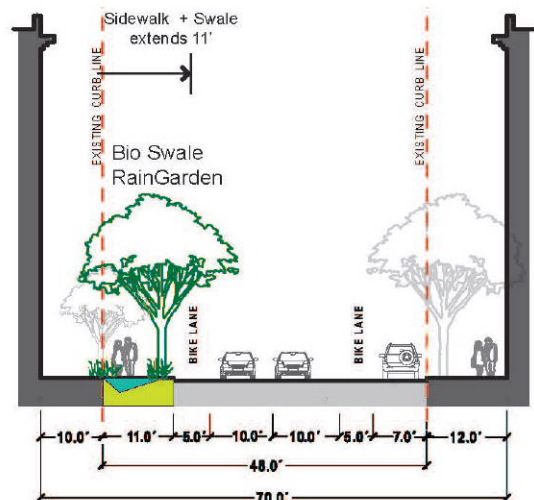
↓ Center St, Existing Condition

Source: Berkeley’s Streets and Open Space Improvement Plan (SOSIP 2012-13)

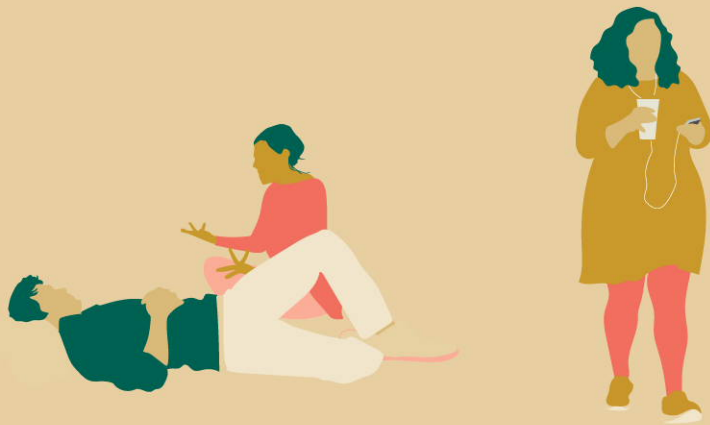


↓ Center St, Greenway Concept

Source: Berkeley’s Streets and Open Space Improvement Plan (SOSIP 2012-13)



Existing Conditions



1.2.3

Public Space Public Life Study



1.2.3

Public Space, Public Life Study

A Gehl-developed method focused on putting people at the center of urban change – measure what you care about!

As a fundamental component of the site assessment, a Public Life, Public Space Study was conducted in Berkeley Civic Center to better understand how people use the space today. The daily rhythms and patterns of public life were measured and recorded as part of a people-first approach to design.

As a matter of course, all cities conduct detailed analyses of traffic and parking. Motor vehicles are ever-present in the planning process. It is unsurprising then that many plans and policies are oriented around the behavior of cars, instead of people. However, a growing number of cities now count and observe how people actually use the city, how they move through the city and what they do when they spend time there.

Measuring how people use space allows cities to optimize public space for human comfort and active mobility, allowing for holistic solutions that take all users of the public realm into account.

Why study public life?

Collecting public life data allows us to:

- Identify opportunities to increase quality of life for people
- Tell stories and make evidence-based arguments for change
- Measure and re-measure to understand and visualize the impact that our work has on people



Public Life is the social activity that takes place in everyday public spaces – on streets, in parks and plazas, and in the spaces between buildings. It's what people create together when they live their lives outside of their homes, schools, workplaces and cars.



Public Life data collected in and around Civic Center

Mode Movement Counts

Measures how many people pass through a space and by what means. These counts note whether people are moving as a pedestrian, cyclist, mobility-impaired person, or on an e-scooter/skateboard.



Age & Gender Movement Counts

Measures how many people pass through a space while also noting the age and gender representation of each person. Age and gender representation data gives us a better sense of who is using a particular space, who does not feel welcome to do so, or who is unable to access it at all. As this tool provides observational data, it will not always accurately reflect the gender identities of people in the space.



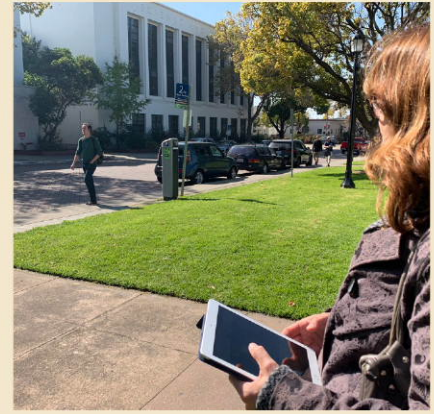
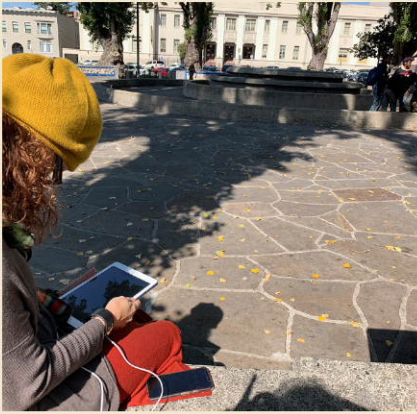
Stationary Activity Mapping

Provides insights into where people are spending time, what they are doing, and how they are occupying space. It provides a snapshot of all the activities happening in the survey area at a given time and records people's observed age and gender representation.



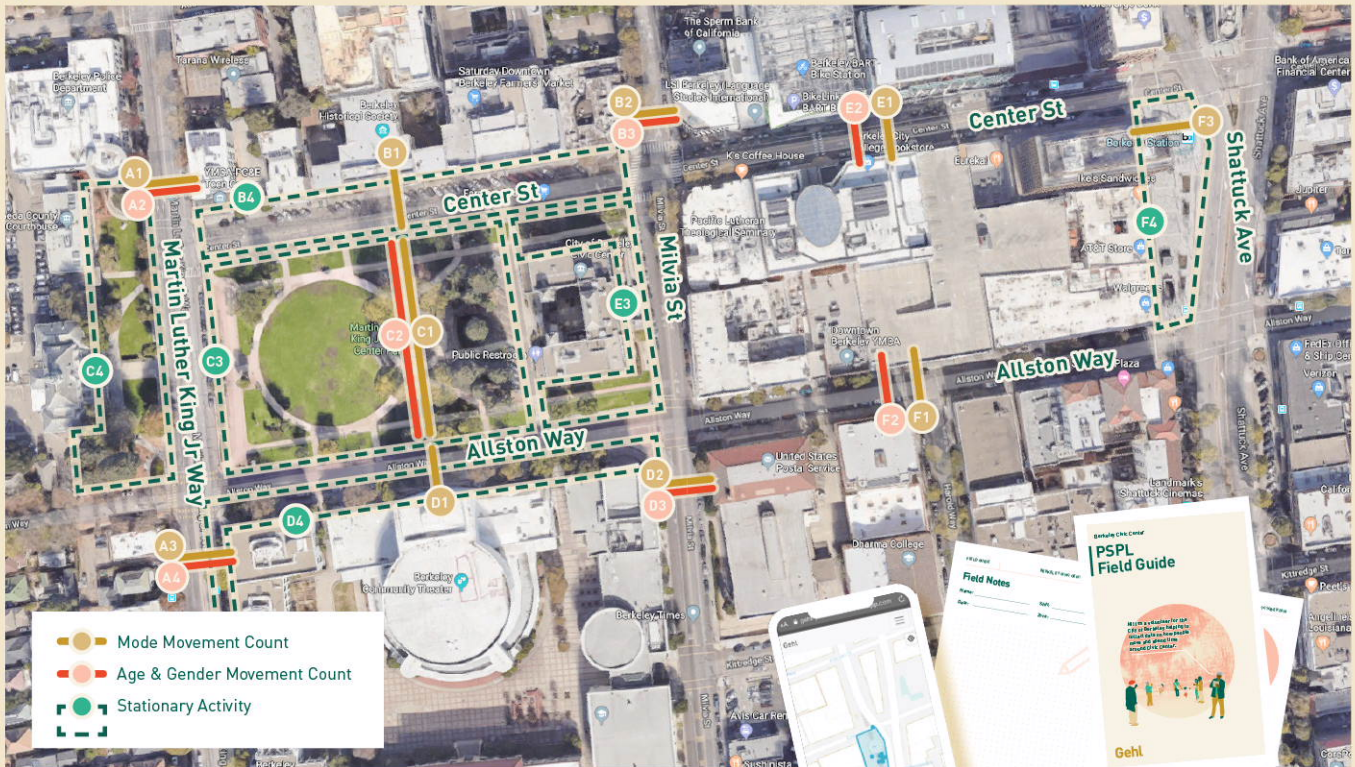
Our Survey's Guiding Questions

- What are the daily patterns of life in Civic Center?
- Who does Civic Center invite and who is missing?
- How are the surrounding buildings supporting (or hindering) Public Life?
- How is Civic Center connected to the pulse of activity on Shattuck Avenue?



The Berkeley Public Space, Public Life Survey was conducted in October 2019. The survey occurred over the course of a weekday (October 15) and weekend (October 19) and enlisted the help of 21 volunteers including local residents and university students, who surveyed on site alongside Gehl team members.

↑ Survey Volunteers



↑ Public Space, Public Life Survey
Survey locations, volunteer field guide and digital data collection platform

Public Space, Public Life Key Findings

Overall, Civic Center isn't performing so well ...

1 Civic Center is not in the center, it's on the sidelines

2 Civic Center is not a destination

3 Civic Center does not attract

4 During Farmers' Markets, there's not much spillover into the park

5 There aren't many park activities in Civic Center Park

6 A few dominant activities negatively impact the perception of safety

BUT, the right ingredients are there ...

7

Civic Center is surrounded by a high density of life and a legacy of gathering

9

With the right invitations people do want to spend time here

8

Civic Center is surrounded by public buildings awaiting their next act

10

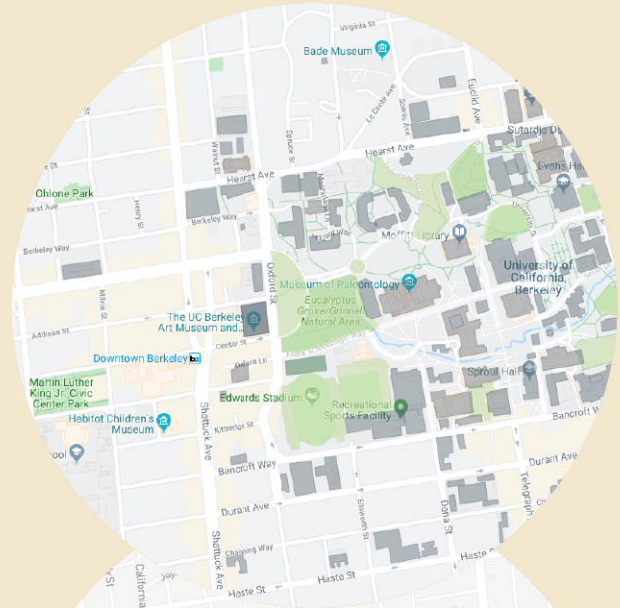
Civic Center is a multi-generational space

1 Civic Center is not in the center, it's on the sidelines

↓ UC Berkeley Campus Map
Civic Center Park just barely makes it onto UC Berkeley's map

People aren't choosing Civic Center

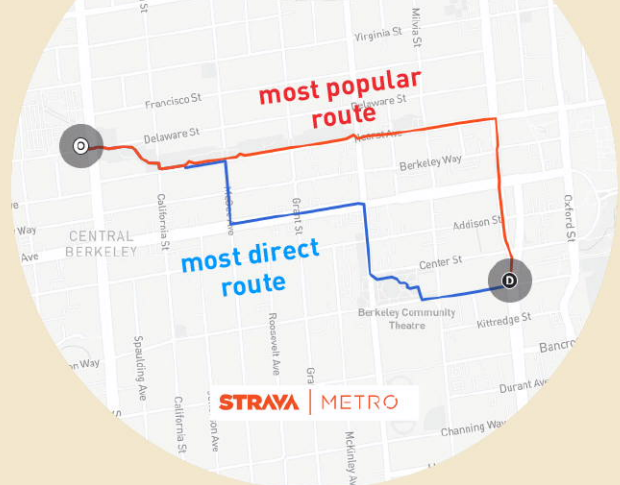
Despite the proximity to the downtown commercial core, UC Berkeley, and other major destinations, people aren't moving through Civic Center.

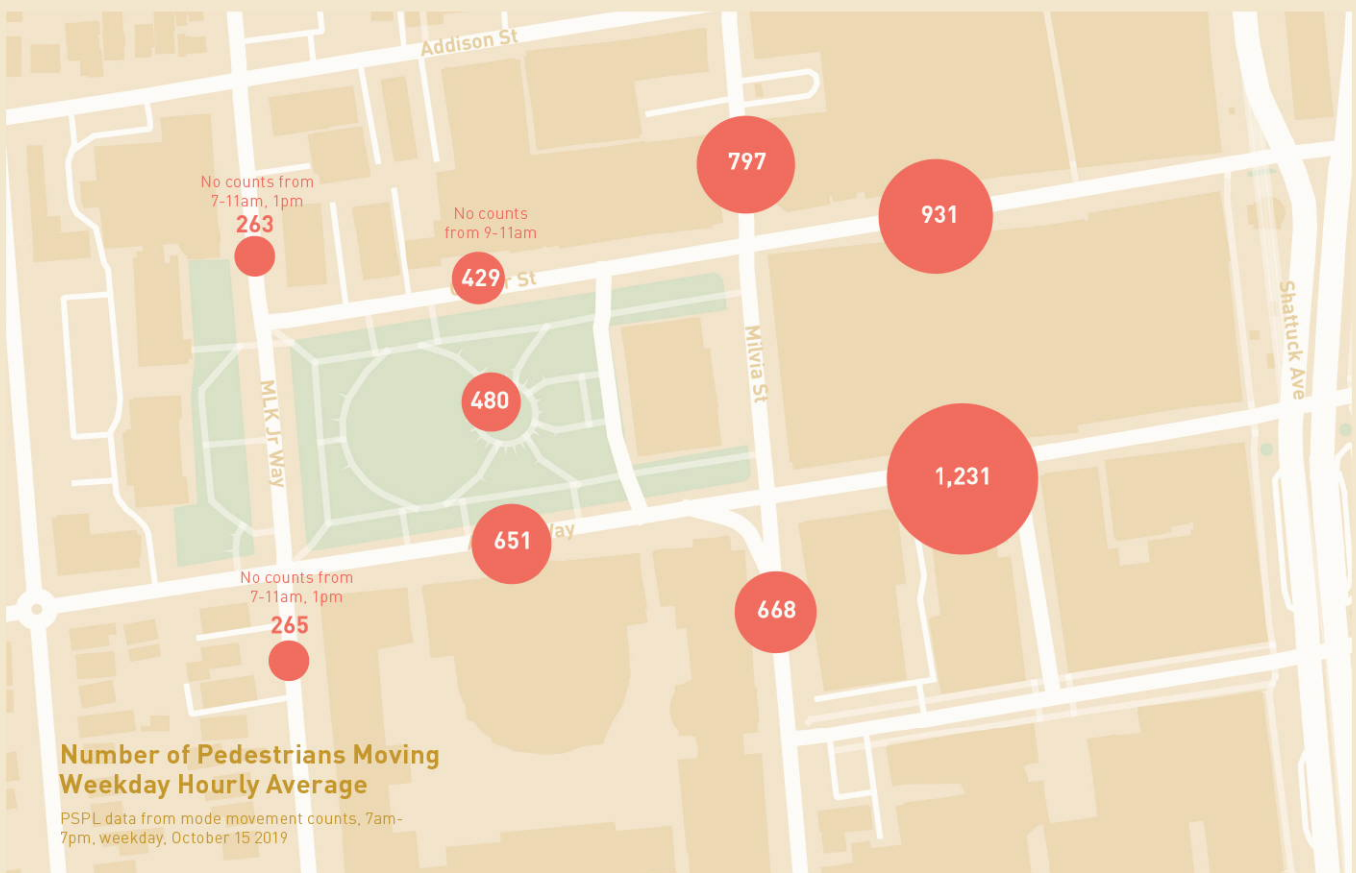
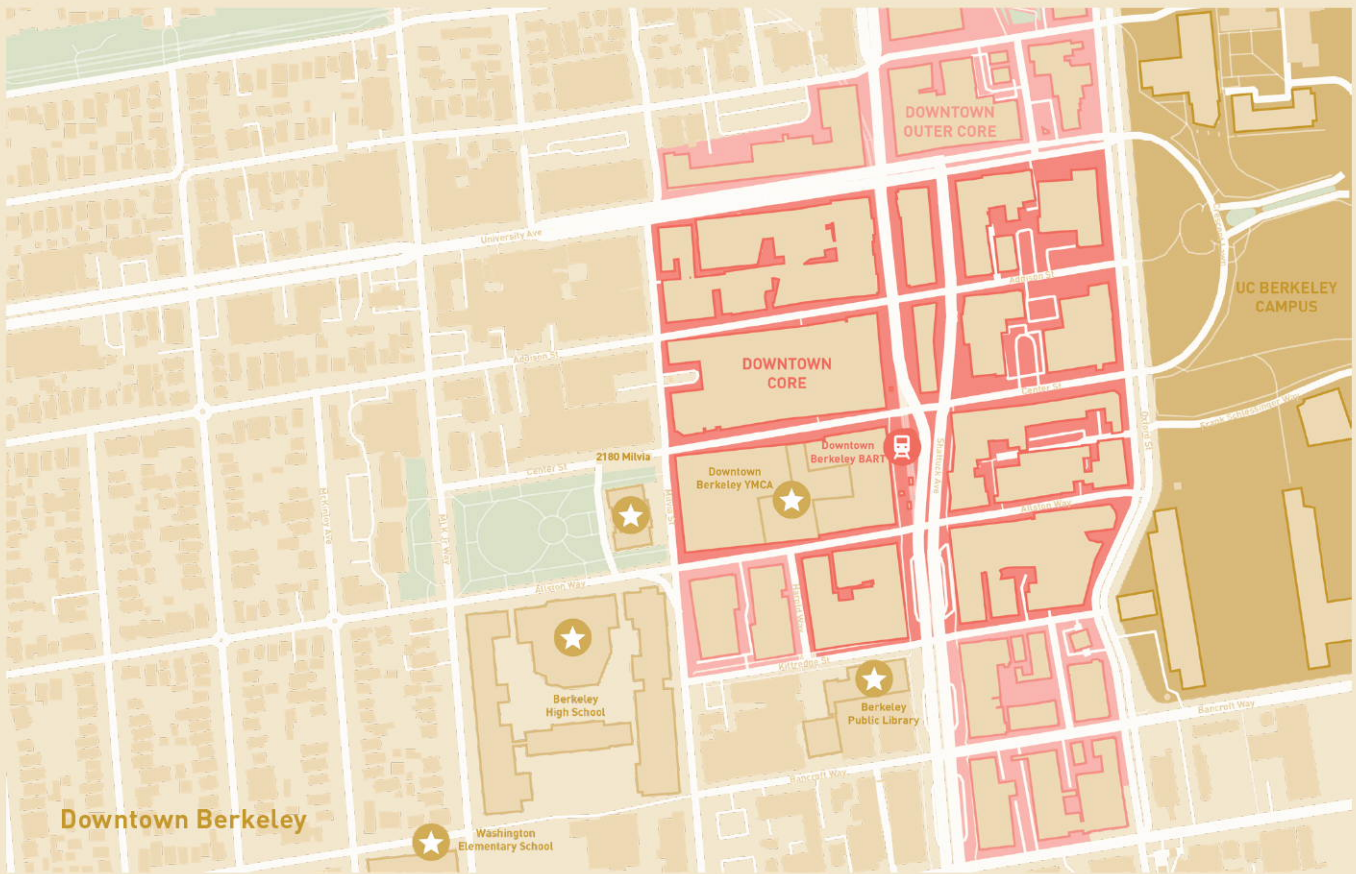


Direct vs. Popular Routes, Strava* Metro Data →

The Strava community chooses running routes that avoid Civic Center Park, even when it's the most direct route.

*Strava is a social fitness network, that is primarily used to track cycling and running exercises, using GPS data.

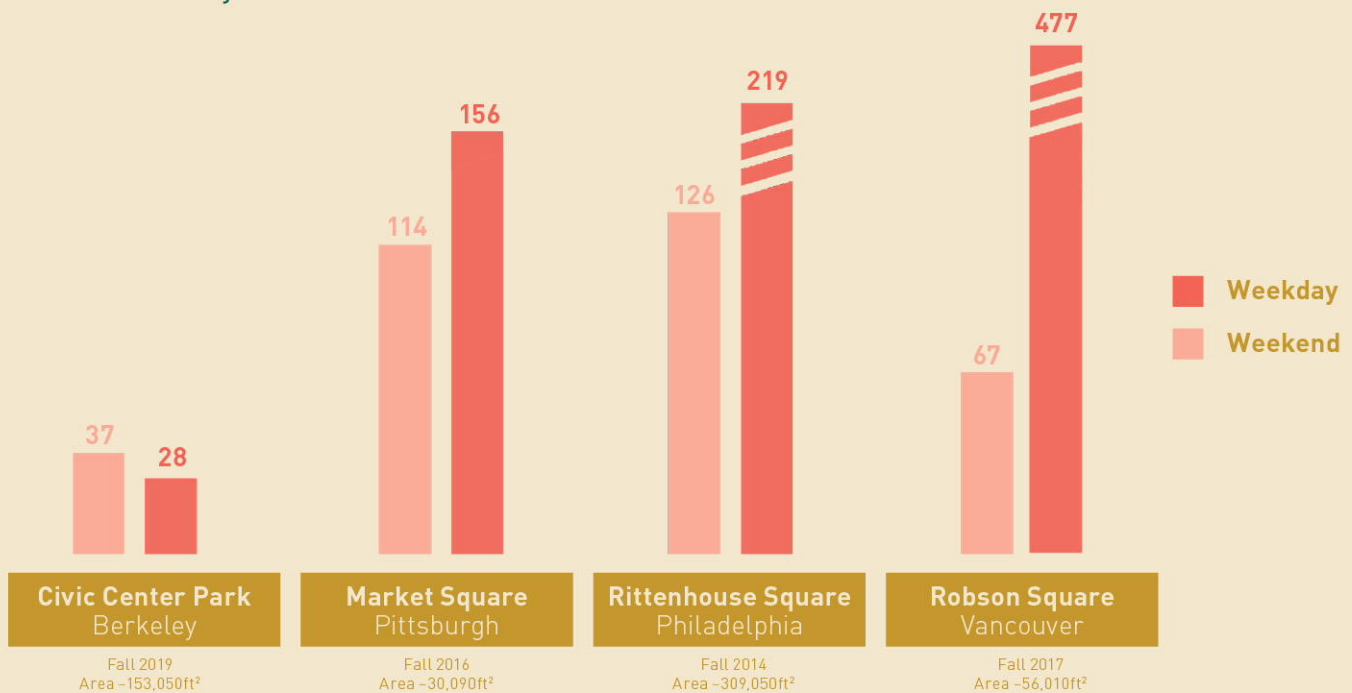




2 Civic Center is not a destination

People aren't choosing to spend time in Civic Center

Civic Center Park isn't inviting people to spend time. Especially when compared to other civic spaces and public squares, Berkeley's Civic Center is falling short of its potential to act as a center of public life and activity.



Stationary Activity, Hourly Average

PSPL data for the number of people staying in MLK Jr. Park from Stationary Mapping Activity, 7am-7pm, weekday + weekend, October 15 + 19 2019



“
It’s a general meeting place. It’s not
anyone’s turf, it’s like Switzerland.”

–Frequent Civic Center Visitor



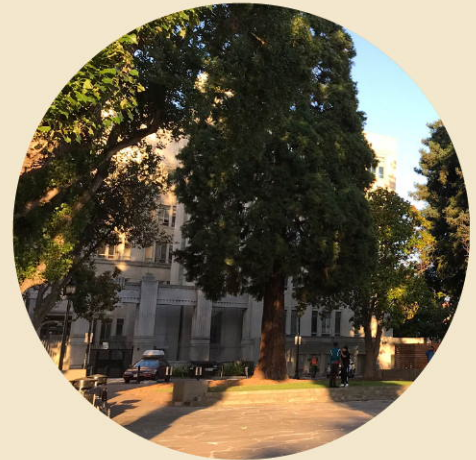
“
I just come to this park because it’s
here and right next to school, it’s
nothing special.”

–Berkeley High School Student

3 Civic Center does not attract

Monumental buildings give their backs to the park

Several buildings around the edge of Civic Center have inactive facades and treat the park as their 'back of house' with blank walls, loading entrances and exit doors facing the public space.



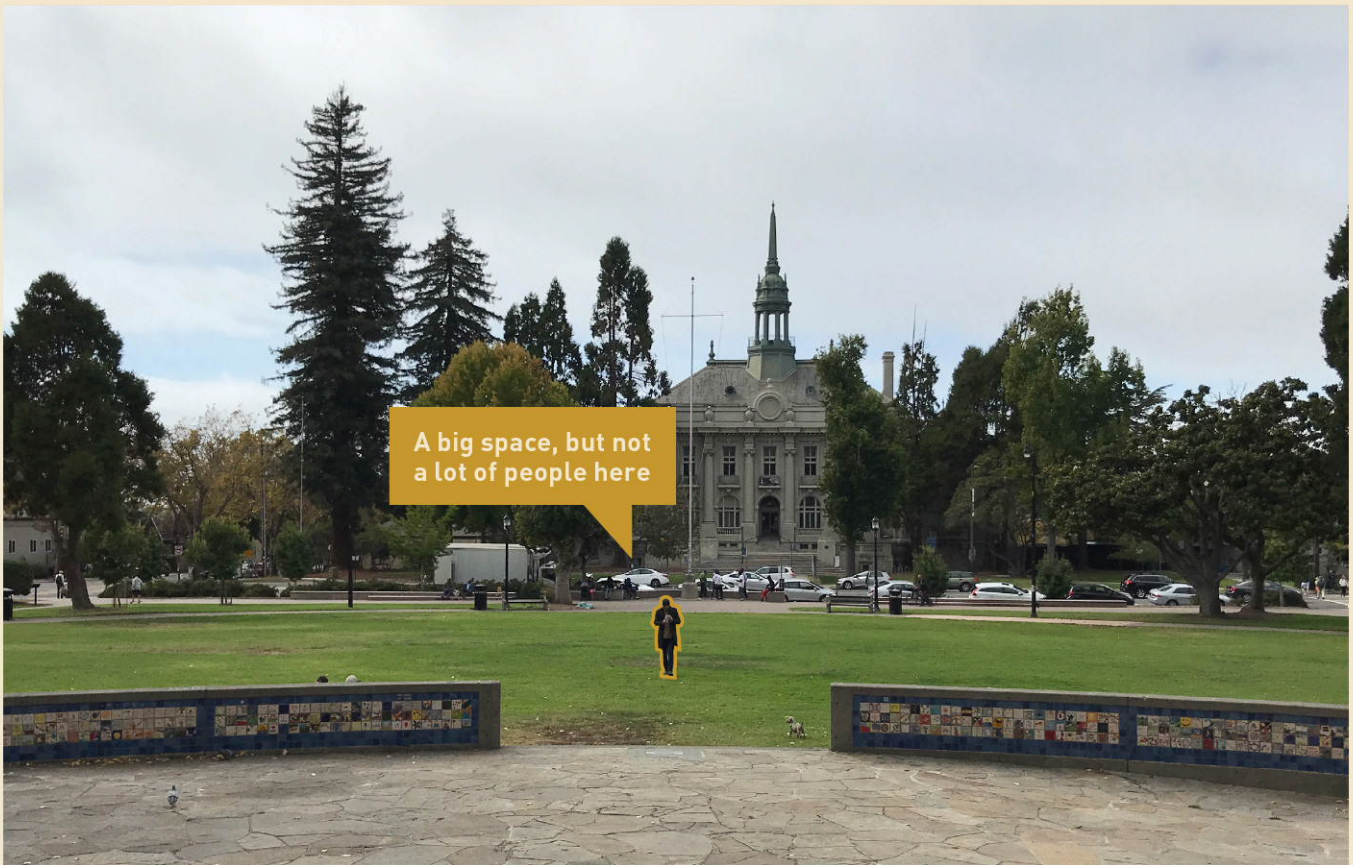
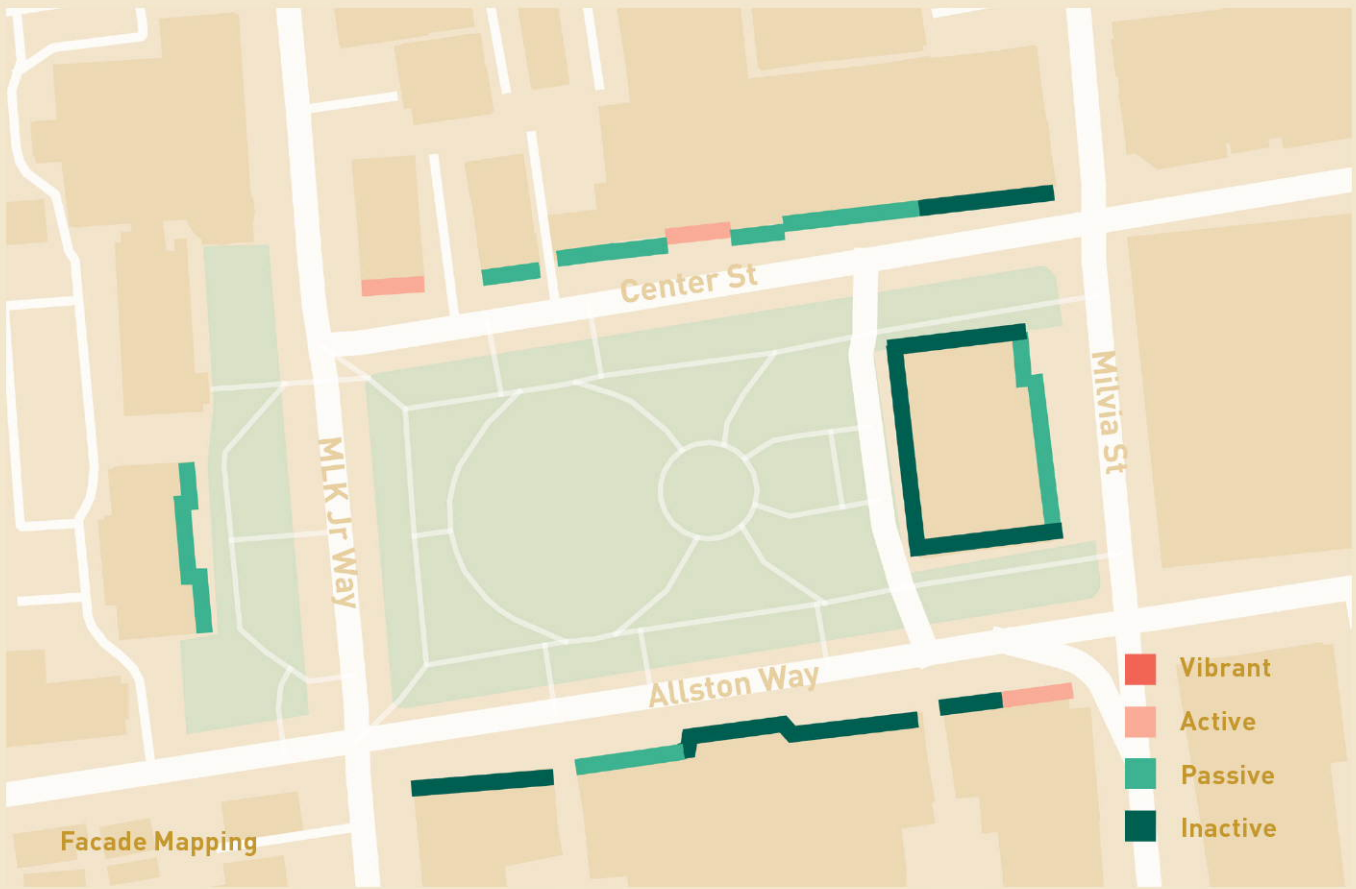
2180 Milvia

With its entrance on Milvia St, 2180 gives its back to the park



Berkeley Community Theater

The facade facing the park is a blank wall with a service entry



4 During Farmers' Markets, there's not much spillover into the park

The influx of people during the Farmer's Market doesn't bring more people to Civic Center Park

The number of people who are spending time in Civic Center Park doesn't change much over the course of the day despite the increased number of people coming to Center Street for the Farmer's Market midday.



Farmer's Market
1,092
hourly moving
peak
weekend, 11am

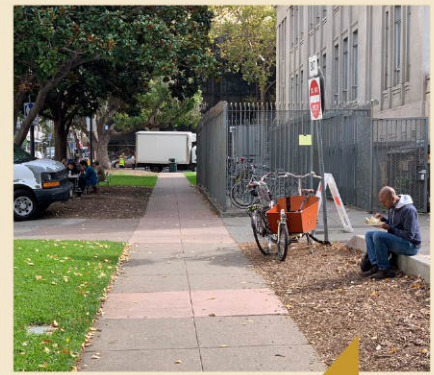
VS



BART Plaza
930
hourly moving
average
weekend

Farmer's Market vs. BART Plaza

At its peak hour, the flow of pedestrians moving through the Farmer's Market on Center Street is about the same as the hourly average for the BART plaza.



↑ Little spillover activity into the park from the Farmers Market

5 There aren't many park activities in Civic Center Park

People aren't engaged in many cultural or recreational activities

The activity breakdown of people in Civic Center shows that people aren't spending time playing, exercising or participating in cultural events or performances – all activities that you would expect to happen in a park!

There aren't many little kids spending time in the park

Civic Center Park isn't very sticky for toddlers and kids! Stickiness is the ratio of people moving through (pedestrian counts) per person spending time (stationary activities). The 'stickiness' ratio for toddlers and kids shows that this age group isn't choosing to spend time in Civic Center Park.



Weekend Stickiness, 0-4 & 5-14 year olds Civic Center Park

PSPL data from age and gender movement counts, 7am-7pm, weekend, October 19 2019 (peak for toddlers & kids at 3pm)

Stickiness is the ratio of people moving through (pedestrian counts) per person spending time (staying activities)

weekday



weekday



Stationary Activity Breakdown
Civic Center

PSPL data from stationary mapping,
7am-7pm, overall, October 15 + 19 2019



6 A few dominant activities negatively impact the perception of safety

The gender breakdown in Civic Center Park is unbalanced

Generally, public spaces that have a balanced (or higher) ratio of women indicates that the space has a high perception of safety. In the park in Civic Center, the low ratio of women could indicate an underlying sense that the space doesn't feel safe or welcoming.



↑ Representation of Women

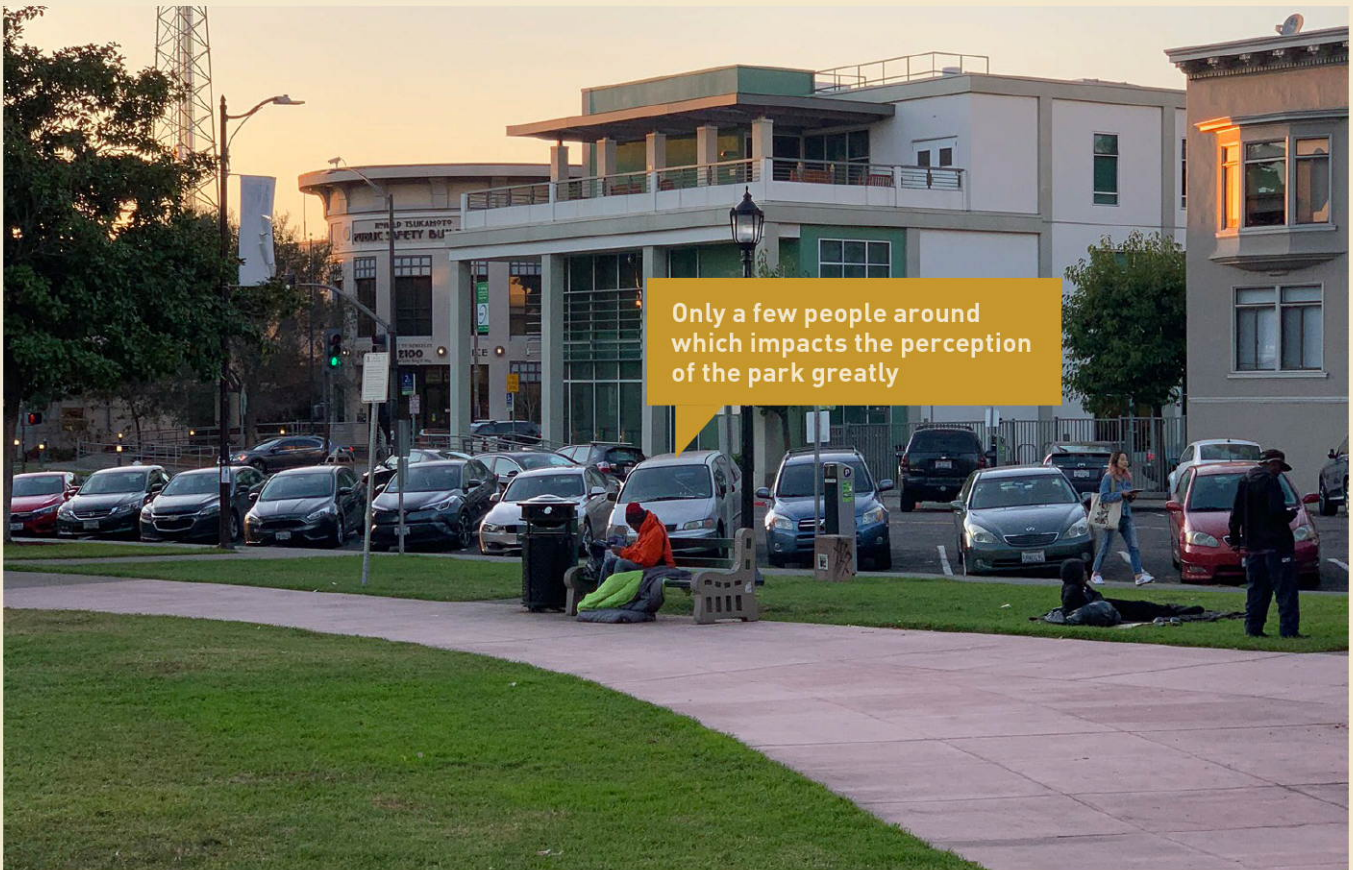
A higher percentage of women generally indicates a higher perception of safety. While the BART Plaza on Shattuck has a relatively balanced gender representation, fewer women spend time in the park.



↑ People Encamped/Sleeping

While not many in number (3 people), certain activities take up a lot of mental space.

PSPL data from stationary mapping,
7am - 7pm, OVERALL, October 15 + 19 2019



Only a few people around which impacts the perception of the park greatly

↑ Civic Center, Berkeley

↓ Patricia's Green, San Francisco



Patricia's Green in Hayes Valley, San Francisco, is an example of an open space that invites a range of uses and users, where one single activity doesn't dominate the space.

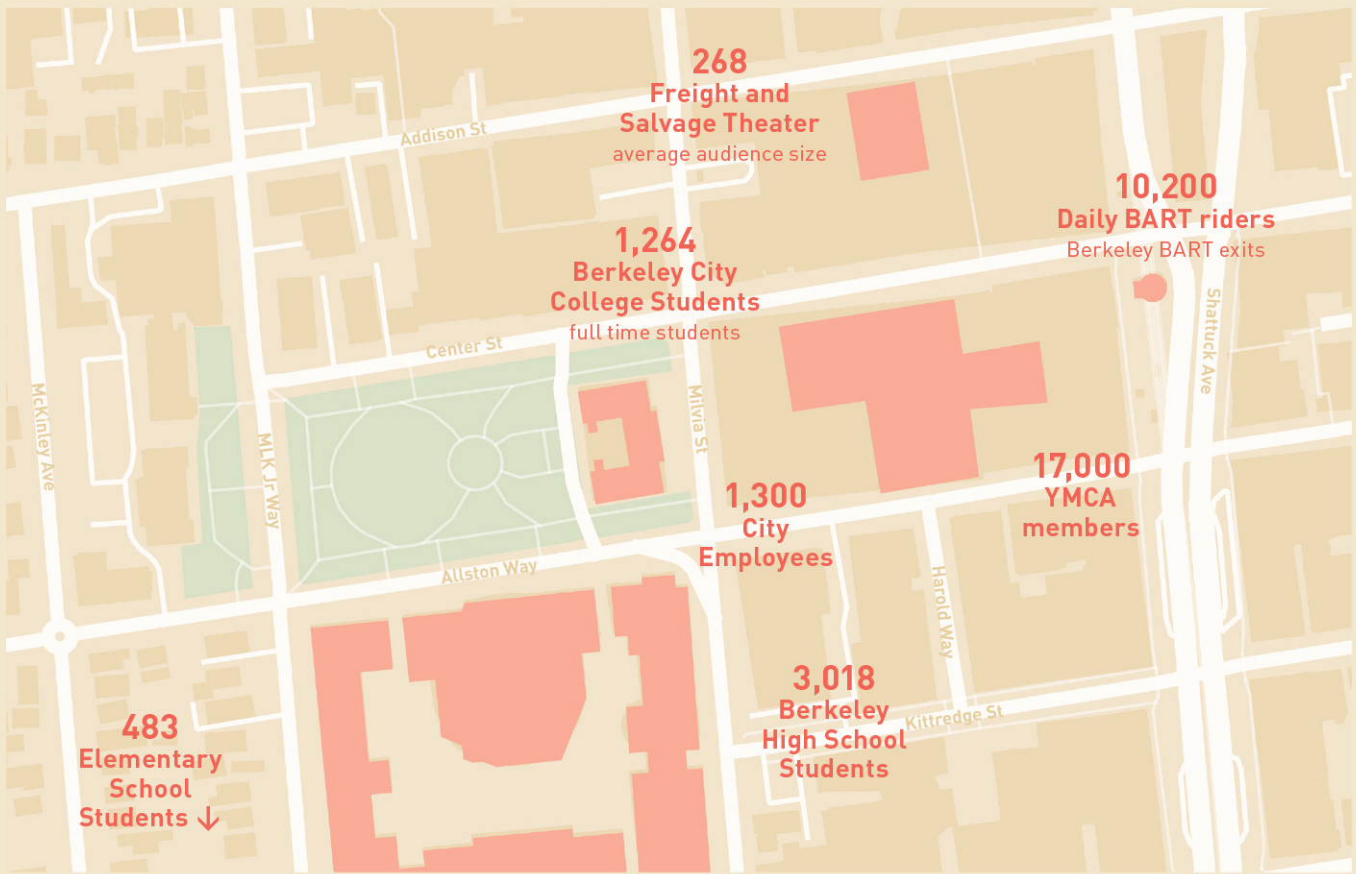
If there are many activities happening, a single activity (like 'encamped'), doesn't impact the space very much

So important, yet so difficult to achieve

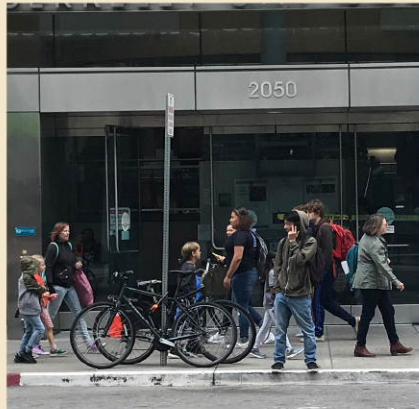
7 Civic Center is surrounded by a high density of life + legacy of gathering

People are already around Civic Center

A challenge for any public space is attracting people to the area but in the case of Berkeley's Civic Center, the park is already surrounded by numerous institutions and downtown destinations with high volumes of people.



↑ Berkeley High School



↑ Center Street

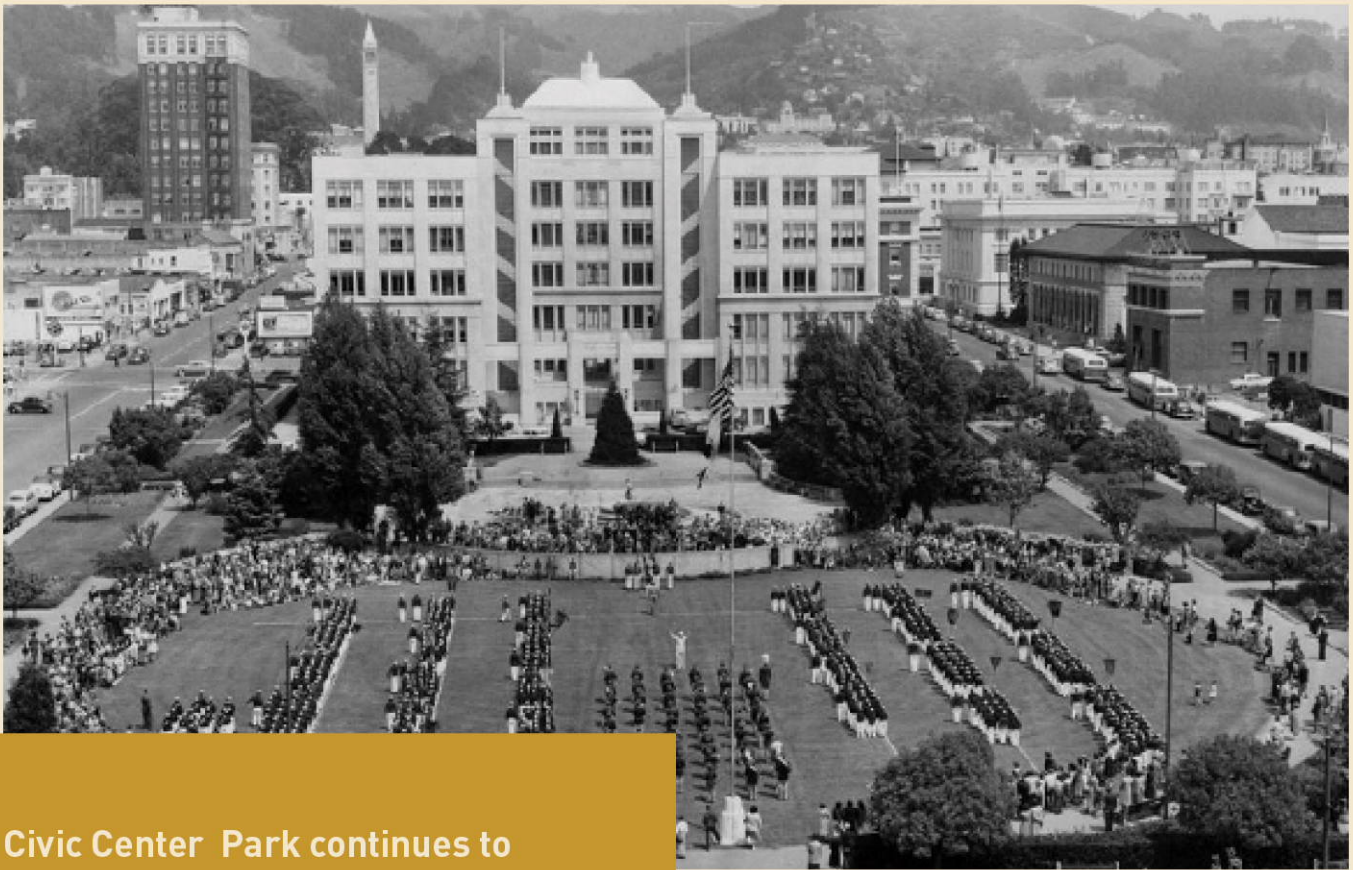


↑ YMCA



On Saturdays, the **Farmers' Market** attracts a large number of people and transforms Center Street.

Existing Conditions



Civic Center Park continues to work well as a gathering space for civic and festive special events.

↑ Civic Center Park¹, 1952



↑ Civic Center Park², 1971



↑ Civic Center Park², 1971

1 - Berkeley Historical Plaque Project Photo, BAHA Archives
2 - Photos used with permission, courtesy of the Nick DeWolf Foundation © the Nick DeWolf Foundation



↑ PowWow, Oct 2019



↑ Old Time Music Festival, SEP 2019



↑ Old Time Music Festival, SEP 2019



↑ Half Marathon, 2019



↑ Black Lives Matter Movement, JUN 2020

↑ Black Lives Matter Movement, JUN 2020



8 Civic Center is surrounded by public buildings awaiting their next act

The architecture is interesting and varied – lots of potential!

There are several public buildings surrounding Civic Center park that are architecturally very interesting and varied in character. A diverse cast of architectural characters frame the park, each with its own legacy and potential.



↑ Public Buildings, Berkeley Civic Center



↑ Maudelle Shirek Building



↑ YMCA Teen Center



↑ Veteran's Memorial Building

9 With the right invitations, people do want to spend time here

2180 Milvia's edges and ledges are magnetic – people spend time where they're comfortable

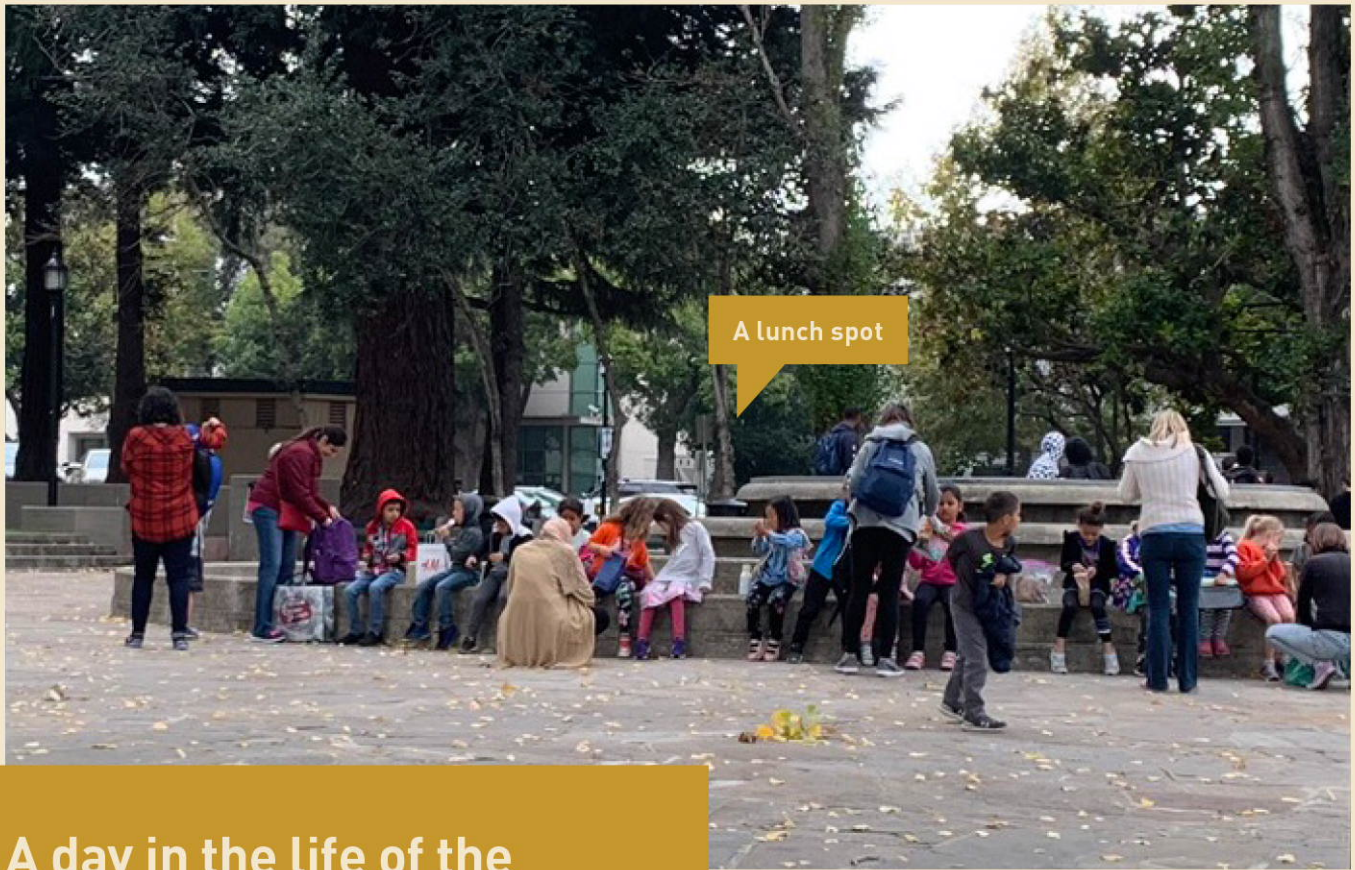
There may not be a lot of people spending time in Civic Center Park but, when they are there, they spend time on the edges and ledges. These hot-spots are human-scaled and provide invitations to enjoy the positive aspects of the climate, like soaking up the sun.



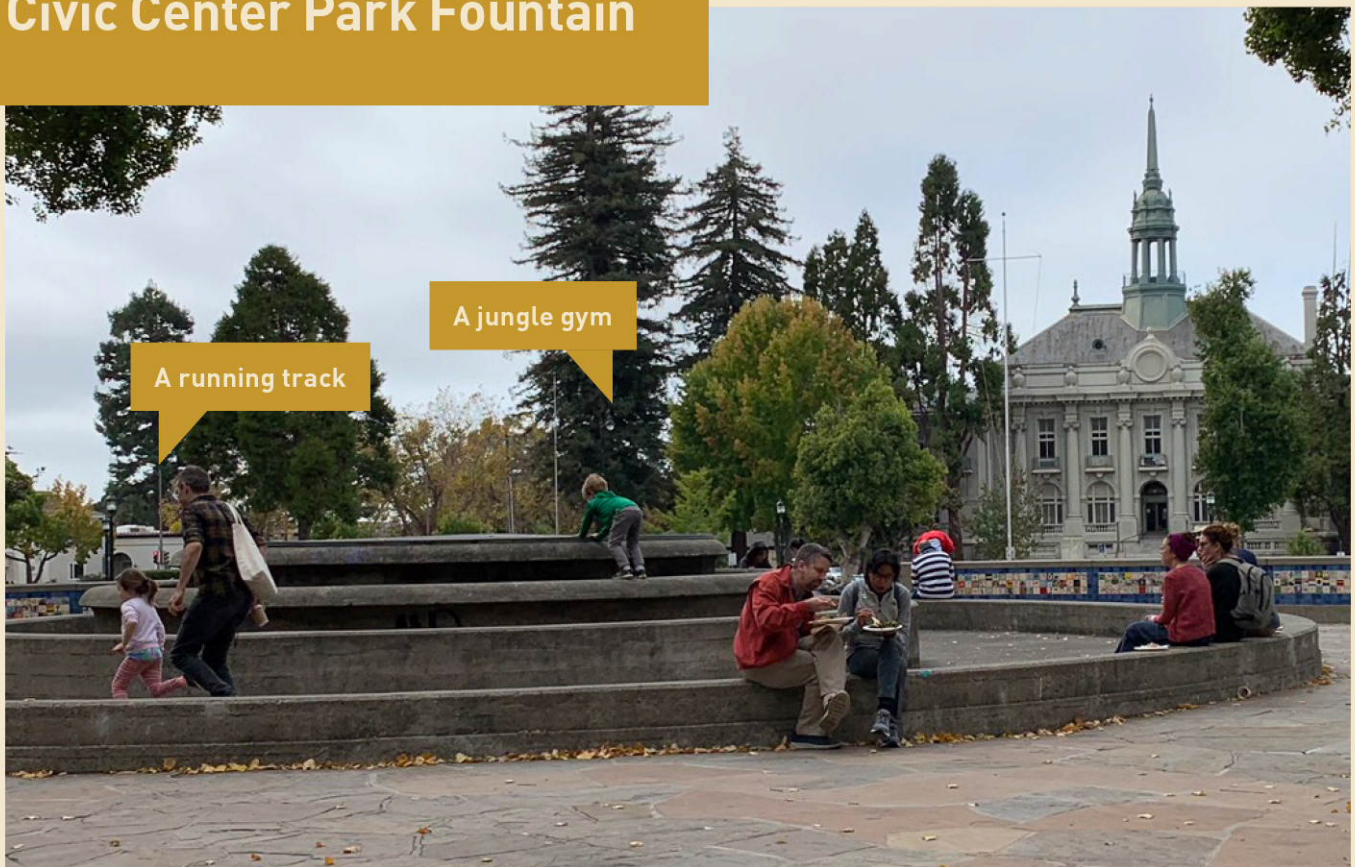
Human-scaled spaces with comfortable micro-climates give people a reason to spend time on the edges and ledges.

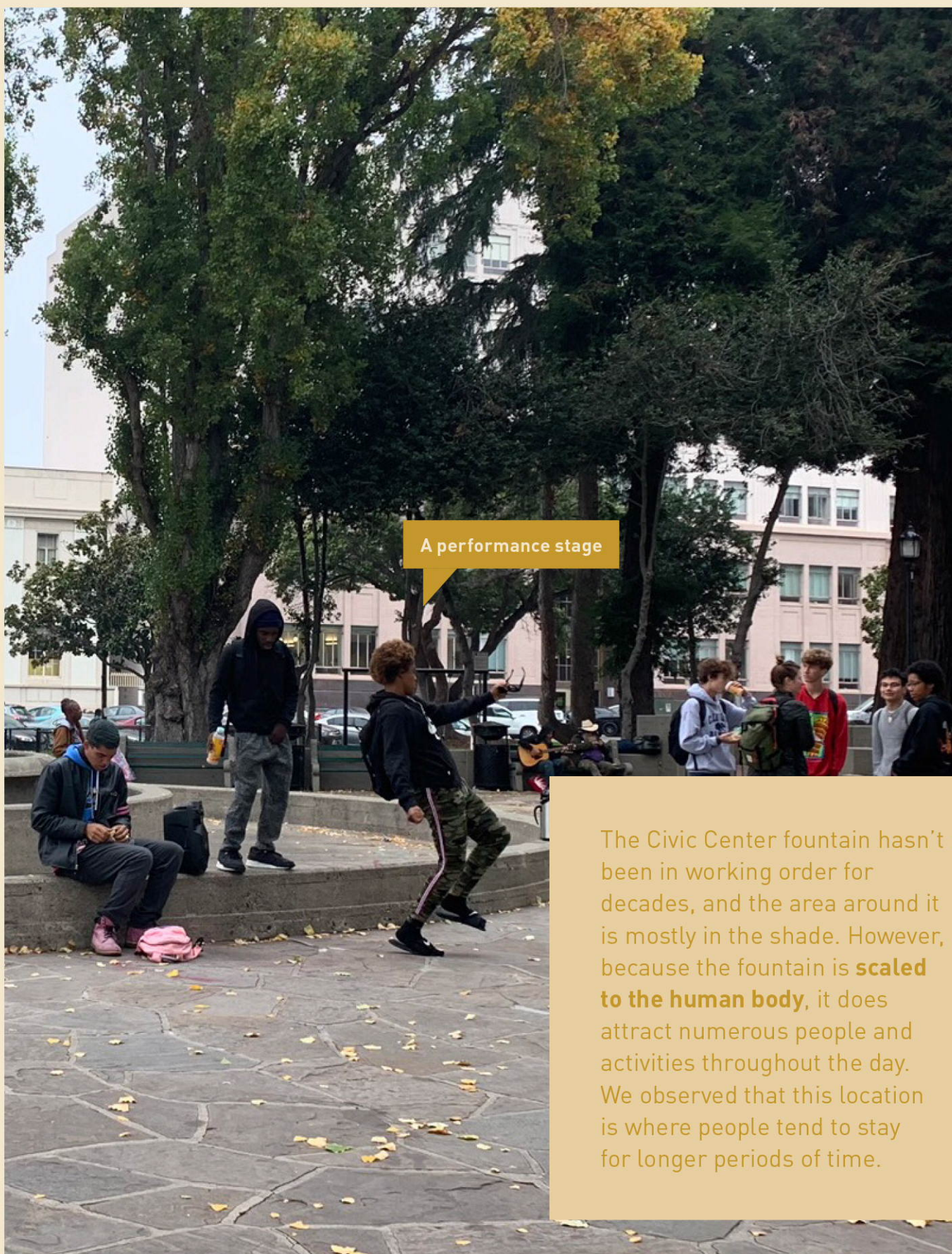


Existing Conditions



A day in the life of the
Civic Center Park Fountain





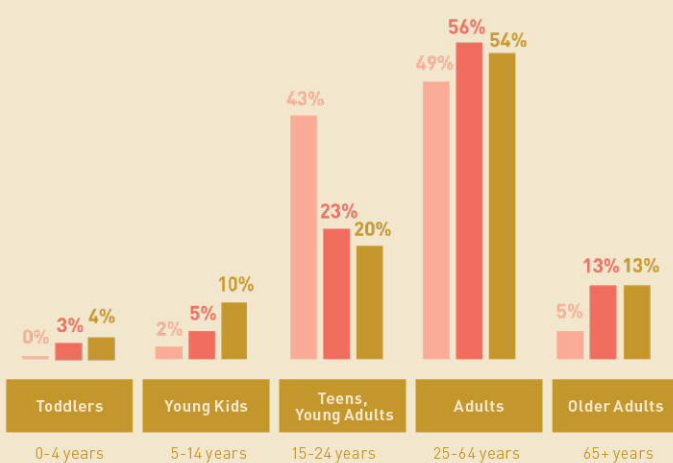
A performance stage

The Civic Center fountain hasn't been in working order for decades, and the area around it is mostly in the shade. However, because the fountain is **scaled to the human body**, it does attract numerous people and activities throughout the day. We observed that this location is where people tend to stay for longer periods of time.

10 Civic Center is a multi-generational space

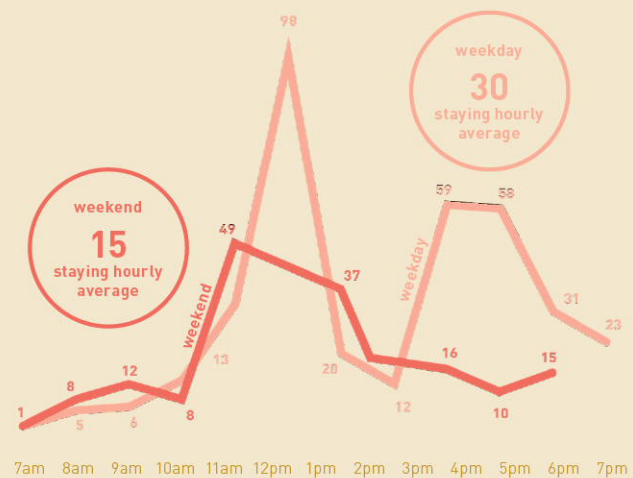
People of all ages are at Civic Center

A breakdown of people’s observed ages in Civic Center shows that all age groups are represented in the public space, especially teens. However, when compared to Berkeley’s census data, certain groups could be more present, specifically, toddlers and kids whose weekday and weekend representation is quite low.



People Moving, Age Breakdown Berkeley Civic Center

PSPL data from age and gender movement counts, 7am-7pm, Overall, October 15 + 19 2019



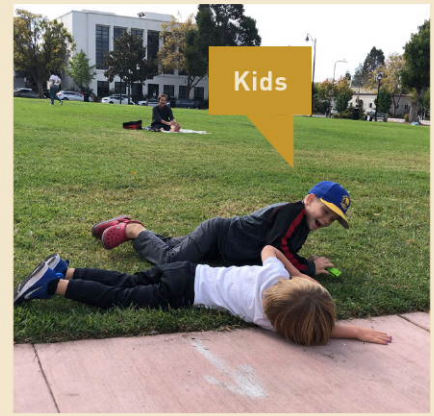
People Staying, Daily Rhythm, 15-24 yr olds Berkeley Civic Center

PSPL data from stationary mapping, 7am-7pm, Overall, October 15 + 19 2019



Young families

Older adults



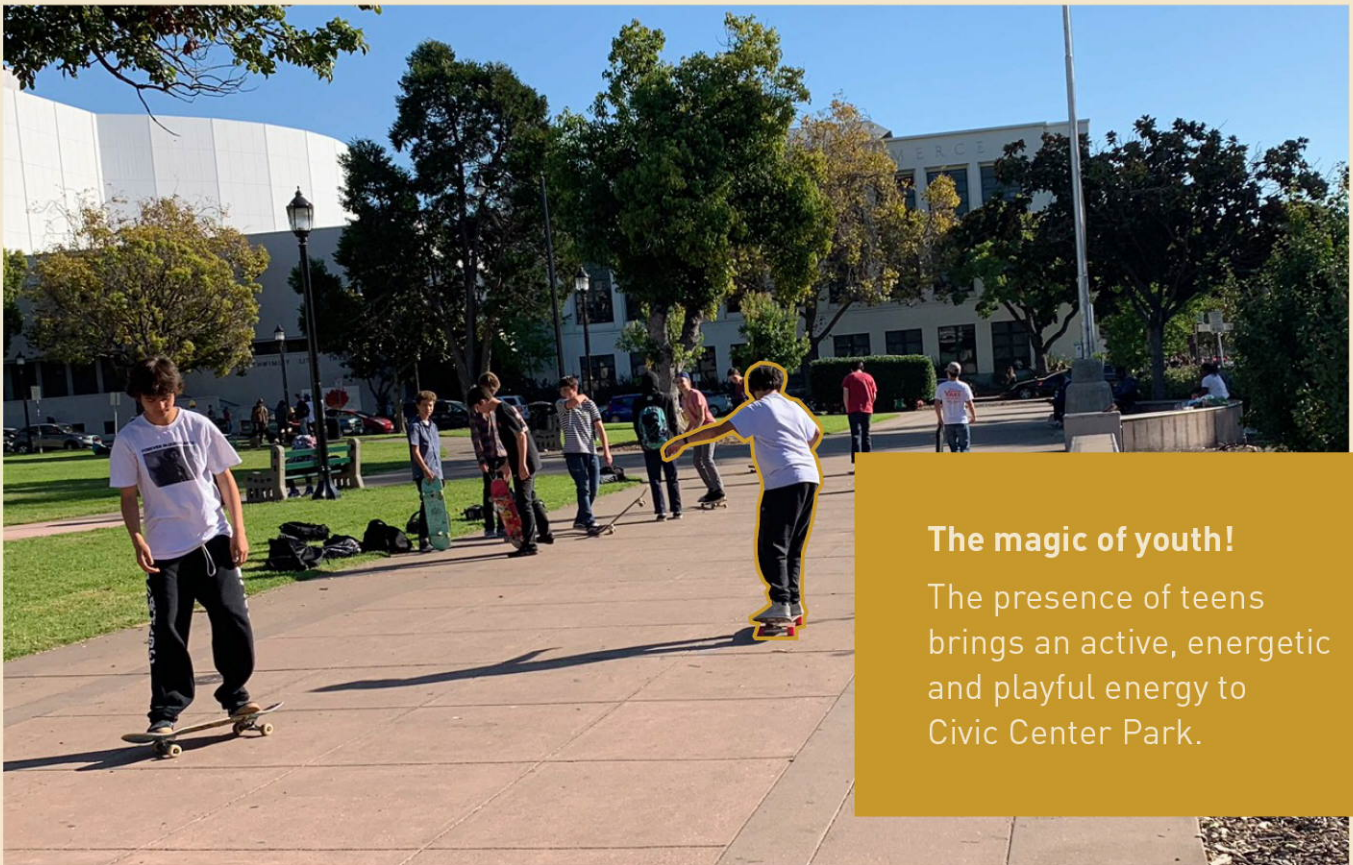
Kids



Teens



Toddlers



The magic of youth!

The presence of teens brings an active, energetic and playful energy to Civic Center Park.

Outreach and engagement



BERKELEY
FARMERS' MARKETS
The heart of the local food movement since 1937

Questions? Come see our staff at the info booth!

NO SMOKING

WE LOVE YOUR PET, BUT THEY'RE NOT ALLOWED AT MARKET

ZERO WASTE ZONE

Community Engagement

- 2.1 Engagement and Outreach Plan
- 2.2 Public Space Public Life Survey
- 2.3 Stakeholder Focus Groups
- 2.4 Vision and Values Community Meeting
- 2.5 Berkeley High School
- 2.6 Farmers Market Pop-up
- 2.7 Building Tours
- 2.8 Online Engagement
- 2.9 Engagement Overview

2.1

Engagement and Outreach Plan

From project inception our intention has been to develop a vision for Berkeley's Civic Center, including Martin Luther King Jr. Civic Center Park, the Veterans Memorial Building, and the Maudelle Shirek Building that is a community vision. Our main goals have been to conduct an inclusive and transparent community process, to identify and engage meaningfully with stakeholders, and to provide an actionable vision and achievable plan for the Civic Center area. This was outlined in an Outreach and Engagement Plan submitted to the City in October 2019, which included stakeholder mapping and a proposed timeline for the engagement of stakeholders and the community in a variety of ways.



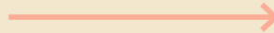
Goal #1:

To reach to a broad representation of the community — to hear many diverse voices. In a spirit of creative collaboration, we listened and engaged with a variety of stakeholders, informed community groups, service-providers and organizations, and aligned research and thoughts with key City of Berkeley departments and Commissions.



Vision

A shared vision is only achieved through inclusive participation and engagement.



Conceptual designs for adaptive reuse of the park and buildings



Goal #2:

To run a transparent, creative and participatory visioning and co-creation process that contributes to shaping the future of Berkeley's Civic Center in an imaginative and equitable way.



Goal #3:

To facilitate a variety of invitations to participation — meetings, pop-ups, interviews, website, questionnaires — so that people can find a way that works for them to contribute to the visioning process. Community outreach efforts have included: program communication, stakeholder information gathering sessions, digital engagement, community sessions, surveys — and distillation of relevant points into relateable themes.



What we're doing

Developing a community vision and design concepts for Berkeley's Civic Center. Our study area includes Martin Luther King Jr. Civic Center Park, the Veterans Memorial Building, the Maudie Shirek Building (aka Old City Hall) funded by the T-1 bond for infrastructure upgrades.

Your role

The City is at the beginning of a concept design process and we want **from you!** The vision for the Civic Center is shared and developed with the Berkeley community. We want you to be a part of the process by envisioning Civic Center and public community spaces for all of Berkeley.

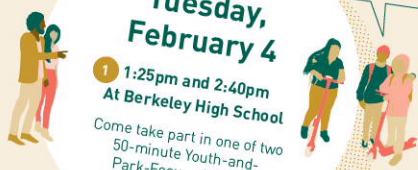
Help Envision the Future of Berkeley's Civic Center!

Attend one of our upcoming workshops where we'll discuss ideas for Civic Center Park, The Veterans Memorial Building and Old City Hall. Everyone is welcome and we are looking forward to seeing you there!



Tours begin at 11am and 2pm. Meet outside 1921 Center St!

All are welcome to join! Please RSVP to the email below by 2pm on 2/2.



Tuesday, February 4

1 1:25pm and 2:40pm
At Berkeley High School

Come take part in one of two 50-minute Youth-and-Park-Focused Design Charrettes.

Saturday, March 7

2 11:00am and 2:00pm
Farmer's Market pop up + Building Tours

Join us on a tour of Old City Hall and the Veterans Memorial Building.



Thursday, March 26

3 5:30pm - 7:00pm
At 2180 Milvia St, Cypress Room

Presentation of Civic Center Conceptual Design Options. Come tell us what you think!

To engage with the project online, please visit: neighborland.com/berkeleycc

For questions or to add your email to the project mailing list, reach out to the project manager Eleanor Hollander EHollander@cityofberkeley.info (510) 981-7536

↑ Flyers distributed throughout the Berkeley Community to communicate engagement sessions

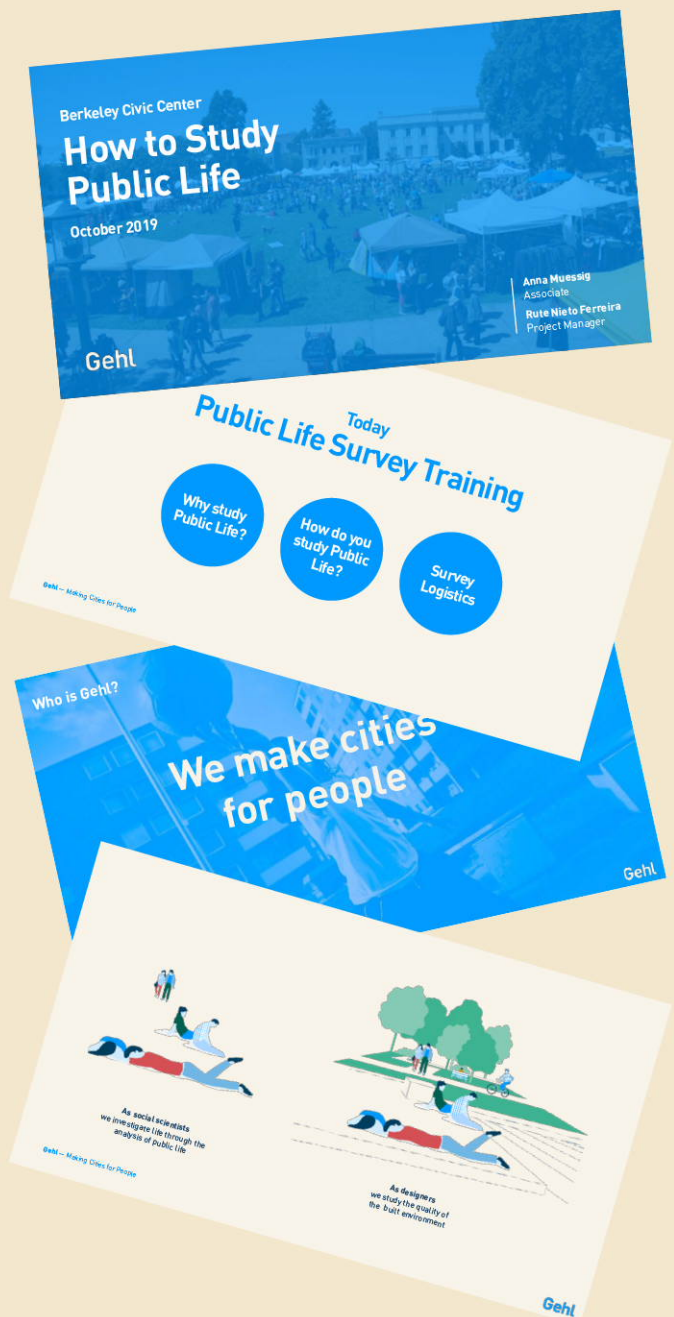
2.2

Public Space, Public Life Survey

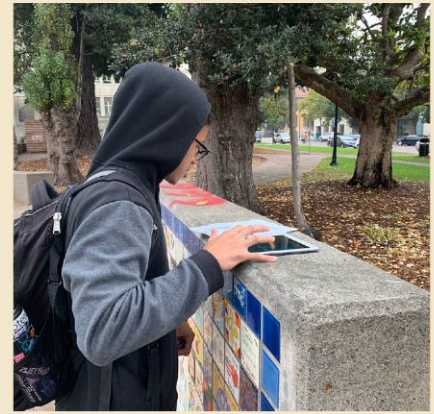
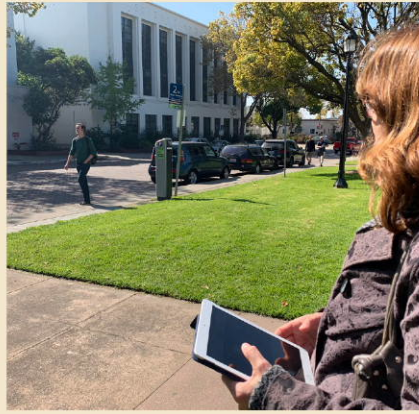
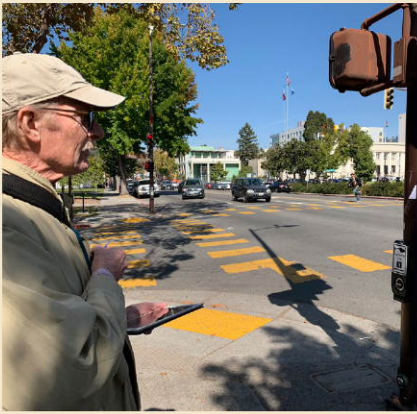
Decode the Everyday

One of the first engagement efforts was to advertise and recruit community volunteers to study the Berkeley Civic Center area. In the Fall of 2019, volunteers were trained on how to undertake a Public Space, Public Life Survey (PSPL). This was a great way for community members to play an active role in future changes to Civic Center and to learn about the Gehl approach to people-first urban planning and design.

The Public Space, Public Life Survey uses empirical survey and mapping methodologies pioneered by Jan Gehl to develop a comprehensive understanding of how people move, how people use the public realm, and the character, quality and programming of spaces. Public Life Studies have been putting people first in the city-change process for over 50 years, from Shanghai to Times Square to San Francisco Civic Center.



↑ Survey Training Presentation for Volunteers



The Berkeley Public Space, Public Life Survey was conducted in October 2019. The survey occurred over the course of a weekday (October 15) and weekend (October 19) and enlisted the help of 21 volunteers including local residents and university students.



↑ Survey Volunteers participated in the survey over a two-day period from 7am to 7pm.

Berkeley's Civic Center

Help Envision the Future of Berkeley's Civic Center!

Volunteer for a mini-Public Life Survey organized by Gehl

What we're doing
Developing a community vision, design concepts and implementation plan for Berkeley's Civic Center. Our study area includes Martin Luther King Jr. Civic Center Park, the Veterans Memorial Building, and the Maudelle Shirek Building (aka Old City Hall).

What's a Public Life Study?
Understanding patterns of life and activity for Berkeley's Civic Center will form the basis for a design vision that puts people first. We will be outside studying how people move to and through this area and how the built environment impacts how people use the space. Volunteering for this survey is a great way to play an active role in future changes to Civic Center and to learn about the Gehl approach to people-first urban planning and design. Public Life Studies have been putting people first in the city-change process for over 50 years, from Shanghai to Times Square to San Francisco Civic Center. To learn more visit: www.gehlpeople.com/story

Survey Dates
Pick one or more shift on Tuesday, October 15 and/or Saturday, October 19. We invite you to do a Tuesday and a Saturday shift.

Tuesday, October 15	Saturday, October 19
7:00am - 11:00am	7:00am - 11:00am
11:00am - 3:00pm	11:00am - 3:00pm
3:00pm - 7:00pm	3:00pm - 7:00pm

Recommended video training session
Thursday, October 10
11:00AM - 12:00PM
Online video call via <https://tinyurl.com/y5n2mrpt>
(no camera necessary, but web access required)

What you'll need to bring
A curiosity about how people use space, water and comfortable shoes and clothes. We'll provide the rest: clipboards, pens, iPads, clickers etc. Letters to supervisors, professors or teachers available upon request.

To confirm your participation and for questions, email Aja: Aja@gehlpeople.com

Can't survey but want to know more about the Berkeley's Civic Center project? Visit: <https://tinyurl.com/yxmxwvwh>

↑ Flyer distributed to recruit volunteers

2.3

Stakeholder Focus Groups

From October 2019 to January 2020 the team met with stakeholder groups for thirty to sixty-minute conversations where we listened to people's wishes and concerns about the Civic Center area. We sat down in person with approximately 40 people, over 27 focus group sessions. To guide these conversation, we used a questionnaire, but the purpose of these immersion interviews (or informal conversations) was to allow the team to hear directly, and learn from, key project stakeholders in order to gain a richer understanding of the project area and its challenges and opportunities. These sessions, alongside the Community Workshop on vision and values were instrumental in the shaping of the Vision Statement.

Immersion: Stakeholder Conversations

Questions asked to interviewees

Big Open Question

- What's your relationship to the Civic Center, and what should we know about your mission?

Short Questions - Concise Responses

- In your opinion what is special about the Civic Center?
- What are your concerns/issues with the Civic Center today?
- What 3 words would you use to describe Civic Center?
- If Civic Center is to become the heart of Berkeley, what future transformations would you like to see happen?
- Rank in order of priority:
 - 1) Nature and Biodiversity
 - 2) Arts and Culture
 - 3) Sports and Play
 - 4) Amenities [public restrooms, water fountains, benches]
 - 5) Food and Beverage services
 - 6) Institutional Buildings and Services
 - 7) Stores
 - 8) Other; If you selected "Other", tell us what you mean.

Arts & Culture

- Berkeley Cultural Trust
- Berkeley Symphony
- City of Berkeley, Civic Arts
- Freight & Salvage
- RLA Conservation (Arts Collection Assessment)
- Shawl-Anderson Dance Center
- Turtle Island Foundation
- Visit Berkeley

Community + Services

- Berkeley Community Media (OCH tenants)
- Berkeleyside
- City of Berkeley Clerk
- City of Berkeley, Special Events
- Dorothy Day House (VMB tenants)
- Downtown Berkeley Association
- Ecology Center
- Former Elected Officials of Berkeley
- Options Recovery (VMB tenants)
- American Legion Post 7 (VMB tenants)

Elected Officials and/ or Representatives

- Berkeley City Council Member, District 1
- Berkeley City Council Member, District 2
- Berkeley City Council Staff, District 3
- Berkeley City Council Member, District 4
- Berkeley City Council Member, District 5
- Berkeley City Council Member, District 6
- Berkeley City Council Member, District 7
- Berkeley City Council Member, District 8
- Berkeley Mayor's office staff
- Berkeley Unified School District Board Director

Heritage + Built Environment

- Berkeley Architectural Heritage Association (BAHA)
- Berkeley Design Advocates
- Berkeley Historical Society (VMB tenants)
- Landmarks Preservation Commissioners
- McGee-Spaulding Hardy Historical Interest Group (MSHHIG)

Youth

- Berkeley High School Principal
- Berkeley Unified School District Superintendent
- Berkeley Unified School District Director of Facilities
- YMCA

Stakeholder Focus Groups

Key Takeaways

Arts & Culture

- Location! In central Berkeley and near: residences, schools, work, the Y, services, public transportation, strong cultural & arts institutions, downtown hotels
- A great opportunity to support and strengthen the local performing arts community. Not enough evening classroom spaces, and performance spaces (especially for smaller groups)
- An arts and cultural component needs strong management
- Concerned that people who are struggling will be displaced. No desire to push anyone out.

Community + Services

- Berkeley has been a place where things tend to begin
- Most people in Berkeley haven't been to Old City Hall and don't notice the Park
- Park and buildings should be used by the community
- Purpose and need of who occupies the buildings, mission alignment, creative focus
- We want everyone to feel comfortable at Civic Center: no matter who you are and where you're from, you fit in here
- The Farmer's Market is not just a place to buy food but a placemaking event
- It's important to Veterans to be in the Veterans Building, ours has very low participation
- Civic Center Park is a key space during a disaster

Note: For a complete transcript of the 25 recorded sessions, please refer to the engagement transcripts in the appendix.

Elected Officials and/ or Representatives

- It is the heart of the city and it feels empty now
- Not a place to go or be, not enough of a draw
- Civic Center is the cornerstone of our democracy: a place that we should defend and also glorify
- We need better and more accessible meeting spaces
- Bring City Council Chambers back to Civic Center
- Huge potential, wonderful opportunity: this is our commons!

Heritage + Built Environment

- Everything could come together in this one space
- Civic Center Park needs a focus
- Old City Hall and The Veterans Memorial Building are jewels, must be protected and should be public buildings
- Landscape updates will attract people and pollinators
- Let's make a plaza that's brilliant from the recreation standpoint

Youth

- An extension to the school, not always positive
- Concerns about homeless population, drug use, inappropriate interactions, safety of children and students
- Need School-City-Police to work together
- A positive kids culture around the Park: teen spaces that feels legit
- A better community shared space: involving kids in the design and stewardship

Stakeholder Focus Groups

Engagement Summary

Today

Civic Center is not a destination
and is not on people's mental map.
There's not enough of a draw.

We have concerns about the
conditions and safety of the
buildings.

The park is underused, uninviting

Tomorrow

A city needs a central civic space: this is our commons.

Everyone should feel comfortable at Civic Center.

The Park and the buildings should be used by the community.

City Council meetings should happen in Civic Center.

The presence of youth is positive.

We want a Civic Center that welcomes civic participation, cultural events, community interaction, and where one can sit and relax.

2.4

Vision and Values Community Meeting

On December 12, 2019, we hosted a Vision and Values Workshop at the YMCA Teen Center. Approximately 40 community members attended the session, which was designed to generate thoughts about the underlying purposes and functions of our Civic Center, and to inform the project's Vision Statement. The session consisted of fast-paced group exercises, with opportunities for discussion in small groups and 'share-backs' with the whole group.

We noted a strong spirit of collaboration among the attendees, and broad consensus around core values for the future of Civic Center. This session, alongside the stakeholder focus group sessions, was instrumental in the crafting of the Vision Statement for Civic Center that was presented to City Council on January 14, 2020.

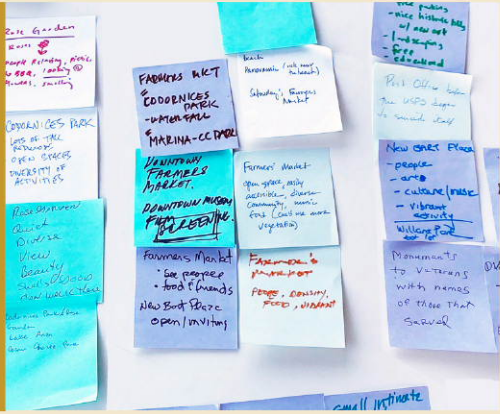
Community Meeting →
December 12, 2019





Outreach and engagement

When asked to articulate qualities about a favorite place in Berkeley, participants described public spaces for commerce, like the Farmer’s Market, and cited many other Berkeley parks that draw diverse users and have diverse activities available.

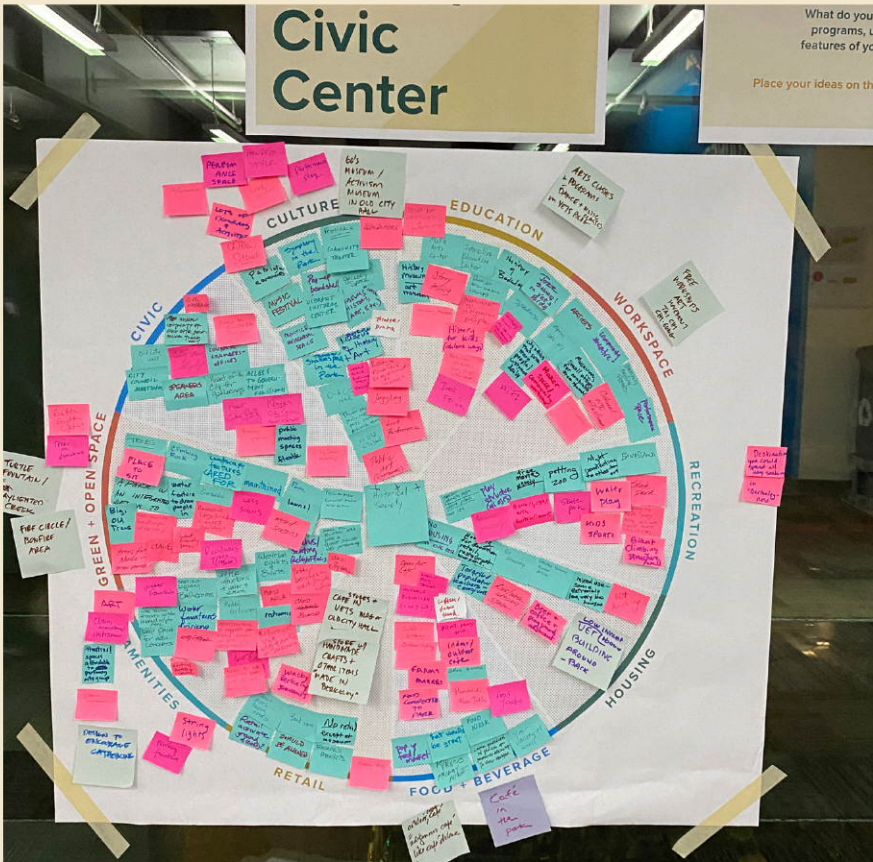


← Workshop participants were also asked to select and rank images of civic activities in other cities that “most resonated with the group,” and describe the qualities depicted in the photographs as desirable or not. Top vote getters included images with green space, fountains, trees to hang out under, and trees with canopies for shade. Other top images showed people gathering in open spaces that are inclusive, with outdoor communal activities and performance. Images that depicted play, including kids entertainment, distinctive play equipment, and intergenerational activities, were also popular.

Workshop participants were also asked to send a postcard from Civic Center in 2030. The team collected over 30 postcards and 8-10 community members read their postcard aloud. Enshrined in the text of the cards, is a deep spirit of optimism, a sense of community, descriptions of opportunities to come together, appreciation of historic buildings, modern amenities, and space for gathering, celebrating, and reveling in the performing arts. →



← When asked to select and rank values that should be at the core of a future Civic Center, Inclusion and Gathering got the most votes, followed by Equity, Accessibility and Diversity.



← Finally, participants were asked to identify essential programs, uses, events, or features of a future Civic Center. The most responses were for Culture and Amenities, emphasizing a desire for performance spaces that can accommodate a variety of events (music, festivals, theater, and speakers) and improved amenities like restrooms, water fountains, and seating.

2.5

Berkeley High School

With over 3,000 students enrolled, and the park at their doorstep, the Berkeley High School community is a key stakeholder of the Civic Center project. In February 2020 we took the opportunity to engage with two classes of Berkeley High juniors and seniors, where we facilitated design charrettes with a focus on the Park design concepts and the students' ideas for improving their everyday interaction and use with the public space closest to their school.

The project team introduced the students to Public Life and its importance, and heard from the students how they engage with the park, what was missing and what they liked and disliked. In groups, the students came up with design concepts and described features, spaces and amenities they would like to see in the park. Group design proposals included:

- **Fun! - An all-around playground**
- **Better with Food**
- **Social, Relaxing, Biophilic**
- **Homeless-Friendly Park & Community**
- **Lights, Ledges & Liquidity**
- **A Social Space Multigeneration Park**

Popular ideas:

- Active areas for sports, skating
- Being allowed to sit on the ledge
- More seating (seats with tables, in the sun)
- Car free Allston Way
- Food Trucks during lunchtime
- Illumination of the trees
- Open other schoolgates between the School and the park
- Amphitheaters/ changes in elevation.

What is missing at the Civic Center Park?

- Seating and tables, outdoor furniture, places to sit in the sun (that's not wet grass)
- Seating for groups
- Water (drinking fountains, visual features), a working fountain
- School garden (gardening project)
- Cross walkway, bigger pedestrian area
- Activities, such as: basketball, rock climbing, Farmers Market, flea market, book fair.

What do you dislike at the Civic Center Park?

- The toddler's playground (nobody is playing there, it seems unused)
- Riding a bike through Civic Center is complicated
- The open grass area in the center is not very popular – it's wet most of the time
- The Ford bikesharing system is rarely used by school kids – takes too much space and blocks passage into the park from the main gate
- Shady fountain area.



↑ Project Opening & What is Public Life discussion



↑ Groups working on their design concepts



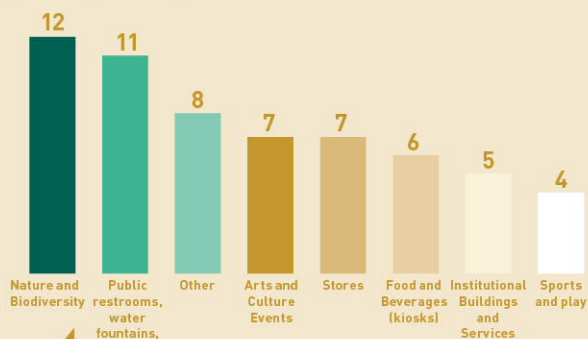
↑ Students describing their Park design ideas

Berkeley High School Questionnaire and Survey Results

Following the Civic Center designed charrettes with Berkeley High School we asked the students to complete a survey. Their answers helped us assess the students' sentiment about the park and the Civic Center area in general, as well as gain a better understanding of how students use the park today and what they would envision a transformed Civic Center might include. We collected 40 responses. A transcript of the engagement can be found in the Appendix.

What transformations would you like to see happen at Civic Center?

Highest priority



Nature was top on the students' list

Closely followed by park amenities

Overview of students' responses

Favorite things about Civic Center

- The ledge
- The grass
- The skate park

Least favorite thing about Civic Center

- There's a lot of trash
- It smells
- It's dark around the fountain

Words that describe Civic Center

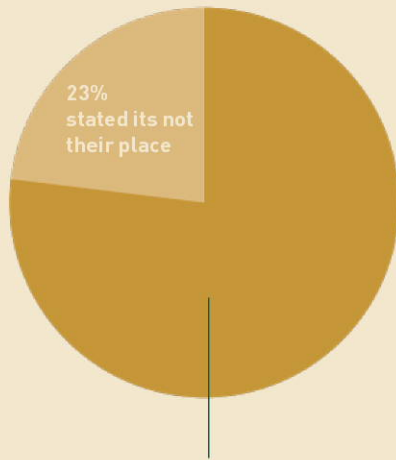
- Green, grassy, sunny
- Shady, dirty, unused
- Berkeley, social, open

What would make you go there more often?

- More events, craftspeople, food
- More seating, less mud
- Less homeless people
- More skate ledges
- Cleaner spaces
- A working restroom
- Barbecue grills

Survey findings

Is Civic Center your place?



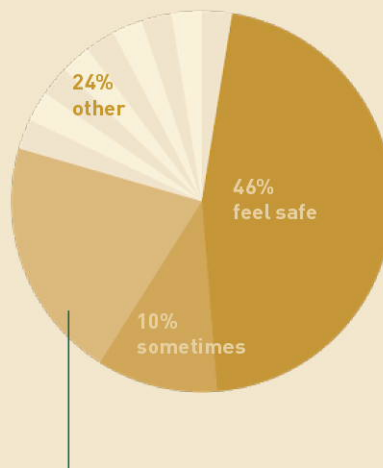
77% told us Civic Center is *their place*

“

I don't really identify with it at all or choose to go there other than to eat lunch.”

I don't have any particular affinity to the space.”

Do you feel safe?



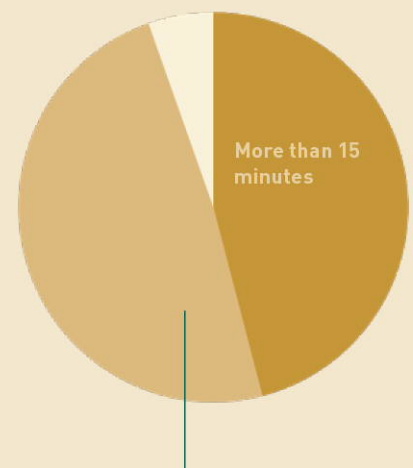
20% of students said they feel unsafe at Civic Center Park

“

I can see why others find the environment unsafe. The park tends to have homeless or drug-addict populations.”

Because it's not well lit.”

How long do you typically spend at Civic Center Park?



Less than 15 minutes

“

I would go there if other people went there. In other words, if it was a commonly enjoyed area, a meeting place.”

All quotes from Berkeley High School students

Outreach and engagement

2.6

Farmers Market Pop-up

On Saturday March 7th, 2020 members of the project team went out to meet the community at the Farmers Market. Displays were set up and shoppers stopped by for conversation about what they would like to see in Civic Center. We asked people to write down their ideas on postcards and distributed flyers announcing a future design workshop and the project website.

Overall, we collected 26 comments written down on postcards with ideas ranging from cafes along the park, to space for forest school activities, improved lighting, movie nights, better bike storage. These ideas have informed the conceptual design of the landscape and public realm options. Please refer to the Appendix for a transcript of the community ideas collected at the Farmers Market Pop Up.

Many thanks to the Ecology Center who facilitated a table, shelter and a great spot, right opposite the Veterans Memorial Building.



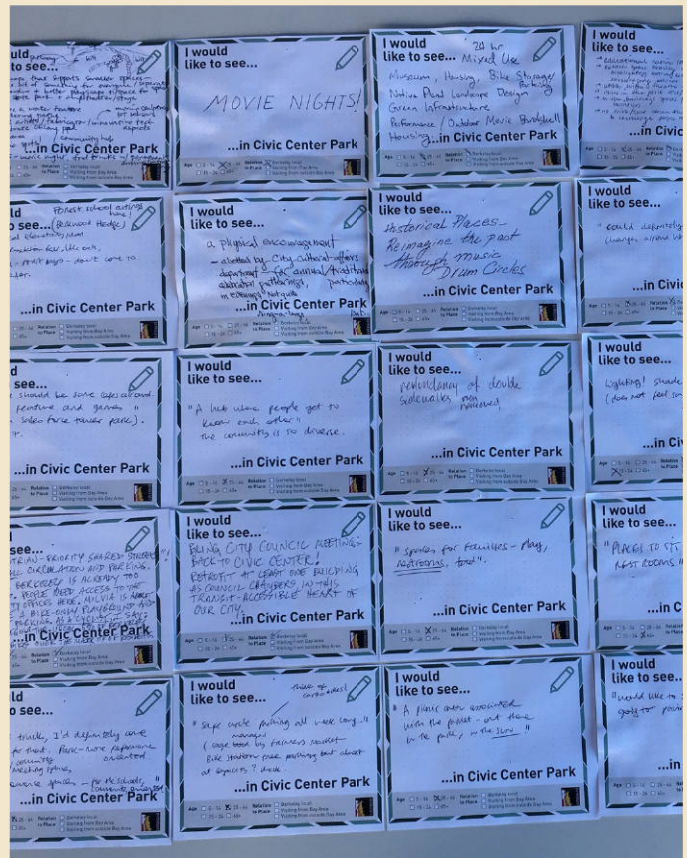
↑ Community Feedback Cards



↑ Farmers Market Pop-up



↑ Pop-up boards



↑ A record of community ideas

2.7

Building Tours

On two stages of the Vision project —at project inception, in September 2019 and in March 2020, when the Vision Statement had already been presented to City Council — the City and design team organized Building Tours open to the public. This was a great opportunity for the community to see inside these great buildings, assess their current state and imagine their future.

The first tour took place at the start of the project, and members of the Technical Advisory Committee composed of city staff, members of the Berkeley Historical Society, Commissioners from the T1 Bond Subcommittee (Public Works and Parks) as well as Landmarks and Civic Art groups joined this tour, where we were able to visit all accessible spaces in the Veterans Memorial Building and the Maudelle Shirek building. This was also an important moment for the design team to see the buildings inside for the first time and ask questions to members of the Landmarks commission and City staff.

The second day of public tours took place on Saturday, March 7th, 2020, and two tours at different times of the day were offered. Members of the community were able to see inside the Veterans Building and Old City Hall. Concurrently with the tours, the project vision statement, urban design concepts and design ideas were set up on boards at the Farmers Market for community input.

Approximately 30 people attended both the September and March tours. Many thanks to the Berkeley Historical Society who advertised the tours, opened up the whole building and acted as co-guides — answering many questions, and setting up relevant materials from part of their extensive archive.



↑ The first tour on September 9th, 2019



↑ One of the Veterans Memorial Building tours on March 7th, 2020

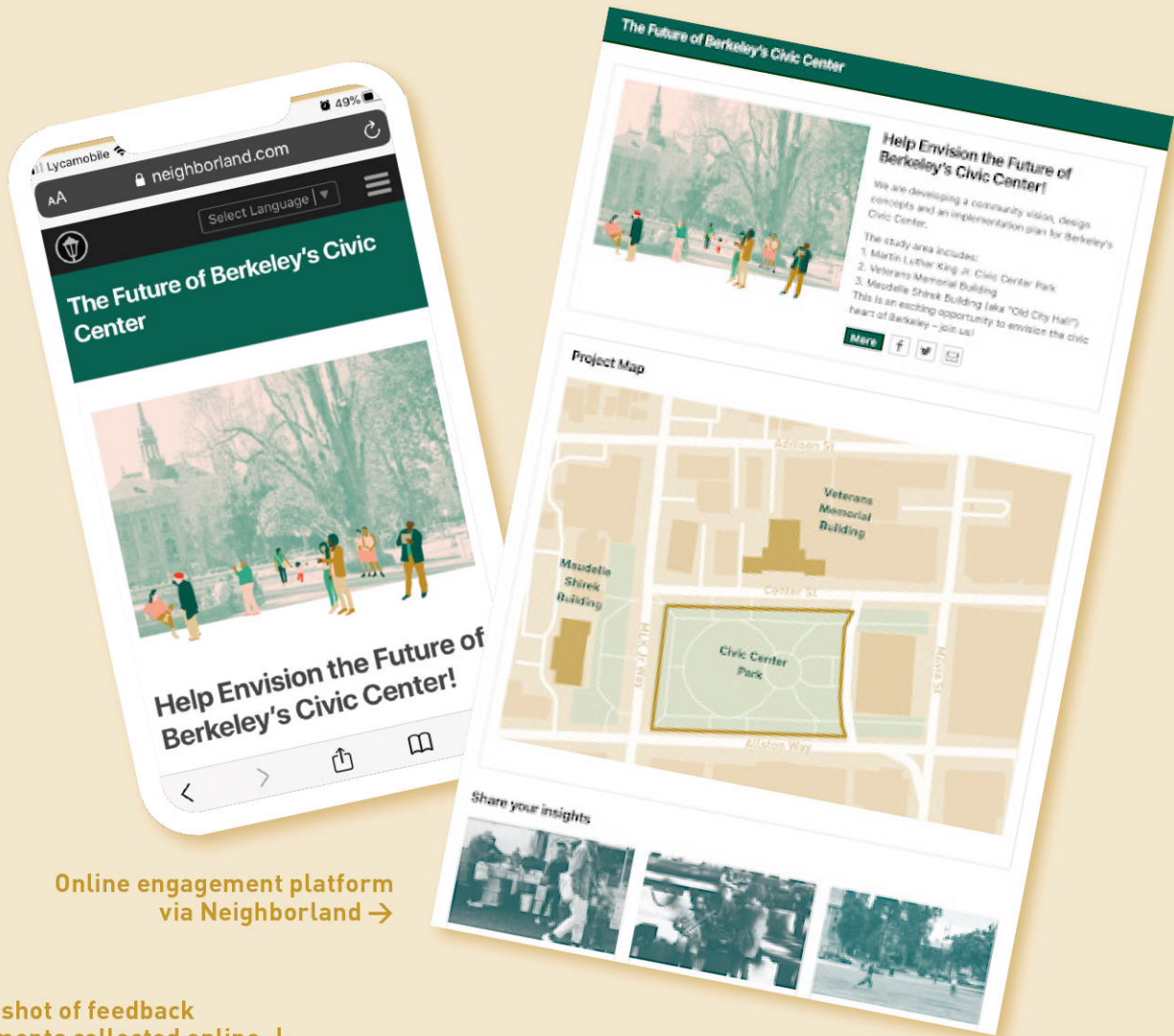
2.8

Online Engagement

With help from digital engagement specialists Neighborland, a project website was set up in early February 2020. The first iteration of the website included project information, scope and timeline, as well as an overview of community events and project milestones. It also included invitations for people to tell us what works well today at Civic Center, to map their favorite parks and community places, and to share ideas of what they would like to see.

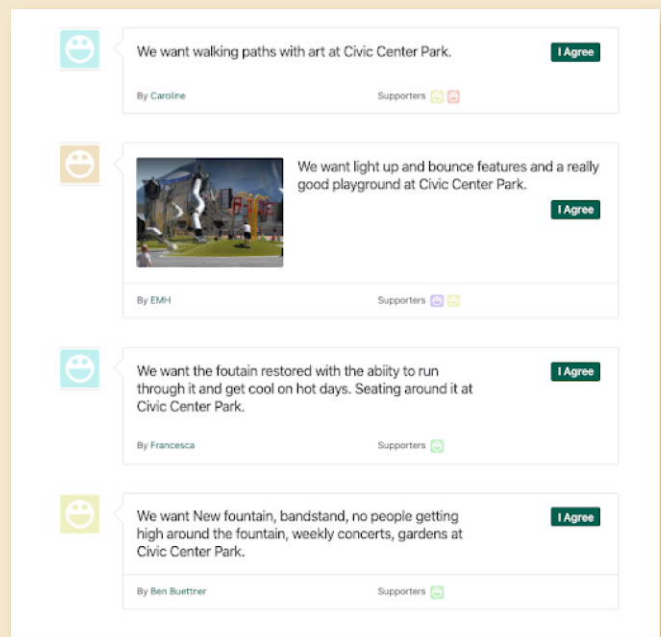
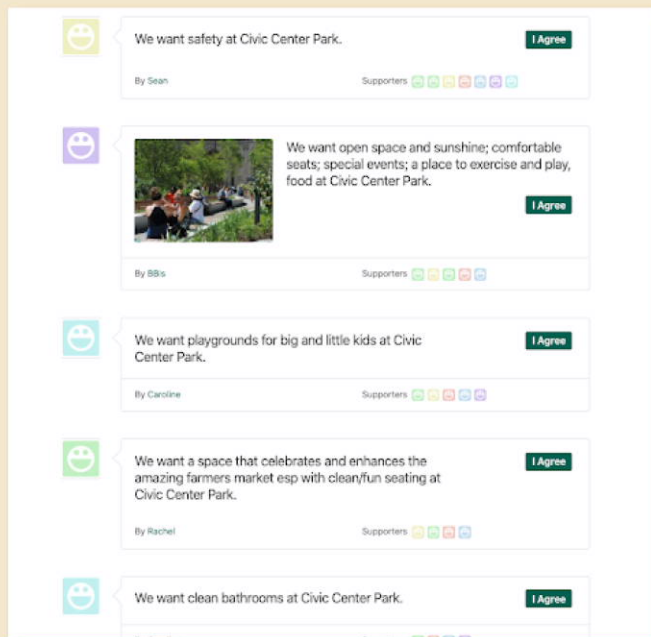
The second iteration of the online engagement, that went live on March 22, 2020, included the Vision Statement, the ‘big design moves’ germane to all the design options and a description of the three emerging conceptual design options. Our last community workshop was canceled due to the COVID-19 pandemic emergency, so the website became a key communication tool. Videos — where the project team explains the design process and goes through various design elements, program distribution and the conceptual options — were quickly added.

For an overview of the community opinions collected online please refer to the end of Chapter 5; in the Appendix you will find the full report on the online engagement.



Online engagement platform via Neighborland →

Snapshot of feedback comments collected online ↓



Outreach and engagement

2.9

Engagement Overview

At-a-glance

Our goal has been to reach to a broad representation of the community — to hear many voices, and diverse opinions — and we're proud to have achieved it! In a spirit of creative collaboration, we have listened and engaged with a variety of stakeholders in varied forms.

Over the last seven months, through workshops, events, design charrettes and comments that got to us via email and the project website*, we've engaged with over 600 individual community members.

*Project website views: 2,395 unique users, reported by Google Analytics.



The Future of Berkeley's Civic Center

Help Envision the Future of Berkeley's Civic Center!

We are developing a community vision, design concepts and an implementation plan for Berkeley's Civic Center. The study area includes:

1. Martin Luther King Jr. Civic Center Park
2. Veterans Memorial Building
3. Maudelle Shirek Building (aka "Old City Hall")

This is an exciting opportunity to envision the civic heart of Berkeley — join us!

More [f](#) [t](#) [e](#)

Project Map

387 Contributors on the project website February - April 2020



2 Two Community Site Tours, in September and February 2020

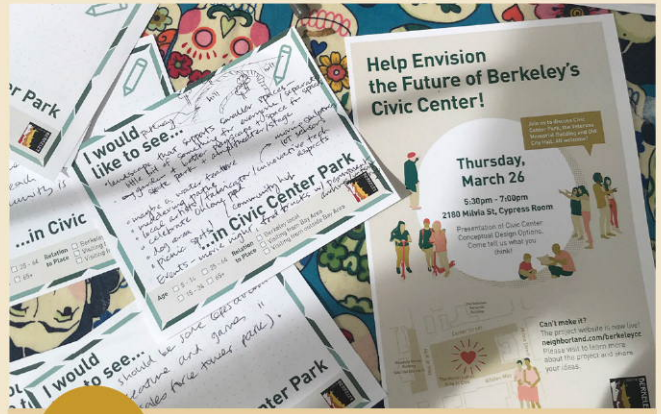


3 Commissions Meetings
Parks & Waterfront, Public Works, Landmarks and Civic Arts – Sept and Nov 2019, and March 2020



40

Community members participated in the Vision and Values workshop



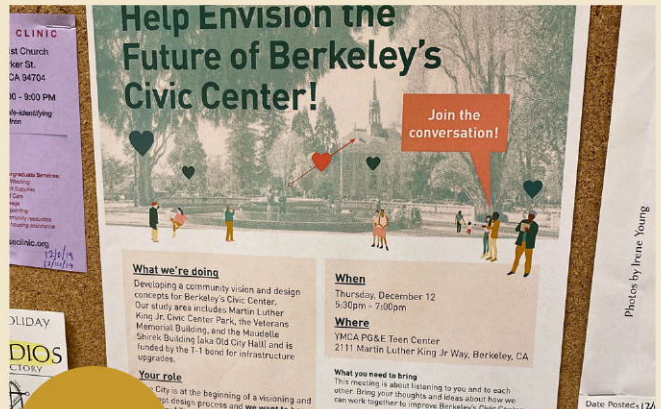
26

Ideas on postcards collected during a Pop Up at the Farmers Market



21

Community Volunteers took part in the Public Space Public Life Survey



300+

Flyers distributed in and around Berkeley



27

Focused engagement sessions, where we spoke to more than 40 stakeholders



50

Berkeley High School students took part in Design Charrettes



Vision

3.1 Vision Statement

Crafting a Shared Vision

A shared vision is only achieved through inclusive participation and engagement with the community — the people who know Berkeley’s Civic Center well, who will rally to make it better, and who will enjoy it for generations to come.

As described in the previous chapter, the Berkeley community has been incredibly interested and participative — engaged with the big picture and the detailed thinking. By listening to stakeholders, drawing with Berkeley High School students, chatting with farmers market shoppers and reading hundreds of online comments, we invited the community to be part of the creative process.

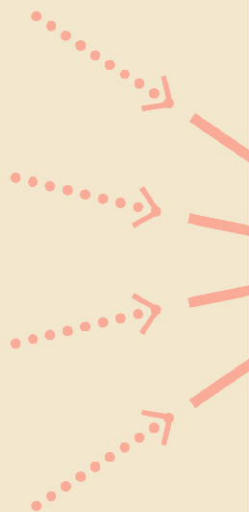
Setting a project Vision that is aspirational and reflects what the community values is the first step in setting a clear and collective purpose. The vision statement, described in this chapter, is the project’s north star — what we go back to as we iterate on design scenarios, and what keeps us all aligned, clear and motivated to take this project to implementation.

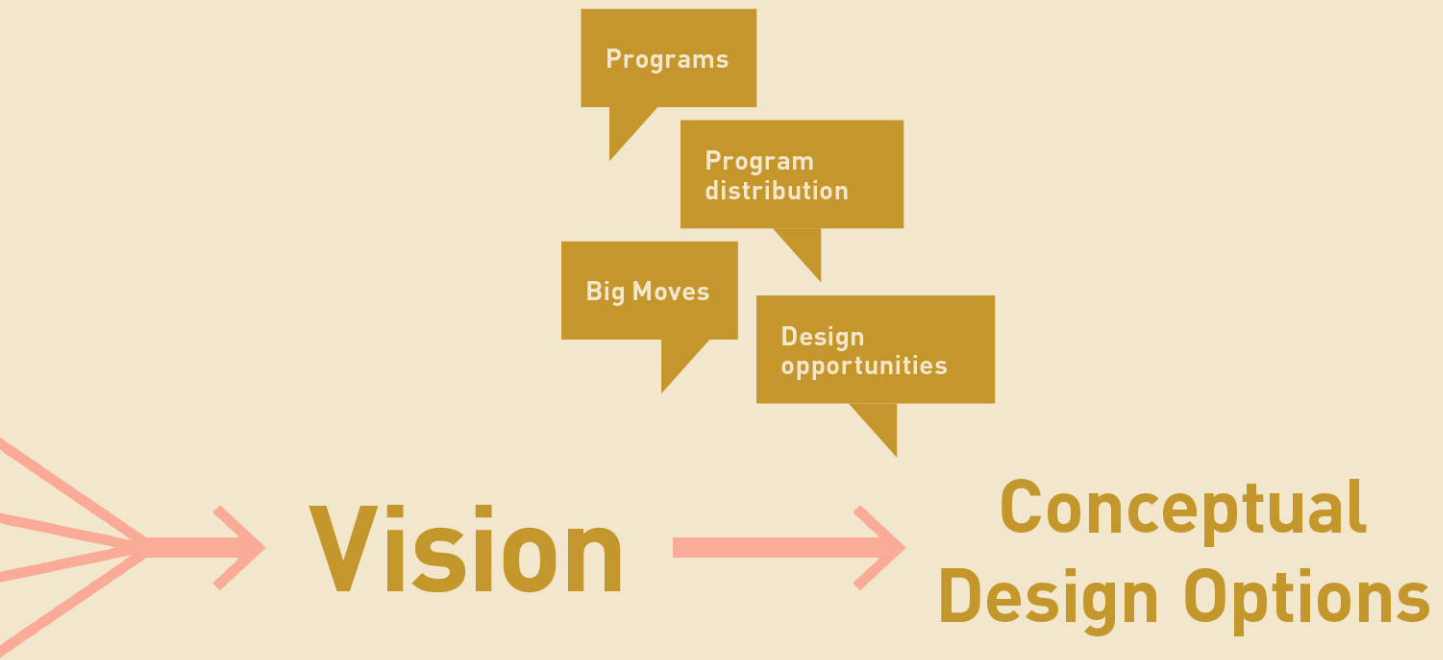
**Public Space,
Public Life Survey**

**Historic Structures
Research**

**Community &
Stakeholder
Engagement**

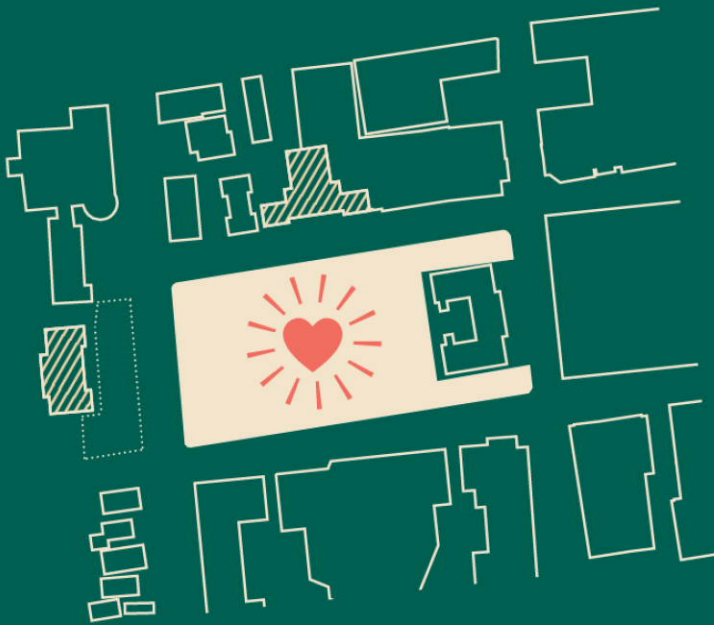
Policy Research





3.1

A Vision for Berkeley's Civic Center

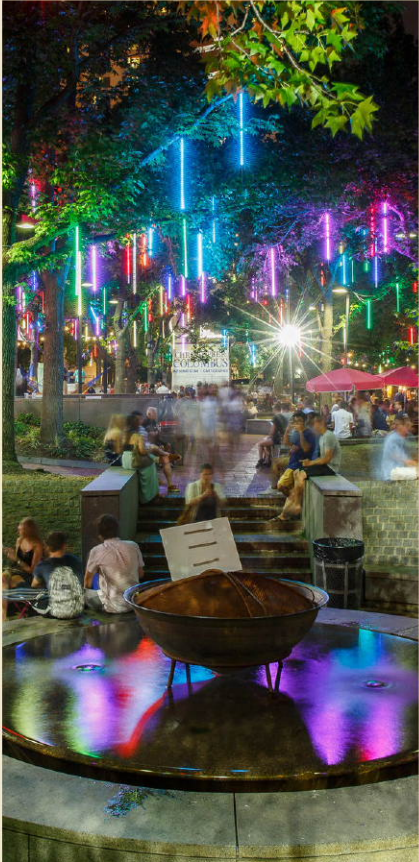
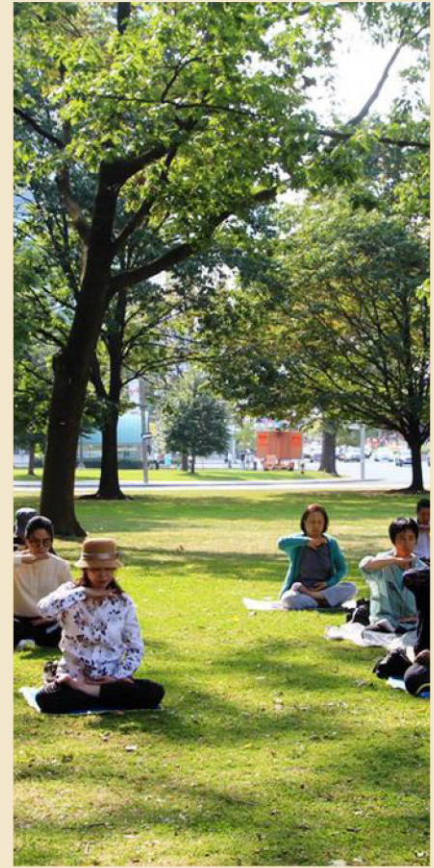


Civic Center will be the heart of Berkeley's community. Civic Center will be the prime space for civic life, culture, and the arts. It will reflect the city's diverse identities, celebrating its history, and contributing to shaping its future. A place of shared resources and a platform for free expression accessible to all, Civic Center aims to manifest the city's values, advance social justice, and demonstrate the power of true public space.

Vision Dimension 1

The heart of Berkeley's community

Civic Center will be an epicenter of Berkeley's public life— enlivened by activity day and night, and a preferred center stage for all important civic occasions. A place where all members of the community will have a chance to meet with one another, Civic Center will represent Berkeley's diversity and foster social cohesion.



Vision Dimension 2

Prime space for civic life, culture and the arts

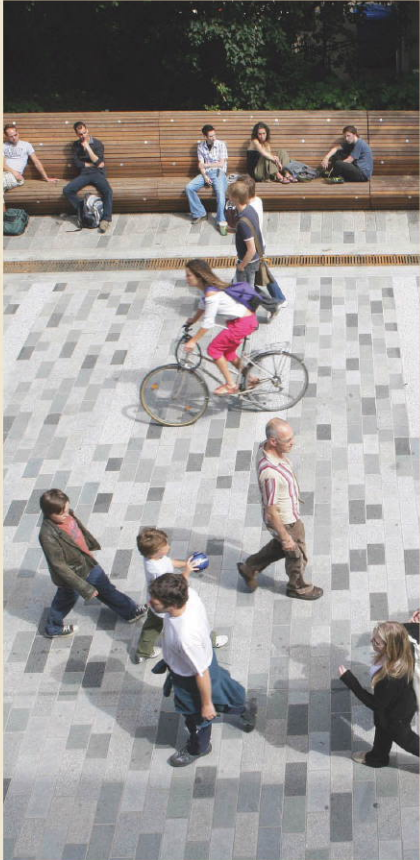
The Civic Center will concentrate some of Berkeley's most important civic functions, it will harness the pulse of Downtown activity on Shattuck Avenue and connect with the adjacent Arts District through new art and culture programming. Heritage will be preserved while shaping the city's future.



Vision Dimension **3**

Expression of the city's values

Civic Center will respect and build upon the area's natural systems, and demonstrate Berkeley's commitment to environmental sustainability in all aspects of its transformation — from the energy consumption of its buildings, to the mobility patterns it will encourage. A true commons, the Civic Center will be both a place of collective assets, readily accessible to all members of the community, and a platform for self-expression.





Design Development

4.1 Design Opportunities

4.2 Programs Matrix

4.3 Big Moves

4.1

Design Opportunities

Following the site analysis, public life study, historical research, and engagement, the design team started to identify high level design opportunities and concepts. Three ideas emerged as key project components:

Berkeley's Cultural Hive

Civic Center is adjacent to the Arts District and Berkeley High School. The Veterans Memorial Building lends itself to a great mixed arts venue, with performance spaces and educational arts programs — a link between the High School, a major youth stakeholder, and the Arts District.

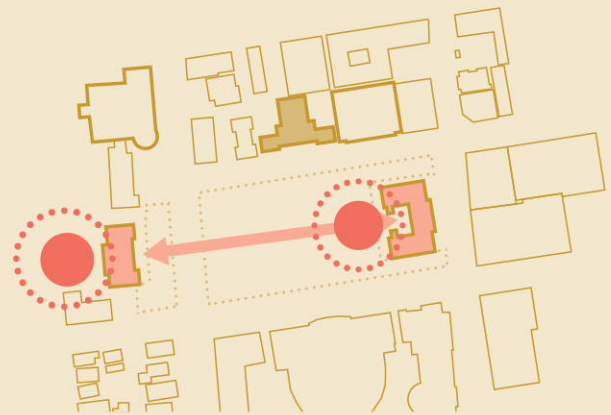
The Berkeley Center

A hybrid museum/cultural/educational facility focusing on a constellation of local history, social justice, food... including the Berkeley Historical Society and spaces for community meetings and events.

Council Chambers

A Civic Center needs a meeting place for the Council, but where is the best place for it? Extending Old City Hall could be a

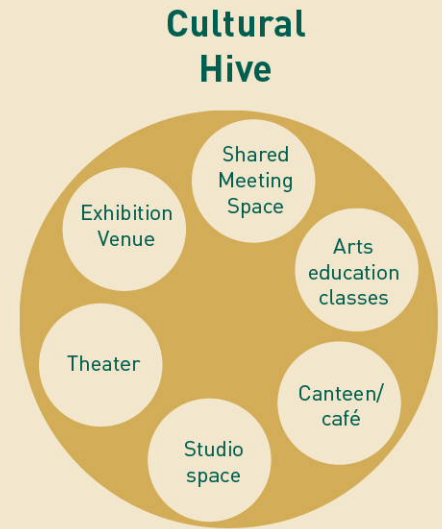
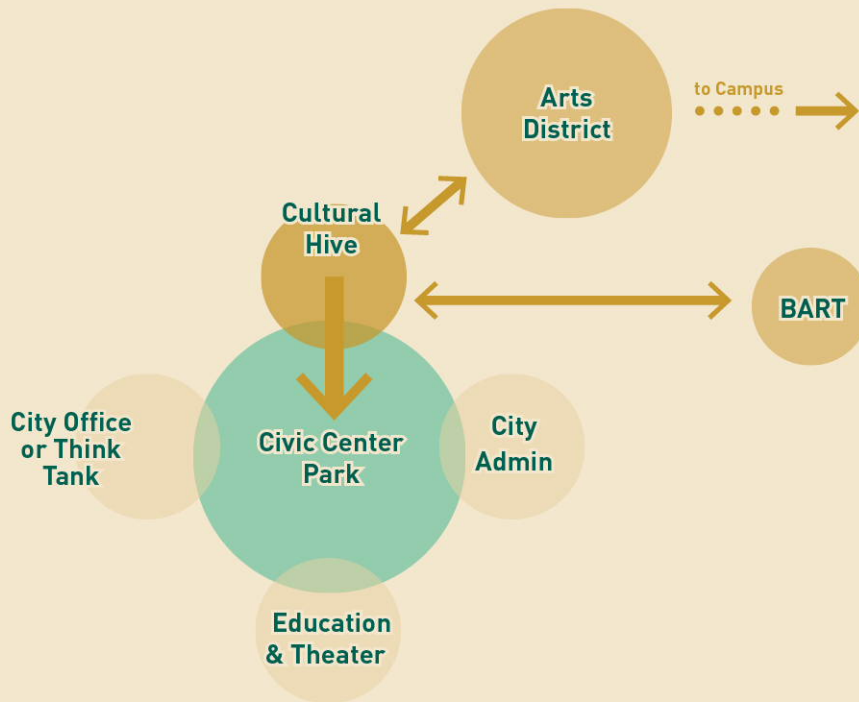
possibility, as could the west side of 2180 Milvia — providing a new front door on the park.



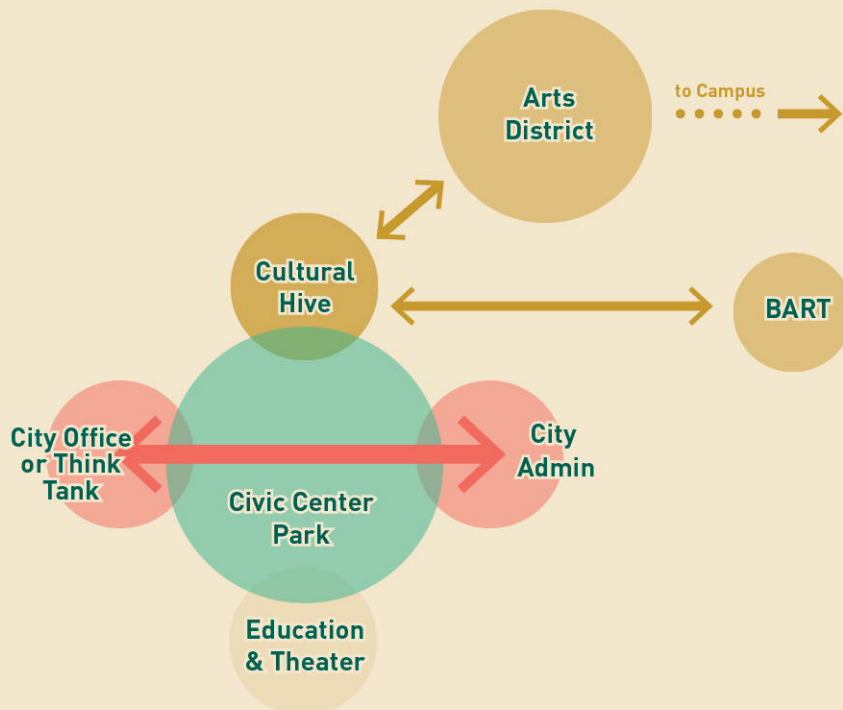
↑ An opportunity for Council Chambers to return to the heart of Berkeley's Civic Center

Civic Center Park

Alongside a great suite of programs, the transformation of the Park and its surrounding streets will make the Civic Center the heart of the community and a great public space. A place of gathering, concerts, evening events, everyday lunch meeting, family picnics ... It will be flexible, green and lush.



↑An opportunity to transform the Veterans Memorial Building into Berkeley's Cultural Hive



↑An opportunity for Civic Center Park to be activated by a higher concentration of programs – from performing arts and cultural events, to a food venue and community gathering spaces

These initial ideas or design hunches' were presented at the January 14, 2020 City Council Worksession and were well received by council and the public present. The conceptual design options in Chapter 5 further build on these key concepts.

4.2

Programs Matrix

Successful activation of Civic Center depends on the amount and mix of uses and programs in its buildings, and how much those programs help enliven the public realm. During our engagement process, many desired programs were identified, and overwhelmingly we heard about Arts and Culture as a great complement program to Civic functions. This is where the idea of a Cultural Hive in the Veterans Memorial Buildings started to take place. Flexible meeting spaces, for both government and community uses were widely mentioned. The lack of a large meeting hall, where Council meetings could take place became an important, (currently non-existing), program desire voiced by many. The need for better park amenities, such as restrooms, and a yearning for a friendlier, much improved public realm for pedestrians and cyclists came up as a key point in making Civic Center the place it deserves to be.

Civic Center must be a place of great civic and cultural significance in Berkeley, nothing less than any of the great public spaces around the world.

EXISTING PROGRAMS

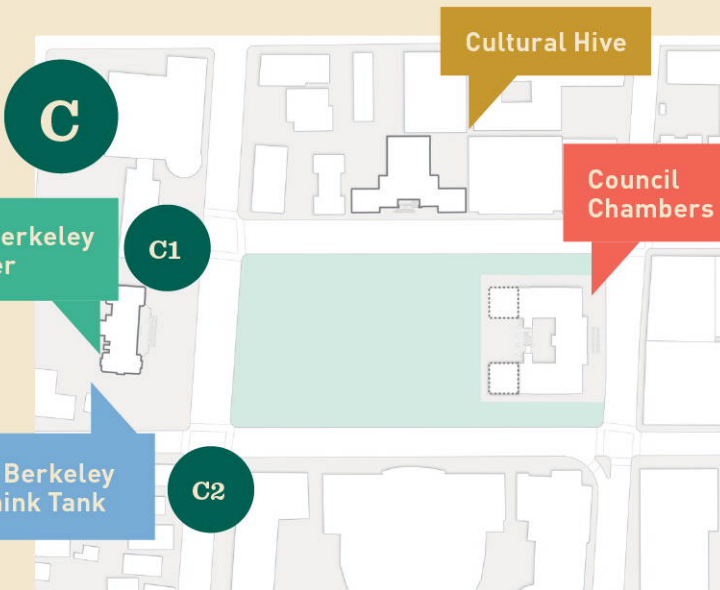
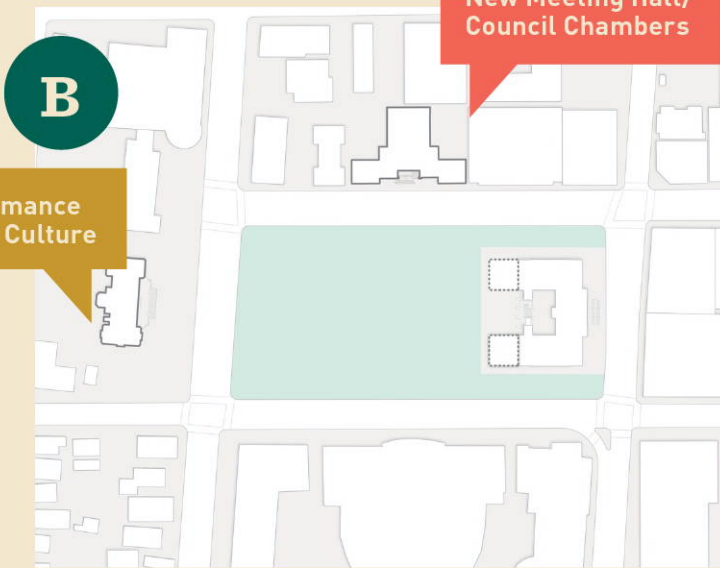
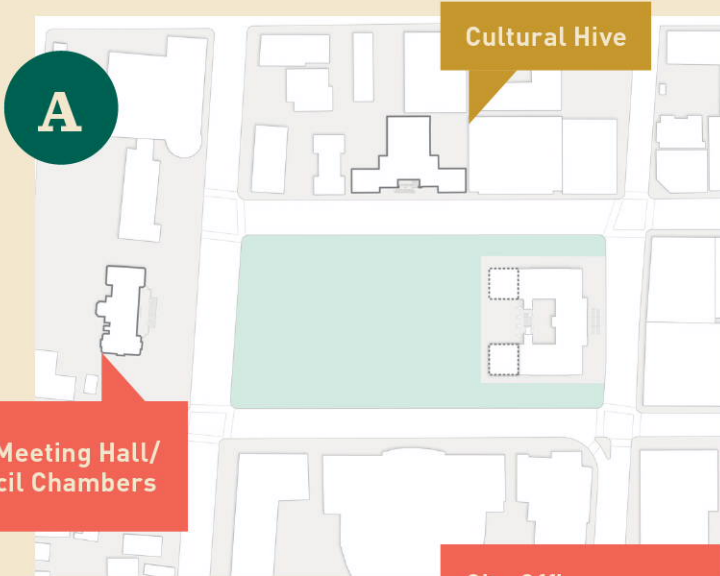
The Berkeley Historical Society	Options Recovery Services
Farmers Market	Berkeley Community Media
Veterans Meeting Space	Emergency Shelter
Dorothy Day House	Park Restrooms

ADDITIONAL DESIRED PROGRAMS

★ Berkeley Cultural Hive	☆ Community Meeting Space
★ City Council Chambers	☆ Food & Beverage
Berkeley Think Tank	Community Care
Berkeley First Center	Day Care
City Offices	☆ New Park Restrooms

- ★ Priority program
- ☆ Important program

Identified during the engagement process



All options consider/ include:

- Adaptive reuse of the historic buildings and the Park
- A large meeting hall with space for Council Chambers at Civic Center
- Activation of the west side of 2180 Milvia, removing parking and turning its current back into an active frontage toward the park
- Public realm improvements beyond the Park, to include Center St, Milvia Street, MLK Jr Way and key intersections.

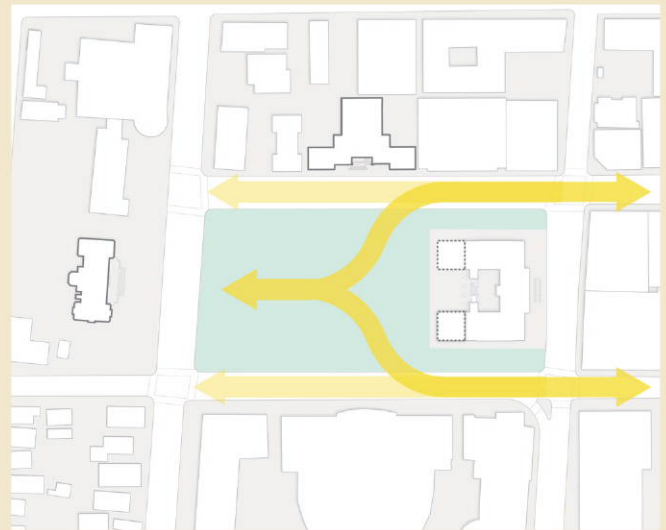
- Performance Arts & Culture
- The Berkeley Center
- Council Chambers
- Social Services
- Think Tank (incl. City Offices)

4.3

Big Moves

Spatializing the Vision

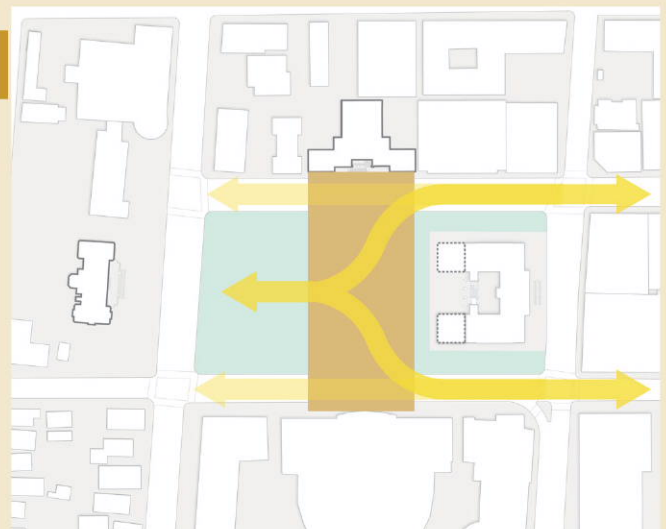
Stemming from the Vision statement, the Civic Center urban design concept can be summarized in seven big moves. These key spatial objectives anchor all the iteration and conceptual design options that follow.



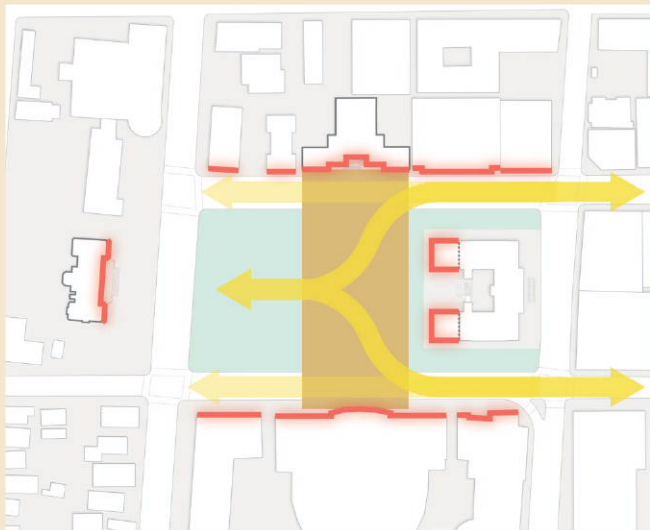
2 Bring people here from Shattuck Ave and beyond.
BART to Park!



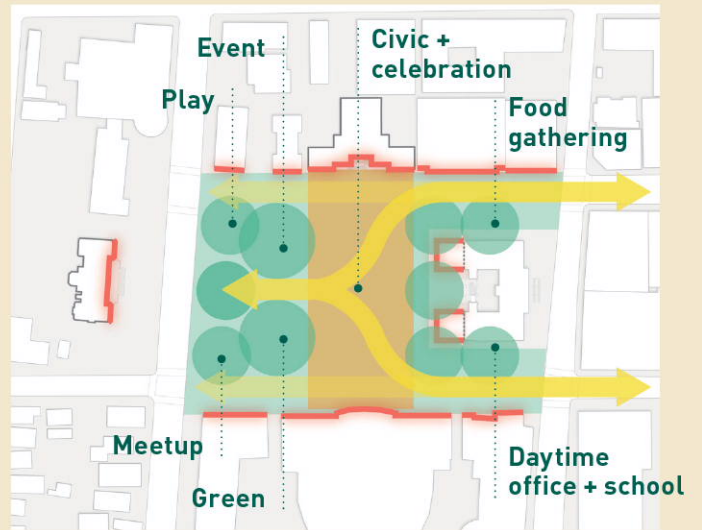
1 Activate the space with a suite of programs
More programs will bring more people and life to Civic Center!



3 Create a dignified plaza at the terminus of a green Center St.
A strong sense of arrival!



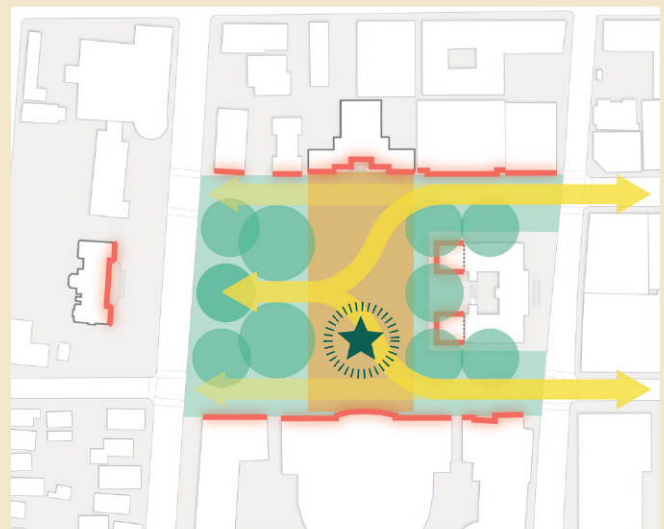
4 Energize the space with all of the surrounding buildings.
Face the park!



6 Subdivide the park into human-scaled spaces.
Right-size the room!



5 Consider the park as a space from building edge to building edge.
Wall to wall green carpeting!



7 Create a draw.
A distinct, regional attractor!



Conceptual Design Options

5.1 Options Overview

5.2 Option A

5.3 Option B

5.4 Option C

5.5 Landscape and Public Realm

5.6 City and Commission Subcommittee Engagement

5.7 Community Feedback – Website

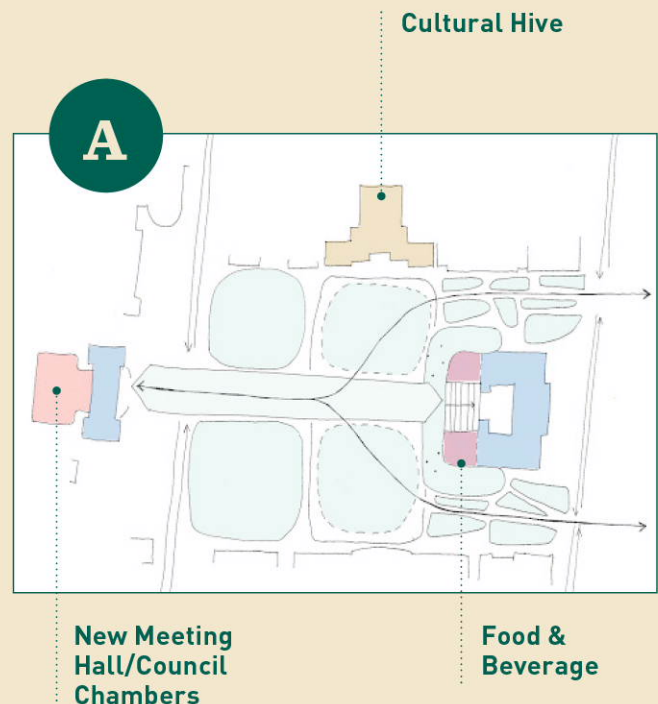
5.8 Design Options Appraisal

5.1

Overview of Options Considered

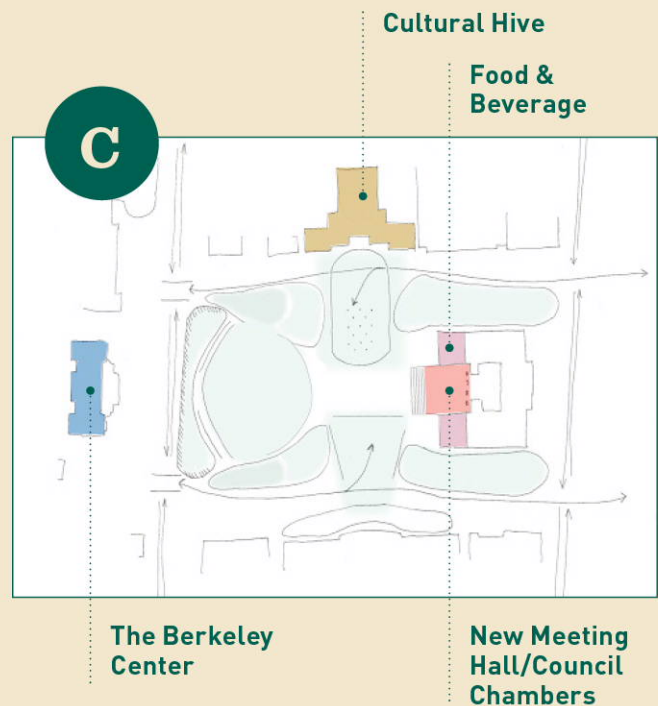
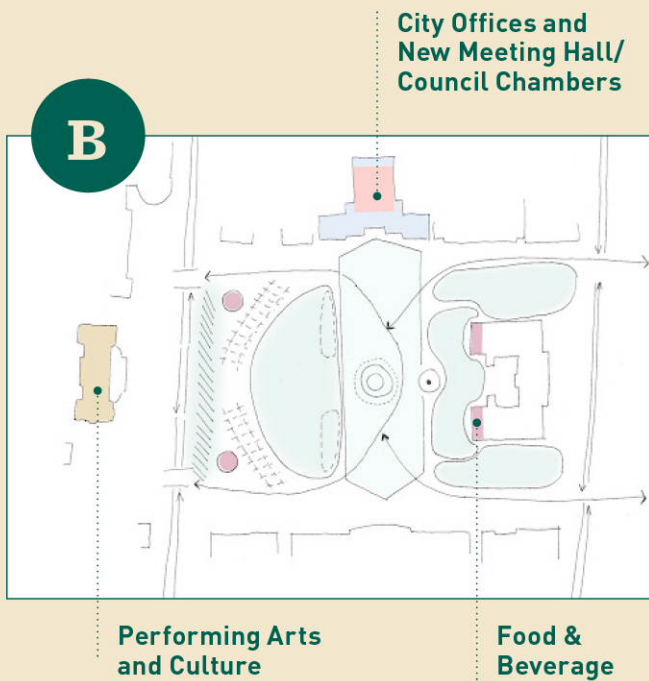
In this chapter we describe three conceptual design options for the park and the two buildings considered in our scope of work. Based on the findings from the site analysis, the historic structures studies and the engagement process, the different options describe three future scenarios for the transformation of Civic Center. Each option considers building programs, how programs are distributed, and a conceptual street design and landscape vision. Case studies and image references are used to help paint a picture of three possible futures for Civic Center.

These options were presented to the Technical Advisory Committee, to the project Sub Committee group and the community for their input; you will find a summary of their feedback at the end of this chapter. In Chapter 7 you will find our recommendations and the proposed Civic Center Vision.



Design Option A

Old City Hall is restored for use as a new City Hall with council chambers, the Veterans Memorial Building is converted into a “Cultural Hive” and the existing restrooms and storage spaces on the west side of 2180 Milvia are replaced with larger additions for food and beverage services.



Design Option B

Old City Hall is renovated as a Performing Arts & Culture Center, the Veterans Memorial Building houses a meeting hall for council and other public entities, select city offices and uses. Storage spaces on the west side of 2180 Milvia are converted into food and beverage kiosks.

Design Option C

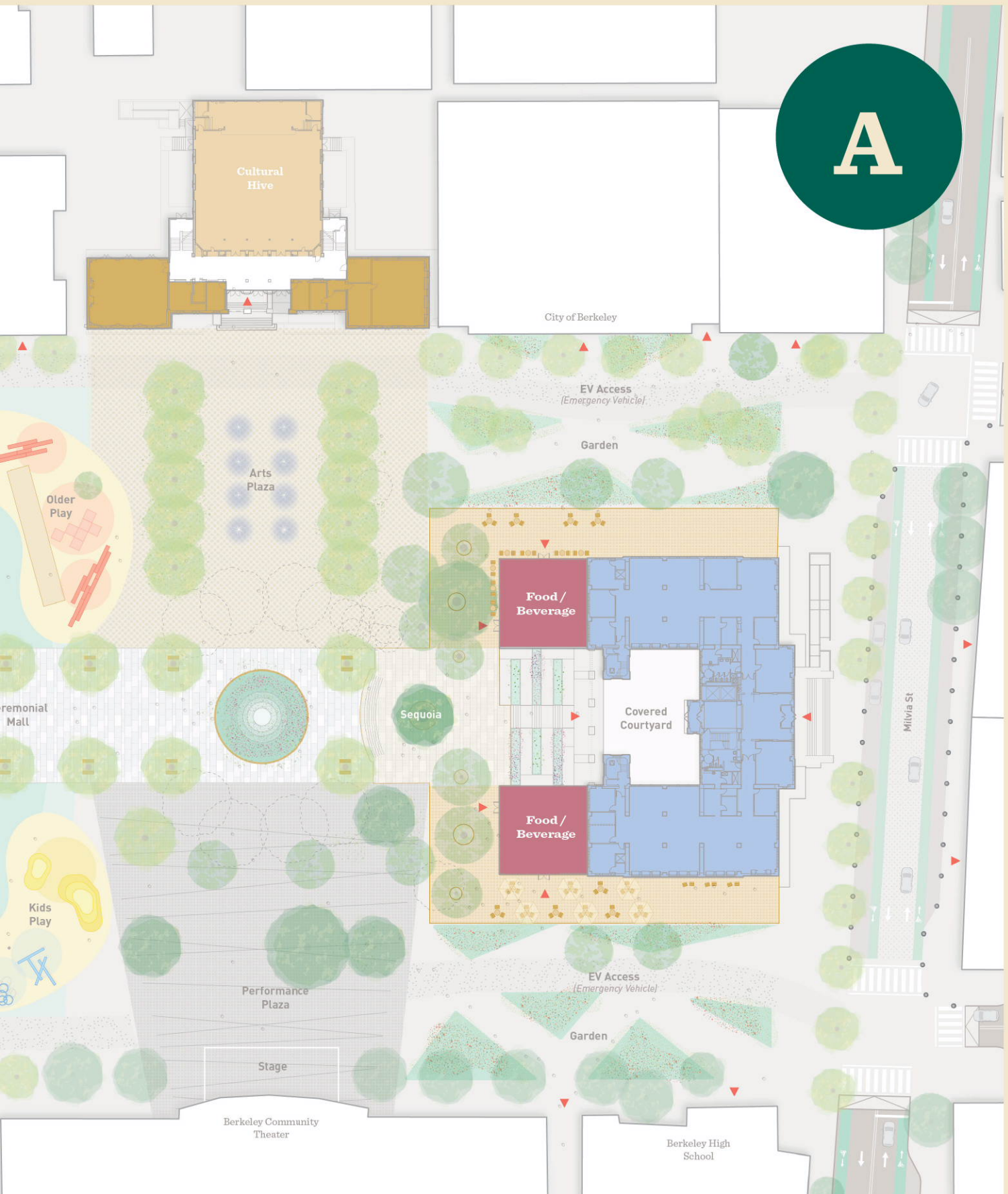
Old City Hall is renovated as ‘The Berkeley Center,’ housing the historical society, a bookstore, and exhibit halls. Alternatively Old City Hall is renovated and rented to a small institution or a Think Tank. The Veterans Memorial Building is, as in Option A, transformed into a Cultural Hive. 2180 Milvia is expanded to house a new meeting chamber – for council and other public entities.

Conceptual Design Options

Option A

A gracious ceremonial plaza acts as the defining feature of the park, and links government and community meeting spaces and Council Chambers, at the Maudelle Shirek Building, to an activated porch at 2180 Milvia. Beyond the plaza, human-scaled 'outdoor rooms' provide invitations for play, people-watching, and engaging with the new Berkeley Cultural Hive (home to performance & rehearsal spaces) within the historic Veterans Memorial Building.





A Design Option

Old City Hall: City Offices & New Council Chambers

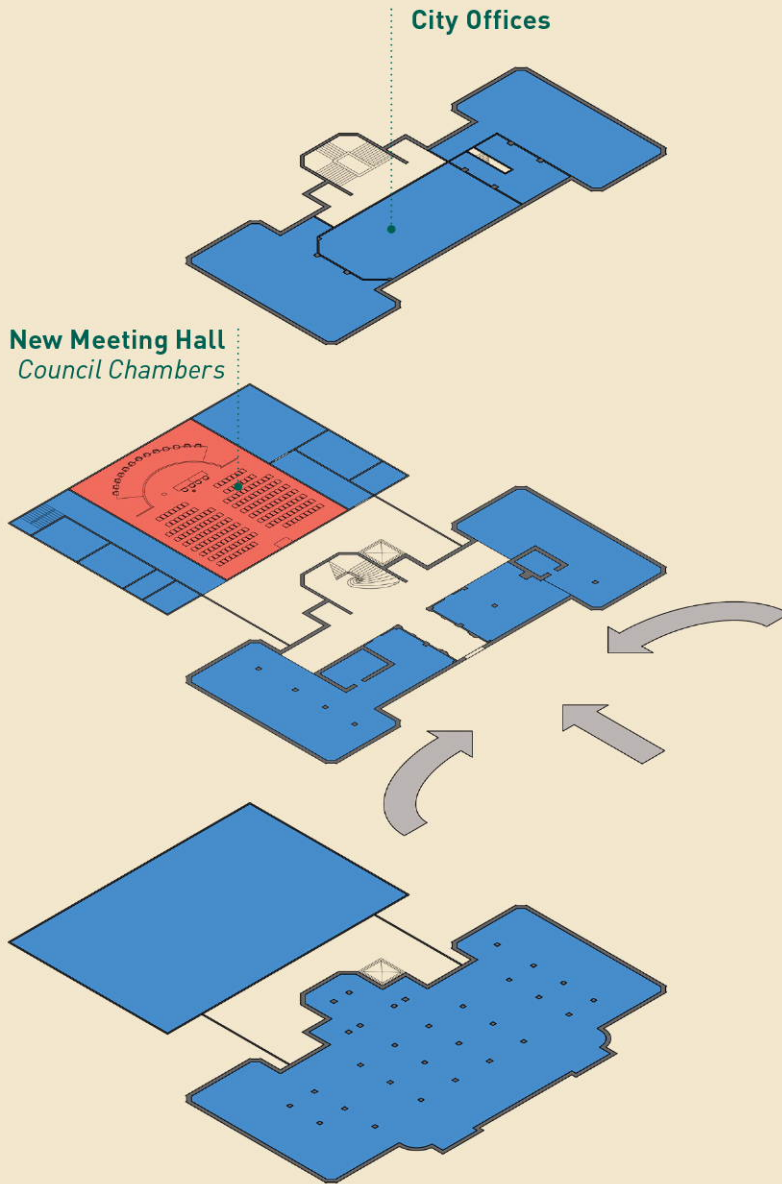
Old City Hall is restored for use as a new City Hall, housing select city offices, meeting rooms and support spaces on the main and upper floors. An addition west of City Hall houses a new meeting hall - for council and other public entities - which is directly accessible from the main floor. The lower floors (or ground levels) of both the existing building and new addition house additional meeting, support spaces and storage.



↑ Children's Museum, Pittsburgh PA



↑ Daniels Building at University of Toronto, Canada



2nd Floor:

Offices

1st Floor: New Accessible Entry

Offices
Council Chambers
Auxiliary Spaces

Ground Floor:

Berkeley Community Media
Offices
Meeting Rooms

- City Offices
- Council Chambers

Old City Hall

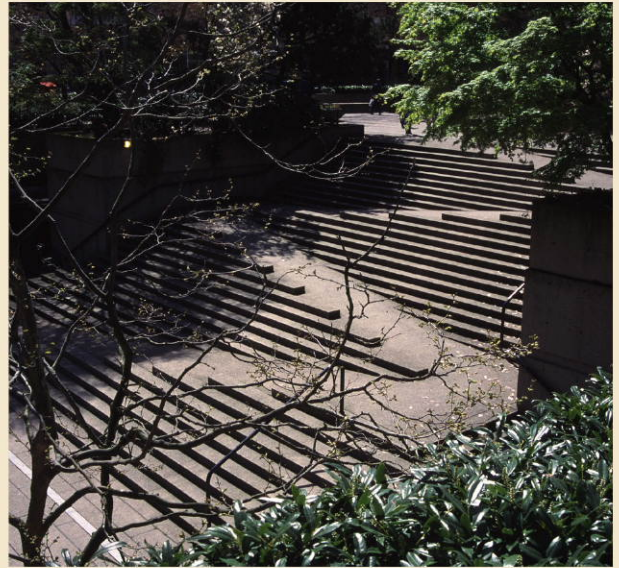
Designing for Universal Access

City Hall's main entrance should be upgraded to accommodate universal access so that everyone may enter through the same front door. Sloped walkways provide access to the existing

entry terrace and symmetrical ramps would bring everyone to a single main entry. This approach could be implemented whatever the future use of City Hall.

Sketch of City Hall new universal access entrance ↓





↑ Universal design access stairs and ramps →

A Design Option

Veterans Memorial Building: Performing Arts & Culture

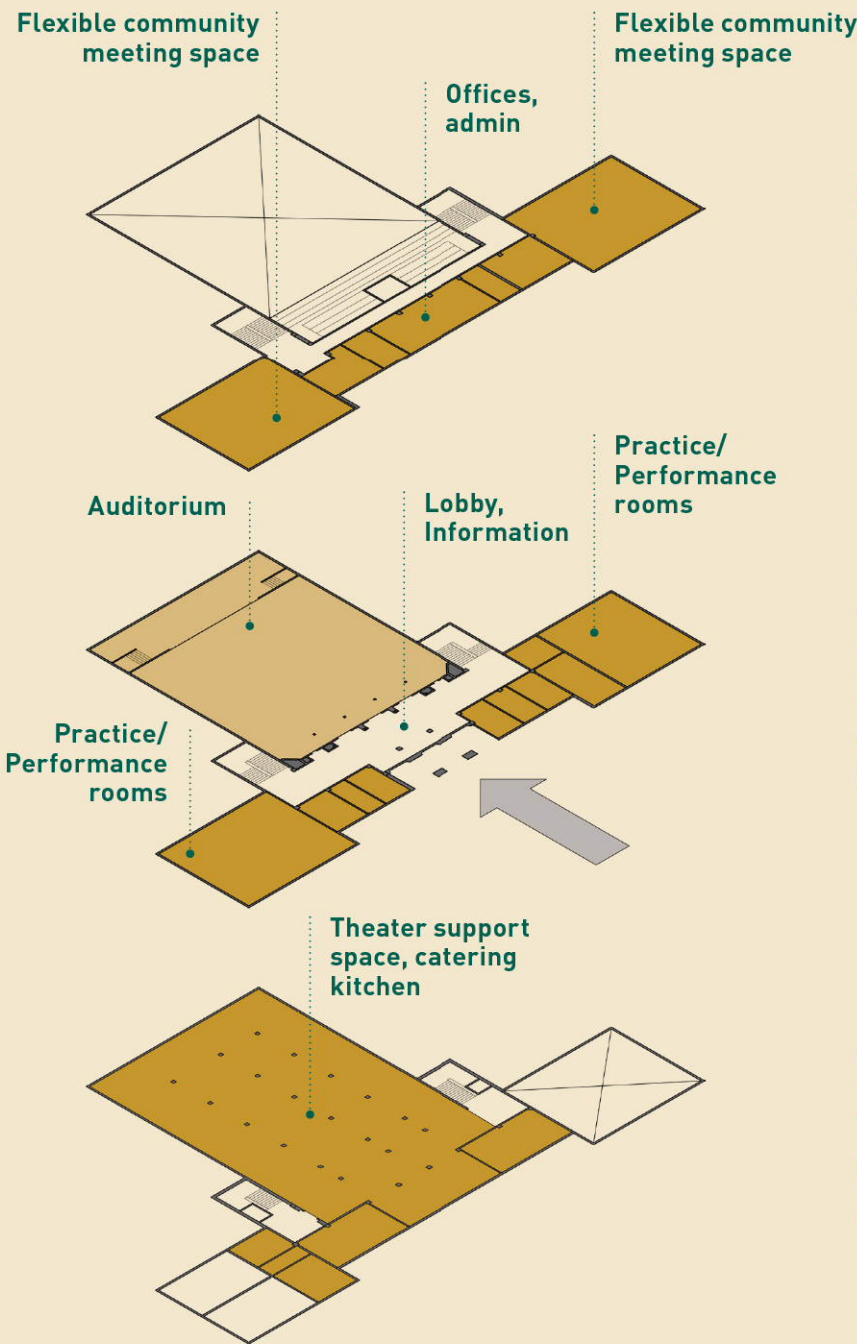
Veterans Memorial Building is converted into a Center for the Performing Arts & Culture (or Cultural Hive) with the auditorium and stage as the main performance venue and the sizable corner rooms as practice spaces and small performance venues. The lower level houses administration and support spaces, storage, and other program needs. A new public space could be added above the auditorium with a south-facing rooftop patio overlooking Civic Center Park.



↑ East Bay Performing Arts Center, Richmond



↑ Malonga Casquelourd Center for the Arts, Oakland



2nd Floor:

Offices/Administration
Classrooms

1st Floor:

Lobby/Information
Auditorium
Classrooms

Ground Floor:

Theater Support Space
Storage
Catering Kitchen

Veterans Memorial Building

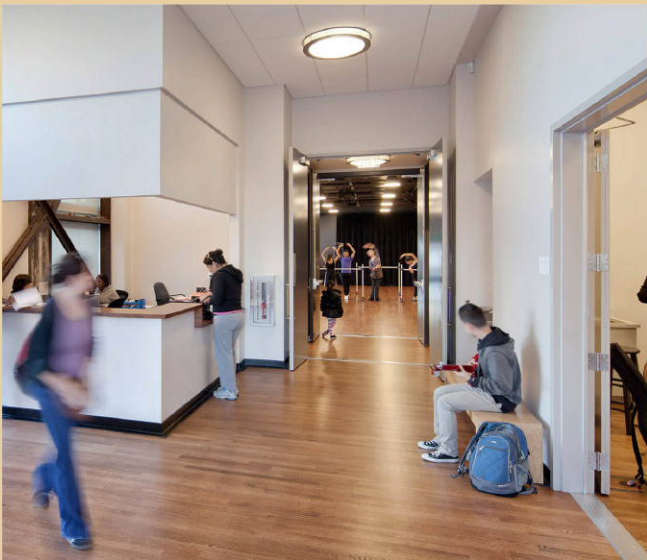
Learning from other Arts & Culture Centers

Malonga Casquelourd Center for the Arts, Oakland

The Malonga Casquelourd Center for the Arts is a “multicultural, multidisciplinary performing-arts complex” sponsored by the city of Oakland. The Malonga Center is housed in a rehabilitated turn-of-the-century building. The center offers a variety of arts programs and dance classes, as well as has rentable spaces for arts events and activities.

The Malonga Casquelourd Center is particularly relevant as a case study as its core intent of providing both “physical and education activities, as well as cultural awareness and enrichment” aligns with the values of the community of Berkeley as a whole.





East Bay Performing Arts Center, Richmond

The East Bay Center for Performing Arts, located in Richmond, California, is both a center for performance arts and also a 501(c)(3) charitable organization of the same name. It serves, “youth and young adults in imagining and creating... world performance traditions.” The Center is located in a historic building; the Winters Building was constructed in 1923 as a two-part building with commercial use on the ground level and a ballroom-theater above. The Center is primarily supported through donor contributions.

This Center serves as a particularly relevant case study for the Cultural Hive as both a model for the type of organization that might innovate and fund a cultural center, but also fits the visions many Berkeley citizens expressed for the intersection of education and arts which are both very present and active in the Berkeley Civic Center neighborhood.

A Design Option *Alternative*

Veterans Memorial Building: Performing Arts & Culture

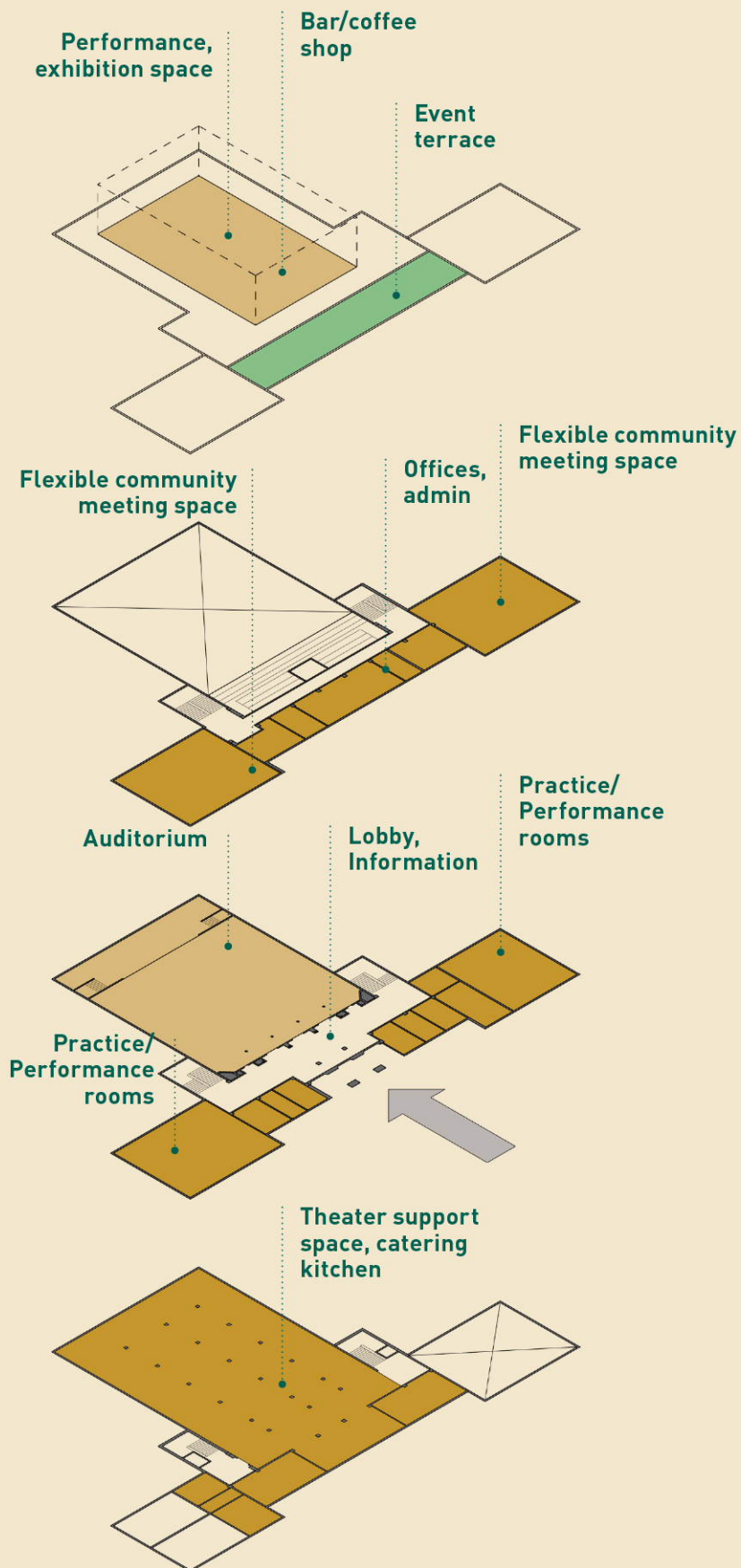
Veterans Memorial Building is converted into a Center for the Performing Arts & Culture (or Cultural Hive) with the auditorium and stage as the main performance venue and the sizable corner rooms as practice spaces and small performance venues. The lower level houses administration and support spaces, storage, and other program needs. A new public space could be added above the auditorium with a south-facing rooftop patio overlooking Civic Center Park.



↑ Island in the Sky, Studio Gang, Chicago



↑ Island in the Sky, Studio Gang, Chicago



Rooftop Addition

Performance Space
Event Venue & Deck

- Performing Arts
- Auditorium / Performance Space
- Green Space / Outdoor Deck

A Design Option

2180 Milvia: Park Additions & Universal Access

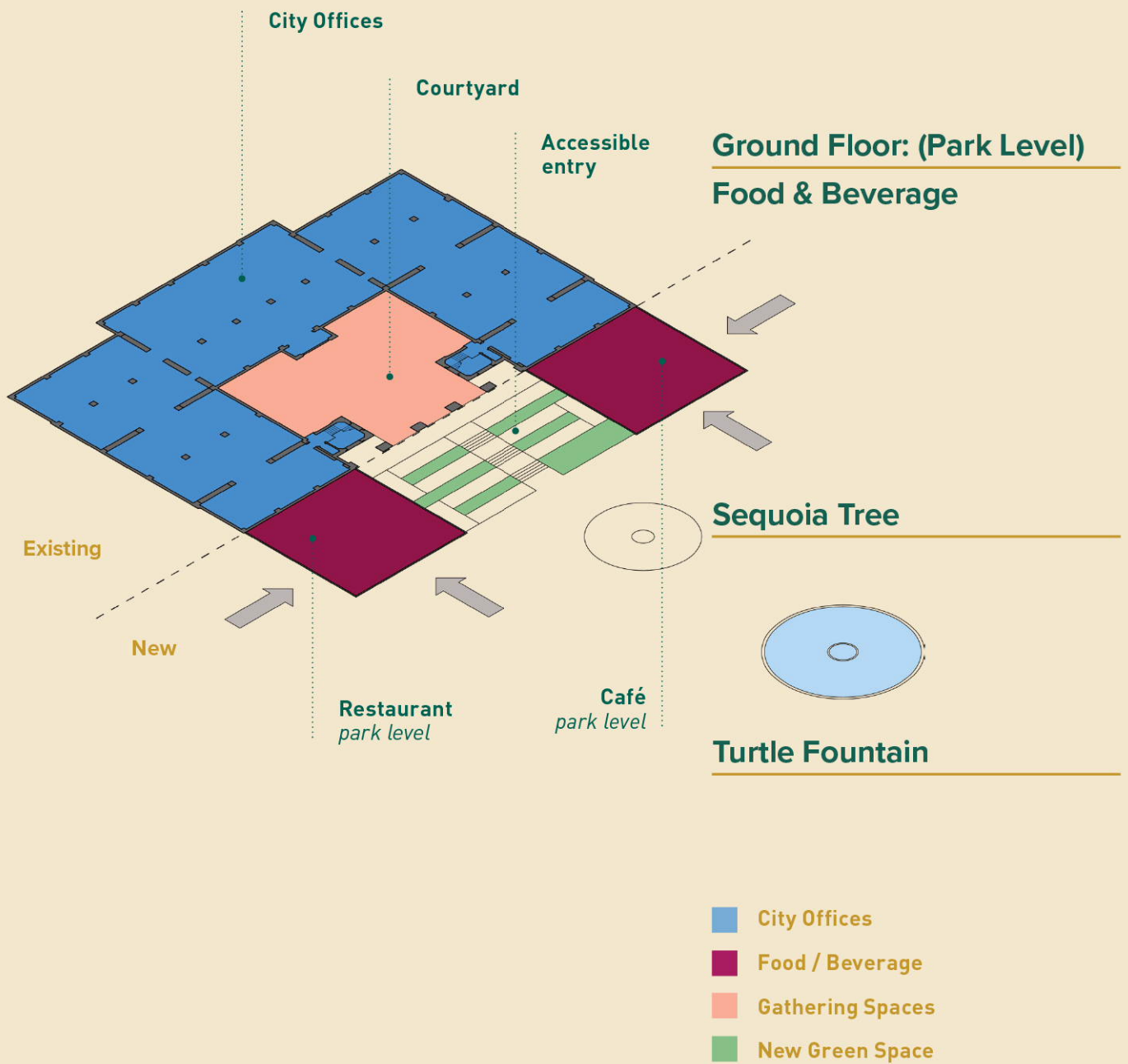
As a way to promote activities on the east end of Civic Center Park, the existing restrooms and storage spaces on the west side of **2180 Milvia** are replaced with larger additions for food and beverage service, new restrooms with access right at grade. A new sloped walkway links the Park and the 2180 Milvia courtyard, which could be covered to create a lobby and reception hall.



↑ St Johns Library, Winnipeg, Canada



↑ Palega Recreation Center, San Francisco



Conceptual Design Options

Option B

Anchored by the presence of Council Chambers in the Veterans Memorial Building, the park is defined by a central ceremonial plaza and a performance green. A pavilion structure celebrates the presence of the Berkeley's Farmers Market and invites for temporary, and semi-permanent, outdoor market space. The Maudelle Shirek Building is reconceived as a Performing Arts space, supporting arts and culture within Berkeley Civic Center.



B



B**Design Option**

Old City Hall: Performing Arts & Culture

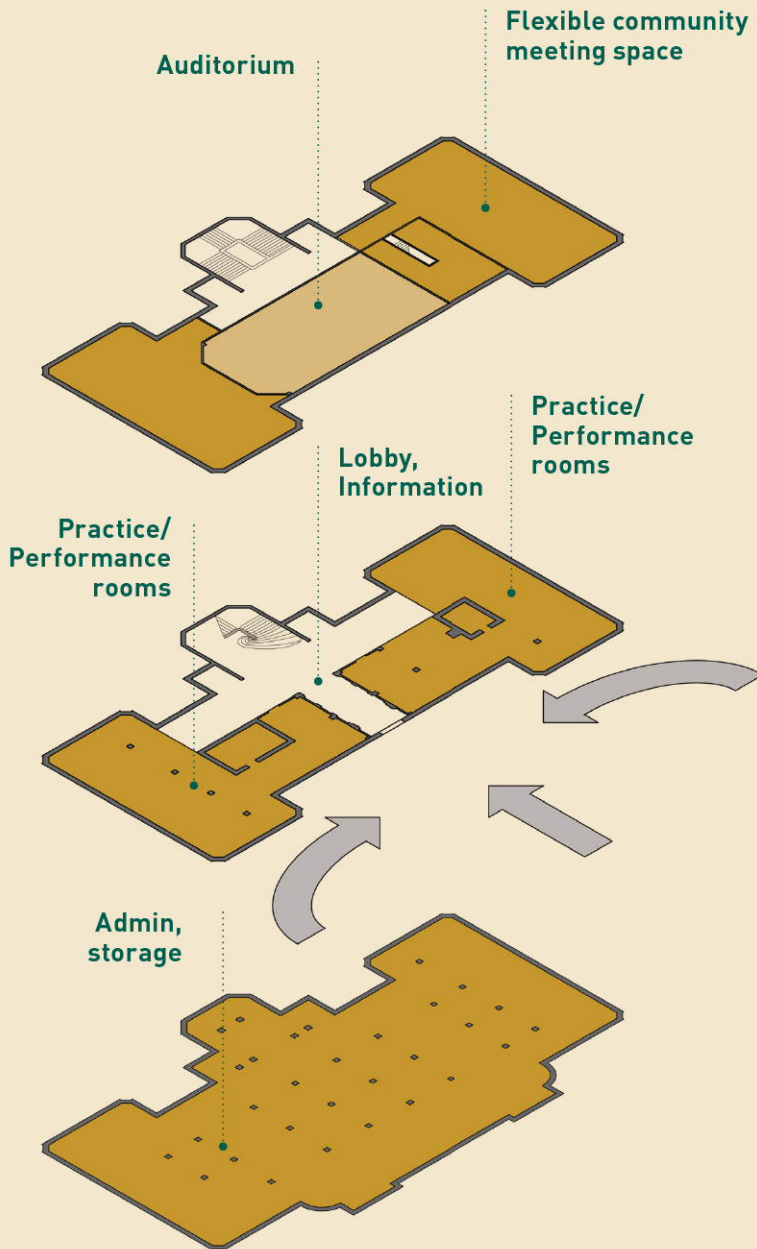
Old City Hall is renovated as the Performing Arts & Culture Center. Information and perhaps a small café occupy the main floor along the central corridor with practice rooms and small venues on the main and upper floors. The ground floor could accommodate support, administrative spaces, storage and classrooms. As in Option A, the building's original entry is reconfigured for universal access.



↑ East Bay Performing Arts Center, Richmond



↑ Malonga Casquelourd Center for the Arts, Oakland



2nd Floor:

**Practice Rooms/Classrooms
Small Performance Venues**

1st Floor: New Accessible Entry

**Lobby / Information
Practice Rooms / Small Venues**

Ground Floor:

**Classrooms / Practice Rooms
Admin / Storage**

- Performing Arts
- Auditorium / Performance Space

B Design Option

Veterans Memorial Building: City Offices & Council Chambers

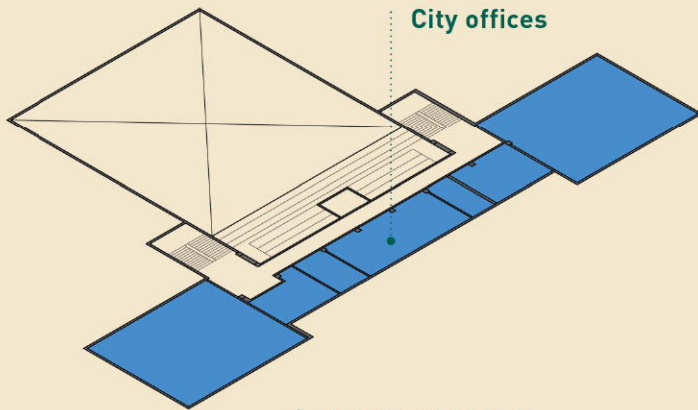
Veterans Memorial Building houses a meeting hall for council and other public entities, select city offices and uses, conveniently locating them adjacent to other city uses at 1947 Center St and across Center Street to 2180 Milvia.



↑ St Johns Library, Winnipeg, Canada

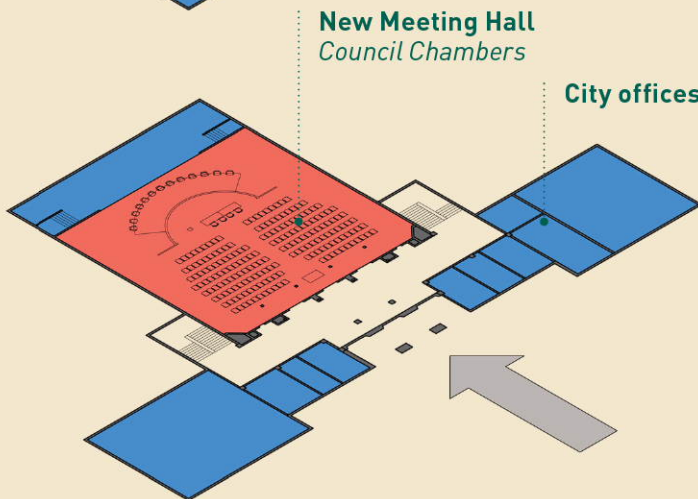


↑ Palega Recreation Center, San Francisco



2nd Floor:

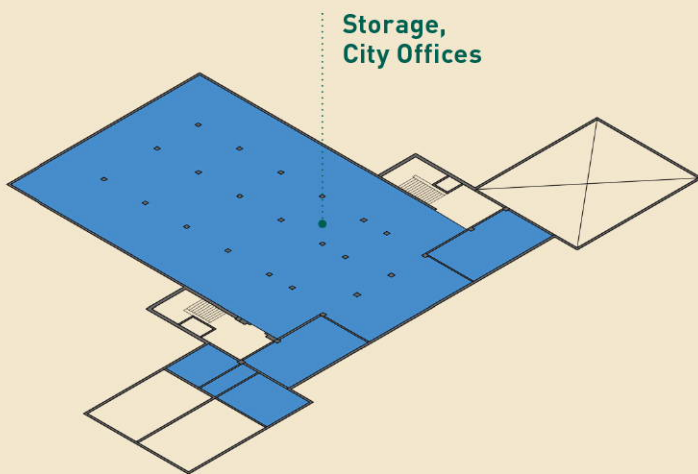
Offices



1st Floor:

Offices

Council Chambers



Ground Floor:

Offices

Storage

- City Offices
- Council Chambers

B Design Option

2180 Milvia: Park Additions

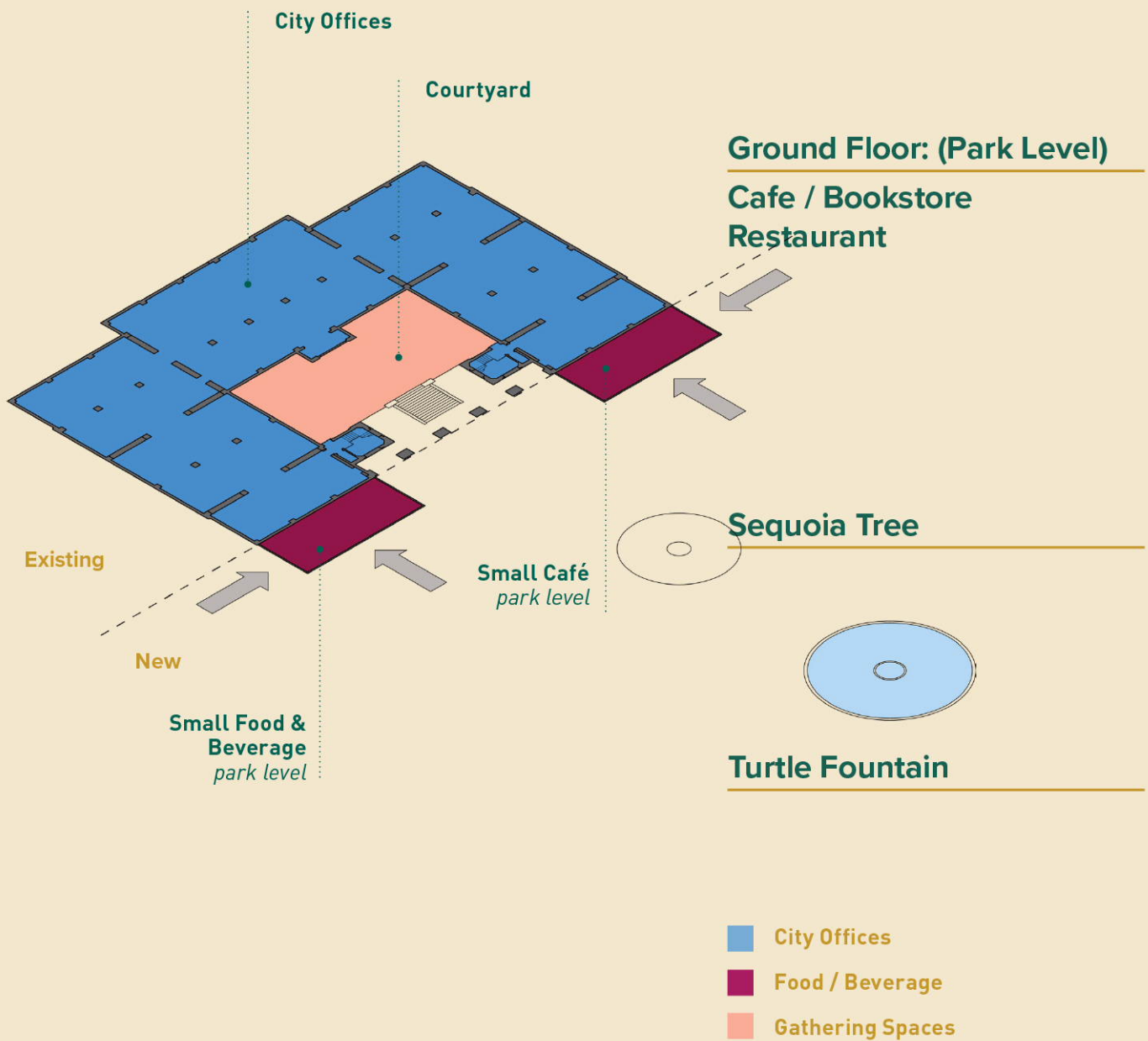
The proposed alterations to **2180 Milvia** are similar to those in the previous scheme (replacing existing storage and restrooms) but scaled down with remodeled or new additions (replacing existing storage and restrooms) such as kiosks with food and beverage services provided as take-out and with improved restrooms.



↑ Food & Beverage Pavilion, Novo Hamburgo, Brazil



↑ Blum Pavilion, Mexico City

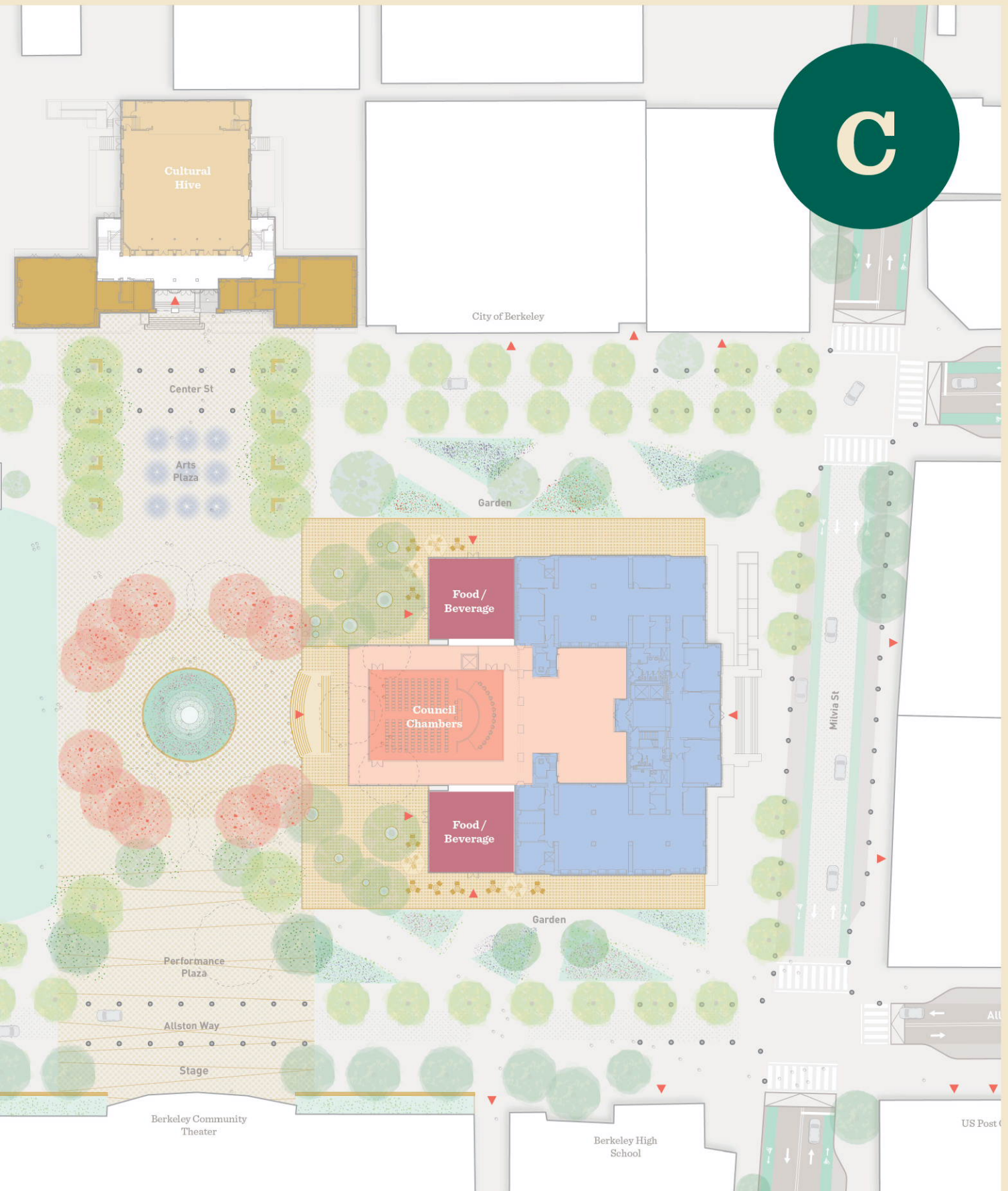


Conceptual Design Options

Option C

Council Chambers returns to the heart of Berkeley's Civic Center, redefining the relationship of the park to 2180 Milvia. An open and flexible green defines the park, providing opportunities for everyday activities and special events to unfold. Supporting the Berkeley Cultural Hive, positioned within the Veteran's Memorial Building, the Arts and Performance Plazas provide platforms for culture and the arts in the public realm.





C Design Option

Old City Hall: Berkeley Think

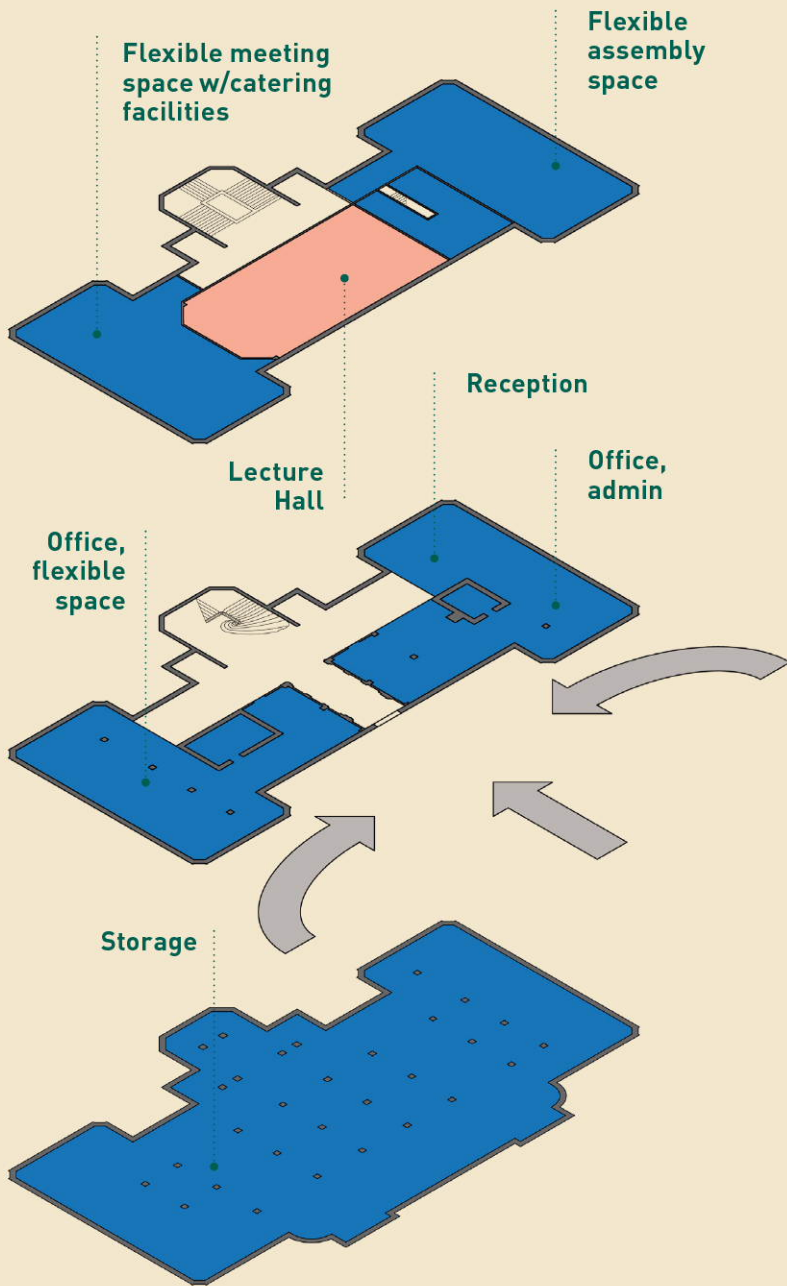
Old City Hall is renovated such that it could be rented to a small institution or a think tank or mission-driven organizations. The majority of the spaces would house offices and support spaces with the existing council chamber used as a small auditorium for speaking engagements and similar events. The building's original entry is reconfigured for universal access.



↑ MAD Architects Office, Beijing



↑ Vidal Office, Madrid



2nd Floor:

Non-Profit(s) / Offices
Rentable Public Event Space

1st Floor: New Accessible Entry

Non-Profit(s) / Offices

Ground Floor:

Non-Profit(s) / Offices
Storage

- Non-Profit(s) / Offices
- Rentable Public Meeting Space

C Design Option *Alternative*

Old City Hall: The Berkeley Center

Old City Hall is renovated as a 'Berkeley Center,' housing the historical society, a bookstore, and exhibit halls (similar to the California Historical Society in San Francisco) depicting various notable times in Berkeley's history and with space for mounting traveling exhibits. The existing council chambers could be rented out as event space.

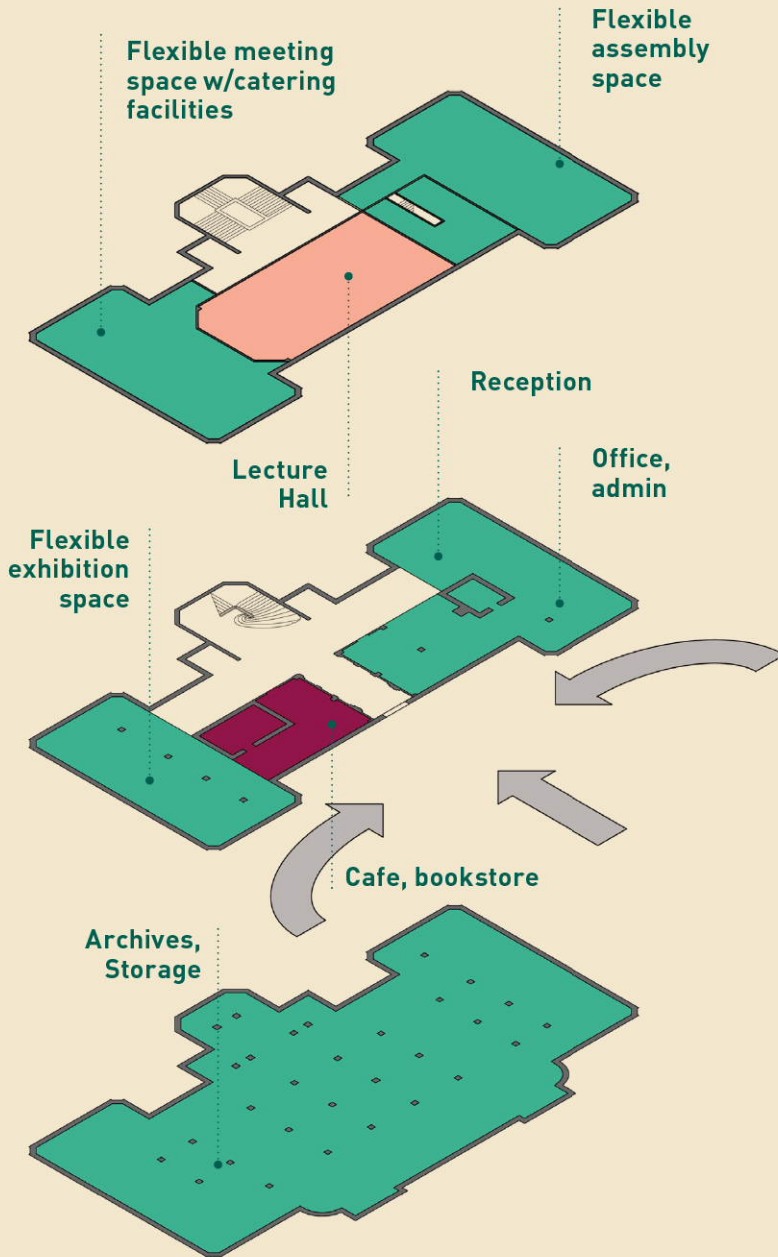
The building's original entry is reconfigured for universal access.
Please see illustration in Option A.



↑ California Historical Society, San Francisco



↑ African American Museum & Library, Oakland



2nd Floor:

Berkeley Historical Society Exhibits
Rentable Event Space

1st Floor: New Accessible Entry

Reception/Information
Exhibits
Bookstore

Ground Floor:

Archives/Storage

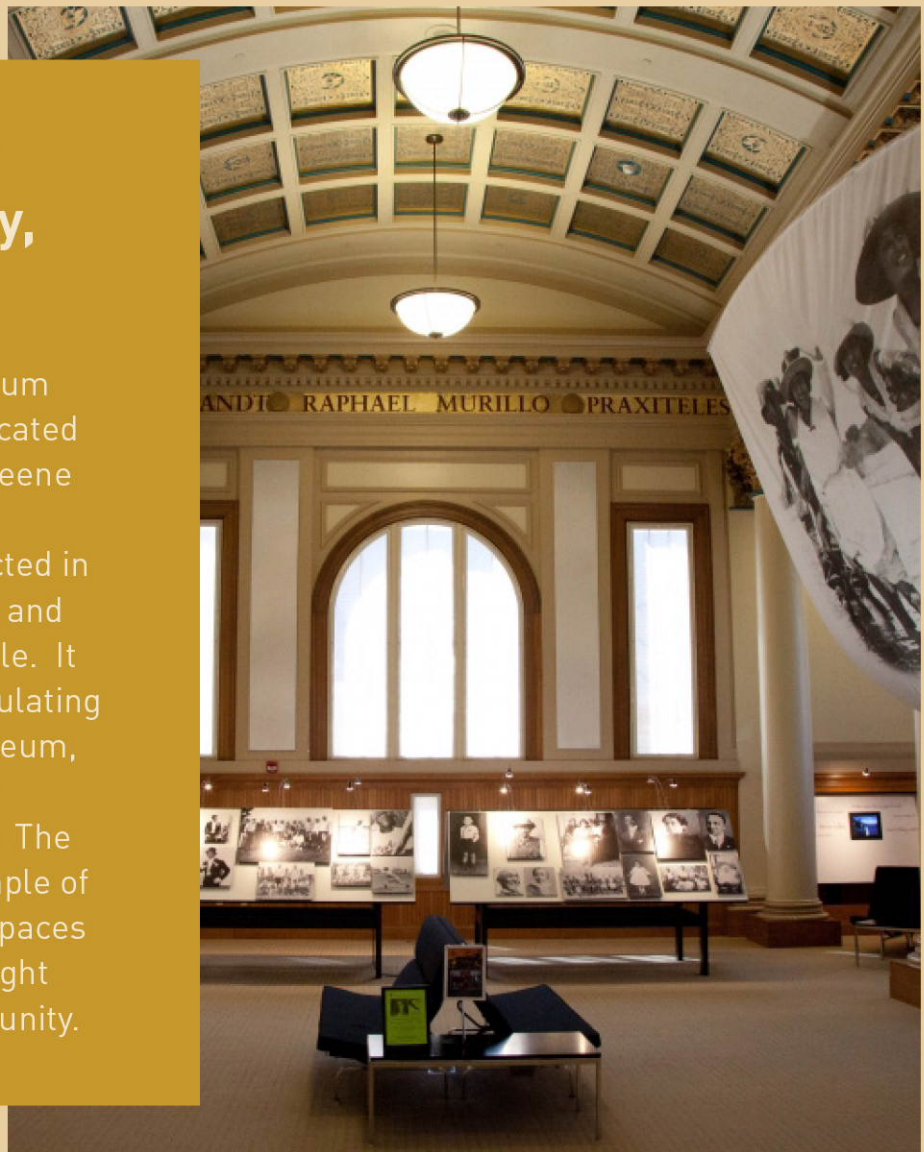
- Berkeley Center
- Bookstore / Retail
- Rentable Public Meeting Space

Old City Hall

Learning from other Historical Societies

African American Museum & Library, Oakland

The African American Museum and Library of Oakland is located in the historic Charles S. Greene Library Building; a National Register landmark constructed in 1902, and designed by Bliss and Faville in the Beaux Arts style. It houses archives, a non-circulating reference library and a museum, and hosts public events and lectures for the community. The Museum is a poignant example of the size, feel, and types of spaces that the Berkeley Center might offer to the Berkeley Community.





California Historical Society, San Francisco

The California Historical Society is the official state historical society of California. The Society purchased 678 Mission Street in San Francisco to serve as their offices, a museum and as a portal for their growing historical collection. The Society offers space for rotating exhibits, provides education tours and public lectures, and houses a gift shop. It provides an excellent example of the types of programs and spaces that a Berkeley Center might include.



C Design Option

Veterans Memorial Building: Performing Arts & Culture

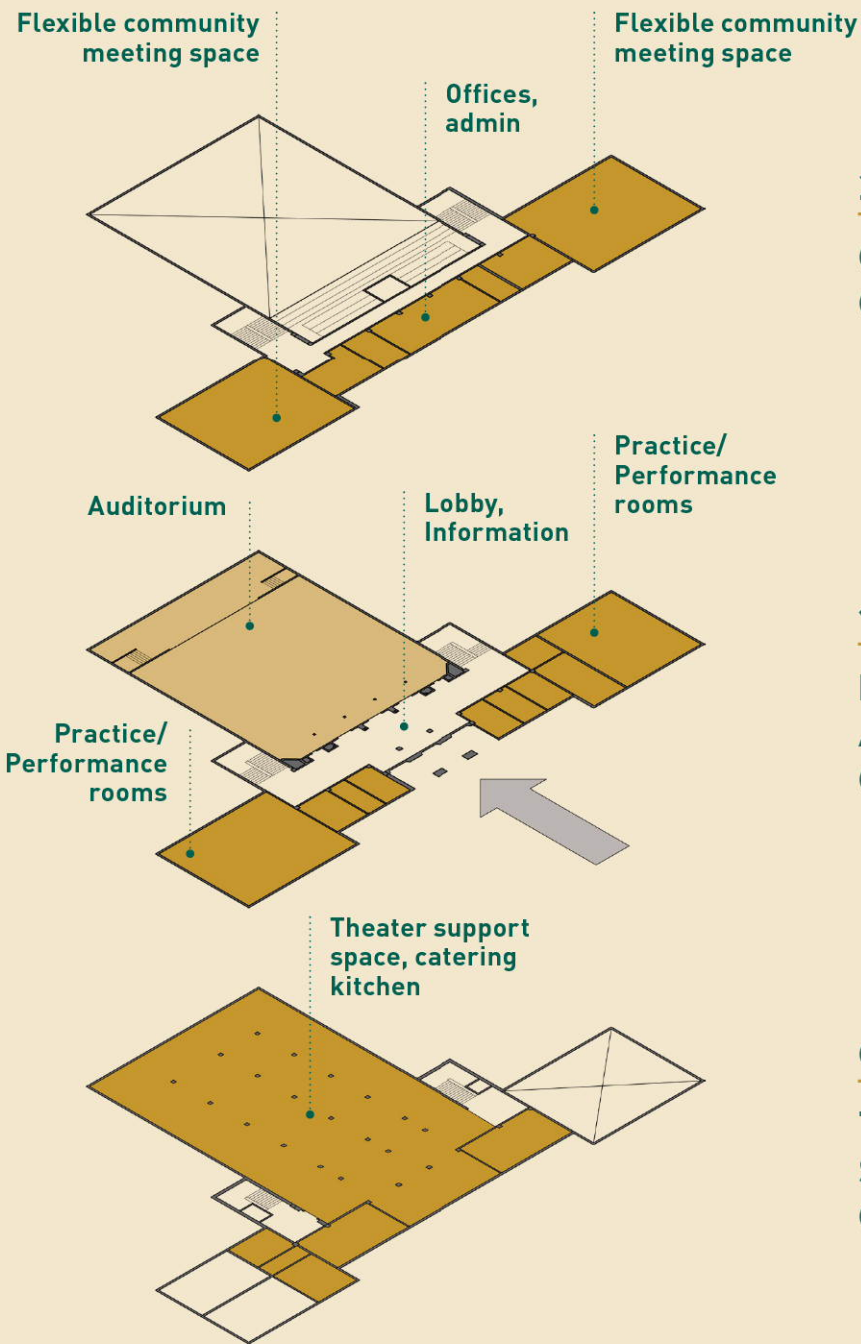
As in Design Option A, the **Veterans Memorial Building** is converted into a Center for the Performing Arts & Culture (or Cultural Hive) with the auditorium and stage as the main performance venue and the sizable corner rooms as practice spaces and small performance venues. The lower level houses administration and support spaces, storage, and other program needs. A new public space could be added above the auditorium with a south-facing rooftop patio overlooking Civic Center Park.



↑ East Bay Performing Arts Center, Richmond



↑ Melonga Casquelourd Center



2nd Floor:

**Offices/Administration
Classrooms**

1st Floor:

**Lobby/Information
Auditorium
Classrooms**

Ground Floor:

**Theater Support Space
Storage
Catering Kitchen**

- Performing Arts
- Auditorium /Performance Space

C Design Option

2180 Milvia: Council Chambers & Park Additions

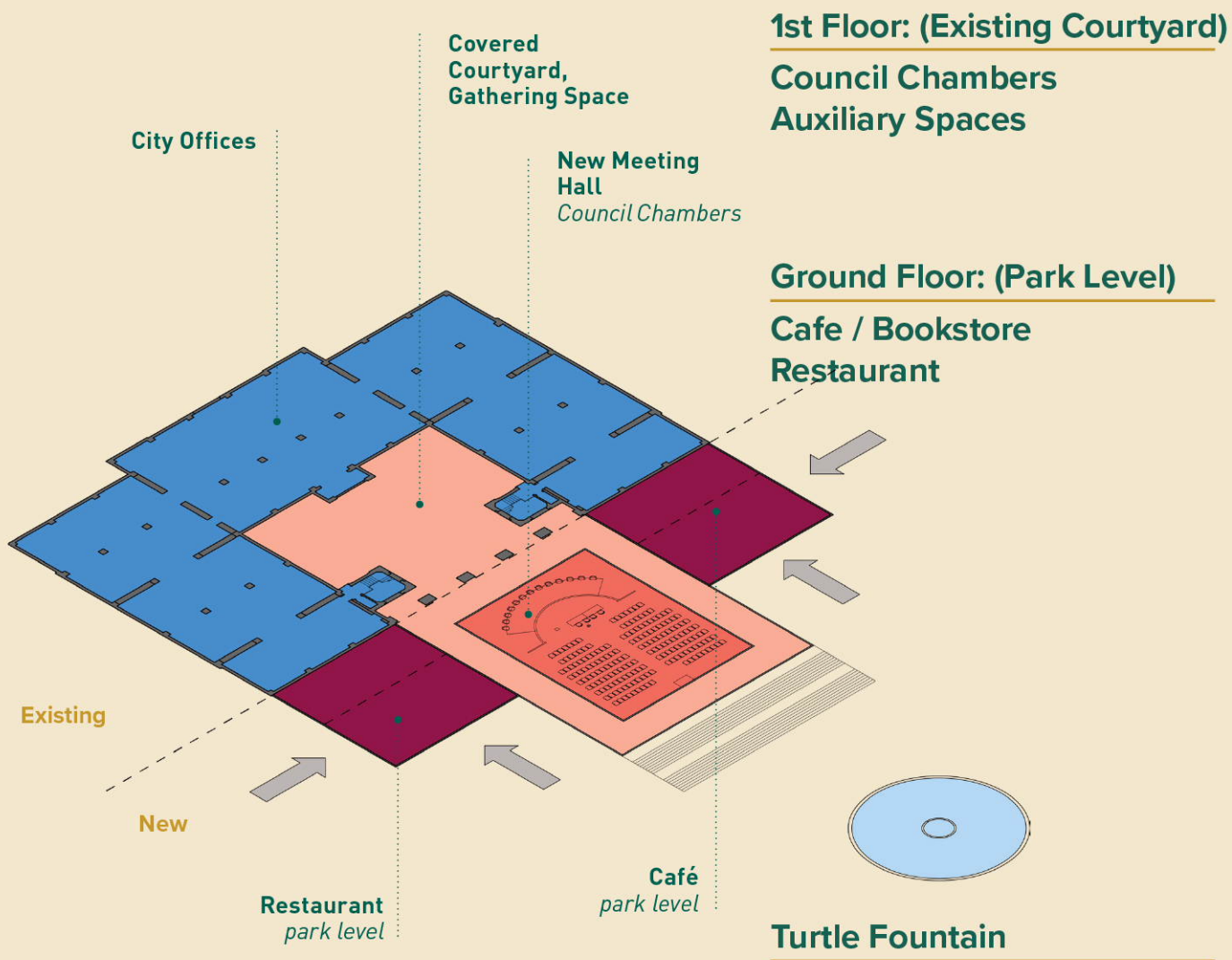
2180 Milvia is expanded to house a new meeting chamber – for council and other public entities – located on the main level courtyard of 2180 Milvia. Generous stairs connect to the Park serving as a public entry into the meeting chamber. As in Option A, new additions to 2180 Milvia would replace the existing storage and restrooms and would house food and beverage services and new restrooms at the east end of the Park.



↑ Historic DC Courthouse, D.C..



↑ National Museum of American Diplomacy, D.C.



2180 Milvia

Learning from other Historical Additions

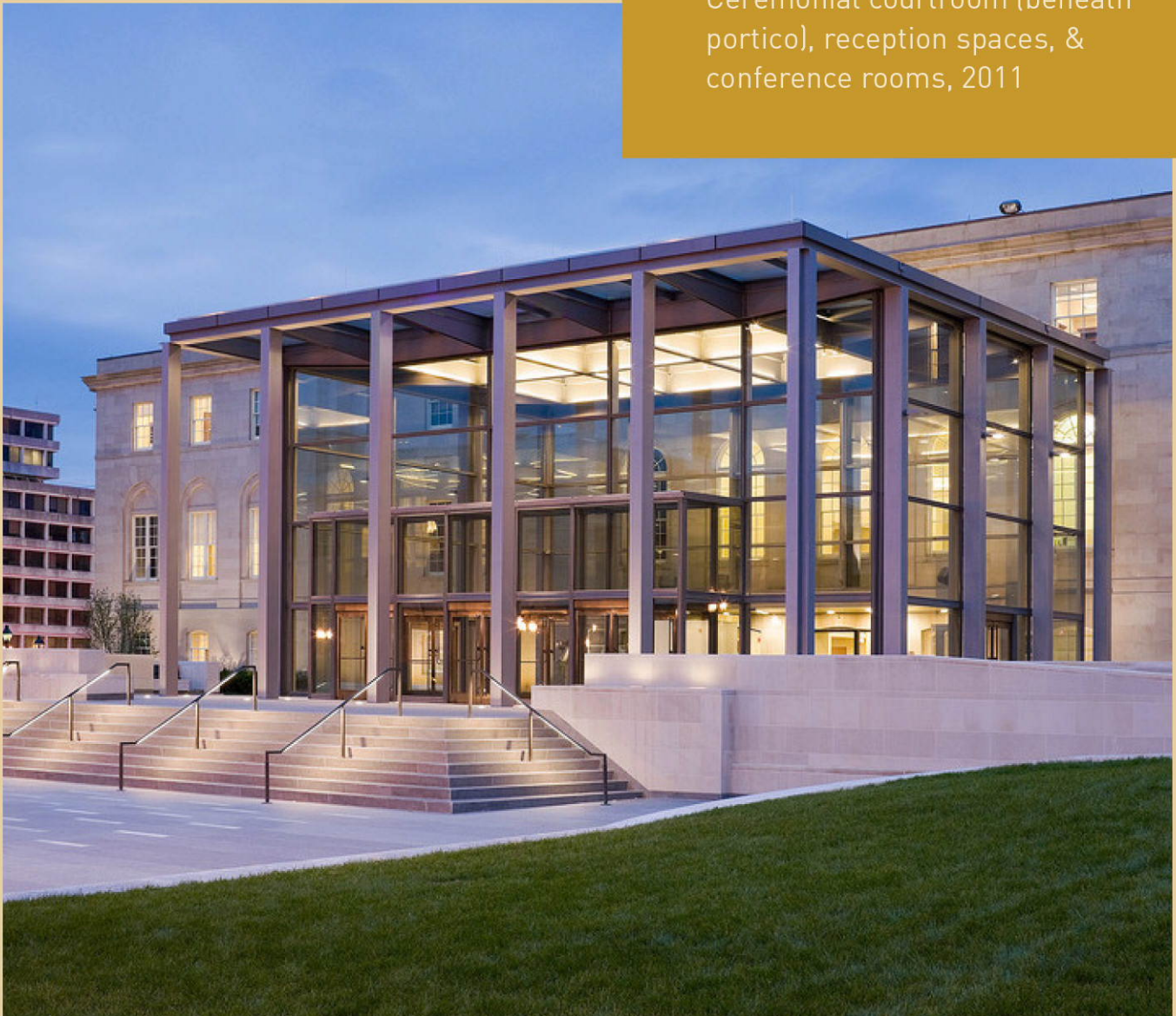


**National Museum of
American Diplomacy,
Washington D.C.**

Exhibition pavilion and gallery
spaces, 2016

Historic DC Courthouse, Washington D.C.

Ceremonial courtroom (beneath portico), reception spaces, & conference rooms, 2011

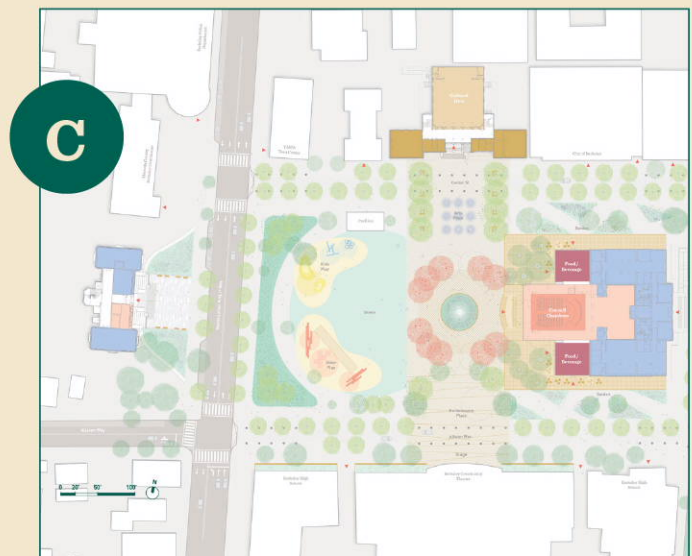
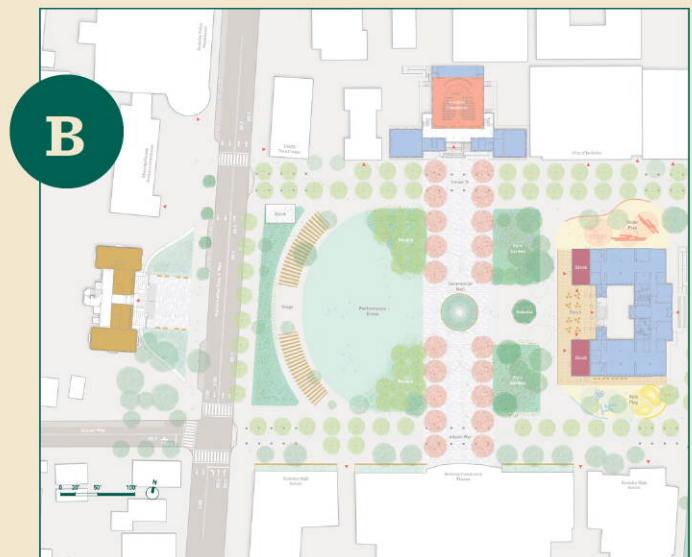


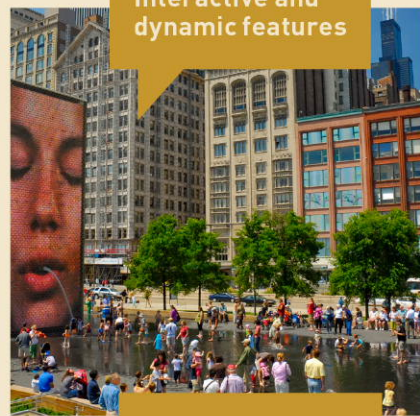
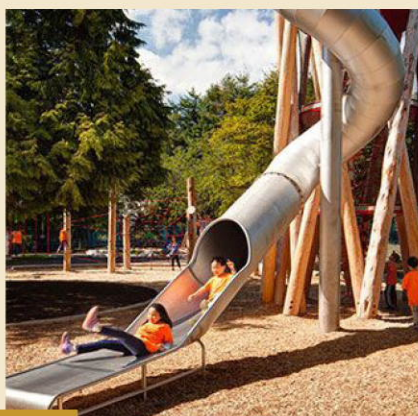
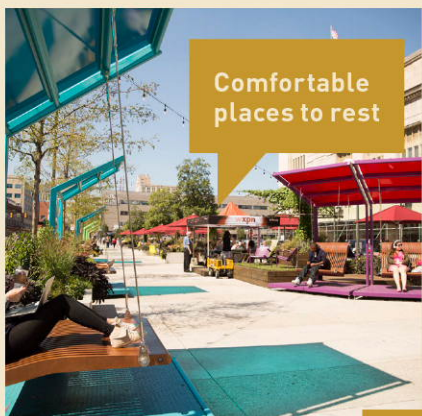
5.5

Landscape and Public Realm

The three options share key elements, such as working with the “bones” of the original park design, but softening, further defining and human-scaling spaces within the park. Spaces for performances, events and markets are included in all options, as well as generous playscapes (even if in different locations). Although of varying sizes, a food and beverage element is present on all options. Shared street concepts on Allston and Center Streets and improved crossings are also common features.

Option A sees the biggest change to the current park layout, by introducing a strong east-west plaza that connects 2180 Milvia with the Maudelle Shirek Building (New City Hall) and subdivides the green space. **Option B** describes a more formal north-south pedestrian mall, a larger green, and the smallest of the food and beverage programs. **Option C** combines the most successful concepts from the other two options and has a larger food deck area wrapping around the new meeting hall on the park.





↑ Inspiration images for different spaces that can exist in Civic Center Park and were selected as top resonate images in the Vision and Values Community Workshop

Conceptual Design Options

Conceptual Design Options

Feedback from the Community & Project Stakeholders

5.6

City and Commission Engagement

Technical Advisory Committee and Commission Subcommittees

During the development of the Vision Plan, the consultants team met with the project's Technical Advisory Committee (composed of city staff) and a "super" subcommittee with representation from the: Civic Arts, Landmarks (Planning), Parks and Waterfront, and Public Works Commissions.

The focus of each meeting was as follows:

Kick off meeting, September 2019 — Presentation of the Team's approach, workplan and schedule, introduction to Gehl's Public Space, Public Life survey methodology and discussion on the research questions the survey should try to address.

Project update, December 2019 — Existing conditions summary, engagement summary, draft Vision Statement and initial design opportunities — prior to presenting to City Council in January 2020.

Conceptual Design Options, March 2020 — During this meeting the team presented a brief update on the engagement process and on the historic structures assessment, with a particular focus on the challenges of the different seismic upgrade options and their implications on the historic fabric. The majority of the presentation focused on discussing the urban design principles that underlie the conceptual design options. A first iteration of each of the three conceptual scenarios was presented, including program distribution, landscape and public realm illustrative plans. A summary of costs for each option was presented, as well as a draft funding and financing strategy, alongside example projects (case studies).

Summary of feedback from the Technical Advisory Committee TAC session on March 11, 2020:

- Positive comments on the conceptual design development
- Strong desire to have Arts programs in the Veterans Memorial Building
- Opportunity to consolidate City's programs in a few buildings in Civic Center should be explored
- Need survey of performance space needs in the area
- Most people liked that Alston and Center Streets are described as integral parts of the Park's public realm; want to see safety considerations addresses, particularly on special events (for example, security and retractable bollards and traffic calming measures); also, want to see operational considerations added to our evaluation criteria (when considering removing the streets)
- The preservation or not of the Giant Sequoia divided opinions; some strongly advocating for its removal (mentioning obstruction of views and shading), while others voiced that it was an important feature that should be maintained
- Support for rooftop additions, for outdoor spaces for Art events and "breaking down" the spaces into smaller park "rooms"
- Need to consider other buildings surrounding Civic Center park and how they can contribute to activating the park and provide more program, such as 1947 Center Street and the Post Office building
- Support for space for the farmers Market, potentially spilling into the Park, and with permanent, designated elements
- Consider moving social services elsewhere, it doesn't work with a fantastic park and destination playground; make the space more desirable for families.
- Concerns about the feasibility of the financial model of the Historical Society as the main user of one of the buildings; support for the Cultural Hive idea with several tenants and rentable performance space.
- Want to see a bigger, stronger connection to the school, and play for high schoolers
- Three speakers voiced a preference for Option A, two for option C and one for option B; others meeting participants did not clearly state a preference.

Other creative ideas put forward by TAC members (CoB Staff in various departments):

- Electronic display board to replace pinboard in front of Old City Hall
- Test closing off Allston St to traffic during lunch – 11:30 to 1:00 during weekdays
- Relocate memorial trees (SW corner of the park)
- Free tutoring for all ages – this can infuse the area with more energy, a good addition to the teen center)
- Lights in the ground, light up for different events (like SF City Hall) - and outward display of the city
- All time park steward and security
- Arts Market, more events
- Resource centre for the unhoused population- somewhere can get directed to services
- Tool library and makerspace added to the idea of cultural and historical center
- Integrating youth programs with city programs and economic development: i.e. early childhood development programs for teenagers and a pre-school on site (children's daycare program was voiced by several meeting participants).
- Gateway to nature center – a partnership between 2-3 entities, a small kiosk or a larger space – the first stop to regional parks in the vicinity
- Reorganization of plaques in the area in front of Old City Hall, support for sculpture, as well as digital art and sensory experiences to be included in this area or elsewhere as part of the area's public realm.
- Invest in accessibility, seniors' needs, wayfinding.

City and Commissions Subcommittee Feedback

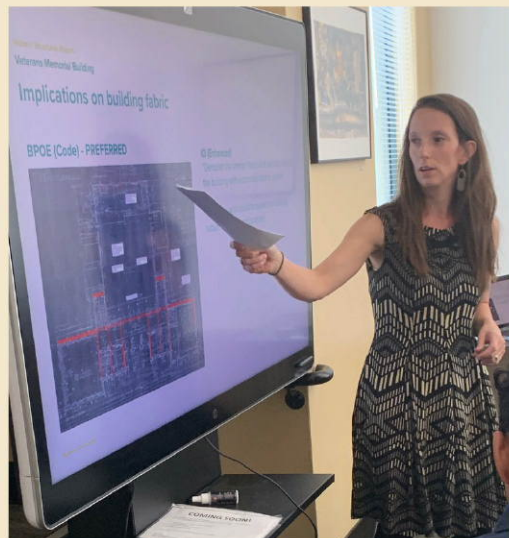
Feedback from the Subcommittee working meeting on March 12, 2020.

Our third Super Subcommittee meeting had representation from Landmarks, Public Works, Parks & Waterfront and Civic Arts Commission members. This meetings focused primarily on presenting and discussing the design team's translation of the vision statement into three conceptual design options, prior to these options being presented to the community for comments. The team also shared preliminary cost analysis for each option, and a funding and financing strategy.

Of the five subcommittee members that spoke, two expressed a clear preference for Option C, while the others did not state a clear preference for a particular scenario presented. The subcommittee members' feedback has been summarized on the following page.



↑ Gehl presenting the key urban design moves that are common on all three options



↑ Siegel & Strain Architects describe the implications of different levels of seismic retrofit on the historic building fabric

Comments from Public Works Commission members

- Strong support for incorporating the street adjacent to Civic Center Park — “Without incorporating the streets we have three buildings and no Civic Center”; MLK should be a transit corridor and not a car corridor; Milvia should be a primary bike way; Pedestrian principles on Center and Allston Streets – make it part of vision zero
- Yes to collaboration with BART plaza; Yes to “edge to edge” – Milvia and MLK are much more important than BART
- Find a way for the design to acknowledge the presence of Strawberry Creek running under the Park
- Would have liked to see consideration of housing, particularly affordable housing for teachers and city staff
- Preference for the park and Civic Center to become a destination for Berkeleyans
- Support for a civic meeting place, big enough to accommodate all sorts of meetings/ events. Would like to see collaboration between BUSD and City Hall to develop a single location for chambers and BUSD meetings at Civic Center
- Support for the idea of expanding options for social services
- Turning Center Street into a pedestrian mall might allow City offices to be connected as part of the same microgrid (currently cannot due to PUC right of way designation) – might we be able to change the designation of Center?
- Preferred Option is C

Comments from Parks and Waterfront Commission members

- Appreciate looking into philanthropy, speaks to thinking big and to more programming — we have a role to play in how we engage with our community
- Strong support for Council Chambers attached to the 2180 Milvia building, only caveat is that more office space (shown in the other options) would be good; good if we can stop renting in other places and centralize offices.
- The park looks beautiful
- It’s about our ability to keep that vision and more programming – and find the money for it.
- Preferred Option is C

Comment from Landmarks Preservation Commission members

- The Park is a distinctive gathering space, a massive asset; the park is malleable while the buildings are rooted. Support for the Farmers Markets to take place in the Park.
- Challenge the predominance of Council Chambers on all options
- More interested in spaces that are permeable and usable for government meetings and community meetings — 35-40 person, part of a suite meeting spaces in Central Berkeley — all sharable; if one of them can be large enough for council meetings, great.
- Would like to see opportunities for conferencing - all these buildings could be rented and hold a big event (work with the Berkeley Downtown Association)
- Emergency preparedness and response (fires, earthquakes, civic disobedience) - how would the options function for public safety; what happens if thousands of people are homeless after an earthquake?
- Big community events (Book Festival example) indoor/ outdoor - huge potential; the park broken down loses the opportunity to host big events.
- Sobering to hear the Veterans Memorial Building seismic analysis; there needs to be a base isolation analysis - neither of the seismic upgrade scenarios [presented in the structural engineers’ reports commission by the City in 2019] are palatable. Base isolation needs to be costed out. We want buildings that are survivable after several earthquakes.
- What happens if the City gets the post office; this should be an asterisk in the report
- Continue engaging with the school district
- Other city offices could move into programmed space in these buildings; economies of scale and cost savings. Renovate City Hall, consolidate.
- Streets are an important component. I worry if the streets go away, you cannot cross downtown. Support for Center St as the place that becomes more pedestrian-friendly, and Alston more of a street; revisit concept of Shirley Dean to put MLK underground — if doing conferences the ability to join the park with Old City Hall is important
- Would like to see rotating art work like in Patricia’s Green

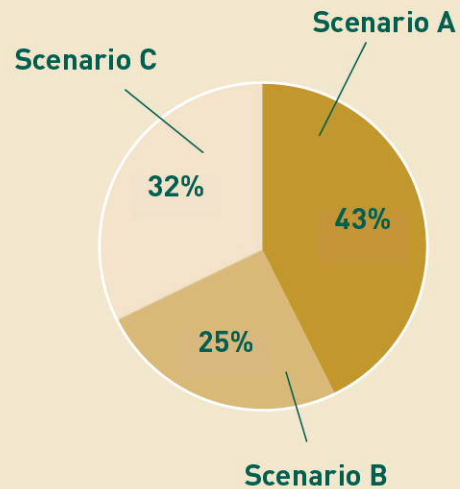
A Civic Arts commission member voiced their opinion during the TAC presentation the previous day.

5.7

Community Feedback – Website

The online engagement (extended from what was originally planned) — attracted extensive comments. The site included graphics, videos and invited people to comment in an easy way. We recorded close to 400 participants on the project website, who commented, voted, shared an idea or took a survey. 203 of those left as a comment on the Options page and 12 people sent us detailed feedback by email. The volume of participation in the discussions around options for Civic Center has gone beyond our expectations — the engagement numbers are much higher than what we would have been able to capture during a single community meeting.

Unsurprisingly, scenario A (the one presented first) had the most comments — 87 in total; scenario B had 51 comments and scenario C had 65 comments.



Website developer Neighborland whom we've partnered with to develop the platform and consolidate the engagement data, uses a natural language processing API tool to interpret sentiment analysis values. This helps quickly assess the overall emotion of a comment, indicating differences between positive and negative emotion in a comment; a comment with a neutral score may feature mixed emotions, with both high positive and negative values which cancel each out.

From an equity perspective, it was critical that we give all residents an equal voice in the process, regardless of their familiarity or relationship with Civic Center. Our commenting tools supported this principle of "equal share of voice," de-duplicating repeated comments by participants in our sentiment analysis tools and reporting.

A detailed data set of the online engagement can be found in the Appendix.

2,369

Total participants online

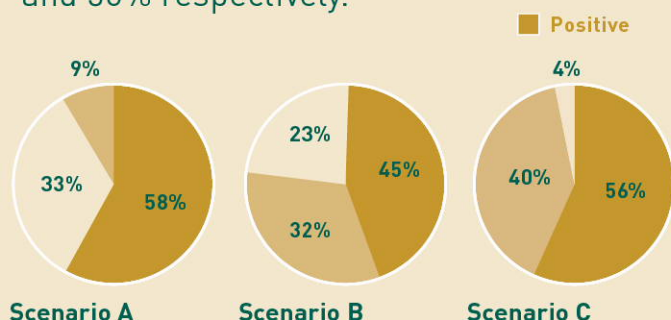
unique users reported by Google Analytics

350

We collected 350 insights

ideas, votes, comments, survey responses

The results show an extremely positive sentiment toward the project. Options A and C had more positive comments —58% and 56% respectively.



The Gehl team has looked more closely at the data and assessed how many participants explicitly stated a preference for an option, how many suggested a preference, and how many expressed dislike for an option.

	Option A	Option B	Option C
Total comments per option	82	51	65
Stated preference explicitly	45	16	25
Suggested preference	27	25	34
Expressed dislike	10	10	6

Engagement data from Neighborland and Google Analytics

2,369 total participants online

Collected 350 insights (ideas, votes, comments, survey responses)

12,500+ page views

40% traffic on mobile or tablet

97% referrals from Berkeleyside

<https://www.berkeleyside.com/2020/03/03/can-berkeleys-civic-center-become-the-heart-of-the-city-gehl-studio-thinks-so>

<https://www.berkeleyside.com/2020/04/15/last-chance-pick-your-favorite-design-now-for-berkeleys-civic-center-park>

75% social media referrals from Facebook, 20% from Twitter

We delivered 700+ notification emails

Community Feedback – Website

Strong themes and subjects that were mentioned often are the following:

- Berkeley Historical Society is an important part of the city’s cultural fabric, and must be preserved and prominently featured.
- The closure of Allston/Center to car traffic will be key to inviting people in and activating the space.
- Veteran’s Memorial Building should house the arts, and be used as a community performance space.
- Concerns of recreating SF Civic Center, with too much pavement.
- Integration/expansion of the farmer’s market with the plaza/park.
- Many prefer a preserved, large, open, central green/grassy space.
- Many indicated that a small ground floor café(s) would positively increase daytime activity.
- Strong support for Kiosks for food/beverage would be great, to serve employees in the surrounding buildings, and high school students.
- Skateboarding infrastructure is an important community asset.
- The play areas should be adjacent or near one another to allow families to stay together, and should not be so close to the high school, and not separated by a building.

	Positive Quotes	Negative Quotes	Idea Quotes
Option A	<p>Option A seems to me to be the most like a true civic center.</p> <p>This option seems the most dynamic.</p> <p>Feels the most inviting for neighbors.</p> <p>By joining Berkeley government buildings with a strong "movement," it is far more visible that there IS government in Berkeley!</p> <p>I love this mall and intentionally connecting the different uses of this space, which can hopefully activate much of it.</p> <p>I strongly prefer Option A. It takes full advantage of the potential strengths of both Old City Hall and the Veterans Building. It is elegant and makes sense in its design sensibility and civic function.</p> <p>Of all the options, I like this one the best. It really feels like grand public space.</p>	<p>This option doesn't seem to have an area that can be used for a large gathering, such as today's park use for the pow wow, which seems like a loss to me. It feels too broken up of a design.</p> <p>Too formal and too much pavement, for my taste.</p> <p>Too much like SF civic center. Misses the mark on properly scaled, friendly, usable spaces. Lacks hierarchy of space.</p>	<p>Any plan for the Civic Center Area that does not include The Berkeley Historical Society is completely inadequate. Communities everywhere, large and small, value and share their history. How shameful it would be if Berkeley cannot find a way to honor and protect our precious historical record.</p> <p>This is the main BHS pick-up drop off zone, where does that go?</p> <p>There should be consideration given to provide for a skating area to replace the ledges that they currently use in front of city hall.</p> <p>The only way that the paved spaces can be positive is if the City of Berkeley develops a VERY active series of programmed events – several times a week.</p>
Option B	<p>I like that this one has a bit less ceremonial flourish to it than Option A</p> <p>This option balances the needs of the high-school students, families with children and the farmer's market crowd</p> <p>Option B is my favorite I really like the centralized park I think it's the best layout!</p> <p>Having 2180 Milvia open towards the park will make a huge difference towards the friendly and inviting ambiance of the park</p>	<p>It does not make sense to have the kids play and older play far away from each other. Makes it really difficult for parents with various ages of children!</p> <p>The way the three buildings are utilized in relationship to each other will not bring the same level of animation to the site.</p>	<p>Lack of adequate crossing here isolates the building from the rest of the park</p> <p>This feels like the least cohesive of the three options</p> <p>B is the worst option as play areas get shaded by building and more importantly, parents have to choose one or the other.</p>
Option C	<p>Option C seems to be the most functional and aesthetically pleasing...allowing for some public lawn to remain while also combining the whole block and its adjoining buildings</p> <p>Seems not only the most practical but also offers maximum usage for a variety of civic and community events.</p> <p>I think this choice is the best of the three options. It retains the green space and is the option that can be done incrementally.</p> <p>The whole scheme is well resolved and I can see how I and our community would use and enjoy the space. It creates an invigorated heart in our downtown core.</p> <p>Option C is the best design, in large part because it intimately links the city council offices and chambers and therefore creates a destination and hub of activity at all hours in the park</p>	<p>None of the building options lend themselves to attracting the public to the park, unlike other options</p> <p>I can't imagine chopping down a Sequoia to build City Council chambers in a park. That, to me, disqualifies this approach entirely.</p> <p>Option C throws away Old City Hall as well as the Veterans Building.</p>	<p>Adult exercise equipment</p> <p>I'm for whichever one will preserve historic buildings and also preserve the most trees. Both are endangered "species" in Berkeley.</p> <p>Would love to see this design integrated with Option B's pavilion and stage space, and Option A's redesign of the back of 2180 Milvia.</p>

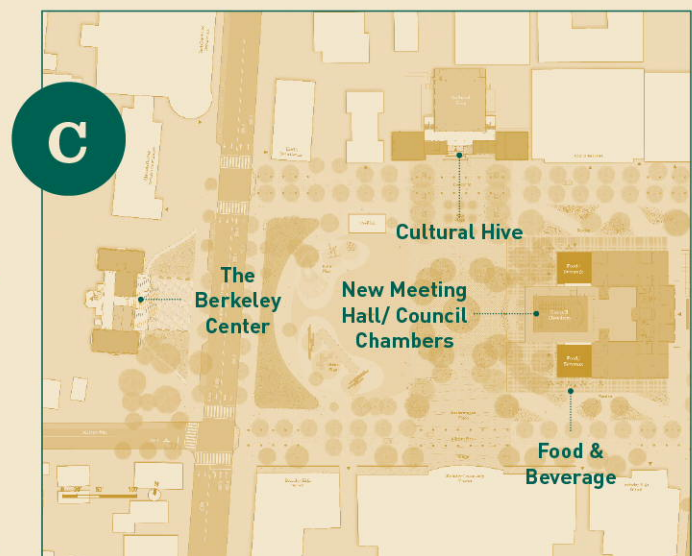
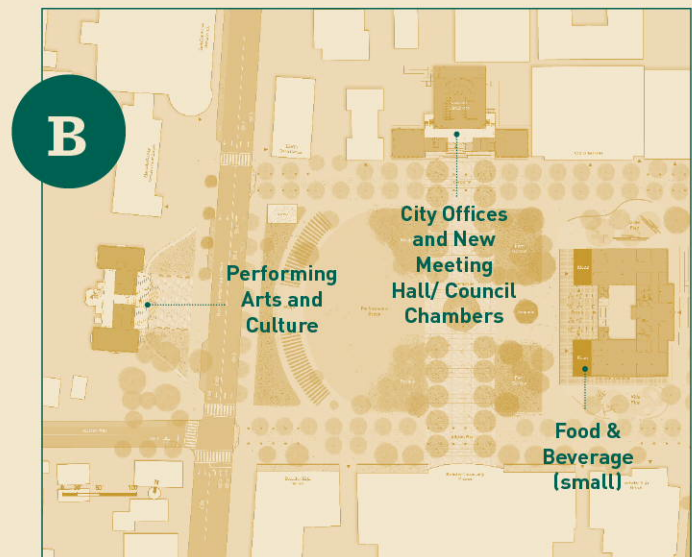
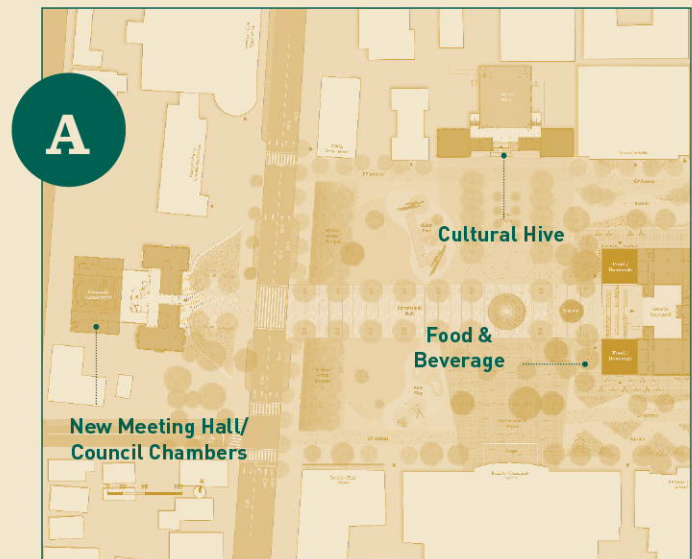
A detailed data set of the online engagement can be found in the Appendix.

5.8

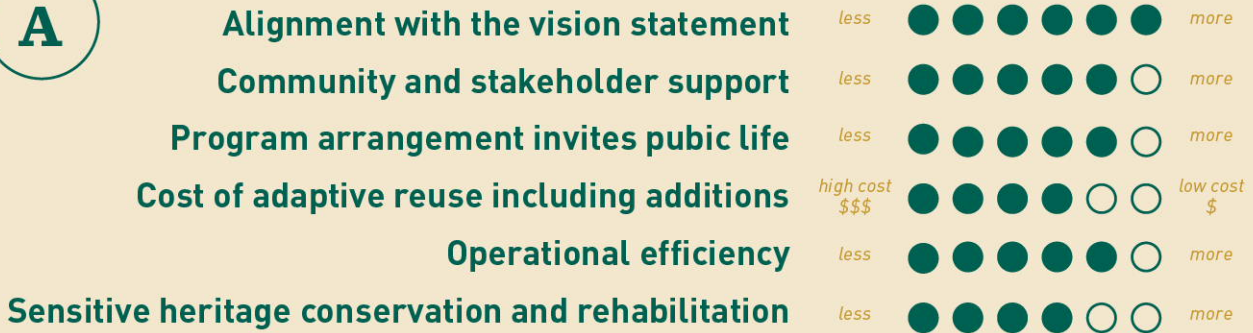
Design Options Appraisal

As we developed and presented different iteration of the design concepts it became important to establish a criteria for analyzing how options compare to each other on key criteria. Developing the criteria itself is challenging and we welcomed feedback received from the Technical Advisory Committee (TAC).

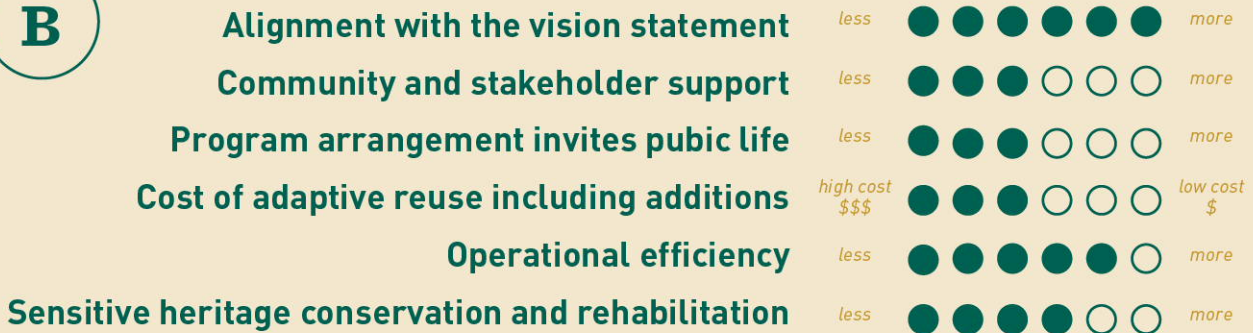
All options successfully translate the vision statement into a spacial configuration. However, there are differences in the costing of each option and on the community and stakeholder support they received. Consolidating civic uses sees a higher operational efficiency score. As an example, sensitive heritage and conservation, although a design driver on all options, has a lower score in option C, the boldest option that considers a new building in the park and the removal of the Giant Sequoia. However, this particular option scores highest in public life invitations — it has an access to the new hall from the park, steps to sit on and human-scaled areas in front of the cafes.



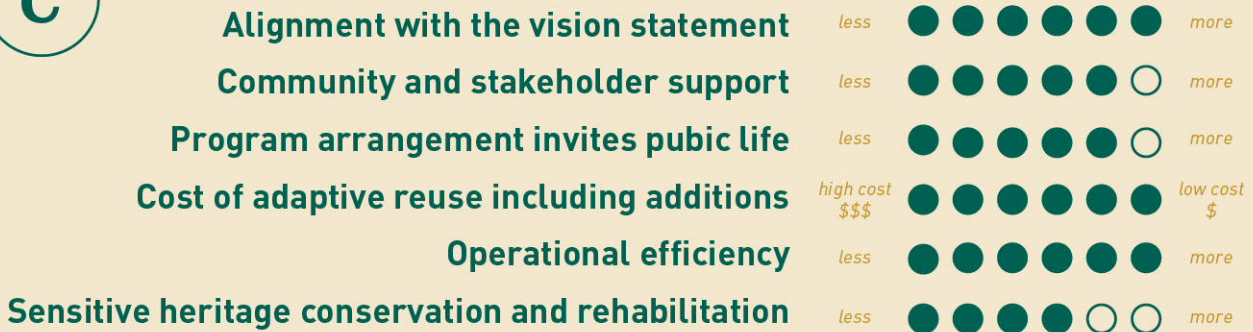
A



B



C





Funding Strategy

6.1 Funding Strategy

6.2 Case Studies

6.3 Summary Cost

6.1

Funding and Financing Strategy

When a community adopts a bold new vision, like the Vision Statement for the Berkeley Civic Center, questions immediately arise regarding how much will the Vision's implementation cost, and where will the money come from. But it is impossible to answer either of these questions accurately or with any great specificity at the time when a Vision is adopted. Instead, community members, policy makers, and city staff need to recognize that implementation, or project delivery, involves many steps in a process that takes time. There will be no grand funding solution or single funding source that can deliver any one major piece of this implementation vision. No one funding source will be able to pay for an entire project and most projects will be funded slightly differently. However, there is a general set of funding sources that can be used for different types of projects and at different points in the implementation process. This section will present a brief definition of funding versus financing, define; the major funding

sources available to pay for projects associated with the Vision, and present three case studies illustrating various approaches to funding, and a more detailed description of which funding sources are most relevant to the major project types presented in this Vision document.

Funding Versus Financing

The term "funding" refers to a revenue source that can be used to pay for any improvement to a building or public space. Funding is something that flows to a project from an outside source or is generated by the project itself, often in the form of rent payments and/or tax revenues such as property or sales tax revenues. Figure 1 shows the most common sources of funding used to pay for different kinds of projects by the basic project elements included in the Berkeley Civic Center Vision Statement. Note that the project elements have been "compressed into these three

general categories. Although each project element involves more detailed parts or component, the funding sources and relevance will be the same for each component within a basic project element, even though each element might be funded separately and/or might use a different combination of the same funding sources.

Fund sources should not be conflated with financing mechanisms. Financing refers specifically to different ways to borrow money against future revenues by borrowing money from a bank, issuing bonds or other debt instruments that are paid back over time through taxes or fee payments. Public private partnerships (P3) are a form of debt financing in that the private partner is raising capital to build a public project, but that partner expects to pay the money raised to be pay back with interest. As the case studies included below will show, there are a range of “private” partners working with cities on a variety of projects types. Although the terms funding and financing are often used interchangeably, the distinction is important because financing mechanisms require a dedicated funding source be used for debt repayment. Public private partnerships.

Funding Sources

Preparing a funding strategy using these

sources must be strategic, opportunistic, and iterative. Some funding sources, such as some grants or citywide bond funding, may only be available periodically. Other funding sources, such as value capture mechanisms, require various legal steps to enable the city to collect the intended revenues. Sometimes planned revenue sources do not materialize or amounts are lower than anticipated. Or, unanticipated funding sources, including money left over from other projects, may suddenly materialize to help close a funding gap. Each general funding source is briefly described below.

Public Agency Grants –The most common public agency grants in the Bay Area are for transportation related improvements. These grant sources typically come through the Alameda County Transportation Commission. These grants are targeted at a wide range of transportation related projects and have already been identified as potential opportunities to fund improvements to both Milvia Street and MLK Jr Way as identified in the Berkeley Strategic Transportation Plan, 2016.

The City of Berkeley has also successfully used grants from the Federal Emergency Management Agency (FEMA) to renovate both James Kenney Community Center and the North Berkeley Community Center. The FEMA grants are only

Funding Strategy

available when there has been a natural disaster in the state, such as a fire, earthquake, or flood, and funds are made available to mitigate against similar future disasters. The grants can only be used for seismic upgrades, are typically in the \$3-5 million range, and require a 25 percent match from the City. It can take as many as two years to receive final approval on these grants, so City staff should be applying for this funding as soon and as often as it becomes available.

There are also various grant sources available for arts programming at the state and federal level, however, these grants are not typically used for funding building rehabilitation.

Philanthropic Grants – An essential reason for preparing the Vision Statement, to be followed by more detailed planning for the Civic Center area buildings is to establish a clear purpose and use for each building. Once this “story” has been established, it will be possible to pursue grant funding from private philanthropic sources whose goals are aligned with the building’s final use. Philanthropists appear to be particularly interested in buildings targeting the arts and providing programming for underserved youth.

Tax Credits — Over the years, Congress has authorized several tax credit programs that could be utilized to pay for some of the rehabilitation costs for the

buildings in the Civic Center area. These programs include the New Markets Tax Credits and Historic Tax Credits. Each tax credit program has its own rules for eligibility, and both are complicated financial instruments that require specialized expertise in both evaluating the feasibility for using the credit, and for preparing the tax credit applications. In addition, the City cannot apply for these tax credits, only a for-profit entity can use the tax credit funds. Given the importance of being able to access funds through both programs for the case study projects presented below, this suggests that the City may want to work with a developer to renovate and manage either one or both the buildings.

Rent Payments – Rental payments are a critical funding source for buildings because this revenue stream can be used to pay back any type of loan that could be required to finance part or all of the capital required to the project. Expected rental rates establish the amount of supportable debt the building can take on, establishing an integral relationship between rents as a funding sources and loans as a financing mechanism. Loans can take many forms and will carry varied interest rates.

In renovating publicly owned historic buildings to be used by non-profit organizations, one goal might be to keep rents as low as possible. But this goal

could work at cross-purposes to lining up any financing mechanisms required to cover renovation costs. One way to address this challenge is to raise as much revenue as possible from grants and other sources that do not require repayment to keep loans and therefore rents, at a lower amount.

Developer Equity – Most real estate projects involve two general sources of funding: debt and equity. Debt is a loan made to the project and is paid back through proceeds generated by the project (typically rents or unit sales) over a set time period and involving a set interest rate. Loans are usually used to pay for construction costs, but not for other predevelopment costs. Equity is the money invested in the project by the “owner” who can be the developer and/or other parties, including tax credit investors. This money is more flexible and can be used to pay for predevelopment costs as well as construction costs. Projects are expected to repay equity investors as well as lenders and equity investors often expect a higher interest rate than lenders because an equity investment is higher risk. Once the equity investors and the project debt have been repaid, the equity investors are entitled to any future revenues from the project. If the project is successful, these returns can be significant. Developer equity is one important source of predevelopment funding for building construction or

rehabilitation.

Citywide Bond Measures — Cities often borrow money for major projects by issuing bonds. The bond investors are then paid back through some revenue stream including an increase in property tax rates, user fees, or other stable revenue sources. The Measure T1 Bond money being used to pay for the Civic Center Vision process is a general obligation bond to be repaid with increased property tax rates where the increased tax rate amount can only go to repaying this specific bond. The money raised from bond sales can be used as an internal “grant” mechanism within the City to pay for improvements that in and of themselves do not generate a revenue stream that can be used for debt repayment. Therefore, bond proceeds are typically used for projects like transportation infrastructure, parks, and other community facilities. A significant portion of the Measure T1 bond monies have been committed to other projects, but it is possible that some of this revenue could be used to pay for specific items in support the Civic Center Vision, including additional technical studies and/or funds to stabilize the Veterans Memorial Building and Old City Hall so that they do not deteriorate further before the larger amounts can be raised to paid for the necessary seismic retrofitting and building rehabilitation.

Funding Strategy

Value Capture Mechanisms – Public investments in community improvements including parks, better streets and other infrastructure tend to increase values for existing nearby property owners. The term “value capture” refers to any strategy whereby a public agency “captures” a portion of the increased property values to help pay for the infrastructure itself. Value capture mechanisms include various kinds of assessment districts, infrastructure financing districts, impact fees, and parcel taxes. While these kinds of funding mechanisms have been considered for Berkeley’s Downtown (see the Downtown Streets and Open Space Improvement Plan), the amount of revenue that these funding sources can raise tends to be very limited. In the Civic Center area where the majority of properties are owned by public agencies, who do not pay property taxes and would not benefit from increase property values, there is no real source of support for these traditional value capture mechanisms. However, if it is possible that certain street improvements or smaller-scale landscaping projects could be funded through a value capture mechanism, such as a lighting and landscaping district, if the Civic Center area were included within a larger district that could include Downtown with more properties across which to spread the cost.

For purposes of this discussion, business improvement districts (BID) will also be treated as a value capture mechanism. BIDs can levy an ongoing charge against businesses and sometimes property owners, to pay for certain services beyond what the City might provide, as well as paying for capital improvements. The kinds of activities a BID pays for range depending on the size of the BID its annual budget. Small BIDs like the Downtown Berkeley Association focus on keeping their area clean and safe, conducting marketing activities to promote the area, and programming events to attract people to the area. Some BIDs are very large and include major corporate members, so their operating revenues are extensive. For example, Bryant Park in New York City is operated by a BID, although the Park is owned by the City. In 2014, the Park has operating expenses of almost \$14 million of which only about \$1 million came from BID assessment. The rest of the Park’s revenues came from corporate sponsors and park usage for events. This suggests that value capture is not a viable option for improving or operating Civic Center Park.

Corporate Sponsorships - Corporations will contribute money on an annual basis to a high visibility facility or event to gain name recognition and to be associated with whatever they are sponsoring. Examples include naming rates for

sports arenas or underwriting major events. Most corporate sponsors tend to be large corporations, but small and mid-sized companies can potentially sponsor projects or events as well. As was described above, Bryant Park is partially funded through corporate sponsorship, which pay for a variety of programs and amenities in the Park, i.e. Pepsi who sponsors ping pong tables. Sponsorship differs from philanthropic giving by corporations in that sponsorship deals are often made over an extended period of time and are explicitly about advertising for the sponsor; whereas grants tend to be a one-time occurrence and are tied to a mission or goal.

relatively small. But depending on fund availability and community priorities, projects from the Civic Center could start to be programmed into the City's capital budget. This source is particularly appropriate for the Park and street improvements which have more limited financing options than the buildings.

City Revenues - In fiscal year 2020 the City of Berkeley had a total budget of \$197 million including both operating and capital funds . Although most of this money is programs for public safety (police and fire) and general government services, there are discretionary funds within any budget year that can be allocated by the City Council or the City Manager to cover some of the additional costs associated with implementing the Civic Center Vision, including but not limited to the necessary staff resources to continue to actively manage the implementation process, apply for grants, etc. This budget also includes a two-year capital improvement program, which is

6.2

Case Studies

The following case studies illustrate the funding and financings approaches to rehabilitating two publicly owned historic buildings and one park in the Bay Area. These demonstrate the many different ways that cities approach this process, and the ways in which the public sector can work with private and nonprofit partners to fund projects like the Veterans Memorial Building, Old City Hall, and the MLK Jr. Civic Center Park.

Building Case Studies

The two building case studies include the Geneva Car Barn and Powerhouse located in San Francisco and Oakland's Civic Auditorium. These two buildings are vastly different in their size, original purpose, community visibility, and extent of damage caused by the Loma Prieta earthquake. However, both buildings are being rehabilitated by mission-driven developers and will deliver significant community benefits related to arts

programming and non-profit use when completed.

Geneva Car Barn and Powerhouse

The Geneva Car Barn and Powerhouse (GCBPH) is in southern San Francisco near the Balboa Park BART station in what has historically been a working-class part of the City with few public amenities or community facilities. Built in 1901 to house San Francisco's first electric railroad, the GCBPH facility operated as part of the City's municipal rail system (MUNI) until 1989 when the Loma Prieta earthquake rendered the buildings in this complex unusable. The complex sat vacant for about ten years, at which time MUNI decided to demolish it. However, a passionate group of community members created the Friends of the Geneva Car Barn to protest the proposed demolition. The group successfully lobbied the Mayor's Office to save the Car Barn and Powerhouse, some of the only historic buildings in District 11, and hoped to find a community use for it.



← Geneva
Car Barn and
Powerhouse

Although the Friends group had successfully stopped the GCBPH demolition, the group lacked the political clout or social networks to raise the funds necessary to begin the process of rehabilitating this derelict set of buildings. After many successive rounds of outreach to elected officials and City staff, the project caught the interest of the San Francisco Recreation and Parks Department leadership who saw the building complex's potential to house arts-related job training programs in a neighborhood that lacked any significant community facilities. At that point, GCBPH ownership was transferred to the Recreation and Parks Department and an initial investment was made to stabilize the buildings so they would not continue to deteriorate.

At the same time the Friends group

received about \$1.5 million in predevelopment funding from the City to hire a full-time executive director who could move the project forward. The first step the new executive director took was to work with the community to establish a clear vision for the building and to run a design competition to select an architect who could prepare a preliminary design for the buildings' reuse. This design also became the basis for a preliminary construction cost estimate. Once a preliminary project cost was established, based on the buildings' future use and its current condition, the City also funded various studies necessary to continue to develop a funding and financing strategy for the rehabilitation. These additional studies included more detailed architectural drawings, a market consultant to evaluate the potential rents the building could achieve, and an

Funding Strategy

expert in working with both New Markets Tax Credits and Historic Tax Credits to evaluate whether the project could qualify for the credits, and approximately how much capital each of these sources could raise.

Eventually, the decision was made to split the rehabilitation project into two phases. The first phase would include on the 5,000 square foot Powerhouse building only. Cost estimates indicated that rehabilitating this building alone would cost approximately \$16 million dollars, and this amount could be financed using a range of sources. The Car Barn building costs were estimated to be in the \$40 million range, a price that was deemed infeasible to finance with available resources.

Establishing the focus on the Powerhouse building with clear project costs provided the basis for local politicians, including the district supervisor and State Assembly member Phil Ting, to help secure additional local and state funding so the project team could finally cobble together multiple funding sources to cover the project costs, that had, by this time, escalated to almost \$18 million (a cost of approximately \$3,500 per square foot).

Assembling the capital for the GCBPH project had been a long and arduous process and most of the work was done by one individual who played many roles over

the many years involved. This person, Nicole Avril, started as the executive director for the Friends group, she then held several different positions within the Recreation and Parks Department which enabled her to continue to both advocate for and work on the various predevelopment steps in making the project a reality. But the long-term plan was never for San Francisco to operate the Powerhouse building once it was renovated. The plan had always been to have a non-profit arts organization perform this function. Therefore, when the project was ready to move into the final phases of design and construction, the City issued a request for proposals and selected a development team that included the Community Arts Stabilization Trust (CAST) acting as the project's developer and master tenant, with Performing Arts Workshop as the main subtenant and building operator.

CAST is an organization dedicated to the mission of acquiring or controlling properties to sustain non-profit arts organizations in the Bay Area. As the developer, CAST was able to create the necessary financing structures and find the money necessary to fill in some final gaps in the project's funding. CAST will be responsible for managing the construction and long-term operation based on a 55-year lease. Because the capital sources for the project include grants or equity funding from sources requiring a relatively low interest rate,

CAST will be able to lease the space to Performance Arts Workshop and other subtenants at relatively low rental rates, which as a key goal throughout the project’s long development process.

This case study illustrates two key points. The first is that because the project had a clear arts-driven community-based mission, it was able to garner financial support from both political and philanthropic sources with aligned priorities. Second, it took many years and considerable investment on the part of the City of San Francisco to piece together the financing strategy for this project. One reason the project took so long was because successive planning and design steps were required to find a project that was financially feasible based on the relationship between the total project costs, the funding sources, and the project’s revenue stream. A second reason this project took so long was because it initially lacked a strong public champion and it was not until the District Supervisor became fully committed to the project that it became possible to leverage more local and state funding sources. It should also be noted that many extra costs and time were incurred because of the relative inexperience of the project team in dealing with these complex financing structures.

Selected Predevelopment Funding Sources

- City of San Francisco General

Obligation Bond: \$837,863

- Pro Bono services: design, construction estimate, tax credit consultant
- City operating budget to support staff time for the project

Geneva Barn Development Funding Sources

2000 CITY OF SF GO BOND	\$837,863
2012 CITY OF SF GO BOND (COMMUNITY OPPORTUNITY FUND)	\$3,000,000
STATE OF CA GENERAL FUND GRANT	\$3,500,000
CCSF GENERAL FUND	\$2,500,000
SUPERVISOR SAFAI - MAYOR’S BUDGET	\$200,000
CAST DEVELOPER CONTRIBUTION	\$1,000,000
GCBPH SF PARKS ALLIANCE ACCOUNT	\$35,612
HISTORIC PRESERVATION TAX CREDITS	\$1,842,967
NEW MARKETS TAX CREDITS	\$4,058,340
NEIGHBORHOOD ASSET ACTIVATION	\$306,000
SF REC AND PARKS CAPITAL BUDGET	\$226,610
TOTAL FUNDS	\$17,507,392

Funding Strategy

Geneva Barn Timeline

- 1901** Geneva Office Building and Car Barn built by San Francisco and San Mateo Electric Railway Company.
- 1903** A Powerhouse building is added to provide electricity to the streetcar line.
- 1944** The older streetcar company is absorbed by San Francisco Municipal Railroad (MUNI) and this site becomes the core for San Francisco's streetcar operation
- 1989** Loma Prieta earthquake renders the buildings unusable and they are abandoned.
- 1999** MUNI tries to demolish the Car Barn and Powerhouse, but the neighborhood gets the Mayor to intervene.
- 2002** Neighbors form the Friends of the Geneva Car Barn and Powerhouse to lobby the City for funds to renovate the building for community use.
- 2004** Building ownership is transferred from MUNI to the San Francisco Recreation and Parks Department. The office building stabilized and gets a new roof. Community members start working with the City to establish a youth center. City staff and elected officials start securing funding for the project from multiple sources.
- 2009** The City hires a staff person to manage the Car Barn project.

- 2010** The City hires an architect to work with the community and the state historic preservation office to create a plan for the Powerhouse's reuse only. The Car Barn is currently too expensive to reuse.
- 2017** City announces it has secured \$14 million in funds from various sources for the Powerhouse project and selects Performing Arts Workshop to operate the building. Community Arts Stabilization Trust (CAST) will act as project developer and master tenant.
- 2018** Renovation of the Powerhouse begins.
- 2020** Car Barn renovation plans still unclear.

Oakland Civic (Formerly Oakland Kaiser Auditorium)

The Oakland Civic was built in 1914 as a general-purpose entertainment venue and has been continuously owned and operated by the City of Oakland until it closed in 2006. At the time it closed, the building was operating at a loss and needed a major renovation. The City had made no significant investments in the facility since the mid-1980s when among other things, some basic seismic upgrades were made. Although the seismic upgrades were not extensive, they were enough to get the building through the Loma Prieta earthquake without any major damage. The building



← Oakland Civic (Formerly Oakland Kaiser Auditorium)

is situated on the south side of Oakland's downtown adjacent to Lake Merritt and encompasses about 214,000 square feet with a 1,900-seat theater, an arena, and several other large spaces for events.

After the Auditorium closed, the City of Oakland proposed a bond measure that would have paid to convert the building into the City's main library, but the voters rejected this proposal. The City also tried unsuccessfully to sell the building. Then, in 2015 the City issued Request for Proposals (RFP) to solicit proposals from developers who would take on the responsibility for financing, renovating and operating the building. After an outreach process involving approximately 500 developers, the City only received two viable proposals and Orton Development was selected. The City's RFP specified that Oakland was interested in seeing

an adaptive reuse for the building and identified a potential mix of public and private uses that could be included in the development program, such as cultural and office uses. But the final program was up to the developer to determine, subject to final approval from the City.

Future use and design constraints directly influenced the financing for the project. And the City did eventually stipulate an arts focus for the building, with a renovated theater and below-market rate rental space for arts nonprofits. The building's historic designation required that Orton retain much of the original arena structure, which cut down on the amount of office space feasible. To accommodate these constraints, Orton adjusted its interior design to a less expensive co-working design, in which market-rate office rents could still

Funding Strategy

subsidize the below-market rents.

One major boon to the project was no extra seismic costs necessary, as the essential retrofits from the 1980s were deemed acceptable, since the building was not undergoing a major change in use. The project team also created a unique governance structure, where the Calvin Simmons Theater will become a separate nonprofit entity to be funded primarily by corporate sponsorships and a capital campaign. From the time that Orton Development was selected as the developer until the company had a final development program, their financing in place, and had received final development approval from the City took about four years. As shown below, total construction costs are estimated at approximately \$67 million, or \$296 per square foot. Orton will enter into 99-year lease with the City for the building at a rent of \$1.0 per year. Rents from building occupants will be used to pay down both the debt and equity portions of the project financing. After both have been paid back, in 15-20 years if all goes according to plan, Orton will split the building proceeds with the City on a 50/50 basis.

The Oakland Civic case study is a stark contrast to the GCBPH project. Other than a relatively small contribution from former Redevelopment Agency funds, the City of Oakland made no major financial contribution to this project in terms of capital or staff support. Instead,

conducting the detailed predevelopment studies, engaging with community members and potential users, and assembling the appropriate funding and financing was solely the developer's responsibility. Despite moving forward more quickly than the GCBPH project, it still took four years and considerable developer resources. Although Orton is a "for-profit" developer, like CAST, the company is also mission driven with a strong commitment to adaptive reuse of historic buildings and supporting non-profit and community-based organizations. But, as was the case for the GCBPH project, the final funding/financing package was iterative and had to respond to many issues and constraints, not the least of which was the building's historic status and the preservation requirements mandated by the state historic preservation office (SHPO).

An additional consequence related to Orton's approach to funding, which included relying on an equity investment and some conventional bank financing is that the rent levels required to carry these costs are likely higher than they would have been had there been more grant money involved. On the other hand, the final development program will focus on non-profit and community-based tenants and will charge what are considered below market rents. Orton's original concept had been to provide high quality office space for technology related companies combined with non-profit

space. But the construction costs to improve the space for market rate office tenants were too high to make this work, causing Orton to adopt a less expensive rehabilitation approach, but also making it possible to charge lower rents.

Predevelopment Funding Sources

- Developer Equity

Oakland Civic Development Funding/Financing Sources	
CITY OF OAKLAND FORMER REDEVELOPMENT FUNDS	\$3,100,000
DEVELOPER EQUITY	\$10,000,000
NEW MARKETS TAX CREDITS	\$16,000,000
HISTORIC PRESERVATION TAX CREDITS	\$3,800,000
DEBT	\$8,800,000
CAPITAL CAMPAIGN	\$22,000,000
TOTAL FUNDS	\$63,700,000

Oakland Civic Timeline

- 1914** Oakland Civic Auditorium built as a general-purpose entertainment venue, owned and operated by the City of Oakland. The structure includes an arena, theater, banquet rooms, ballroom, lobby, and basement.
- 1984** \$15 million major renovation, including seismic work, renamed Henry J. Kaiser Convention Center.
- 2006** Auditorium closed by the city, as it was losing money. Voters rejected a \$148 million bond measure to convert the building into the main public library.
- 2005-12** City makes multiple attempts to sell the building for other uses.
- 2010** Peralta Community College District considers buying building for \$9 million, realizes it's too expensive to rehab for their purposes.
- 2011** City considers hiring a broker to market the property, but fee was too high.
- 2014** City issues a request for proposals, canvases over 500 developers, receives 2 viable proposals.
- 2015** City selects Orton Development, local for-profit developer with deep experience in adaptive building reuse.
- 2019** City Council approves final plans for project, call the Oakland Civic.
- 2020** Construction scheduled to begin.

Park Case Study

San Francisco Parks Alliance

The San Francisco Parks Alliance is an independent nonprofit that works closely with the City of San Francisco to “champion, transform and activate parks and public spaces.” The Alliance’s work includes building and operating parks/public spaces, community greening programs that engage community members around greening their neighborhoods, and event programming in public spaces which the Alliance often does with other community partners. Functionally, the Alliance operates as a partnership with multiple city departments, including Recreation and Parks, Office of Economic and Workforce Development, Public Works, the Public Utilities Commission, and the Port of San Francisco. This partnership works because the Alliance is a private non-profit entity, and as such, is often able to complete projects more quickly than city agencies. The Alliance is not bound by the City’s procurement rules, allowing it to be more nimble in its approach to project delivery than the City can be. In addition, as a non-profit entity, the Alliance can do its own fund raising enabling the organization to secure donations or reimbursable grants from private funders or other sources that may not be available

to the City. These sources can then be used to close a final funding gap and enable a project to move forward more quickly.

The Alliance uses a large range of funding and financing structures on their projects, including leveraging strong relationships with private donors on a project by project basis, the ability to issue bonds (borrow money) that can be repaid from revenue generated by public parking garages and conventional bank loans. In 2019, the Alliance had an operating budget of approximately \$25 million, with only about 15 percent going to park development. Most of the Alliance’s expenditures (70 percent) are associated with its community partnerships. Almost 84 percent of the Alliance’s revenues come from individual, corporate, or philanthropic sources, while 16 percent come from government grants.

This case study demonstrates that in a large community, like San Francisco, there is enough philanthropic support to fund a large non-profit organization that supports the City’s parks and public spaces. There are other models for conservancies or other kinds of non-profit entities that support large parks or other major public facilities such as



← San Francisco
Parks Alliance,
Larsen
Playground

Central Park in New York or the San Francisco Conservancy of Flowers. Unlike the San Francisco Parks Alliance, these conservancies typically operate a specific facility with its own operating budget which is primarily funded by entrance fees, individual and corporate memberships, grants, and other philanthropic sources. Such facilities tend to be large, iconic, and generate repeat visits from their membership base.

Case Study Key Findings

Funding And Financing

- Rehabilitating historic buildings is expensive, especially when seismic retrofits are required.
- There is often a long lead time involved in building reuse, which may necessitate public support for additional studies or plans and baseline building stabilization.
- Working through the rehabilitation costs and financing options is often an iterative process.
- Future uses and users of a building affect both the costs of rehabilitation and the array of funding sources available and feasible for rehabilitation.

Partnerships

- Dedicated city staff time can be essential to managing these projects especially during the predevelopment phase.
- Assembling the financing to rehabilitate historic buildings is extremely complex and typically requires working with a “private” developer (could be non-profit).
- There is a wide range of public-private partnership arrangements, each of which has different implications for the public partner.
- Under a partnership, a developer will require a long-term lease for the property so they can control the

building long enough to pay back their debt and equity.

- End-users are not always identified before developer selection, but cities can specify uses and governance structures in an RFP.
- Changing partners partway through a project inevitably leads to higher costs and a longer timeline.

Community Benefits

- The more grant or low-cost loan money a project can garner help to deliver lower rents for the project’s end users.
- Although activating publicly owned historic buildings can be an expensive proposition, and might not be “feasible” as a private real estate deal, restoring these buildings should be considered a major community benefit.
- Projects with an arts and culture orientation can draw significant support from philanthropic institutions for both grants and low-cost loans.

Parks

- Parks improvements are not funded through public-private partnerships because there is no dedicated funding source to pay back developer debt or equity. Nonprofit partners, however, can deliver both capital improvements and can operate the facility if there is sufficient capacity to raise the appropriate funds through user fees/ membership dues, public grants, and

philanthropic sources.

- Parks may be funded through philanthropy, but most philanthropic support comes from large corporate sponsors, or a few wealthy individual donors. Not all communities have sufficient philanthropic capacity to support a parks program.
- Nonprofit stewardship of a park can open up access to private grants and donors, while allowing the park to still be publicly owned.

Civic Center Vision Funding Strategy

The Civic Center Vision can be distilled into three primary project types requiring funding: buildings, the MLK Jr. Civic Center Park, and street/mobility improvements. These project types can be further disaggregated into smaller parts, such as by building, and into implementation phases including predevelopment, construction or project delivery, and ongoing operations and maintenance. It is impossible at this point to identify a specific funding/financing strategy for each individual project because there are still many decisions yet to be made about the scope, scale, and use for each project; and, future funding/financing approached will be directly linked to those more detailed decisions determining overall project direction. However, there are generally

typical funding sources associated with each project type and implementation phase as shown in Figure 1 (*see p.188*). The sources and uses vary considerably by project type and phase, as is discussed below.

Although understanding these funding sources and their potential for implementing the Vision is important, the other essential components of this implementation process are strong public leadership and a robust structure for making the many incremental decisions required to advance these projects. Unlike a conventional area plan that a city might adopt to direct future investment in a particular location, this Vision focuses on an area dominated by public facilities and with a vision for future public use. Therefore, private market investment can not be relied upon to deliver the Vision's goals. Instead, the City of Berkeley will have to take an active and long-term role in project delivery. This is why this Implementation Plan includes a clear governance structure to make the necessary implementation decisions by being both strategic and opportunistic, while also ensuring transparency and community accountability.

Historic Buildings

Predevelopment – A key predevelopment decision for both historic buildings is the appropriate level of the seismic retrofit. These costs vary considerable

Funding Strategy

depending on each building's structural elements, the desired level of durability in the event of an earthquake, the trade-off of cost against future durability, and other factors discusses elsewhere in this Implementation Strategy. However, as the GCBPH case study illustrates, seismic costs can drive overall project costs above a sustainable level, given other funding sources. This suggests that the City should consider seeking funding just to pay for the retrofits. **One immediate potential funding source for seismic retrofits is a Housing Hazard Mitigation Grant. This source was discussed above. As of April 2020, these grants are available, and the initial application is due in June 2020. The City should give serious consideration as to completing this initial application now as it is not clear when this money would be available again, and there can be a multi-year lag between making an initial grant, being awarded the grant, and receiving the money.**

Generally, funding sources as well as project costs are driven by building uses. Therefore, the specific purpose and use of each building must be determined as part of the predevelopment process. This decision also determines who might develop the building; who would occupy the building and pay for the space; and what potential rent levels align with the potential future tenants. The predevelopment phase covers the costs

to conduct whatever process is necessary to arrive at these decisions, and to fund any additional more detailed design and/or feasibility studies. Funding sources that can cover these costs include T1-Bond money, and the City's own operating revenues. It is possible that there may be some other source of state grants or discretionary funds or federal grant funding, including from the National Endowment for the Arts, but these sources would need to be explored on a case by case basis.

The Veterans Memorial Building as cultural hub/art-oriented facility will both determine the appropriate level of the necessary seismic retrofit; and will make this project appealing to grants and philanthropic organizations, who are specifically in arts related projects. Participation from these groups can help lower overall development costs, and thus lower rents for the end-users who might be non-profits with low operating budgets, and thus requiring below market rental rates. Also, because tax credits could be an important funding source, this building would be a good candidate for a public-private partnership where a developer assembles the final funding/financing package, manages the construction, holds the master lease, and manages the building over the term of the lease. In considering who should be responsible for developing this building, it should be noted that assembling the necessary

funding/financing and managing a construction project of this size is a highly specialized process and should be undertaken either by the City whose Public Works Department has experience managing complex construction projects, or by a developer, not by an arts or non-profit organization who might be a tenant in the building, but lacks the experience or capacity to be a developer.

More detailed feasibility analysis is going to be required for the Old City Hall building to determine which option is the most feasible from a funding/financing perspective. On the one hand, if this building becomes a non-profit office space with some exhibition space, then some investigation would need to be done as to the level of philanthropic support for the proposed uses, the rent levels the potential users could pay, which might be higher than what small community arts organizations could pay, and what the total rehabilitations cost would be relative to the potential income stream. If the City is not going to occupy this building for its own uses or programs, then this building is another good candidate for a public-private partnership.

If the City decides to use the Old City Hall building for its own offices and for expanded meeting space, then the City would take on the full responsibility to fund, financing, develop, and operate the building. There are multiple financing scenarios the City could pursue for

this kind of improvement including but not limited to lease revenue bonds, certificates of participation, or a different form of privately led financing structure which would also be repaid through rent revenues or some kind of “availability payment” which is specified payment amount that the City agrees to pay out over time to pay back the financing “loan.” This kind of financing arrangement is also referred to as a public private partnership, or P3.

Each option has different costs and implications and the City would need to do a detailed study to determine the best solution. However, key benefits to borrowing against a future payment could include not requiring a public vote, as would be required for a bond to be secured against property tax revenues; this project would not divert money from other much needed capital improvement projects currently funded through some combination of infrastructure bonds and capital improvement budgeting,; and by consolidating City offices and meeting space into one building, the City might be able to reduce its current operating costs, even with the new facility. This same approach could be used if the decision is made to add new meeting space to the 2180 Milvia building. Another option is to issue a future infrastructure bond, like the T1 bond, which would be repaid based on property tax revenues. Such a bond would require a two-thirds majority voter approval.

Funding Strategy

Construction Costs – Because construction costs are tied to the building use and user, appropriate construction funds sources will be determined during each building's predevelopment phase. Again, it is important to note that certain sources, like tax credits and developer equity, are only available if a for-profit developer is involved. The City and other government entities could contribute funds to any of these projects through several sources, including grants, discretionary funds, and bond funds. These sources could be deployed with either a for-profit developer or if the City develops any of these buildings itself.

Operation and Maintenance – Each building's operating expenses should be covered by its tenants or users. If the buildings are occupied by non-profit organizations, these groups themselves often use grants and philanthropy to cover their own operating expenses. If the City were to occupy any new space as a result of the Vision Implementation, it would pay for the cost out of its own operating budget.

MLK Jr Civic Center Park Improvement

Predevelopment – Predevelopment activities related to the Park will include preparing a more detailed plan developing a construction cost estimate or estimates by construction phase if this is relevant. This phase could also be used to explore the extent to which there might be

sufficient philanthropic and/or corporate interest in supporting some kind of non-profit structure, like the San Francisco Parks Alliance, that could take on raising money to both improve and operate the Park. Big cities like San Francisco and New York clearly have used these models very successfully to address their parks and public space needs. Neighboring (and smaller) Oakland has a corporate community that is large enough to potentially support city activities. However, given that Berkeley's main employer is the University of California, it is unclear as to whether some kind of parks related non-profit would be viable, even if this organization were to take on managing and maintaining several other iconic Berkeley parks and other public landmarks such as the Rose Garden or the fountain at the Marin Circle.

However, because park improvements are very hard to fund because there is no revenue stream for repayment, the City is likely going to have to bear most or all of the Park's predevelopment costs through locally generated sources including future bond monies, City revenues, or other sources. Occasionally there are also parks related grants available at the regional or state level. For example, in 2008 the East Bay Regional Parks District had a bond measure (Measure WW) approved by the voters that, among other things, provided \$4.876 million in grant money to Berkeley. That money was used to pay for multiple improvements at

existing City parks.

It should be noted that some park/public space facilities, like the Hall of Flowers in San Francisco or Bryant Park in New York generate a significant revenue stream from renting out the facility for private events. However, to date, it has been the City of Berkeley's policy to charge only nominal rates for holding events at Civic Center Park. Whether this policy could or should change is another decision to be discussed as part of the predevelopment process for the Park.

Construction – If it is feasible to form some type of non-profit or conservancy to support Civic Center Park, then this entity will be leveraging grants and contributions from philanthropic sources, including individual donors for construction. Corporate sponsors might also be interested in supporting construction costs for certain park elements in exchange for advertising rights. Regional grant monies could also be used for Park construction if they are available. But the most likely sources to support Park construction are local bond proceeds and/or capital improvement program funds.

Operation and Maintenance – Civic Center Park is currently operated and maintained by the City's Parks, Recreation, and Waterfront Department. Funds for operation could be supplemented by establishing some form of area or district-based assessment district or

tax increment district. However, it is uncertain how much money such a district could generate unless Civic Center Park is included in a larger financing district that incorporates Downtown and/or a larger area of central Berkeley.

Street and Mobility Improvements

Predevelopment/Construction – The Downtown Streets and Open Space Improvement Plan (SOSIP) and the Berkeley Strategic Transportation (BeST) Plan already incorporate some level of planning for the major streets in the Civic Center Vision area. However, funding for further design is limited. Allocating additional resources to these projects will depend on whether there are funds available and if the City Council decides to prioritize Civic Center related projects over other projects. The BeST Plan already includes the Downtown area as a priority funding, and the SOSIP has established a development impact fee for projects in the Downtown area that can pay for street and open space improvements. Additional funding sources are identified in the BeST Plan.

Operation and Maintenance – Berkeley's public works department is responsible for street maintenance. If additional funds are required for this purpose in the future, street maintenance could be bundled with Park maintenance and included in a district-based funding program.

Figure 1: **Common Funding Sources by Project Type and Implementation Phase**

Project Type	Funding Sources			
	Public Agency Grants	Philanthropic Grants	Tax Credits	Rent Payments
Historic Building Rehabilitation				
Predevelopment	X			
Construction	X	X	X	X
Operation and Maintenance		X		X
MLK Jr. Civic Center Park Improvements				
Predevelopment	X	X		
Construction	X	X		
Operation and Maintenance*				
<i>*Includes programming</i>				
Street/Mobility Improvements				
Predevelopment	X			
Construction	X			
Operation and Maintenance*				

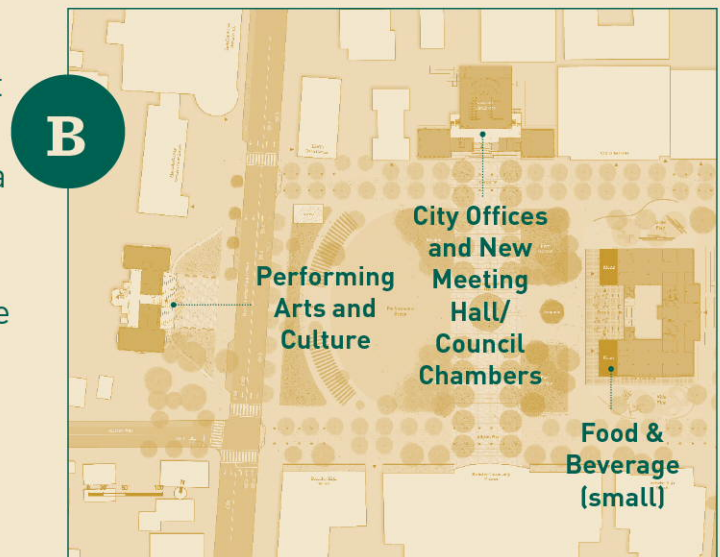
Developer Equity	Citywide Bond Money	Value Capture Mechanism	Corporate Sponsorships	City Revenues
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	X			X
X	X			X
				X
	X			X
	X		X	X
		X	X	X
	X			X
	X			X
		X		X

6.3

Cost Summary

A critical component of the cost plan is the level of seismic upgrade. Both Old City Hall and the Veterans Memorial Building were constructed prior to any real seismic building standards and must be seismically retrofitted. Two options have been considered for each building: a Basic Performance Objective for Existing Buildings (BPOE) scheme allows safe egress from the building and prevents the building from collapse during a seismic event, however, the building may incur damages that are exceedingly expensive to repair. An Immediate Occupancy (IO) scheme allows safe egress and provides enhanced protection to the building such that it could be reoccupied almost immediately following a seismic event. A BPOE retrofit scheme is very common for existing buildings and can accommodate any number of building uses. An IO scheme is typically undertaken for buildings that house “essential services,” such as hospitals and emergency services, that must remain open in the case of community crisis. Depending on selected use we recommend that further seismic studies are undertaken.



Summary of preliminary program cost plan

Option A:

Maudelle Shirek (IO): \$46,749,000

Veterans Memorial Building/ Cultural Hive (BPOE): \$21,381,000

2180 Milvia addition : \$3,373,000

Civic Center Park (all public realm including streets): \$8,183,000

Total: \$79,686,000

Excludes rooftop addition to VMB and new structure adjacent to the City Hall Annex

Summary of preliminary program cost plan

Option B:

Maudelle Shirek (BPOE): \$18,240,000

VMB (IO): \$64,983,000

2180 Milvia: \$1,840,000

Civic Center Park (all public realm including streets): \$7,506,000

Total: \$92,569,000

Excludes rooftop addition to VMB and new structure adjacent to the City Hall Annex

Summary of preliminary program cost plan

Option C:

Maudelle Shirek (BPOE): \$17,082,000

Veterans Memorial Building (BPOE): \$21,182,000

2180 Milvia: \$9,985,000

Civic Center Park (all public realm including streets): \$7,895,000

Total: \$56,144,000

Excludes rooftop addition to VMB and new structure adjacent to the City Hall Annex

Seismic costs reference the Seismic Evaluation report by IDA Structural Engineers, April 2019

Recommendations



Recommendations

Recommended Conceptual Design Option

The engagement and visioning process that led to the creation of the conceptual design plans has identified the main programs and features that need to be present in the new Civic Center.

The process has been instrumental in clarifying complex questions — such as what programs people want to see in Civic Center, and what kind of public realm will make Civic Center a real commons for all Berkeleyans.

The preferred conceptual design falls somewhere between option A and option C. One key topic of discussion is the location of the proposed new large meeting hall, large enough for council meetings (200+ seats). Option A, which shows such space as an addition to the Maudelle Shirek Building, and Option C, which explores a new volume connected to the west side of 2180 Milvia, facing the park — both had a lot of positive support. It's clear to the design team that both options present good opportunities, however, the extension of 2180 Milvia toward the park is the design team's recommendation.

The recommended concept, which is aligned with the Vision statement and with the community and stakeholders input, includes the following key components:

A new structure on the Park — Meeting Hall, Park Café and Restrooms

This new volume on the park will:

- Give the park a much needed active edge, a building right on the park
- Offer a home to new programs that will contribute to the activation of the park — a park café, restaurant and restrooms
- Enable the Council and other groups to meet (several meetings a week and late into the evening*) in a central location, without having to cross M.L.K. Jr Way
- Offer an opportunity for a contemporary architectural addition that complements the sensitive rehabilitation of important historic structures.

**In 2019 there were 67 council meeting dates (24 regular meetings, 43 special and work session meetings). To use the BUSD board room CoB currently pays \$91,200 (annually) or ~\$1,200 per use*

or about ~\$91,200(annually). More comprehensive engagement with the City Clerk’s office and other stakeholders will be needed to understand precise needs, as well as studying projected occupancy numbers and their effect of the activation of the public realm.

Veterans and Community Meeting Spaces at Civic Center

The Berkeley Historical Society and other tenants in a retrofitted Old City Hall

The Historical Society is a key tenant and we support their presence at Old City Hall. Additional tenants should extend or complement the historical and education mission of celebrating the history and stories of Berkeley. Spaces for indoor gatherings — such as receptions and talks, as well as exhibition spaces, will ensure the building is open to the public. Subject to programmatic needs and funding opportunities, the scenario of extending Old City Hall toward the west should be explored.



The Berkeley Cultural Hive at the Veterans Memorial Building

The Cultural Hive houses community meeting spaces, places for performing arts and arts education (after school programs for high schoolers, ballet classes, performances). It is a bridge between the Berkeley High School and the Arts District. A retrofitted auditorium, smaller performing arts studios and teaching spaces will mean more people and activity in the building. The idea of a rooftop addition, set back from the main façade, and a terrace, should be explored.

Meeting spaces for the Veterans groups and the community

Veterans groups should have access to one of the multi-purpose meeting rooms in the Veterans Memorial Building, granting them special access in perpetuity to use the space for meetings

Recommendations

and events. In our meetings with the two Veterans groups that currently use a space at the Veterans Memorial Building they expressed a desire to make use of the building and were open to the idea of sharing a space with other community groups.

A new landscape

The new landscape of Civic Center Park celebrates its history and includes bold, ambitious and people-centered moves to make the park more accessible, comfortable and used. The preferred design alternative considers the removal of the Giant Sequoia. Although the tree is a significant landscape feature of the park and has an important history, its current size means that it significantly blocks axial view and its location is incompatible with the full integration of a new meeting hall at 2180 Milvia. Careful consideration has been taken and several strategies have been identified to mitigate for the loss of this feature, including;

- Relocation of the tree elsewhere in the park or immediate context of the National Register District
- Preparing a Historic American

Landscape Survey (HALS) documentation for the Berkeley Civic Center National Historic Register District

- Planting clones that are propagated from this tree and grown in an appropriately qualified nursery with the intent of creating the next generation of the Giant Sequoia
- Repurposing wood from the tree to be respectfully used for fine furniture in the new Council Chambers

Refer to the Appendix for more details and mitigation recommendations.

Civic Center Park is a place for civic events — evening concerts, rallies and fairs; but also for the big days in one’s life — it’s where you take your wedding photo; and where everyday memories are made — lunch with friends on a sunny bench, meetings at the Farmers Market, laughs at the climbing structure, outdoor classrooms, picnics, birthday parties, tai chi, community gardening. The Turtle Fountain and other sculptures and public art will celebrate people and events that have contributed to Berkeley’s collective history.

Access point for Civic Support

All people should feel welcome in Civic

Green, Play, Food and Events at Civic Center



Center, therefore it is imperative to provide a physical space within the Civic Center area that helps connect the most vulnerable community members with the help they need — be it shelter, medical or other. Further studies are needed to assess the spatial requirement of this program and consider the scope and the appropriate location for these services.

Beyond the Old City Hall and the Veterans Memorial Building — The Civic Center Market

In collaboration with Berkeley High School and the Ecology Center, Berkeley’s celebration of locally-grown food as a cornerstone of local culture can be given a permanent home at Civic Center. This idea needs further study but the design team found strong support among educators, political leaders and public commenters for an all-week expansion of the Farmer’s Market. Possible locations might include a pavilion in Civic Center Park or the Berkeley’s Main Post Office building.

Inevitably the preferred vision goes beyond this project’s scope and includes other nearby buildings — including the Post Office as mentioned above — that should be considered during the next stages when developing a masterplan or precinct plan for Civic Center. Matters relating to the precise location, sizing and configuration of new programs should be further studied, alongside the seismic implications, detailed cost analysis and

projected occupancy numbers and their effect on the activation of the public realm. These studies will help further detail the conceptual option presented here, and inform the development of a precinct plan that is made up of different project tracks, phasing, and/or project groups (specifying what building projects goes with what public realm project, and how each project can be funded) — each with its own critical path.

See Chapter 8 — Implementation.

Summary of Preliminary Program Cost Plan — Option C

Maudelle Shirek (BPOE)	\$17,082,000
Veterans Memorial Building (BPOE)	\$21,182,000
2180 Milvia	\$9,985,000
Civic Center Park (all public realm including streets)	\$7,895,000
Total	\$56,144,000

Note: Excludes rooftop addition to the Veterans Memorial Building and the new structure adjacent to the City Hall Annex

Seismic costs reference the Seismic Evaluation report by IDA Structural Engineers, April 2019

Recommendations

The heart of Berkeley

The Civic heart of Berkeley is green, inviting, lively, human-scaled. A new lease of life is given to its historic buildings, and additions to these structures provide much needed government and community meeting spaces, places for performing arts and arts education. The Cultural Hive is a bridge between the Berkeley High School and the Arts District. Civic Center Park is a place for civic events and everyday interactions — lunch, play, outdoor classrooms, meetings with friends, picnics, birthday parties, tai chi, community gardening. Civic Center is part of Downtown and part of a neighborhood — it's your space.

Potential for Maudelle Shirek Building extension, program TBD

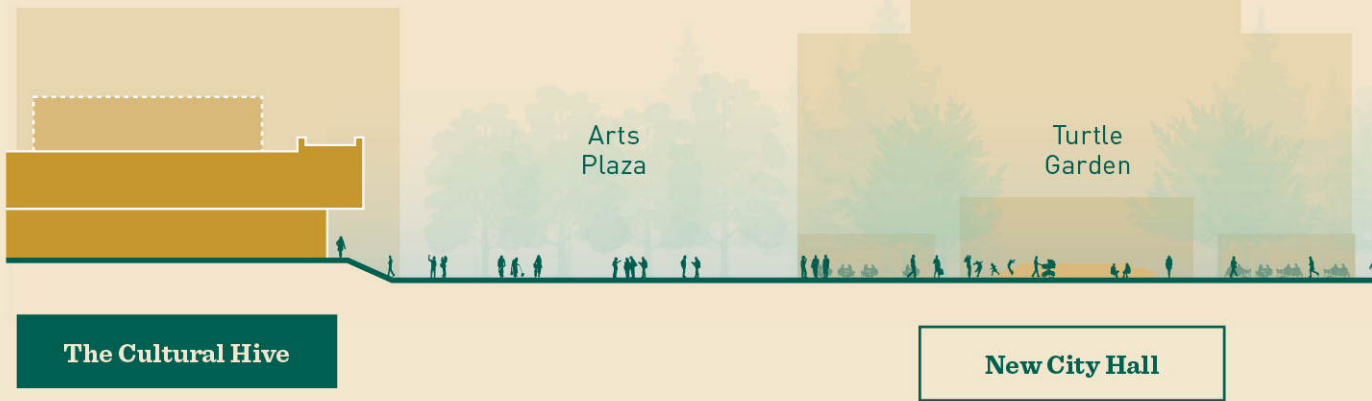




Note: Diagram is illustrative and conceptual. It is not representative of architectural expression.

Site Sections

section A

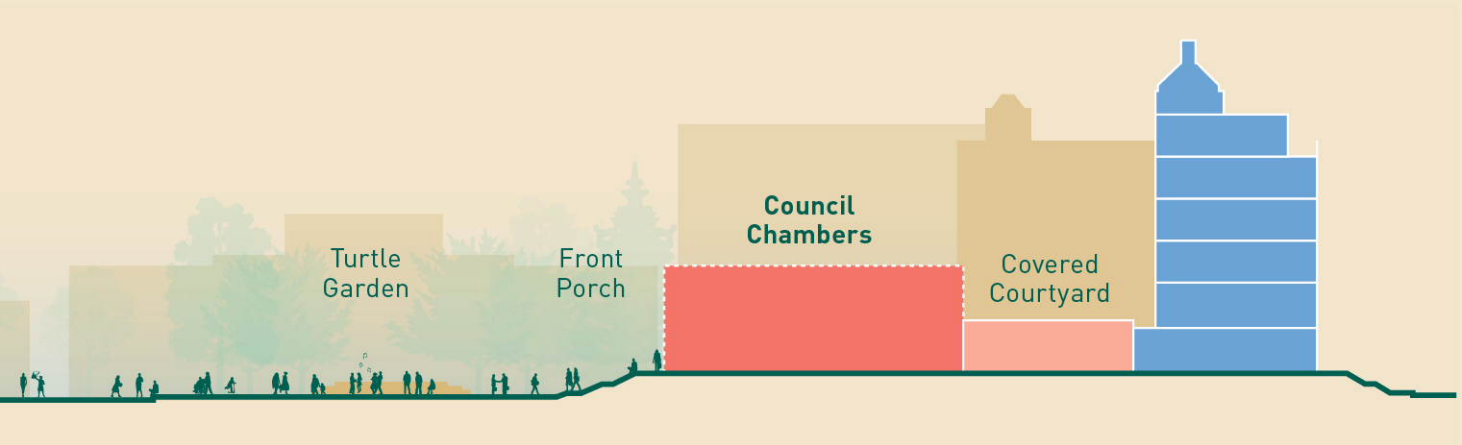
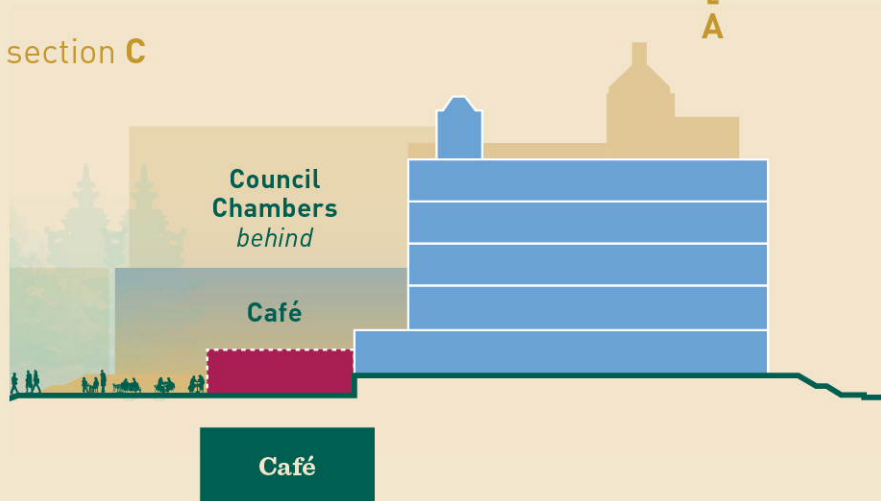


section B





section C



The Cultural Hive

New City Hall

Program Overview





The Cultural Hive

Veterans Memorial Building



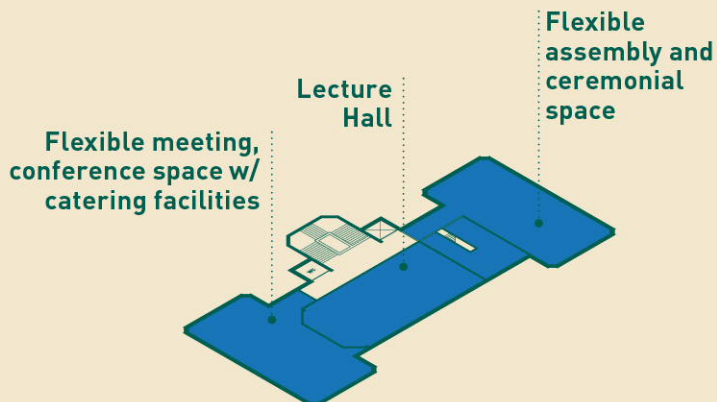
New Meeting Hall/Chambers

2180 Milvia Extension

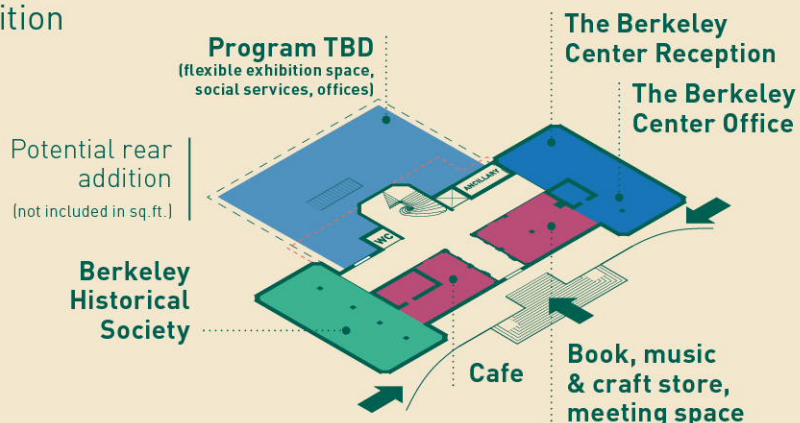
Program Overview by Building

These diagrams give an overview of the distribution of programs across the Maudelle Shirek Building, the Veterans Memorial Building and 2180 Milvia, and an approximation of the total area by program. Existing City office space in 2180 Milvia, the potential Old City Hall extension and the Veterans Building rooftop addition have not been accounted for.

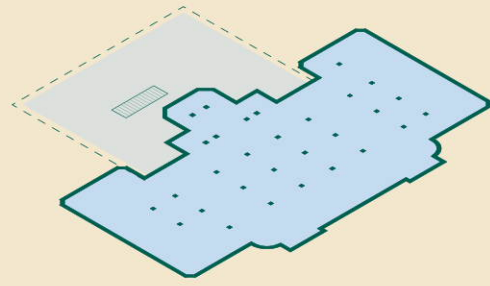
- The Berkeley Historical Society**
1,675 sq. ft.
- The Berkeley Center**
7,185 sq. ft.
- Archives / Storage**
8,600 sq. ft.
- Office: City**
- Performing Arts**
15,327 sq. ft.
- Auditorium**
4,950 sq. ft.
- Terrace**
~1,300 sq. ft.
- Meeting Hall / Council Chambers**
10,200 sq. ft. (and courtyard)
- Small Retail / Food & Beverage**
5,310 sq. ft.
- Primary Entrance**



ASSEMBLY + CEREMONY



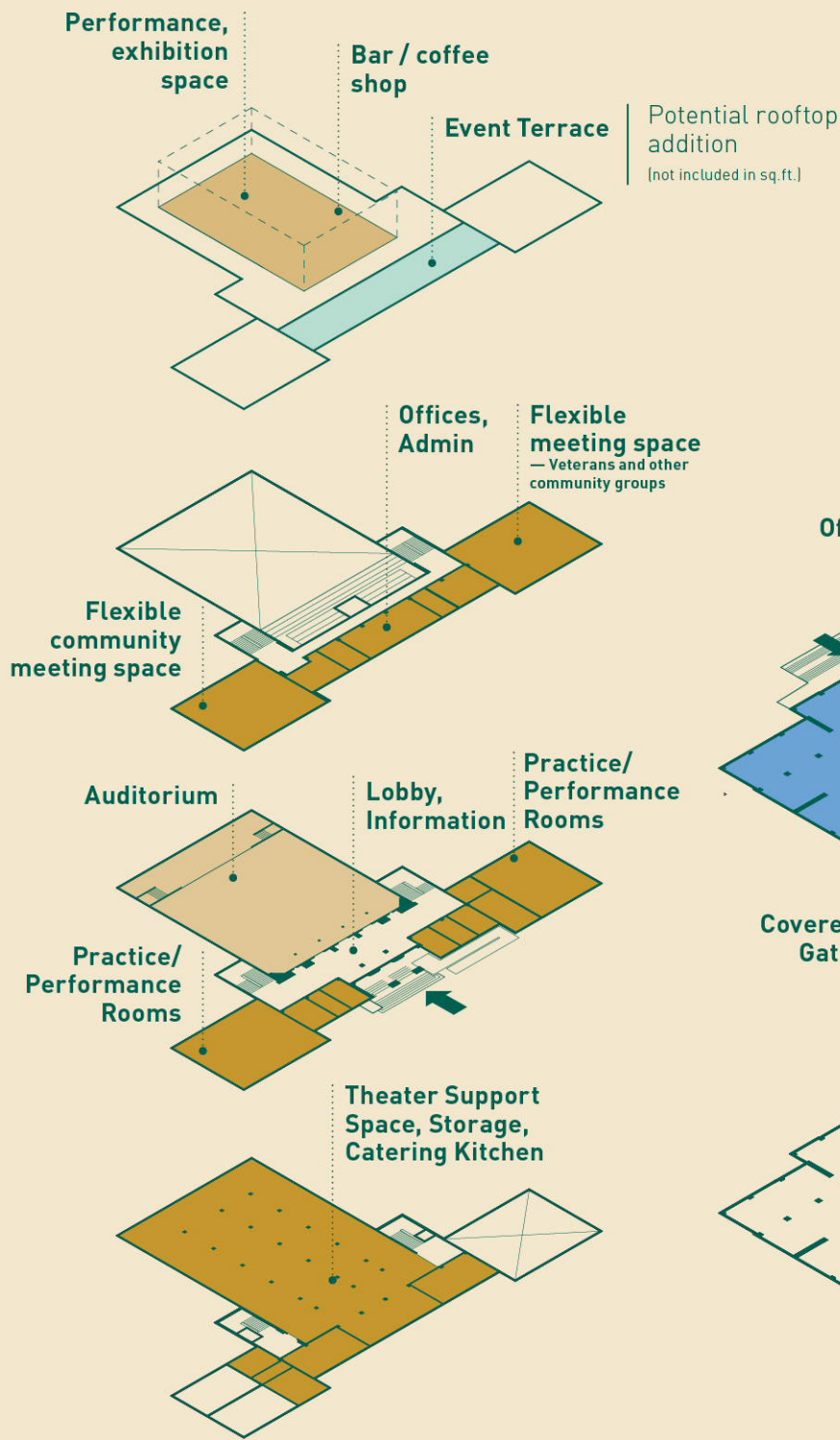
OFFICES + CAFE + EXHIBITION



ARCHIVES + STORAGE

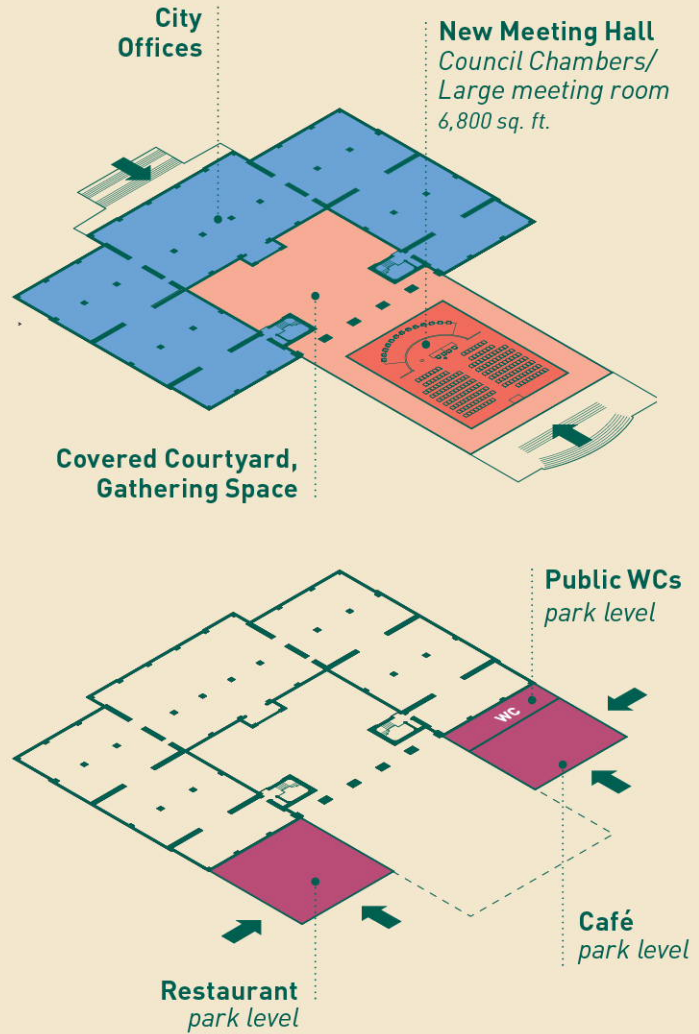
The Berkeley Center

Maudelle Shirek Building



The Cultural Hive

Veterans Memorial Building

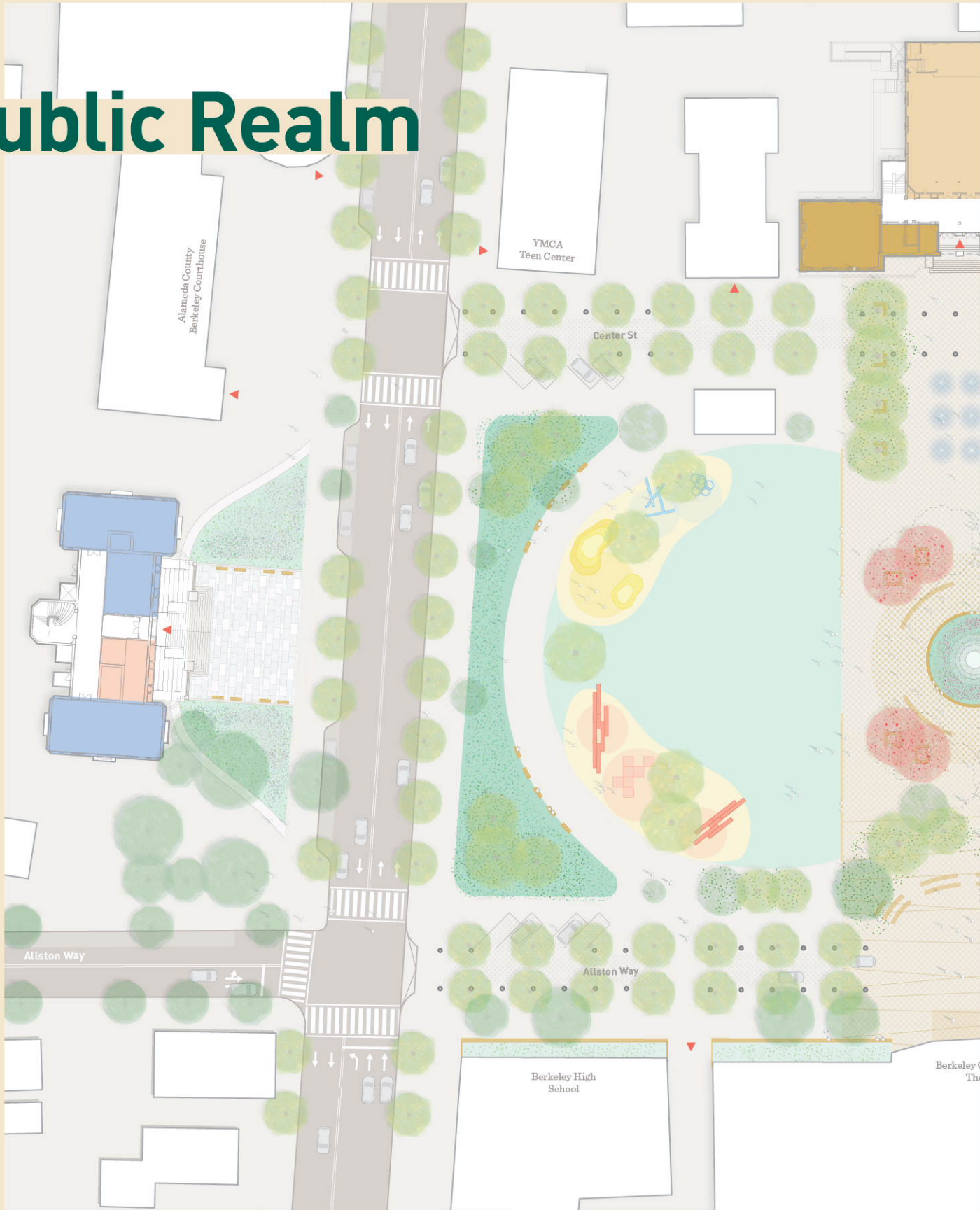


New Meeting Hall/Chambers

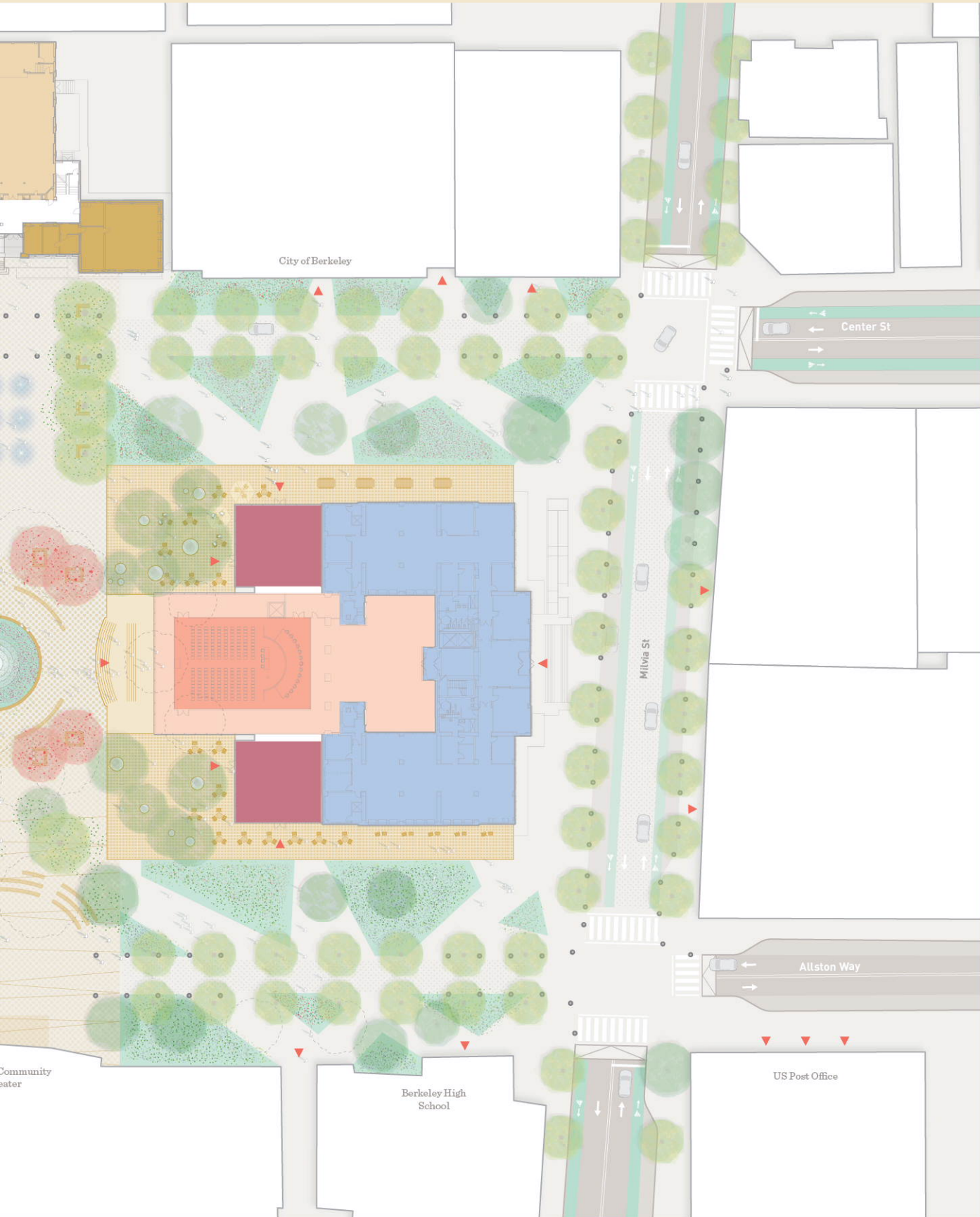
2180 Milvia Extension

Recommendations

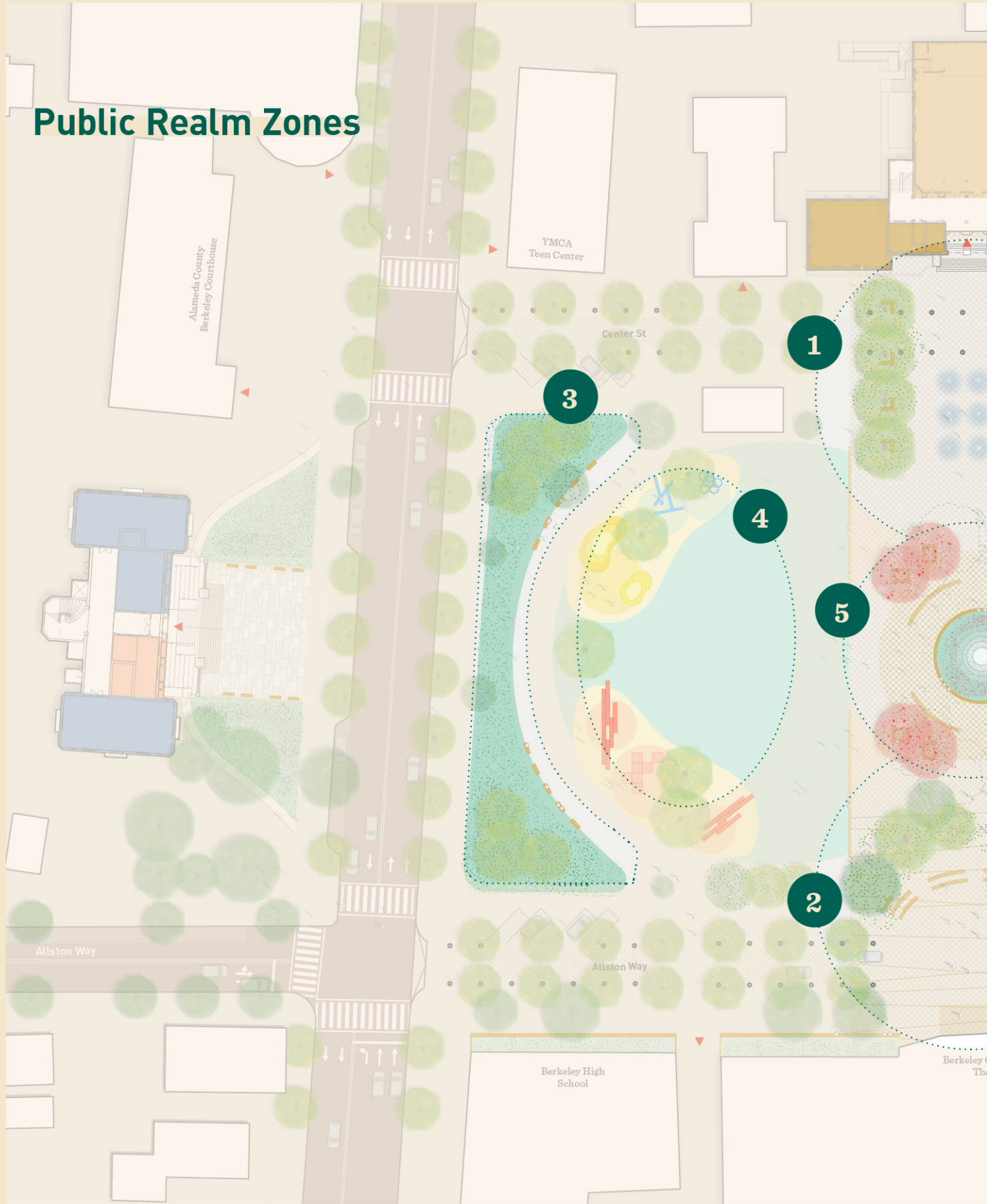
Public Realm



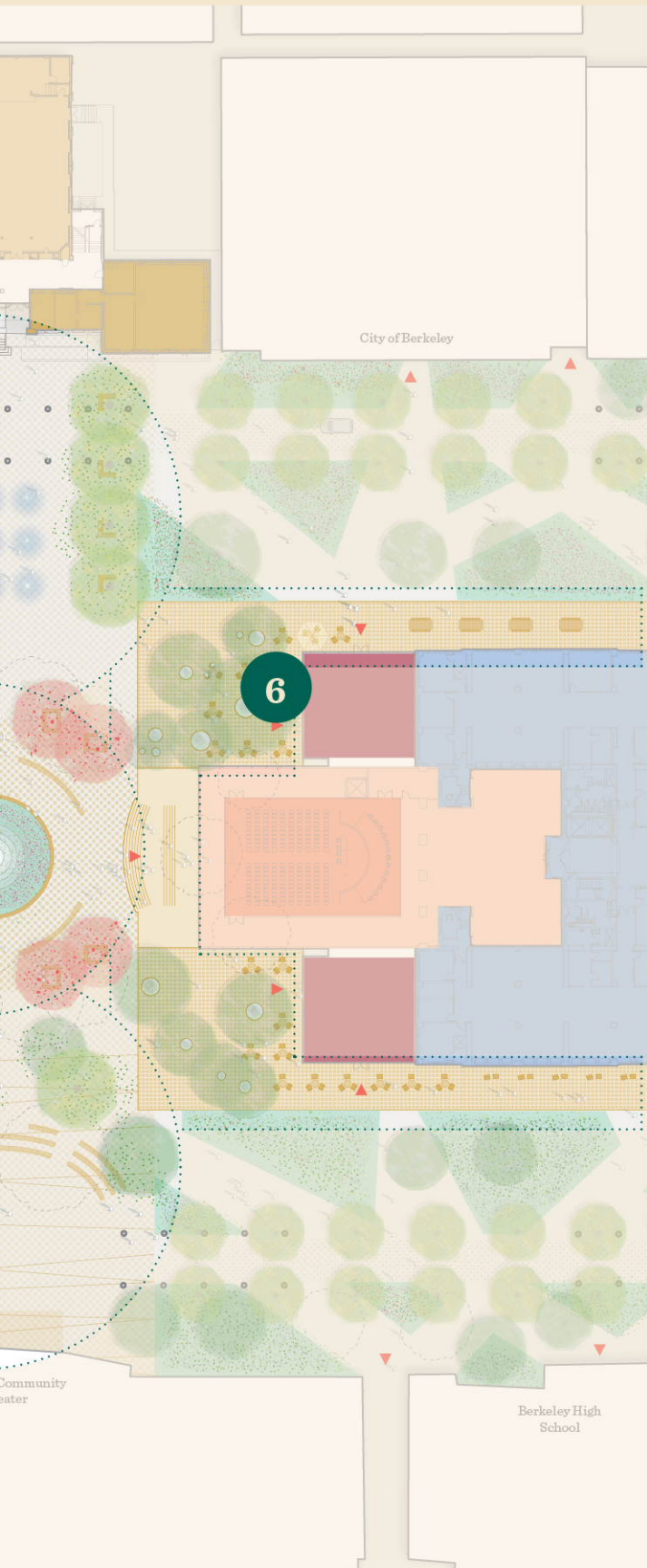
Note: All drawings are illustrative and conceptual, further landscape design is required.



Recommendations



Note: All drawings are illustrative and conceptual, further landscape design is required.



1

Arts Plaza

An extension of the Cultural Hive in the Veterans Memorial Building, the Arts Plaza is a platform for cultural events and people watching, with a variety of seating and a flush water feature.

2

Performance Plaza

A comfortable gathering space that complements the green as a performance area and uses the Berkeley Community Theater as a backdrop for the stage, reimagining the blank wall as a great new feature!

3

Leafy Ledge

Lush vegetation provides opportunities for sitting in green “living rooms” and provides a buffer between the park and MLK Jr. Way.

4

Playscapes

Two dynamic play areas provide invitations for all ages to spend time, with one tailored to younger kids and the other to older kids and adults.

5

Turtle Garden

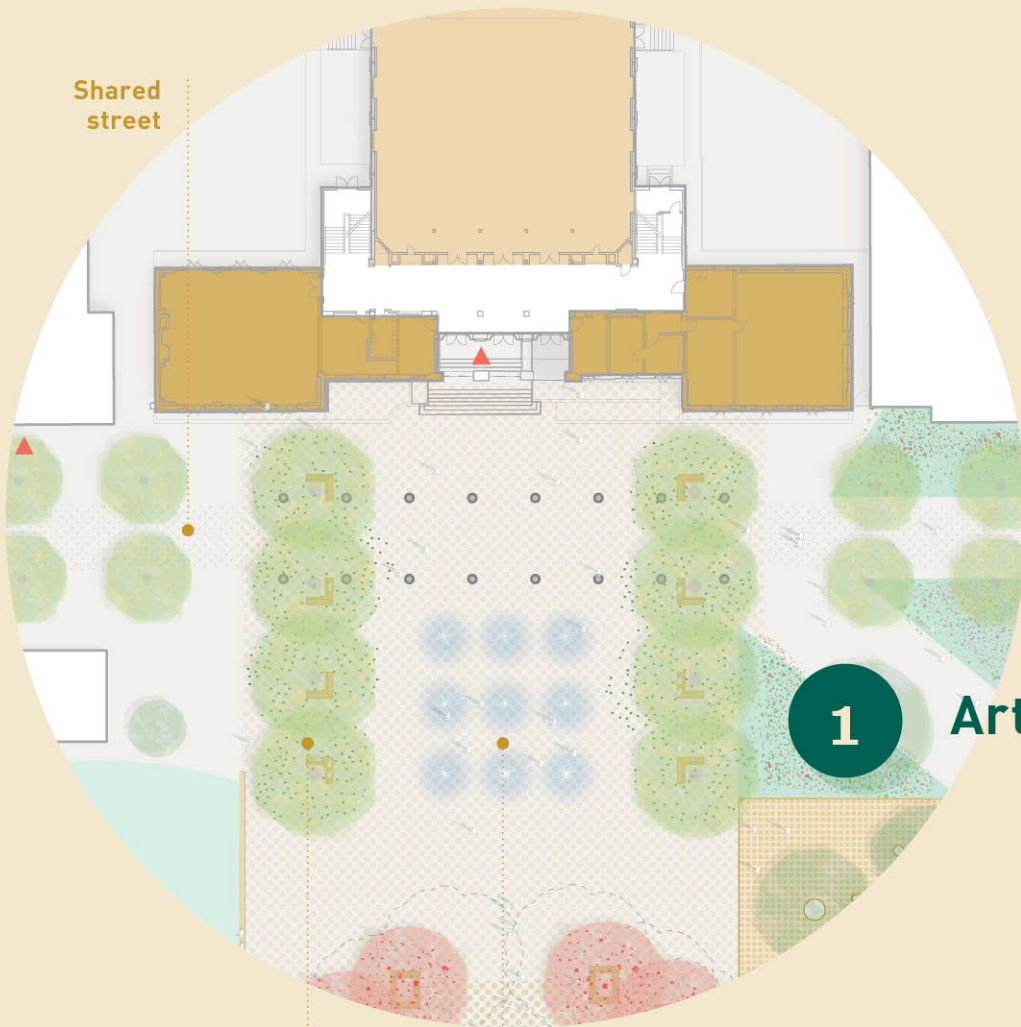
The original fountain becomes a central meeting point in Civic Center with a variety of seating and vegetation.

6

Front Porch

A generous patio space that serves the new food and beverage offerings and Council Chambers.

Recommendations



1 Arts Plaza

Mature trees, seating

At-grade surface fountain



Performance areas

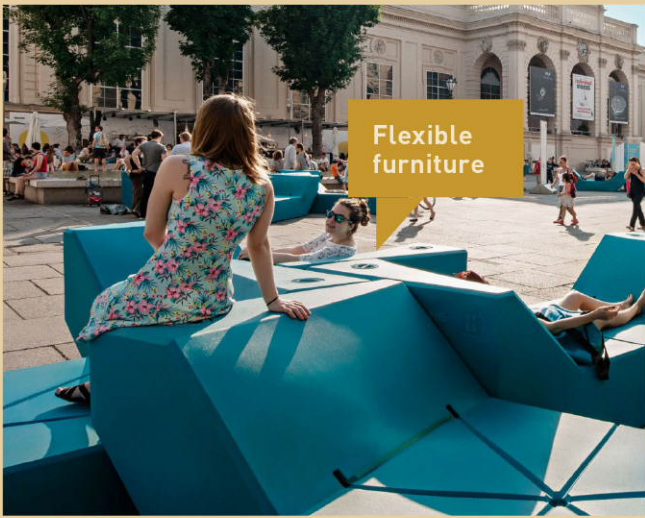
↑ The Porch at 30th, Philadelphia



At grade fountain

↑ Place de Republique, Paris

Note: All drawings are illustrative and conceptual, further landscape design is required.



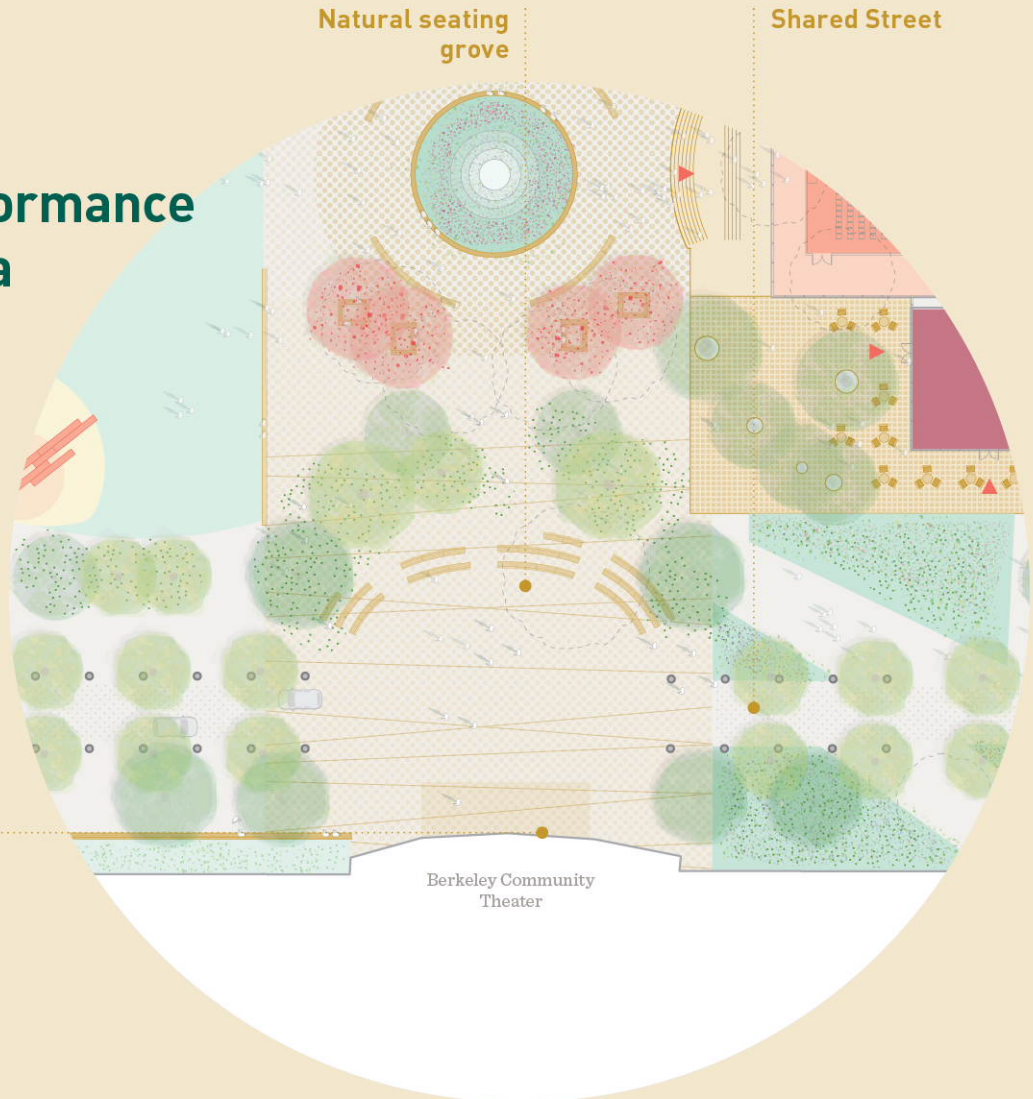
↑ Leopold Museum, Vienna



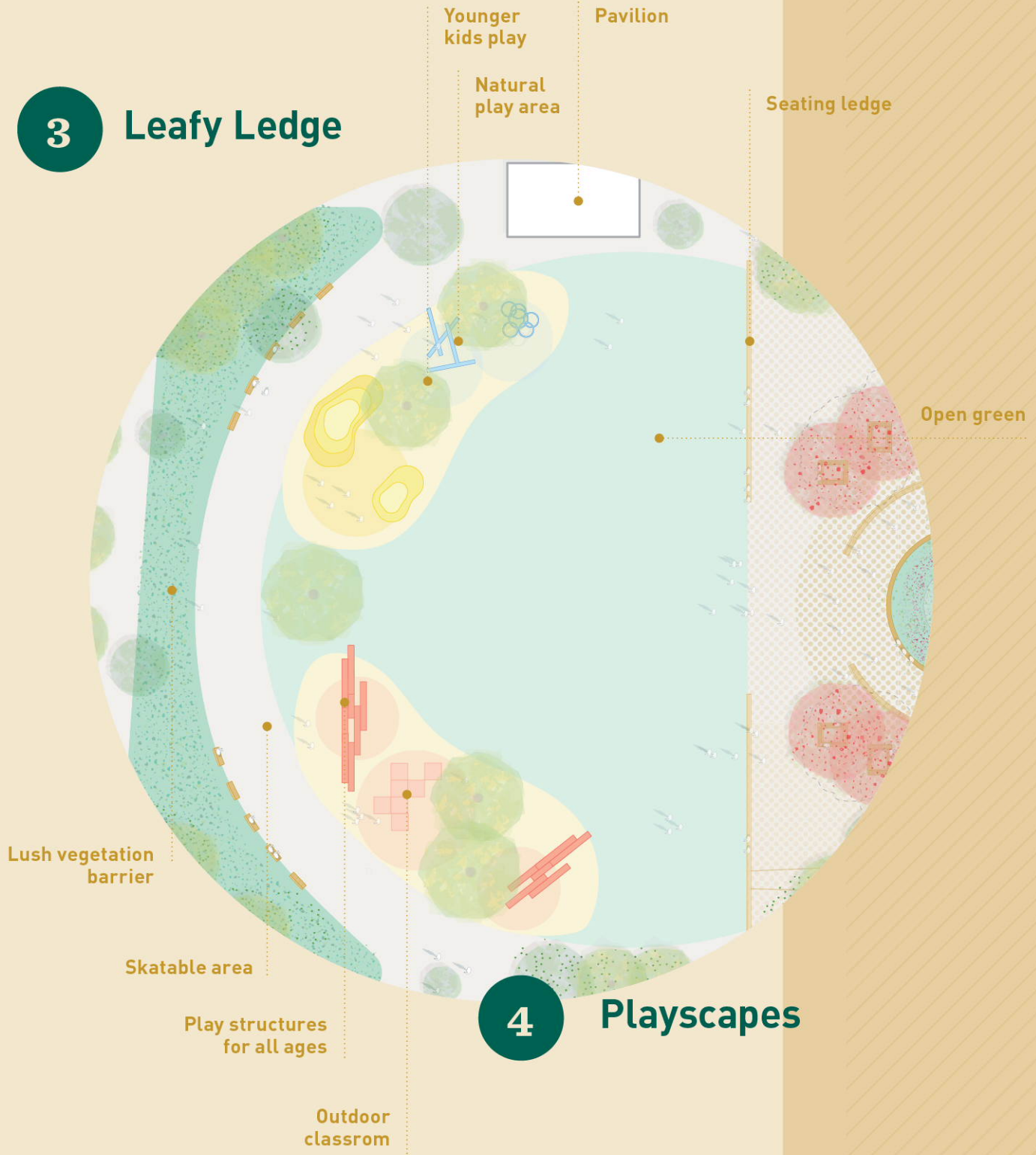
↑ The MET Plaza, New York

2

Performance Plaza



3 Leafy Ledge

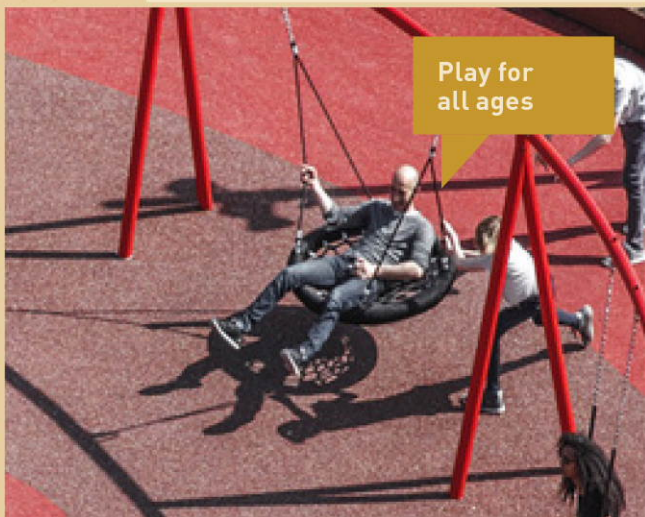


4 Playscapes

Note: All drawings are illustrative and conceptual, further landscape design is required.



↑ Grevelingenveld, Den Haag, Netherlands

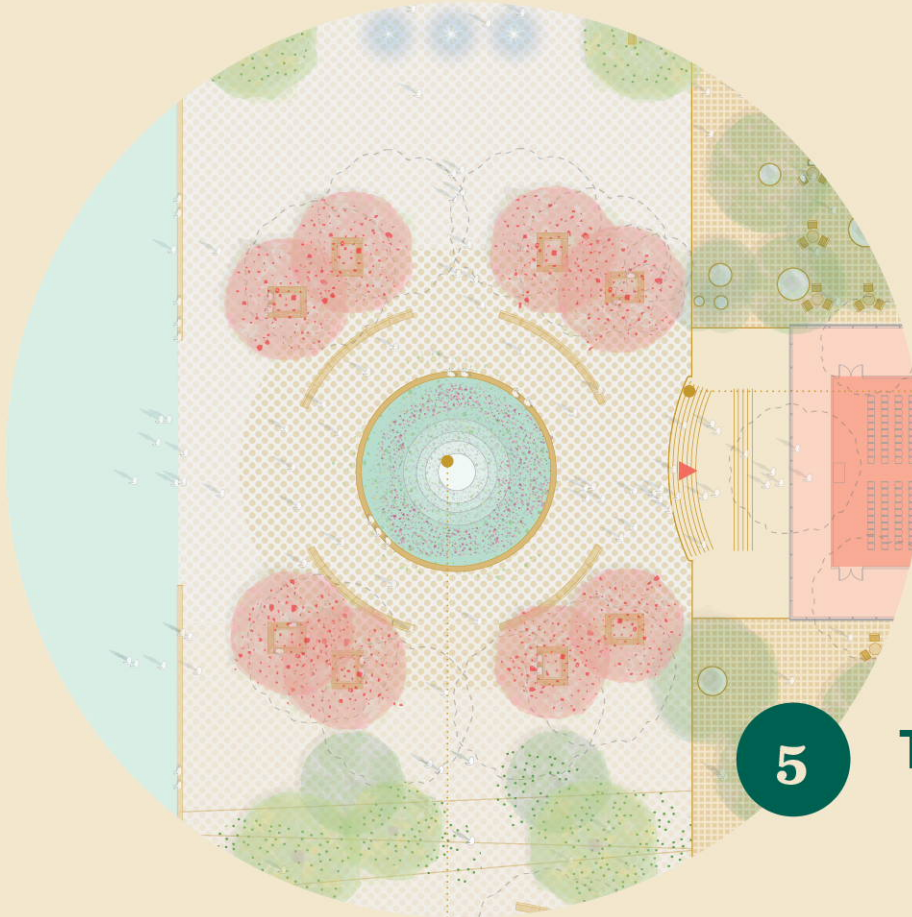


↑ Park 'n' Play, Copenhagen



↑ Madrid Rio, Madrid

Recommendations

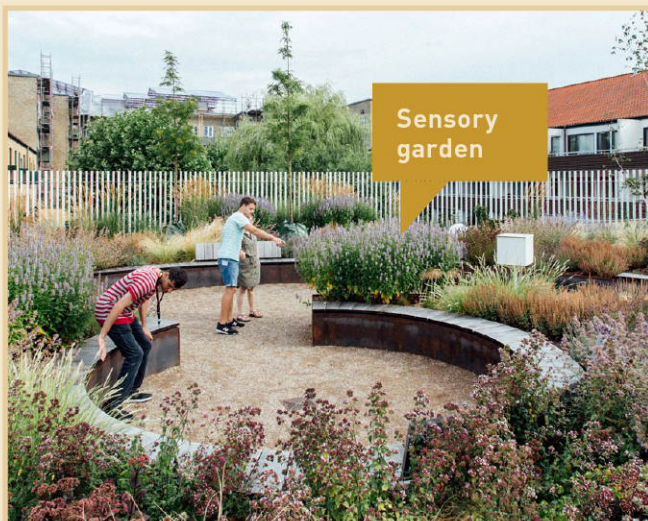


Inhabitable stairs
and porch ledge

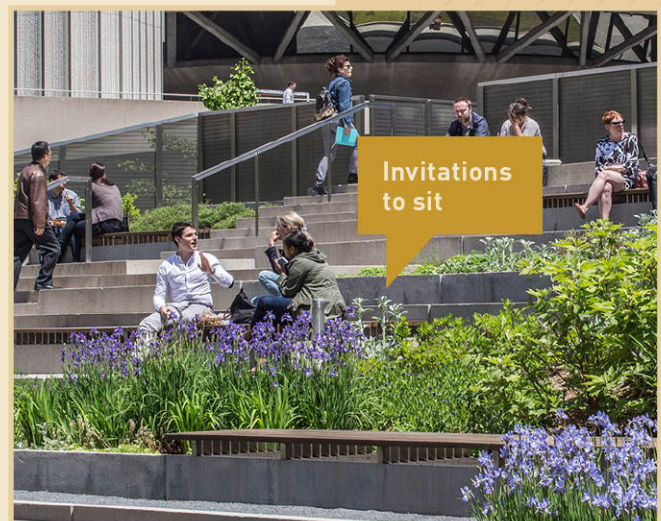
5

Turtle Garden

Turtle Garden



↑ Frederiksberg, Copenhagen



↑ Nathan Philips Square Peace Garden, Toronto

Note: All drawings are illustrative and conceptual, further landscape design is required.



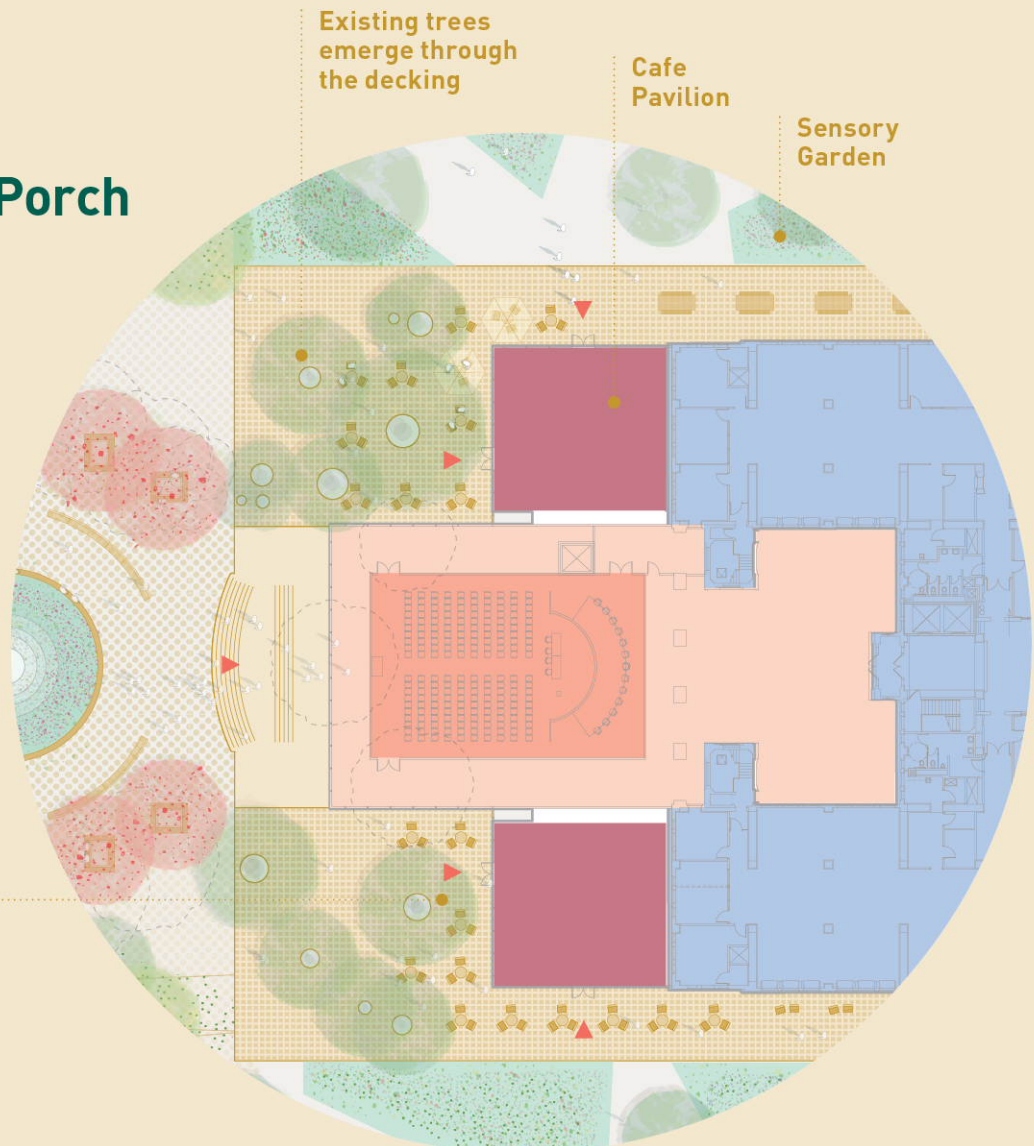
↑ Kensington Gardens, London



↑ Monash University, Caulfield, Australia

6

Front Porch



Recommendations

The Civic Center Food Market

Berkeley has been a leader in both the modern culinary movement and educational programs related to growing and preparing food. Defined by success stories like the Edible Schoolyard Project founded by Alice Waters and local gardening projects led by Karl Linn, Berkeley's celebration of locally-grown food as cornerstone of local culture can be given a permanent home at Civic Center. The design team found strong support among educators, political leaders and public commenters for an all-week expansion of the Farmer's Market currently run by the Ecology Center using some version of a pavilion where fresh produce and prepared foods could be sold, alongside a classroom kitchen serving Berkeley High School's vocational programs. We recommend that BHS, the Ecology Center, and the City create a partnership program using students to staff the pavilion under the supervision of a market manager.

Food Market

Potential Locations*



Option: Market Pavilion in Civic Center Park

A pavilion building and/or lightweight canopy structure could be integrated within the park that provides storage and restrooms for an indoor/outdoor food market and serves as a more permanent presence for fresh, local produce in Civic Center.



Option: Market in Berkeley's Main Post Office

The United States Post Office building on Allston Way is a historic building with great potential to be transformed into an indoor public market. The spacious ground floor lends itself well for a market adaptation and the building is already equipped with storage facilities and a loading/unloading area.

**Note: The two locations shown above are for the purpose of illustrating potential. Further study is required.*

Berkeley Post Office Building →



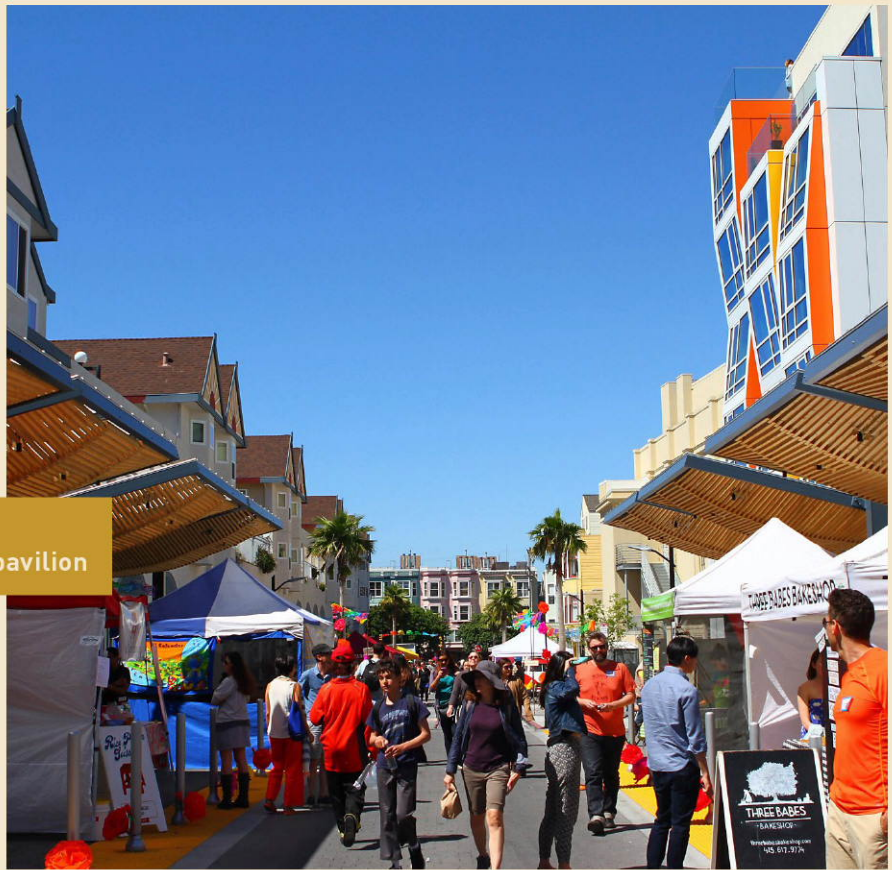
←Community and Public Health & Nutrition Programs at Berkeley High School



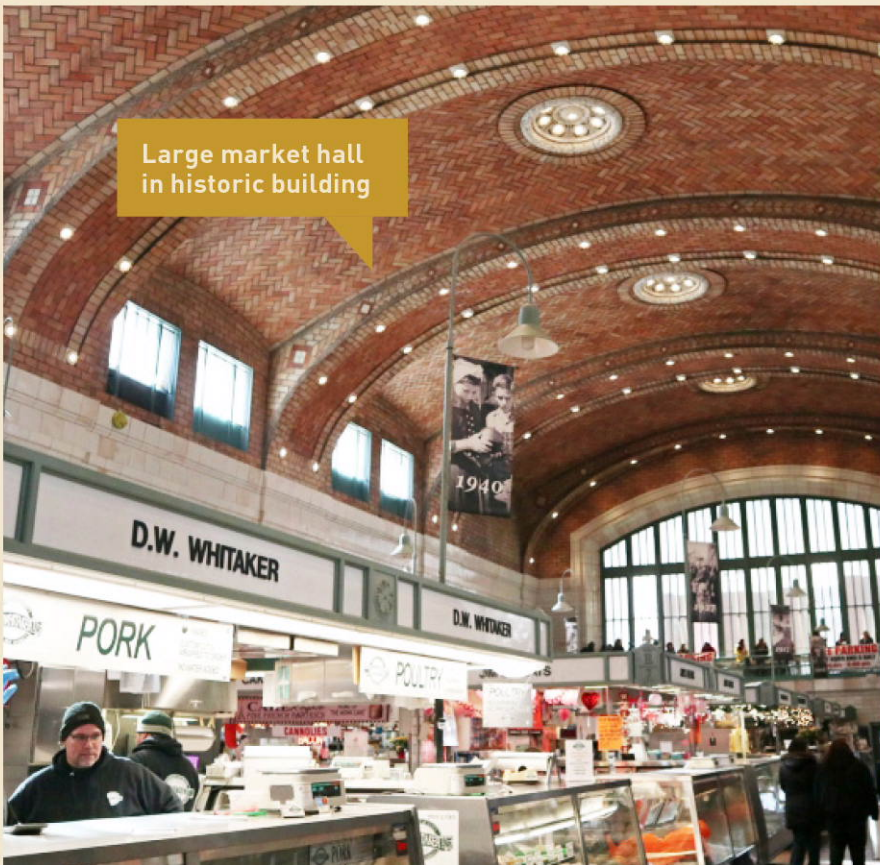
↑ Vineyard Farmers Market, Fresno



Outdoor market pavilion



↑ Overland Park Market, Kansas City ↑ "La Placita" Mission Community Market, San Francisco



Large market hall in historic building

↑ West Side Market, Cleveland



↑ Findlay Market, Cincinnati



Simple, modern overhead pavilion

↑ Torvehallerne Market, Copenhagen

Recommendations



Implementation

Implementation and Next Steps

An ambitious vision needs a solid implementation plan. The outline implementation plan described here is a first iteration — it starts to identify immediate next steps and more long-term tasks and actions needed to implement the vision. At this early, visioning stage, there are many unknowns, and many possibilities —relating to funding streams, programs and design. On a project of this complexity the implementation matrix must be developed collaboratively with a City of Berkeley Civic Center project manager.

Next steps should include the following;

- Establish a Civic Center Project Stewardship Group to manage all next steps
- Align with other City projects and efforts
- Define list of first City Projects in the Civic Center area.
- Seek funding for implementation of City Projects. Types of City Projects include: City buildings and associated sites, Civic Center Park, and City streets.
- Define the “Civic Center Precinct Plan” area
- Define Scope of Early Activation Strategy and Initiatives
- Green light additional studies/planning work required.
- Explore a partnership opportunity between Berkeley High School and the Ecology Center to operate a food market with a student staff under the supervision of a market manager
- Secure funding for development of “Civic Center Precinct Plan”, solicit proposals by qualified consultants, and commission assignments.
- Secure funding for the development of an Early Activation Strategy and Initiatives, solicit proposals by qualified consultants, and commission assignments.

Berkeley Civic Center Vision

Draft Implementation Matrix

July 2020

Phase 0: Adopt Civic Center Vision

Adopt vision statement, vision goals and conceptual design, including future uses, character of streets and other features integral to the implementation of the Civic Center vision.

Phase 1: Establish the Civic Center Stewardship Group, Develop the Precinct Plan, and Safeguard Historic Structures

Task A: Establish the Civic Center Stewardship Group

Objectives:

- A1 Objectives: Establishing a working group to address how decisions about Vision Plan implementation should be made, align with other City projects and efforts, green light additional studies required.
- A2 Define the masterplan / Precise Plan planning area (see Task C)
- A3 Establish the Working Group— City staff, commissions, partners and community members
- A4 Secure funding for development of masterplan, solicit proposals by qualified consultants, and commission assignments.
- A5 Define list of first City Projects in the Civic Center area (in tandem with C1). Begin to seek funding for implementation of City Projects. Types of City Projects include: Early Activation, City buildings and associated sites, Civic Center Park, and City streets.

Refer to Next Steps chapter for Phase 0, Continued Stakeholder and Community Engagement and Project Procurement

Task B: Stabilize Historic Buildings

Objectives: Protect historic resources by making near-term interventions to avoid irreparable damage and/or escalating future costs.

- B1 Review recommended interventions to avoid damage to historic resources, such as from weather and/or vandalism (see "Near-Term Stabilization")
- B2 Assign City staff responsibility to further define Near-Term Stabilization needs, secure funding for repairs, and ensure all necessary maintenance.
- B3 Commission additional reports identified in HSRs. Priority additional investigations required at both historic buildings center around the need to trace water intrusion pathways to their source.
- B4 **See Implementation chapter**
Define projects
Repair solutions for active building deficiencies should be designed and implemented immediately following additional investigations in order to ensure the long term stability of the building envelopes. Solutions should be permanent where possible, but temporary repairs may be advisable. Multiple repair solutions may be grouped together into larger projects, however a number of factors will affect how these projects are implemented including the location and extent of damage, the materials and number of building trades required to complete the repairs, and the availability and capacity of local contractors. **See Implementation chapter for projects that are likely to move forward.**

Task C: Develop the Civic Center Precinct Plan

Objectives:

- C1 Develop a detailed Master Plan informed by the Vision Plan; this will include further program definition, detailed project definition, architectural design guidelines, public realm and landscape guidelines, and street guidelines. *Structural studies and others relating to conservation of historic buildings should be done prior.*
- C2 Master plan to include Funding strategy, governance models, financial modeling, tenant mix studies
- C3 Engage the community during the development of the Masterplan
- C4 Work with the Civic Center Stewardship Group to prepare a Precise Plan consistent with Vision Plan goals, with detailed guidance for: City buildings and building sites, Civic Center Park improvements, and City street improvements. The Precise Plan will provide guidance for spaces and structures in the planning area, setting parameters on programming, density, design and funding for City project and non-City project in the Precise Plan Area.
- C5 Identify project(s) to be implemented in advance of Precise Plan adoption. **See Phase 0**
- C6 Adopt the Civic Center Precise Plan

Phase 2: Project Development and Project Delivery

Task x: Seek funding

Objectives:

Identify and pursue available public funds
See Financial Strategy chapter

Task x: Plan, set goals, set timeline

Objectives:

Develop a work plan for project delivery to implement Precise Plan recommendations. Assign priority/time frame, major milestones, and responsibilities.

Task x: Partner on specific projects

Objectives:

Develop Requests for Qualifications and/or Requests for Proposals (RFPs) to solicit: development partners with technical consultants for City buildings/sites, consulting firms for Civic Center Park detailed design and engineering, and consulting firms for City street design and engineering. Items to be considered in partnership agreements include: programming, historic preservation, building stabilization and level of seismic upgrade.
Select partners
Enter into relationship with partners (long lease, etc)
Define and agree what are City and partner obligations.

Task x: Detailed Planning, Design and Projects Procurement

Objectives:

City Projects: design, engineering, permitting, etc
Developer partner projects: design, permitting, etc
Park and public space projects
Street projects
Explore partnership opportunity between Berkeley High School and the Ecology Center to operate a food market

Task x: Physical implementation

Objectives:

Break ground, oversee as needed
Assign responsibilities for operations and maintenance, do O&M plan and budget, including historic buildings maintenance
See Implementation chapter for details
Complete implementation

Phase 3: Post-Occupancy Ongoing Operations and Maintenance

Task A: Put the O&M plan in action

Objectives: maintain optimal use of City facilities through building/site operations and maintenance.

Task B: Measure and Evaluate

Objectives: Measure success; continue to test and refine based on the Vision Plan

Re-do the Public Space Public Life survey
Measurement of project results to be continuous/iterative

← **The Civic Centre Vision Implementation Matrix, July 2020.**

The Matrix is a "live" document that will be adapted and further detailed over time. A spreadsheet was submitted to the City of Berkeley.

Implementation and Next Steps

Historic Structures

— Next Steps

Additional Studies

Priority additional investigations required at both historic buildings center around the need to trace water intrusion pathways to their source.

These investigations include the following:

City Hall

1. Building Enclosure Investigation
2. Concrete Roof Slab Investigation
3. Roof and Water Conveyance
4. Concrete Entry Terrace Investigation

Veterans Memorial Building

1. Building Enclosure Investigation
2. Roof Technology and Water Conveyance Survey
3. Parapet Investigation

Additionally, structural concerns at both buildings require further study.

City Hall

Spire Structural Study

Veterans Memorial Building

Alternate Seismic Retrofit Scheme Study

Projects

Repair solutions for active building deficiencies should be designed and implemented immediately following additional investigations in order to ensure the long term stability of the building envelopes. Solutions should be permanent where possible, but temporary repairs may be advisable. Multiple repair solutions may be grouped together into larger projects, however a number of factors will effect how these projects are implemented including the location and extent of damage, the materials and number of building trades required to complete the repairs, and the availability and capacity of local contractors. Projects that are likely to move forward, if required, and that may be grouped if logical include:

City Hall

- Repair of concrete roof deck, flashing and roof tiles (Additional stabilization, replacement or removal of the deck to be coordinated with seismic stabilization project)
- Gutter, and wall and roof intersection repairs

- Sealant and flashing repairs
- Correction of previously-executed, inappropriate water leak repairs
- Removal of electrical service in basement space below entry terrace
- Repair of leaking at spaces below concrete entry terrace (Other changes in conditions at sidewalk lites and larger revisions to the concrete entry terrace to be coordinated with future building reuse)
- Temporary structural stabilization of roof spire (overall structural repair to be coordinated with seismic retrofit)

Veterans Memorial Building

- Through-wall scupper or localized roof failure repairs
- Roofing replacement
- Stabilization or removal of plaster finish in stairwells (Repair or replacement of wall framing or concrete stem walls to be coordinated with seismic rehabilitation)
- Repair of flashing and connection deficiencies at parapet
- Repair solutions that require more invasive removal or repair of the building interior, in particular the seismic retrofits, should be designed in conjunction with the overall building adaptive reuse projects.

Operations and Management of Historic Structures

Periodic and cyclical maintenance of historic resources plays a crucial part in ensuring that historic fabric remains intact and reliable for generations to come. Maintaining cleanliness and consistent lighting on both building sites and in urban spaces is critical to creating a sense of welcome and safety for would-be users.

A straightforward, implementable maintenance plan that is both funded and staffed must be developed for the near future of not only the Maudelle Shirek Building and the Veterans Memorial Building, but also Civic Center Park. Periodic building maintenance routines should include inspection of roofing, flashing, scuppers and parapets for wear or failure, cleaning of the building exterior, replacement of bulbs in exterior light fixtures, and the assurance of obstacle free, accessible routes with smoothly functioning entry components, to name a few.

Cyclical tasks should include, among other things, clearing of building gutters, site drains, and balconies, trimming of trees to avoid contact with the building, and the clearance of soil and organic matter at building base to maintain adequate clearances to building finishes and to ensure proper drainage away from the building.

Park maintenance should include not only care for plant life, but also cleaning of site hardscape, furniture, and equipment, removal of site garbage and accumulated detritus, and the routine maintenance of lighting fixtures and mechanical and built features.

Gehl



Appendix

Martin Luther King Junior Civic Center Park
Cultural Landscape Assessment

Berkeley Veterans Memorial Building
Historic Structure Report

Berkeley City Hall - Maudelle Shirek Building
Historic Structure Report

Engagement Transcripts

Program Cost Plan

